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**DEVELOPMENT CO-OPERATION DIRECTORATE  
DEVELOPMENT ASSISTANCE COMMITTEE**

**DAC Network on Governance**

**DRAFT SUMMARY RECORD OF THE 15TH GOVNET MEETING**

**6-8 June 2011**

*This document is submitted for Approval at the 16th Meeting of the GOVNET.*

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**DAC GOVERNANCE NETWORK (GOVNET),  
15<sup>th</sup> Meeting,**

**Paris, 6-8 June 2011**

**DRAFT SUMMARY RECORD**

**Introduction**

1. Alexandra Trzeciak-Duval, Head of Policy Division (OECD/DCD) welcomed all participants to three days of meetings, and proceeded with the **annual elections of officials for the Chair/Bureau** whose role is to guide the GOVNET's work.
2. René Holenstein, the current GOVNET Chair and Head of the Multilateral Division in Swiss Development Cooperation, was re-elected as Co-Chair, and David Yang, Director of Democracy and Governance in USAID, was elected as the new Co-Chair. The candidates' nominations were seconded by Canada and Sweden. The Bureau will remain the same for the next period: Phil Mason (DFID - Chair of the Anti-Corruption Task Team), Mirco Goudriaan (Netherlands Cooperation - Chair of the Taxation Task Team) and Dan Seymour (UNICEF - Chair of the Human Rights Task Team). Martin Chungong, Head of Democracy and Governance at the Inter-parliamentary Union, will continue in his special role with GOVNET as a Co-Chair in managing the programme on Aid and Domestic Accountability.
3. The GOVNET Chair, René Holenstein (Switzerland), then proceeded with opening the GOVNET plenary meeting, outlining the meeting objectives. The group approved the draft agenda and adopted the summary of the 14<sup>th</sup> GOVNET meeting.
4. **GOVNET Highlights:** This GOVNET meeting was held at a time of rising demand for support to governance, related to both "core" issues of democratic transitions and development, and work on governance in sectors, in particular in the context of the recent "Arab Spring". A progress report on GOVNET work-streams was presented, and the group reviewed the first draft, including case studies and dialogue processes, of the Guidance on Aid Accountability and Democratic Governance (Case studies: Mali, Mozambique, Peru and Uganda). Through the Seminar on Media Assistance Today<sup>1</sup>, they also worked together to develop *Draft Principles for Media Development* – for inclusion in the accountability Guidance. Finally, the group discussed and agreed on GOVNET's input to the High Level Forum on Aid Effectiveness (HLF4), in Busan, Korea (29 November–1 December) in the form of messages and operational commitments on the four work-streams on Domestic Accountability, Anti-Corruption, Tax and Development, and Human Rights, to be further supported by contributions of speakers and sessions to the main debate and side events at the HLF4.

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<sup>1</sup> The OECD-DAC-GOVNET in partnership with the World Bank Institute, Internews and the BBC World Service Trust organised on June 7-8 a "Seminar on Trends in Support of Accountability: Media Assistance Today". A summary record of this seminar discussions is attached as Annex 2.

## A. GOVNET priorities, progress reports and future orientations

### 1. *Key agency priorities and support to the Middle East and North Africa (MENA) Region*

5. David Yang (USA) echoed the discussions of the April **DAC Senior Level Meeting (SLM) on developments in the MENA region** and noted that it provided an indication that demands for support are rising sharply and are likely to continue. Values of humility, non-interference and respect of country specificities were expressed by Senior Level Development Officials and reiterated by participants as a guiding principle in any supporting or facilitating role that external actors may play. Senior Officials noted that most support relates to three main areas or stages: (i) humanitarian assistance, (ii) support to transitions, and (iii) support to longer term economic development and democracy to address unemployment and poverty issues, a key underlying trigger of change among youth in the region. The Co-Chair opened the floor for members to share their efforts in governance work in general and more specific demands in the MENA region, based on the Survey of MENA region initiatives in governance (and other areas) launched by GOVNET in April 2011.

6. **Members shared their experience**, pointing out that recent events in the region had increased demand for support and generated quick follow-up responses and specific reprogramming efforts from donors. A whole-of-government approach to economic transition (UK) and support to economic development continue to be a main priority while the governance focus remains on social accountability (World Bank), support to elections (USAID), parliaments (IPU), legislative and judicial capacity building (Spain, IPU, Poland), gender equity (IPU, Spain, UK, USA), youth and human rights (Denmark). All members are supporting multilateral efforts and they acknowledged the real challenge for donor coordination in the region.

7. Martin Forst (OECD/ Governance Directorate), Raundi Halvorson-Quevedo (working with Arab donors at the DAC Secretariat), Alexander Bohmer (DAF/MENA Programme) and Bob Bonwitt (Head of SIGMA), briefed members on their respective activities. The importance of ensuring substantive and coherent statebuilding support was emphasised. An OECD-MENA High Level Dialogue has been initiated, setting out some basic principles and actions. A meeting between the DAC and the Arab Coordinating Group in July in London aims to engage with Arab donors and bring the two donor communities together to share experiences and expertise and look for synergies in support to transition processes in the MENA region. The GOVNET was called on to provide a summary of the survey of support to the MENA region. In the short term, priorities are to increase efforts on humanitarian aid, asset recovery and employment. In the medium to long term, economic development, accountability and new opportunities for women and youth are at the core of discussions. It has been noted that the real obstacles to investment, job creation and integrity in business are institutional/governance weaknesses.

8. David Yang pointed to **the important role the GOVNET can play in co-ordination, information exchange and dialogue** on efforts and responses related to needs in the region and encouraged members to participate in what all agreed should be an ongoing survey of existing efforts and recent demands in the MENA region that the GOVNET is conducting in all member agencies. Another relevant initiative is the “Transatlantic Democracy Dialogue”, hosted by the European Parliament and the National Democratic Institute (NDI), launched last March in Brussels, where it was proposed that OECD-DAC could be a potential partner in future discussions. A zero draft concept note about a possible event in the first week of October has been provided for members’ consideration, and members are being asked to consider sending high level representations to this meeting.

***Next steps on support to the MENA region:***

- Invitation to be sent to members for participation in Transatlantic Democracy Dialogue, Brussels, October 2011.
- OECD welcomes information from members on requests for and support to MENA region to help keep all actors informed.

***2. Progress on GOVNET work in democratic governance, accountability, rights and anti-corruption***

This session provided an update on implementation of the 2011-12 Programme of Work and Budget (PWB), and plans toward the HLF4 on Aid Effectiveness in Busan at the end of 2011. Room Document 2 provides an update on each of the current work items: (i) aid and domestic accountability (ii) anti-corruption (iii) taxation, and (iv) human rights.

- Martin Chungong (Co-Chair of the Management Group on Aid and Domestic Accountability – IPU) and Lisa Williams (GOVNET Team leader on Aid and Domestic Accountability) provided a brief update on progress on the draft **Guidance on Aid, Accountability and Democratic Governance** for discussion. The country case studies were covered in more detail in the afternoon session (see below). Many GOVNET members have been engaged in leading this work and provided feedback.
- Kjetil Hansen-Shino (GOVNET Team Leader on Anti-Corruption) presented the main findings from the joint **OECD/UNODC/World Bank Stolen Asset Recovery StAR Survey** and briefly presented the **International Drivers of Corruption** analytical tool, which were approved by GOVNET through written procedure. Joint Responses work is ongoing through secretariat support to field based colleagues, with recent demand from Kenya, Burundi, Mozambique, Sierra Leone and South Sudan. Last, a multi-directorate initiative to report on OECD countries' existing laws and structures to prevent illicit flows is under development. The importance of presenting this work to the DAC was underscored by members.
- A brief update on progress on the work of **Human Rights Task Team** was provided (by Lisa Williams, GOVNET Team Leader). Draft results from the Survey on Current Practice in Human Rights and Development produced by the Task Team have been presented and, while still ongoing, will serve as a basis for an update of *Donors' Practices in Integrating Human Rights into Development* (which led to the OECD-DAC Policy Paper on Human Rights and Development) being currently drafted. The WB Nordic Trust Fund on Human Rights and the GOVNET HRTT are working together on this update. A study on accountability and human rights, highlighting the link between human rights and taxation currently underway will be fed into the work-stream on support to domestic accountability. A "Joint UNICEF/GOVNET Seminar on Child Rights and Governance" was held with Save the Children in April in London with the aim of examining how employing governance tools, such as assessments and strategies on accountability, can leverage support for child rights work in conventions and at country level.

9. Alexandra Trzeciak-Duval provided a summary of **GOVNET outreach** and work with other OECD Directorates and Networks. The GOVNET is working across the OECD on a number of strategically important issues. The GOVNET is linking up with work in the areas of statebuilding and political dialogue in INCAF; with work related to country systems and ownership under the Working Party

on Aid Effectiveness; and with broader initiatives across the OECD, i.e. on anti-corruption, accountability and tax with the Directorate for Public Governance and Territorial Development (GOV), Directorate for Financial and Enterprise Affairs (DAF), Centre for Tax Policy and Administration (CTP) and others.

### ***3. Progress report on Taxation and Development***

10. Ben Dickinson, leading the Tax and Development work at the OECD Secretariat, and Mirco Goudriaan, the Chair of the GOVNET Task Team on Taxation, who joined by phone from Hague, outlined the process so far in setting up this programme and the work-programme priorities coming out of the recent April meeting. Members strongly endorsed the joint DCD/CFA work-programme and called for more coherence (Germany) and horizontal work within the OECD (Belgium); a focus on citizen-state and tax morale expenditure (UK); as well as more attention to the political aspects and governance issues beyond the purely technical issue of tax reforms (Belgium, Netherlands); and more work on country-by-country reporting (France).

### ***4. Opening briefing on ongoing DAC architecture discussions and GOVNET future orientations***

11. The DAC Facilitators (Ms. Kari Hauge Riisøen, Norway, and Mr. Bert van Geel, The Netherlands) gave members a brief overview of the ongoing review of DAC subsidiary bodies, highlighting the need to make subsidiary bodies more flexible and responsive, reducing process and transaction costs where possible, and ensuring work-programmes that are relevant and demand driven. The ensuing discussion highlighted the need to maintain subsidiary body links with specialist networks and practitioners as a way to remain relevant and in touch with the current knowledge and policy agendas and concluded that a careful balance needs to be struck between subsidiary body responsiveness to DAC priorities and directions, on the one hand, and flexibility/openness to issues and priorities that trickle up from subsidiary bodies and communities of practice, on the other.

## **B. Focus: Aid, Accountability and Democratic Governance support**

### ***1. International consultation on Aid, Accountability and Democratic Governance Support: Citizen-State Dialogue***

12. Co-Chair of the Management Group on Aid and Domestic Accountability, Martin Chungong (Inter-Parliamentary Union) opened this session by welcoming the **good progress on the work on domestic accountability and the evidence-based exercises led in Mali, Mozambique, Peru and Uganda**. Since the launch of case work on domestic accountability one year ago and the establishment of a Management Group of accountability actors advising on these issues, greater evidence-based understanding has grown about how donors can be more strategic in their support to domestic accountability and democratic governance in general. A concern for citizen demand and improved state-society relations is at the heart of this work stream. In Mali, Mozambique, Peru and Uganda, many in this group have helped to facilitate a process of research and dialogue to build the evidence base and learning on accountability. Donor leadership has come in particular from France, Switzerland, the United States and the United Kingdom teams working on democratic governance and aid effectiveness issues in capitals and in each country.

13. Stephane Louhaur (France) and Julie Leonard (PriceWaterhouseCoopers) presented their findings and plans for the consultation phase to be held in **Mali** in the fall of 2011. Questions and comments on records on human rights and on aid modalities and mechanisms engaging citizens through media support were raised. The Multi-Stakeholder Dialogue in **Peru** was held successfully with participation from more than 70 members of the Government, the donor community and civil society. Mrs. Nancy Silva (Agencia Peruana de Coordinacion Internacional(APCI)) and David Yang (United States) provided an overview on

the key themes of the in-depth analysis, the first full draft study delivered in December 2010, namely a) budgeting for results and b) child nutrition. Ciudadanos al Dia (CAD), the local research and accountability organization played a key role in the success of the study and the consultation. Mr. Marc de Tollenare (Switzerland) presented key messages for the phase 2 of research completed in the **Mozambique** study on budget processes and health. An upcoming draft reflecting the findings from the Multi-Stakeholder Dialogue in Mozambique held last May will be shared shortly. Finally, Ms. Leni Wild (Overseas Development Institute) presented the findings of the **Uganda** case which focused on the health sector and the budget process, though the dialogue has been postponed in the wake of local elections and changes in donor strategies, which have been positively influenced by the OECD study.

***Next steps for action on the case studies:***

- The GOVNET Secretariat renewed its call to all members to raise awareness of these studies in country offices in Mali, Mozambique, Peru and Uganda in order to promote in-country use of the reports.
- Updated draft reports will be circulated for comments early this fall in the run-up to the next High Level Forum on Aid Effectiveness (HLF4).

***Additional evidence:***

14. Members also discussed how the findings could be integrated into the ***Synthesis of Guidance and Key Policy Messages on Aid, Accountability and Democratic Governance*** and inform the work on principles and common practice on international support to elections, parties, parliaments, and the media – now being finalised. To complement case study research, the GOVNET has been in a process of developing basic principles for support to democratic governance through high-level events on trends in accountability since the first “Roundtable on International Support to Elections” in March 2010 which marked a unique event for co-ordinating donor, practitioner and heads of electoral commissions in developing countries. The idea was launched not only to include the Draft Principles on International Electoral Assistance in the accountability guidance, but also to consider avenues for piloting them in-country in a post-electoral phase. Members were encouraged to contact the Secretariat to express interest in supporting such an exercise.

15. The seminars on political party assistance and media development have led to similar principles for donor support and collaboration with partners to be included in the accountability guidance. Draft principles on support to parliaments have yet to be discussed in a seminar format and some interest has been expressed by UNDP and WBI, as well as DFID, about collaborating on this in the coming year. The GOVNET is now seen by members as a platform for co-ordinating a wide range of communities of practice working on accountability, also related to budget processes and health sector support.

16. These case studies will constitute the evidence related to accountability for the High Level Forum (HLF4) on Aid Effectiveness in Busan. GOVNET is working closely with the Working Party on Aid Effectiveness (WP-EFF) to prepare messages, contribute high-level speakers and prepare side events, as needed, for the HLF4.

***Next steps on piloting the electoral assistance principles:***

Members to contact the Secretariat to express interest in supporting avenues for piloting in-country Draft Principles on International Electoral Assistance in a post electoral phase.

## ***2. Related donor and foundation innovations on Aid, Accountability and Democratic Governance:***

17. Mary McNeil (**WBI**) informed members of the World Bank's increased emphasis on Demand Side Governance. A roundtable is planned in DC to consult with civil society on how support can best be structured, and a new facility for support to civil society is under development.

18. Andrew Bradley (**IDEA**) outlined some the findings on how and when support to improved accountability institutions can impact service delivery as summarized in five basic principles.(i) understanding decentralized vs central powers (ii) establishing effective communications channels between state and citizens (iii) supporting both local government and civil society, linking them together (iv) local perceptions of accountability (v) how a good tax system can increase accountability.

19. Samantha Attridge (**the Commonwealth Secretariat**) spoke about their case study research on the relationship between mutual and domestic accountability, pointing to the tradeoffs to be managed in using national systems for aid delivery while managing risks, and the impact this can have on domestic and mutual accountability and their linkages.

20. Shiona Ruhemann and Isabelle Cardinal outlined **DFID's** work on accountability which has taken the agency toward an agenda focused on inclusion, accountability and empowerment, since one of the main causes of poverty is exclusion. The new agenda, building on over ten years of governance analysis, will be increasingly people-centred with the goal of building resilient and inclusive institutions. DFID has asked that the Secretariat engage in an internal seminar to help launch and connect work on accountability and empowerment as it nears completion of the GOVNET guidance on Aid, Accountability and Democratic Governance and work on empowerment (POVNET).

21. Martin Tisne (**Transparency and Accountability Initiative - TAI**) pointed to the exciting momentum now building up for civil society engagement and how much of this momentum has its origins in the South. An ecosystem of civil society organizations working on accountability is building up, focusing on issues such as freedom of information, budget transparency, anti-corruption, etc. TAI is currently undertaking a stocktaking of 16 different communities of practice, sponsoring multi-country multi-year research to generate more evidence to support accountability work, with a second work-stream focusing on understanding the impact of new mobile technologies on this agenda. They are also engaged in a new Open Government initiative with the US and Brazil that could also be an important avenue for dissemination of OECD-DAC work on Aid, Accountability and Democratic Governance.

## ***3. Toward Draft Guidance on Aid, Accountability and Democratic Governance Support***

22. After much work over the last two years, the GOVNET Secretariat was pleased to receive excellent feedback on the **first draft of guidance/good practice in the field of aid and domestic accountability** (*Draft Synthesis of Guidance on Aid, Accountability and Democratic Governance Support*) with the full GOVNET for discussion. It was agreed in 2010 that this work should continue in 2011/12 and be considered as part of the work plan toward 2014. M. Chungong (IPU), L. Williams (GOVNET) and Leni Wild (ODI) provided an overview of the process, the emerging findings and guidance and some key policy messages.

23. Some members were in favor of a shorter version and more case study examples in the main text and others pointed out some weaknesses, notably related to the use of country systems, promotion of gender equality, human rights, and the role of civil society. Comments from the meeting will be integrated and an updated draft will be circulated for further written comments **by the end of August 2011.**

***Next steps for action:***

It was noted that the guiding principles and common practice – on international support to elections, parties, parliaments, and the media – developed in the last months are already integrated in draft into this document to help support better co-ordination and practice in governance strategies. A final version will be submitted to Members for approval and comments towards the end of August/early September ahead of submission to the DAC. Members interested in: i) having an internal seminar on accountability (as DFID has planned); ii) piloting principles on support to elections (political parties or the media), and/or iii) supporting a seminar on parliamentary/legislative strengthening should **contact the Secretariat by mid-September** to begin planning for the coming year. Individuals will be contacted concerning next steps on the “High-Level Transatlantic Dialogue on Democracy Support” for which NDI has requested GOVNET engagement.

### **C. Results Measurement**

24. Kjetil Hansen-Shino presented a concept note on **Demonstrating Results in Governance and Monitoring Progress**, whose aim is to take stock of progress with regards to results measurement in the governance area when compared with other development areas, such as education, health, etc. This “state of knowledge note” would be structured around a set of questions that the governance community would like to get some evidence on, such as the relative difficulty of measuring results on governance interventions and institution building, the use of indicators, measuring impact, etc. Megan Kennedy-Chouane from the DAC Evaluation Network gave a brief overview of ongoing related work and expressed a willingness to give support to the development of the proposed work. The proposal was met with strong support by members who felt the issue should be high on the agenda in the current aid environment. Daniel Kaufman noted the importance of continued attention to the issue of measuring progress on governance and expressed an interest in providing comments and guidance to the development of the note.

***Next steps for action:***

The secretariat will revise and share a new version of the concept note based on members’ comments.

### **D. Preparations for the Fourth High Level Forum in Busan**

25. **Brenda Killen, Head of the Aid Quality Division** in DCD, presented the ongoing preparatory process for the Fourth High Level Forum on Aid Effectiveness to be held in Busan, Korea (November 29-December 1) to help members better understand the entry points for ensuring that important aspects of the GOVNET work are properly handled in the HLF4. She offered some thoughts on future links to GOVNET’s work.

***Next steps for action:***

A draft Proposal for Key Governance Messages and Strategy for the HLF-4 was circulated for comments. Members felt that a shorter, more concise document would be useful and proposed using Domestic Accountability as an organizing framework for GOVNET’s input to Busan. Additional comments will be accepted through the **end of July**, and a new version will then be submitted to WP-EFF.

**Wrap-up, conclusions and any other business:**

- Given the fluid institutional environment of the ongoing **reform of DAC subsidiary bodies**, GOVNET members asked that the secretariat keep them updated on developments on a regular basis. The newly elected GOVNET Co-Chairs, René Holenstein (Switzerland) and David Yang (United States), are committed to working with members in shaping the GOVNET to deliver fast, smart support to donors and counterparts in developing countries on the governance agenda, working at all levels. In discussions on positioning the Network, members felt that the GOVNET has a comparative advantage on issues such as accountability, transparency and results that should be built upon in the coming cycle and where members' efforts can be best galvanized to shape governance inputs in sectors as well going forward.
- In this context, the GOVNET will hold a **Brown Bag Lunch on 21 September in Paris** as an opportunity to better inform the DAC of its work, following on from two previous briefings provided by the GOVNET Chair to the DAC in 2009 and 2010.
- In the overall **preparations for the HLF4**, members will need to be closely engaged with their counterparts working on aid effectiveness and with DAC Delegates. GOVNET work on aid and domestic accountability was seen as the framing concept for the Network contributions on all work-streams: anti-corruption, taxation and human rights.
- As decided by the group, the **MENA survey will continue and be updated regularly** to keep track of efforts and help members share and potentially co-ordinate efforts. The GOVNET Secretariat continues its engagement in the OECD-wide work on the MENA region in the wake of the most recent G8 mandate to further efforts started in the six-year MENA initiative on investment and governance and the SIGMA work.
- The *Draft Guidance on Aid, Accountability and Democratic Governance* will be advanced over the coming months and all key messages delivered to the HLF4. The GOVNET membership could consider releasing the draft guidance in an interim form so that members can begin using and testing it ahead of HLF4. It could then be updated based on further evidence and consultations in 2012. **The DAC will receive an update on this work, most likely on 22 September, and members were urged to prepare their DAC delegates accordingly.** Members should be feeding key messages to counterparts working on aid effectiveness and accountability for HLF4 briefings, as this issue is seen as a key component of promoting country ownership of – and wider citizen engagement in -- the development agenda in partner and donor countries. The WP-EFF country systems/Public Financial Management (PFM) team is also working with GOVNET and INCAF to consider a common approach to joint work on effective states going forward.
- Work on **Anti-Corruption** – “The International Drivers of Corruption” analytical tool and “Accra’s Anti-Corruption Commitments: a call to action”, a joint OECD/World Bank/UNODC progress report on OECD countries’ commitments related to stolen asset recovery – will be presented to the DAC on 22 September. Members should inform their DAC delegates.
- The Network agreed that a stream of work on **Demonstrating Results in Governance and Accountability** work should be launched in 2011/12, building on widespread demand and a seminar on the issue in December 2010 and a short concept note presented by Kjetil Hansen-Shino. The WB, DFID and the US and other members have expressed a keen interest in seeing the GOVNET rapidly deepen understanding and joint learning/sharing in this area.

**ANNEX 1:  
DAC NETWORK ON GOVERNANCE (GOVNET) /  
RÉUNIONS DU RÉSEAU DU CAD SUR LA GOUVERNANCE (GOVNET)  
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**ANNEX 2:**  
**DRAFT SUMMARY RECORD OF THE SEMINAR ON**  
**TRENDS IN SUPPORT OF ACCOUNTABILITY: MEDIA ASSISTANCE TODAY**  
**Paris, 7-8 June 2011**  
**(organised by the OECD-DAC GOVNET in partnership with the World Bank Institute, Internews**  
**and the BBC World Service Trust)**

**Executive Summary**

On 7-8 June 2011, **OECD-DAC-GOVNET organized a joint seminar** with the **BBC World Service Trust, the World Bank Institute** and **Internews** on, “**Trends in Support of Accountability: Media Assistance Today**” gathering around the table high-level external advisors/academics in the field of governance, OECD-DAC-GOVNET donor staff working on governance, and a broad range of media assistance providers, civil society organizations and international organizations.

The objectives of the seminar were to: i) share practice and approaches in the area of media assistance among key actors while acknowledging sensitivities and challenges; and ii) to explore opportunities for more holistic approaches in support to accountability and better governance, building the bridge with media assistance and its role in this field. This seminar was designed to build a consensus as to why and how to support the media in the context of broader strategies to improve domestic accountability, governance and development.

The discussions showed a broad recognition of media assistance as a fundamental component of support to domestic accountability: vibrant media communities inform and stimulate public debate so that people can hold their governments to account. Key recommendations and next steps emerging from the discussion were as follows:

**Key conclusions and recommendations:**

1. **Media should be viewed as an integrated part of the system of accountability/democratic governance institutions, from project-based assistance to holistic approaches.** At the country-level, media should be integrated into governance diagnosis/analysis (indicators, surveys) shared among donors.
2. **Support to a free and plural media in its own right** is important as an intrinsic component of democratic governance. Support can also be focussed more specifically at media efforts designed to meeting the information and communication needs of particular populations, particularly in enhancing access to information on issues that shape their lives.
3. **A common language needs to be defined on media assistance and its evaluation frameworks**, to push toward greater **aid effectiveness** and avoid obstacles such as multiple results frameworks. Media assistance should be **defined within a local-specific development context** and set within political economy analysis of the development context. Support to media and news/social media platforms must take into account specific country needs (new media/social media in hand with traditional media).
4. **Ownership challenges** need to be addressed. Programmes should be locally driven where possible. Connecting local strategies to national policies through accountability/governance approaches, placing a priority on strong formative research, as well as using participatory processes for strategy and program design can help. Media’s capacity to reach large numbers is a key part of its attraction, particularly in delivering value for money.
5. Efforts **to create a division of labour to support accountability systems/mechanisms like media** need to be pursued. Development agencies need to have **institutional capacity** on media (media advisors, experts) to better inform diagnosis, strategy and planning.
6. **Enhanced coordination** among donors and multilateral development banks, towards the creation of coalitions for change is key.
7. Donors should **model the behaviour** they seek to support (social media and otherwise).
8. Support to the **independent media sector** and the media management sector should be increased.
9. **Basket funding approaches** should be pursued where they enhance coordination and do not inhibit plurality and innovation.
10. In fragile contexts, concerns emerged of **over-emphasis on state/central support**: stakeholders should think creatively about what can help (support to investigative journalists, CSOs, etc.)

**Next steps:**

- Reflect and comment on the *Draft Discussion Paper: International Support to Media Development: Context, Evidence, Challenges and Possible Strategic Principles*, to build consensus on key principles.
- Agree on common principles on Media Support in the lead-up to the **High Level Forum 4 on Aid Effectiveness** in Busan, Korea, in November 2011.

## Introduction

1. On 7-8 June 2011, OECD-DAC-GOVNET organised a joint seminar with the BBC World Service Trust, the World Bank Institute and Internews on, “Trends in Support of Accountability: Media Assistance Today”. Participants and speakers ranged from high-level external advisors/academics in the field of governance and OECD-DAC-GOVNET donor staff working on governance, and a broad range of media assistance providers, civil society organizations and international organizations (see appended participants list).
2. The objectives of the seminar were to: i) share practice and approaches in the area of media assistance among key actors while acknowledging sensitivities and challenges; and ii) to explore opportunities for more holistic approaches in support to accountability and better governance, building the bridge with media assistance and its role in this field.
3. This seminar was designed to follow on from the **May 2011 Wilton Park Conference on Media, Social Media and Democratic Governance** with the BBC World Service Trust, an event with the wider media assistance community where a range of views were collected on potential principles for development, governance and accountability programming and practice in this field. A principal conclusion of the Wilton Park conference was that, while the importance of media in shaping democratic governance outcomes is increasingly acknowledged, a lack of capacity and strategic thinking in development agencies substantially inhibit the effectiveness of media assistance. The OECD-hosted Seminar was therefore designed to build a consensus as to why and how support the media in the context of broader strategies to support domestic accountability, governance and development. In addition, the findings of the seminar will inform the broader OECD-DAC-GOVNET guidance on aid and domestic accountability, which will deliver messages in the lead-up to the **High Level Forum 4 on Aid Effectiveness** in Busan, Korea, in November 2011.
4. The discussions showed a broad recognition of media assistance as a fundamental component of support to domestic accountability: vibrant media communities inform and stimulate public debate so that people can hold their governments to account. Accordingly, it has been underlined that media assistance needs to be integrated in a holistic strategy for improving accountability and democratic governance.

## Why media assistance matters today

5. **Daniel Kaufmann** (Brookings Institution) presented some empirical research into the relationship between flows of aid and media/press freedom and voice and accountability. He asked four basic questions: 1) Do media development and media freedoms matter? 2) If they matter, have donors noticed? 3) If noticed, have donors supported it? 4) If funded it, has the support been effective? His research showed that media does matter, donors tend to notice and support the media, but they do not necessarily understand the relationship between media and governance, and the results of their support appear to be mixed. He stressed the importance of supporting the policy and regulatory framework—the enabling environment—in supporting the media. Mr. Kaufmann also emphasized that there are not enough sector-wide media diagnostics performed at the country level in order to be able to perform an adequate empirical analysis. He also stressed that new media was upsetting the donor emphasis on the state, and could be a force to counter media’s capture by the state or media oligarchs.

## Media, development and accountability: developing draft principles

6. Mr. **James Deane** (BBC World Service Trust) opened the first session of this seminar by presenting the main challenges the development community is facing regarding media assistance today. Mr. Deane underlined that, while a shift in governance from a state to a citizen focus is underway and the power of media as agents of accountability has been broadly acknowledged, media is not yet integrated into the broader policy agenda of governance. It is neither considered a governance priority nor

mainstreamed within most development agencies. However, as Mr. Deane emphasized, the narrative is now changing: media assistance as a sector has become more organized, professional and claims more efficiency in demonstrating results. Mr. Deane proposed strategic principles to better guide international support to media as an accountability mechanism. Mr. **Sina Odugbemi** (World Bank CommGAP) confirmed this position, stressing that media is the first window into a country that enables people to know what they can and should expect from their governments. As such, strengthening the media as a driver of information should be a priority for development actors.

7. Mr. **David Yang** and Ms. **Lisa Williams** (GOVNET) briefly presented the GOVNET's multi-year programme on domestic accountability (2009-2012). GOVNET has been working towards supporting more open government and fairer, stronger state-citizens relations through system-wide work on aid and domestic accountability. Domestic accountability is dynamic and functions as a system, which brings together a range of accountability actors and institutions including the media, parliaments, political parties, audit institutions, etc. Evidence from in-depth case studies conducted in Mali, Mozambique, Peru and Uganda calls for change in the role of external assistance to greater emphasis on facilitating or convening locally driven reform processes. Mr. Yang and Ms. Williams pointed out that GOVNET's programme provided this unique, first-time opportunity to bring together the practitioners in media assistance with governance and development experts to consider ways to engage the media in partner countries for improved accountability, participation and democratic governance in development efforts.

#### **Media assistance: challenges and opportunities**

8. Mr. **Mark Nelson** (WBI) proposed some lessons drawn from the capacity development debate for the enhancement of media assistance effectiveness. He underlined the need for a new paradigm in conceiving media assistance which has suffered from an approach strictly using political lenses, neglecting the potential role of media for economic and social development. In this context, it is essential to integrate media into a broader development agenda and to support an enabling environment for media's development, assuring country leadership and ownership. However, change on the ground is slow. As the World Bank's capacity development evaluations show, resources are still overwhelmingly spent on skills (training and consultants), with little emphasis on institutional and capacity constraints identified. Future media assistance efforts should focus on participatory processes in order to develop local capacity and sustainable engagement from both donors and partner countries.

9. Ms. **Tara Susman-Peña** (Internews) highlighted the key challenges for donor interventions in the media space. The findings of a Media Map Project survey of 8 countries (including Mali, Congo, Peru, and Ukraine) over the last 2 decades show that the overall approach to media development lacks incorporation of diagnostic and analysis into strategy and budgeting. She pointed out four main challenges: first, the legacy of the Modernization paradigm dominates current practices which thus still neglect the importance of media. Second, case studies show that data collection and systemic learning of past donor interventions are not institutionalized. Although donors are making headway in measuring the impact of programming, they inadequately use the data to inform improvements and re-calibrate over time. Third, the survey reveals a lack of emphasis on building up the business side of donor-funded media creating donor-recipient dependencies. The Media Map Project, as stressed Ms. Susman-Peña, addresses these gaps by making available multiple sources of data that measure the media sector of countries to help better inform diagnostics, and thus strategy and planning.

10. Ms. **Helena Bjuremalm** (SIDA) shared SIDA practices and their approach to media development. Aspiring to the development of free and independent media, Ms. Bjuremalm highlighted that media assistance should be holistic. SIDA's approach therefore combines support to the legal and regulatory environment, professional capacity building and financial stability activities. It includes business management skills, financial independence and editorial independence. In addition, SIDA has developed programs on global, regional and bilateral levels. For example, SIDA has partnered with other donor agencies in Vietnam, DRC and Uganda. Ms. Bjuremalm underscored some challenges in SIDA's work in the field: media literacy, limited access to social media, lack of new innovative funding and the

minor place of media assistance in the broader development agenda which still constrains donor's effectiveness in supporting media development.

11. Ms. **Claudia Pragua** (BMZ) underscored that since 2009, German development agencies have shed the light on the essential role of media for democracy and good governance. In this context, Germany promotes two forms of media assistance. Its strategies for media support emphasize: a) media development which involves capacity building and support to the pluralistic media landscape through, for example the work of German political foundations; and b) media for development or support to use media for developmental goals such as GIZ's support to audience-driven radio programs addressing small enterprise issues. From advisory services on legal frameworks to capacity development of journalists and media institutions, Germany supports governmental and non-governmental actors working together to strengthen media infrastructure, to ensure the professionalization of journalists and to help forging a culture of quality information and public, democratic awareness. Ms. Pragua has stressed that media development has been of high political interest for Germany for years, and that Germany is moving ahead towards the establishment of a new Fund for Democracy/ Special Initiative for Media Promotion, responding to the changes occurring in the MENA region. It is important to note that Germany has made a unique effort to situate media assistance within its governance and development strategies and to articulate holistic approaches in the field that include media support as one pillar.

12. Mr. **Patrick Leusch** (DW-Akademie) illustrated his experience in media assistance as a main actor of the German media policy. Mr. Leusch highlighted some misunderstandings about media assistance. First, developmental actors have been too ambitious about media development, underestimating the reciprocal relationship between media and democracy: media performance can indicate the level of democracy, but, without a minimum level of democracy and protection, the media cannot function. Therefore, multiplication of media does not necessarily mean media pluralism, nor does the development of media signify that media serves developmental goals. To support media for development, DW-Akademie focuses its work on market support, policies, regulations and performance of the media.

13. As the largest media donor present in 47 countries, USAID has made its support for media development a key pillar of its democracy promotion strategy. Mr. **Troy Etulain** explained that USAID media development programs aim at developing independent local media and empowering citizens through training and capacity building, advocacy, media business development, legal reform support and publishing vehicles activities. Mr. Etulain stressed that all activities are based on preliminary assessments defining the needs and areas of interventions, such as the *Media Sustainability Index 2010*. USAID adopts a multi-actor de-institutionalized approach: dialogue with other media development donors, cooperation with local actors, and case-by-case strategy constitute the core of USAID practices. Great emphasis on measurement and innovation are also fundamental. For example, through the Afghanistan Media Development and Empowerment Program, USAID have developed the "Mobile Khabar"- a mobile phone offering media services to provide citizens with greater access to information. Concerns about digital conversion and information security as laid out recently in the new *International Strategy for Cyberspace*, are emerging as programmes request more cyber tools.

14. The French approach, presented by Ms. **Julie Godignon** (MAEE), considers media to be a cross-sectoral theme with the objective of promoting the necessary conditions for their sustainable and independent functioning as to ensure plurality and diversity. Collaborating with multilateral organizations and the European Community, French media assistance is composed of a unit in the Ministry of Foreign Affairs in charge of designing priorities and granting funds, which works in close cooperation with a network of 60 French experts abroad and the implementing agency Canal France International (CFI), specialised in media strategy development. French media assistance focuses on assisting the design of regulatory systems, reinforcing the economic field, strengthening vocational and academic capacity building and developing information and communication technologies as potential tools to promote new economic models and to provide pluralistic information.

15. Mr. **Laurent Allary** (CFI) presented the functioning and activities of the main French agency responsible for media assistance: Canal France International. CFI focuses on the modernisation and

professionalization of media in Southern countries and favours long-term initiatives through auditing and consulting, the transfer of practical skills and the reinforcement of local production. A new project in Tunisia illustrates the cooperative and multi-stakeholder approach France has chosen. Since the Arab Spring, 80 Tunisian journalists are being trained to cover the first free elections of the country and workshops are organized at the request of local professionals.

### **How media support enhances accountability: system-wide, country-level approaches**

16. Mr. **Carlos Cardenas** (Red TV Peru) presented on the challenges of the media in Peru and on the work of Red TV and TV Cultura. Red TV was born out of a project by TV-Cultura, a non-profit media organization. In 2000 TV-Cultura received funds from USAID to develop a television program called *Democracia Ayer y Hoy* (Democracy: Yesterday and Today) to generate dialogue, educate the population, and promote a transparent electoral process. Red TV is a network of 37 small private television stations across Peru, and offers a decentralized model of production, dissemination, and ultimately a multi-directional flow of information, which created a shift in television production in Peru. TV Cultura produces and distributes two nationally broadcast programs that are also accessible via the web, a news program and a magazine program targeted at youth. Both have managed to remain sustainable through advertisement. However, there are still needs to build more capacity and strengthen journalistic practices in Lima and provinces, and these organizations still rely on donors for financial support in these areas. Mr. Cárdenas explained that as Peru is now considered an emerging society with a growing economy, and the global economic crisis is affecting rich nations, funding from donors is diminishing.

17. Ms. **Jessica Dheere** (SMEX Beirut) presented on the force of social media networks in the Middle East today. Social media networks are upending all of the old relationships in Lebanon, but it is currently unclear to what extent they support accountability. SMEX Beirut conducts new media trainings using a networked structure, building long term relationships with journalists in order to continue relationships and skill building. She emphasized that social media are not just tools, but are low cost means of forming and sustaining networks. Successful networks require access, time, and trust (itself an incentive to belong to the network). Ms. Dheere's recommendation for donor success in supporting new media was "catalyse and get out of the way;" in other words, participate without directing. She emphasized open access and net neutrality as critical aspects of progress using ICTs moving forward. She recommended that donors model the behaviour they seek to support: if donors are not transparent, they cannot expect the same of their recipients.

18. Mr. **Leon Willems** (Free Press Unlimited), specialist on media development in fragile states, presented his innovative project in Somalia, *Radio Life Link Somalia*. Broadcasted from the Netherlands, this project aims at improving the quality and diversity of media and providing coverage for all Somali speaking areas. This project has been possible through the distribution of impartial information gathered from the ground and inclusive training programs. However, Mr. Willems recalled that challenges remain. Ideological frameworks often prevail both in fragile states and among donors and restrict funding opportunities. In addition, government-led processes continue to be dysfunctional and to threaten the independence and freedom of media. Accordingly, Mr. Willems signalled the key element of the "hard work" required: a more tailor-made focus with a strong belief in adapting approaches to context and avoiding blueprints; more expert knowledge on the donor side; fewer government centric approaches; and a greater focus on good, investigative journalism not just on institutional sustainability in fragile states, as this may allow for innovation and effectiveness in media assistance for accountability.

19. Mr. **Alan Dreanic** (FEI) provided a successful example of a multilateral approach to media development. Launched in 2007, the inter-donor program "Media for Democracy and accountability in DRC" gathers together 3 donors, Sweden, the UK and France, supporting democracy and transparency in the DRC through media assistance. As Mr. Willems also emphasized, a multi-donor approach has a solid added-value. It provides a favourable environment for holistic approaches that allow donors to combine their *savoir-faire* through a pragmatic division of labour gives incentives for innovation, transparency and quality and favours genuine local partnerships (no national preference). Therefore, this "Media for

democracy program” succeeded in taking up inter-connected challenges. To respond to a lack of professionalization in the media, FEI has put in place several in situ trainings on journalistic skills, and worked in partnership with local media in making documentaries and TV-shows to increase content production on democracy and good governance. In addition, to counter the risks of repression against journalists, FEI encourages legislative reform with the support of the NGO “Journalists in Danger” (JED) and the High Authority of the Media in DRC. It also promotes economic viability of the media through innovative trainings on financial management and pilot projects aiming at providing alternative sources of energy for radios in rural remote areas. Finally to serve an independent public service broadcasting, FEI supports 188 community radios as well as the nation-wide Radio Okapi which received the 2010 Free Media Pioneer award.

20. Mr. **Harlan Mandel** (MDLF) presented on the impact investing and the media development. He pointed out that media need to be considered as businesses and therefore to have a strategy to attract investments. He shows how MDLF support to clients impact on their reach and sales and proposed to donors innovative ways of media funding through grants and loans. **Mirjana Milosevic** (WAN-IFRA) followed up Mr. Mandel’s points to consider media as business, but emphasized the difficulties for media managers and editors in developing countries to take advantage of their freedom because of a crucial lack of basic skills in business management and resources. To reduce the capitalization gap existing for independent news media, Ms. Milosevic defended the idea of a sustainable dialogue between investors, donors and media executives and innovative financing vehicles such as public-private partnerships and market-rate investments to mobilize more private investment in media.

21. Ms. **Ann Quon** (ADB) brought in a regional view to media assistance and indicated a possible way forward for better regional support to media development. Ms. Quon recalled that media, whereas considered as a critical influential vehicle for development, is not as important as governments on the ADB’s perception scale. Therefore, and also due to its limited mandate and its action driven by country level partnership strategies, the ADB’s media assistance still remains project-based and focuses on capacity building and knowledge sharing activities such as thematic-specific media campaigns (HIV/AIDS, Climate change), development of equipment and access to technology (mobile phone infrastructures, internet access). Ms. Quon was keen to promote a more holistic approach, stressing institutional capacity building of media, support to independent and new media, while integrating media as an indicator into governance diagnostics and enhancing coordination.

### **Demonstrating results: how does media assistance work?**

22. Ms. **Marguerite Sullivan** (CIMA-NED) discussed in her presentation what the development community is doing wrong in media assistance and formulated some recommendations. She underlined first that there were no common denominators and definitions in the young field of media assistance: “media freedom” or “media for development” seem exchangeable and still quite blurry concepts. Evaluation is all the more difficult. In addition, no central platform of data exchange exists so that development actors are on the same page. Spending is uneven, with more support to training. Ms. Sullivan called for better trained experts in media support, better data (in particular an equilibrium between qualitative and quantitative data) and a stronger consistency of media assistance.

23. Mr. **Jesper Højberg** (IMS) tackled the issue of media assistance effectiveness. Setting as an ideal goal for development assistance a collaborative innovation, Mr. Højberg detailed the challenges in implementation of the *Paris Declaration Principles* of ownership, alignment and harmonization essential to effective media assistance. Reflecting on his experiences in Zimbabwe, Mexico, Afghanistan, and Haiti, he welcomed the proposition made earlier by M. Nelson and J. Dheere and invited stakeholders to adopt a catalytic approach to partnership and to use more participatory processes to diagnose capacity problems, plan strategies and build coalitions for change.

24. Dr. **Fackson Banda** (UNESCO) briefly presented the UNESCO *Media Development Indicators*. Mr. Banda particularly underscored the idea that these indicators remain quite inadequate as they are

unable to capture the political influences media suffer especially in transition contexts. Indicators can neither speak for the diversity of media nor for what influences them. He thus advocated for a shift in media development evaluation from a structuralist approach to a more socially-based one where the political and social contexts would be better taken into account.

25. Ms. **Mary Myers** (Consultant) offered a European perspective on media assistance. The collected data showed that there is little difference between the European actors and their American homologues. Training and professional development projects are still the largest group of activities in terms of number of projects funded and implemented, ahead of improving access programmes and rights and regulation support. Mrs. Myers reiterated the conclusion of many that a holistic approach to media assistance as part of an integrated accountability agenda is necessary for more efficiency.

### **Towards a consensus: conclusion and next steps**

26. This joint **OECD-DAC-GOVNET, BBC World Service Trust, the World Bank Institute and Internews** unique seminar brought together for the first time in such a forum, practitioners in media assistance with governance and development experts to consider ways to engage the media in partner countries for improved accountability, participation and democratic governance in development efforts. Media assistance has been recognised as a fundamental component of support to domestic accountability and of the essential in a holistic strategy for improving accountability and democratic governance. Different practices and approaches have been shared while recommendations to overcome challenges in this field emerged from the discussion.

27. Consensus has been reached on key conclusions as to why and how to support the media in the context of broader strategies to improve domestic accountability, governance and development. It has been accepted that media should be viewed as an integrated part of the system of accountability/democratic governance institutions, from project-based assistance to holistic approaches. Yet a common language still needs to be defined on media assistance and its evaluation frameworks, to push toward greater aid effectiveness. Integrating media within a local-specific development context is essential to understand specific country needs (new media/social media in hand with traditional media) and to provide better informed strategies and programmes. Enhanced coordination, new division of labour and greater institutional capacities among development agencies are key to undertake those challenges. At the local level, ownership challenges need to be addressed in particular through locally driven media programs and participatory processes.

28. Future work among these communities could focus on sharing lessons around demonstrating results that the media community may have to share for other parts of governance work. The GOVNET will be a good forum to pursue this work and move this agenda forward. Participants agreed as next steps to (1) reflect and comment on the *Draft Discussion Paper: International Support to Media Development: Context, Evidence, Challenges and Possible Strategic Principles*, to build consensus on key principles; and (2) to agree on common principles on Media Support in the lead-up to the High Level Forum 4 on Aid Effectiveness in Busan, Korea, in November 2011.