Supporting Safety of Journalists in Pakistan - An Assessment based on UNESCO's Journalists' Safety Indicators

PILOT ASSESSMENT 2013-2014 – WORKING DOCUMENT

Revision: If readers wish to propose any corrections to this assessment of the safety of journalists
in Pakistan, these may be taken into account in a second version of the report. Should
there be a second version, it will be published in electronic format and made available on
the website of UNESCO.

Foreword

Societies rely upon public interest journalism for their supply of current information and knowledge. This is why UNESCO gives special attention to press freedom, which is based on the universal human right to free expression. To be meaningful, however, press freedom requires that journalists should not have to fear being attacked for doing their job.

Threats to the safety of those doing journalism amount to censorship by intimidation and force. The results are widespread self-censorship and a public that is deprived of the right to know. The rule of law is weakened when citizens see the lack of protection and justice for those who use the right to free expression on a public platform.

Safety is a long way from being secured. A total of 178 journalists, most of whom were locally based, were murdered worldwide in 2013 and 2014, according to UNESCO's recent study *World Trends in Freedom of Expression and Media Development*. Less than one in ten of these cases was judicially resolved. Yet no journalist deserves to be killed simply for their exercise of freedom of expression, and no society can afford to live information darkness.

This is why the safety of journalists has increasingly become a matter of common concern in the international community, and among state actors, NGOs, and media themselves. These different groups are increasingly co-operating within the framework of the 'United Nations Plan of Action on the Safety of Journalists and the Issue of Impunity'. Each party recognises that the problem is bigger than what any single actor can do, and that despite differences and even tensions, almost everyone can still find a shared interest in securing safety and justice for journalists.

To initiate joint and/or complementary strategies for action across the different constituencies, it is necessary to have a knowledge base from which to work. This is where the Journalist's Safety Indicators (JSIs) come in. This unique research tool was developed under the auspices of UNESCO's International Programme for the Development of Communication (IPDC), which is governed by a 39-Member State intergovernmental council.

The JSIs expand on existing references to safety within the IPDC's broader Media Development Indicators. When this research instrument is applied, the findings serve as a baseline against which changes can be measured over time. Application of the JSIs is done methodically and professionally, with attempts to reflect all perspectives and produce as verifiable findings as possible.

The indicators have been elaborated consultatively, and their application has now been piloted in three countries. Pakistan has been one such pilot study, and the value of this was evident in vibrant discussions about the findings during a workshop held in Islamabad, 29 October 2015.

That occasion was part of the build-up to the second anniversary of the International Day to End Impunity for Crimes Against Journalists, on 2 November.

Mirroring the stakeholders addressed by the UN Plan of Action, the JSIs examine the roles being played by the UN and other international organisations, the national state and its branches, civil society, and the media itself. Is there at least an overlap concerning statistics about cases gathered by different agencies? Are police doing better in providing protection and in prosecuting attackers? Is government condemning killings and providing funding for dedicated judicial investigations? Do journalism schools teach safety to their students? Are media employers developing and implementing safety policies? These are the kinds of points that are assessed in the JSI.

The findings are a snapshot at a particular point in time - 2014, which reveals where further work is needed. Progress can be comprehensively measured from that point on. After a reasonable period, a follow-up JSI study can show where there has been change. In this way, the JSIs are a challenge for all actors to do better, so as to ensure that there has indeed been change and that it has been positive. In summary, the JSI findings are both a knowledge resource and a milestone.

Feedback on the draft findings has been incorporated into the final edition. Time has already marched on since the research was conducted, but the picture captured then and outlined here continues to provide a valid point of comparison for ongoing actions.

UNESCO therefore commends this study to stakeholders in Pakistan, and pledges its continuing support for assisting the country in ending the scourge of violence against journalists.

Working together to stop attacks and to end impunity, we can make a difference.

Guy Berger
Director, Division of Freedom of Expression and Media Development, UNESCO
Paris, July 2016

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Acronyms and abbreviations

APNEC	All Pakistan Newspaper Employees Council
APNS	All Pakistan Newspaper Society
ASEAN	Association for South East Asian Nations
BFA	Bytes For All
BUJ	Balochistan Union of Journalists
CAR	Civic Action Resources
CEDAW	Convention on Elimination of all kinds of Discrimination against Women
CPDI	Centre for Peace and Development Initiatives
CPJ	Committee to Protect Journalists
CPNE	Council of Pakistan Newspaper Editors
DANIDA	Danish Development Assistant Program
DRF	Digital Rights Foundation
EU	European Union
FATA	Federally Administered Tribal Areas
FES	Friedrich Ebert Stiftung
FH	Freedom House
FN	Freedom Network
HRCP	Human Rights Commission Pakistan
HRTF	Human Rights Task Force (of the UN)
ICCPR	International Covenant on Civil and Political Rights
ICERD	International Convention on the Elimination of all forms of Racial Discrimination
IFEX	International Freedom of Expression Network
IFJ	International Federation of Journalists
ILO	International Labour Organisation
IMS	International Media Support
INSI	International News Safety Institute
IPI	International Press Institute
IRADA	Institute for Research, Advocacy and Development
KhUJ	Khyber Union of Journalists
KUJ	Karachi Union of Journalists
MLDI	Media Legal Defence Initiatives
NCSW	National Commission on the Status of Women
OSCE	Organisation for Security and Cooperation in Europe
OSF	Open Society Foundation
PBA	Pakistan Broadcasters Association
PCOMS	Pakistan Coalition on Media Safety
PEMRA	Pakistan Electronic Media Regulatory Authority
PFUJ	Pakistan Federal Union of Journalists
PJSF	Pakistan Journalists Safety Fund
PMSC	Pakistan Media Safety Consortium
PNAC	Pakistan News Agencies Council

PPF	Pakistan Press Foundation
RBA	Radio Broadcasters Association
RMNP	Rural Media Network Pakistan
RSF	Reporters Sans Frontiers
RSIL	Research Society for International Law
SAARC	South Asian Association for Regional Cooperation
SFCG	Search for Common Ground
TBTF	Time Bound Task Force (of the UN)
TUJ	Tribal Union of Journalists
UNCAT	United Nations Convention Against Torture
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNIC	United Nations Information Centre
UNODC	United Nations Office On Drugs and Crime
URC	Uks Research Centre
USAID	United States Development Aid
WAN-IFRA	World Association of Newspapers

Summary

This report discusses the results of a comprehensive analysis of the national media safety landscape in Pakistan on the basis of the Journalists' Safety Indicators of United Nations Educational, Scientific and Cultural Organisation (UNESCO). It is the result of a literature review and various consultations with the key stakeholders working in the area of safety of journalists in Pakistan. The report reflects the actual safety situation of journalists as reported by various international and national organisations. In addition, it covers in detail the actions taken by the State of Pakistan, civil society organisations, academia and the media, and the UN system and other international organisations to improve the safety situation of journalists on national level, as well as their insights on the topic.

Description of the safety situation in Pakistan and stakeholder cooperation

At the time of writing of this report in 2014, according to some estimations, over 100 journalists and media workers had been killed in Pakistan since 2000.[1] The actual number is not undisputed, but it is among the highest fatality rates for journalists being killed within one country. For every journalist killed in Pakistan, there are many more who face other forms of harassment and intimidation. In addition, a high degree of impunity of violations targeted at journalists prevails, and promotes continued attacks. Perceived or actual illegitimate surveillance seems to be a problem.

Both international and national media watchdogs and media-sector stakeholder organisations use widely varying formats to monitor attacks on journalists and media establishments. The international organisations, generally monitor the attacks for their global ranking reports and focus on major cases reported in media. Nationally, only media support and advocacy organisations do any kind of monitoring of threats and attacks, but these are not detailed and frequent enough because of resource constraints.

This assessment indicates that there is no centralized repository of information and data on attacks on journalists and media houses that would be chronicled, documented and thoroughly analysed. The independent efforts to collect data are inadequate and do not use either a common template to gather data, nor aim at a comprehensive database development that can offer not just statistics, but detailed analysis and recommendations to help the stakeholders inform their strategies on threat mitigation and combating impunity. Because of there not being a concerted effort to collect, collate and compute data on attacks, there is a difference in the estimated numbers of journalists and media establishments attacked. Various stakeholders using various statistics hinders an accurate understanding of the extent and nature of the problems. In addition, only little information exists in local languages. For these reasons, there is generally little or no awareness about either the data or the sources of data among the key

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[1] The figures represented in this report refer to several statistics, produced by various international and national organisations. These sources are specified below under category section A1.

would-be audiences in Pakistan: journalists, media houses, the policymaking sections of government, security and legal authorities, civil society and media support organisations.

Some CSOs in Pakistan operate media development initiatives, including support for journalists in distress, education and awareness about threats and attacks against journalists and media, and advocacy on the issue of impunity. To varying degrees these CSOs monitor attacks on journalists, conduct research and offer trainings and capacity building on safety and security issues. CSOs in Pakistan usually do not have their own resources to work on journalists' safety issues and have to mostly rely on donors and international development aid programming. Availability of indigenous resources is limited and funding is not widely available for direct focus on media safety issues.

One big challenge is that the scarce relocation assistance available for journalists is limited initially for a month that can be extended to a maximum of three months of support. However, the threat driving a journalist into temporary exile does not usually disappear in a month, or even three months. Also, when journalists cannot work due to relocation, they need to be financially supported for the duration.

There are no formalized courses offered by the two dozen universities that have journalism, mass communications or media sciences schools, on the issue of media safety or reporting on conflict regions. However, there has been a gradual increase in recent years in the availability of training courses and programs for journalists offered for free by Pakistani and international media support CSOs. Still there is a huge unmet need for safety trainings for journalists across the country, especially in the semi-rural and conflict areas.

In recent years the understanding about the nature and scale of threats and risks to journalists among key stakeholders has altogether improved. Recognising the need for a more sustainable system to protect journalists, national cooperation on the safety of journalists has been strengthened, and new cooperation between various stakeholder sectors has been created.

Two distinct platforms have been established, through which approaches and programs on safety issues in Pakistan are coordinated. The first is the Pakistan Coalition on Media Safety (PCOMS), a platform of national actors created in early 2013, through a declaration by all participants of an international conference held in Islamabad, and participated in by leading media groups, civil society, political parties and parliamentarians. PCOMS is mandated with drafting a national charter of media safety and to coordinate strategy, initiatives and programs on media safety in Pakistan.

The second is the Pakistan Media Safety Consortium (PMSC), a platform created in early 2013 and which brings together International Media Support (IMS) and Open Society Foundation (OSF) as international actors and representatives of local organisations including PPF, CAR, CPDI, Institution for Research, Advocacy and Development (IRADA) and FN. The PMSC initially aimed to meet on a monthly basis to share information on existing programs and initiatives and to coordinate strategy and implementation to ensure there was no duplication of effort.

Key international media support groups in Pakistan, including IMS and OSF, now have complementary activity to the UNESCO office in Pakistan, particularly in reference to the advocacy and support to the UN Plan of Action on the Safety of Journalists and the Issue of Impunity.

The IMS established in 2011 the Pakistan Journalists Safety Fund (PJSF) with the mandate to help journalists in distress through a rapid response mechanism. This has since helped dozens of journalists with assistance including financial aid for families of slain journalists, legal and medical aid, and relocation within the country to journalists facing threats. OSF has also contributed to the fund.

Several international media organisations such as IMS, OSF, Internews, Committee to Protect Journalists (CPJ), IFJ and Reporters Sans Frontiers (RSF) have since 2010 launched and successfully implemented media safety programs, and some of them continue to do so. These programs have variably focused on detailed and wide-based projects on advocacy, research, training, policy development and capacity building programs on media safety issues. However, there is no repository of materials relating to these programs that includes information from all these resources. Other challenges in the cooperation between various stakeholders still remain. While institutional linkages between for example the representatives of media and civil society exist, there are cleavages between the representative associations of media owners and workers. The media is sometimes left alone to defend itself against curbs on freedom of expression and access to information – fundamental rights of all citizens, not just media – whereas individual journalists often are on their own to face the concrete attacks.

State involvement

Like in most countries, there is no law that explicitly deals with or guarantees safety of journalists. The safety of journalists, including citizen journalists, is indirectly dealt within rights and laws guaranteeing safety and security of citizens. Therefore, the State recognizes the attacks on safety of journalists under the criminal law only. A bill on safety of journalists had been in drafting process for review and inputs for well nearly two years in the time of writing mid-2014. Pakistan's national constitution, through Article 19, explicitly recognizes and guarantees freedom of expression as a fundamental right of all citizens. The Article also defines limits to the definition of freedom of expression to discourage criticism of Islam, the armed forces, and the judiciary. This has in the past led to charges of treason, blasphemy and contempt charges against journalists and media houses.

At the time of writing, the Pakistani State did not have fully effective mechanisms, including specific institutions, programs and budgets, in place for monitoring and reporting upon threats, harassment and violence towards journalists. There were no explicit policies, either federally or provincially, outlining protection or pre-emptive measures for journalists or media houses, or allocation of specified resources and expertise promising institutionalized support to media practitioners attacked or in distress. Variably the federal or provincial governments issue

statements of solidarity, and in some cases offer financial aid or legal support, to selected journalists or media houses attacked.

Investigations of crimes against journalists, including intimidation and threats, are in general not routine. UNESCO statistics for 2006-2013 show that Pakistan provided information on 22 of 43 recorded killings concerning judicial process, in other words in only half of the cases for the period. According to the information that was collected for this report on safety of journalists in Pakistan, successful prosecution has taken place in two instances out of a 100 cases in which journalists were killed, making the level of impunity high.

Commitments have been made by the federal and some of the provincial governments of Pakistan in 2013 and 2014 about their willingness to offer administrative and other resource support. Recognizing that safety of journalists is important to safeguarding freedom of expression, the prime minister also set up a special committee to engage representatives of media stakeholders to suggest measures to protect journalists. Acting on orders of the Supreme Court of Pakistan, the government in early 2013 appointed a two-person commission to review Pakistani media laws for possible reforms. This commission consulted dozens of national media support CSOs, leaders of working journalists and well as other media stakeholders. It produced by mid-2013 a comprehensive review of all existing media laws and suggested an exhaustive list of recommended changes to the laws. However, at the time of writing, the government has not acted to accept some or all of the recommendations.

Media involvement

Most of the media houses in Pakistan do not have a formal safety policy for staff. None of the media houses interviewed for this report said they had a written safety policy. Some media houses have what they call 'safety guidelines' that list tips on caution for their field staff. Nor are there, generally, written policies focusing on safety precautions to be adopted while covering conflicts, including events related to bombings, fighting and militancy. Most guidance in terms of safety procedures comes through verbal communication. There are hardly any organized primers or advanced training programs for training journalists and media houses in digital safety. The numbers of journalists with such expertise is negligible.

There is a proposed detailed list of 'Safety Protocols on Media Safety' produced by a Working Group established by PCOMS in early 2014. These were produced after detailed consultations with key media houses and senior journalists. PCOMS has already endorsed these safety protocols and recommended the media houses to adopt them directly, or use them to draft their own in-house safety policies. At the time of writing, media houses had not endorsed and adopted the protocols.

An additional problem of working journalists concerns the lack of proper employment contracts. Most full-time journalists in Islamabad and Sindh have at least basic contracts, which is not the case for the journalists in other regions. Freelancers, district correspondents and stringers working for media houses generally do not get contracts anywhere. Another new

practice disturbing the establishment of proper employment rights is outsourcing. This means that in many cases technically the journalists are not even recognized as journalists, but rather as general employees working for companies that themselves do not manage TV channels, newspapers and radio stations.

Freelancers and citizen journalists still have a long way to go in Pakistan: many journalists working for mainstream media houses do not even recognise the concept of a citizen journalist. Representatives of journalists' unions and press clubs point out that the existing rules and regulations governing membership of unions and press clubs do not accept a 'citizen journalist' as a journalist. This is a problem, also in terms of providing safety to this group of journalists.

Women journalists and safety

There are over 18,000 journalists in Pakistan, of which 750 are women according to the estimation of Pakistan Federal Union of Journalists (PFUJ). The IFJ indicates that in 2013, one of the journalists killed was a woman, while according to some estimations since 2000 over 100 journalists have been killed in Pakistan in total. Monitoring, analysing and reporting specific attacks or harassment of women journalists or other specifically targeted groups in media by CSOs in Pakistan is rare. The state – neither at the federal nor at the provincial levels – does not explicitly recognise, through official statements or written policies that women journalists may be particularly at risk from sexual harassment and violence. The state has neither at the federal, nor provincial level, established any specialist unit mandated to handle appropriately attacks upon women including women journalists.

There is the Protection against Harassment of Women at Workplace Act, a law that was passed in 2010 that can potentially be invoked as a protection and redress measure. This law, however, does not specify journalism or media as a specific work environment, or include a reference to women journalists specifically, although women journalists can readily invoke this law to their benefit. No woman journalist is known to have invoked this law to seek help against possible harassment or violence.

While physical attacks against women journalists according to documented data from recent years are rare compared to attacks on their male counterparts, the nature of threats women journalists face is just as intimidating and coercive so as to impact their professionalism and productivity.

Specific risk mitigation strategies, policies and mechanisms for women journalists in Pakistani media organisations are restricted to basic measures, rather than institutional occupational cover that takes into account risks and harassment that women journalists potentially face. While there are not many women journalists working for media establishments who are sent to dangerous environments for reporting or given high-risk assignments, there is generally no concept of acknowledging special needs of women journalists or providing special support in this context. Considering that women journalists in August-September 2014 were targets of

public harassment and intimidation by opposition political parties in Islamabad, gender-affirmative strategies should be an integral part of security policies of media houses.

Most unions and press clubs representing journalists are supportive of equal rights for their women members, but they are not generally known to prioritize the benefit of women journalists or to establish programs for women journalists that take account of specific risks they can face on dangerous assignments. Any such programs, and these are rare, are offered by international and national media support groups. Training and support facilities are scarce enough considering the overall numbers of journalists, and women hardly benefit whenever such resources do become available. Most women journalists remain without training and support.

The following chapters will be discussing all these issues in more detail. After the Introduction, the safety statistics of journalists and the combined actions of various stakeholders are discussed under Category A. Categories B to E thereafter describe in detail the actions taken by the State and political actors, civil society organisations and academia, the media community itself, as well as the UN System and other international actors, to improve the safety situation of journalists in Pakistan.

Introduction

In 2012 the United Nations launched the UN Plan of Action on the Safety of Journalists and the Issue of Impunity for implementation in four first phase countries, including Pakistan. The Plan of Action seeks to facilitate key stakeholders including the media, state, government authorities, civil society and international organisations to undertake joint and collaborative actions to work on journalists' safety and fight impunity. The actions supported by the UN Plan of Action may range from enactment of special legislation to protect journalists to appointment of a special prosecutor to investigate crimes against media and its practitioners, drafting of safety protocols for media houses, seeking legal recourse in pursuance of justice for the victims, and further.

The UN Plan of Action on the Safety of Journalists and the Issue of Impunity and Journalists Safety Indicators (JSIs)

Developed within the context of the endorsement of the *UN Plan of Action on the Safety of Journalists and the Issue of Impunity* by the UN Chief Executives Board, and launching of an implementation strategy for 2013-2014, the purpose of the Journalists Safety Indicators (JSI) is to pinpoint significant matters that show, or impact upon, the safety of journalists and the issue of impunity.

The JSIs allow for a mapping of key features that can help assess the extent to which journalists are able to carry out their work under safe conditions, and determine whether adequate follow-up is given to crimes committed against them. The JSIs serve to identify the actions that are taken by the various relevant stakeholders in promoting journalists' safety and fighting impunity at national level. These actors include State and political actors, civil society organisations and academics, media and intermediaries, and the UN and other international organisations.

The JSIs especially serve as a basis against which changes can be systematically registered over time, these changes hopefully showing progress, and having a positive impact to the safety of journalists. As regards the United Nations, they can help UNESCO and other relevant UN agencies assess on a periodic basis the extent to which the implementation of the *UN Plan of Action on the Safety of Journalists and the Issue of Impunity* has contributed to improving the security of media professionals in the countries participating in the roll-out of the Action Plan.

Why the JSIs mapping in Pakistan?
- Pakistan is one of the four countries for first phase implementation of the *UN Plan of on the Safety of Journalists and the Issue of Impunity*
- Over 100 journalists and media workers killed in Pakistan since 2000[2]

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[2] The figures represented in this report refer to several statistics, produced by various international and national organisations. These sources are specified below under category section A1.

- Over 2,000 journalists assaulted, injured, kidnapped, arrested, tortured and harassed in this period[3]
- Only two cases produced a conviction of killers, and that too at the lower courts level that have to go through a process of appeals at the higher courts
- Legal, sectorial and individual efforts / initiatives have so far been inadequate to combat impunity
- Collaborative efforts to address technical, legal and behavioural shortcomings have also been inadequate

Purpose of JSIs mapping
- Employ Journalist Safety Indicators' (JSIs) framework to map extent of problem, key challenges and gaps in collaborative efforts to combat impunity

Scope of JSIs research
- Generate latest data and information on state of threats, insecurity and attacks against media
- Conduct a baseline mapping of JSIs in Pakistan to indicate the extent of impunity of crimes against journalists
- Identify gaps in information, action and practices that hinder the actions against impunity

Mapping JSIs in Pakistan

In September-December 2013 IRADA was contracted by UNESCO to conduct a comprehensive analysis of the national media safety landscape in Pakistan on the basis of National Level JSI indicators. The analysis was designed to ensure an in-depth assessment, and to result in a comprehensive report on the state of journalists' safety in Pakistan. The research project was further supported by a cost-share by the OSF Pakistan Office. This study was one of three cases of piloting the indicators with a view to improving the JSI tool. The findings are still of potential value to stakeholders, providing a picture of the situation up to mid-2014.

Designing of the research methodology was based on the need to undertake JSI assessments within the context of the implementation of the UN Plan of Action on the Safety of Journalists and the Issue of Impunity, and with a view to contributing to a programmatic approach to the safety of journalists within Pakistan. An attempt was also made to generate JSI assessment in a way that the final report can be used to help the relevant Pakistani stakeholders enrich a national strategy on safety, and to guide the interventions of stakeholders active in the national space.

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[3] Information from Pakistan Federal Union of Journalists (PFUJ), Civic Action Resources (CAR) and Freedom Network (FN).

The designed methodology aimed to involve a variety of stakeholders in the data collection process to allow for wider ownership and enhance trust in the final research report and its findings. It also aimed to engage a wide range of expertise.

Based on the framework of JSIs, the research involved using a combination of research methods. Namely, analysis of pre-existing published materials; and collecting new research-generated data from Focus Groups Discussions and Key Informants Interviews.

A survey of individual journalists was supposed to be part of the methodology, but UNESCO could not secure sufficient evidence that this was actually conducted; hence this data has been deleted from this version of the report. A more precise description of the research methodology and selection of informants is included in Appendix 1.

The information presented in this report comes from both tools, and specific mention is made when there are findings from the second tool. Considering that the JSIs are descriptive and for the purpose of analysis rather than prescription, and that not every indicator is relevant or even desirable in every context, it is indicated in the presented findings if indicators have not been included for reasons of either suitability or absence of data.

CATEGORY A: General safety indicators

Introduction

With over a decade of violence against journalists and media behind them, by now nearly all related stakeholders, including the national and international communities, have some awareness about the scale of the threats posed to journalists' safety, and the impunity of crimes against journalists in Pakistan. It is known that journalism is a dangerous profession in the country. The CPJ has ranked Pakistan among the top 10 most dangerous places in the world to practice journalism since 1992.[4] In addition, the scale of impunity of crimes against journalists in Pakistan is very high.

According to information from PFUJ, Civic Action Resources (CAR) and Freedom Network (FN), over 2,000 journalists have experienced harassment, intimidation, kidnap, arrest, detention, assault and injury since January 2000. That is an average of 166 cases every year for 12 years, or 6 cases a month.

According to the highest estimations, over 130 journalists and media workers have been killed in Pakistan since 1947, and over 100 since 2000.[5] The staggering average for the last 12 years comes to a journalist killed every 50 days. The rise of terrorism and militant conflict in Pakistan since 2001 has paralleled the heady expansion in the media sector in the same period.

The great majority of the media of today in Pakistan did not exist in the time when the terrorist attacks of 9/11 2001 took place, and the situation in next door Afghanistan has brought implications for Pakistan. These events have impacted the media in the country as it scaled up reporting on the ensuing violence and the many actors involved in it. The number of TV channels in Pakistan has gone from one state owned network in 2002 to about 100 in 2012, and for radio stations from one state owned network to nearly 150 by mid-2014. And the community of journalists has grown from a membership of 2,000 to over 18,000 (predominantly male) at the time of writing, exposing a big number of them to a variety of risks.

A war of international dimensions spilling over from Afghanistan into Pakistan has meant that there has been an increased need to cover the myriad of deadly conflicts that were triggered as a result of the events, and to hire people to produce the journalistic contents needed to fill up the airwaves and print inches in Pakistani media. A large number of those who signed up for careers in media have not been formally qualified, since the paltry numbers of journalism schools at universities are neither enough to educate all journalists, nor equipped with proper courses to educate students for their future lives as a journalist. Those who were recruited

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[4] Committee to Protect Journalists: 1119 Journalists killed since 1992. CPJ: https://www.cpj.org/killed/. Site accessed on 20 March 2015.
[5] The figures represented in this report refer to several statistics, produced by various international and national organisations. These sources are specified below under category section A1.

were not trained to report war or conflict either, as the media houses generally are disinclined to invest in training their staff.

A majority of those killed in this period lost their lives reporting conflict from places with the greatest militancy, largely Federally Administered Tribal Areas (FATA), and Khyber Pakhtunkhwa and Balochistan provinces. The number of journalists not killed but nonetheless attacked, injured, kidnapped, arrested and threatened over their work, numbers over 1000in these regions according to information and anecdotal evidence from press clubs and journalists' unions in these regions.

Of the more than 110 journalists killed since 2000, over half were shot dead in target killings. Some of them were first kidnapped by militants and three of them were tortured to death, their bodies badly mutilated, while three were beheaded, including the *Wall Street Journal*'s Daniel Pearl. Most others died in suicide attacks that were probably not meant to target them specifically, but in which they nonetheless died while on official duty covering public events like rallies, processions and funerals. Almost all who died were reporters, but some were cameramen. At the time of writing there are only two cases in which the killers of a journalist have been indicted, prosecuted and convicted even to some extent, namely Daniel Pearl and that of Wali Khan Babar. Questions have however been raised, whether these trials and convictions were accurate (see B3.7 below).

A large majority of those killed were not permanent staff, but operated as contract employees. Most originate from middle and lower middle classes. Because they were not regular employees or they did not come from affluent backgrounds, it is not surprising that neither did their organisations pick up responsibility for pursuing justice for them, nor could their families wage actions against deadly enemies that even the state has not been able to defeat. The federal and provincial governments have failed to bring the killers of these journalists to justice. In addition, members of a number of state agencies themselves are suspect in some of the cases.

The general safety indicators below assess the state of safety issues, as well as partnerships among all stakeholders within Pakistan.

1 Safety and impunity statistics

Data sources: For this section related to numbers and types of attacks on journalists and numbers and types of threats against the media, the data is taken from 12 organisations: five international organisations and seven Pakistani organisations that either represent journalists and media communities or function as media support organisations which at least at one point tracked threats and attacks. These include the following:

International Organisations:
1. IFJ – International Federation of Journalists
2. RSF – Reporters Sans Frontiers, also known as Reporters Without Borders
3. CPJ – Committee to Protect Journalists
4. FH – Freedom House
5. UNESCO

Pakistani Organisations:
1. PPF – Pakistan Press Foundation
2. CAR – Civic Action Resources
3. FN – Freedom Network
4. PFUJ – Pakistan Federal Union of Journalists
5. APNS – All Pakistan Newspaper Society
6. PBA – Pakistan Broadcasters Association
7. CPNE – Council of Pakistan Newspaper Editors

All data from these 12 organisations included in this research report, is taken from the various annual and other periodic reports, rankings, indexes and other information materials and sources produced by the organisations, including their websites, covering the period from January 2013 up to June 2014. Each organisation uses different methodologies, standards, indicators and reporting formats. The accumulative data here, therefore, reflects the broad range of threats and attacks that they have monitored, analysed and reported. The analysis of the data in this section is hampered by the variance in the respective methodologies of data collection, but manages to convey the broader threat matrix as well as the scale of the threats and impunity of crimes against journalists and media in Pakistan.

Literature review conducted under this research shows that in the period 2013-14, the international and Pakistani media support organisations and media rights watchdogs tracked the following types of threats:

IFJ Annual Report (May 2013-April 2014) lists the following types of threats: Death and fatal injuries; Physical attacks and extra-legal threats; and Legal and police actions.

RSF Annual Press Freedom Index 2013 (Pakistan ranked 159 out of 179 countries) and Index 2014 (Pakistan ranked 158 out of 180 countries) list the following types of threats: Journalists killed, Media workers killed; Netizens and citizen journalists killed; Media workers imprisoned; Journalists imprisoned; Netizens imprisoned; and Media workers imprisoned.

CPJ Annual Impunity Index 2014 ranked Pakistan 8th out of 12 countries where five or more journalists were murdered in a year, but there was not a single conviction. During the period

from 2008, when CPJ first published its Impunity Index, to 2014, Pakistan's impunity rating doubled[6]. CPJ tracks the following types of threats: Murdered; Imprisoned; and Exiled.

FH Freedom of the Press Global Ranking 2014 ranked Pakistan 141 out of 197 countries and as a 'Not Free' country. In 2013 it ranked Pakistan 146 and also 'Not free'. FH ranks countries 'Free', 'Partly Free' and 'Not Free' based on tracking specific threats/indicators, named below, each scoring yes (Y) or no (N). The indicators for Pakistan in the 2014 report were: Social media/communications apps blocked (Y); Political, social, religious content blocked (Y); Localized or nationwide shutdown (Y); Pro-government commentators manipulate online discussions (N); New law/directive increasing censorship passed (N); New law/directive increasing surveillance or restricting anonymity passed (Y); Blogger/ICT user arrested for political or social writing (N); Blogger/ICT user physically attacked or killed in custody (Y); and Technical attacks against government critics or human rights organisations (N).

FN Press Freedom Reports for 2013 and 2014 tracked the following threats: Journalists killed; Media workers killed; Attacks on journalists; Attacks on media houses; Ban/Censorship; and Harassment of journalists, media workers and media houses.

UNESCO collects data on the killings of journalists, media workers and social media producers who generate significant amount of public-interest journalism.

PPF Annual Press Freedom Report 2013 tracks the following types of threats: Abductions; Attacks; Ban/Censorship; Crossfire; Injured; Killed; Murdered; and Threats.

PBA, CPNE, APNS and PFUJ did not produce annual reports and their websites do not list the types of threats they monitor.

1.1 Number and types of threats to the lives of journalists

Information on this indicator is provided under A1.3.

1.2 Number and types of other threats to journalists

None of the 12 the international and Pakistani media support organisations and media rights watchdogs (IFJ, RSF, CPJ, FH, UNESCO, PPF, FN, CAR, PBA, CPNE, APNS and PFUJ) reviewed, offer any data or detail on the topic of arbitrary surveillance, which is defined here as uninvited monitoring by external actors which does not meet the combined criteria of legality, proportionality or due purpose, which are the conditions laid down in international law for legitimate limits of rights (such as privacy in this instance).

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[6] Committee to Protect Journalists (2014): https://cpj.org/reports/2014/10/the-road-to-justice-measuring-progress-against-reality.php. Site accessed on 24 March 2015.

More information on the surveillance and threats to journalists was generated though Key Informant Interviews and Focus Group Discussions[7].

In **Balochistan,** journalists told about calls, threats and surveillance that apparently came from banned organisations. The scale of threats the journalists said they had received is indicative of extensive surveillance in the province. Journalists participating in a focus group discussion in Balochistan believed that there is surveillance of their movements. The conflict in the province greatly influences the way journalists can perform their work. Quetta is a garrison city and Balochistan a province wracked by violence. Media in places is dominated by pro-government, pro-military people. Even in the best of times the conditions for journalists are difficult and tense.

In the past, the journalists told, if the reporting did not go in favour of someone; the tribal system, the sardars and insurgents, journalists could rely on the State to protect them. Now the journalists claimed to feel themselves unsafe, as they cannot rely on protection coming from any direction. Interviewed journalists had experienced that their articles were regularly inspected and objected to by both the intelligence agencies and underground sectarian and separatist organisations. In these cases, the objectivity of reporting cannot be guaranteed as all sides are aiming to control journalistic contents. Reporters have been routinely harassed and there is an unspoken rule among journalists to play it safe by not offending the parties in the conflict. In a milieu where security concerns are an everyday reality, caution makes sense for journalists. Self-censorship, therefore, is common to media in Balochistan.

In **Khyber Pakhtunkhwa**, journalists have regularly reported to their press clubs about being surveilled. Almost all of those who attended the focus group discussion, more than 20 journalists, agreed that they were subjected to both physical and digital surveillance. The surveillance, they said, is performed both by state and anti-state agencies. "Our role is to be impartial, to speak truth", said a participant. "But we can't. We are afraid there are people out there monitoring us, reporting on us. It results in self-censorship. At the newspaper where I worked before, our colleagues had signs instead of mentioning a name of a certain state or militant outfit. We were afraid the place was bugged." The journalists suspected that their phones had been tapped by state agencies.

Other journalists believed that the militants and the military were the two faces of the same coin. The journalists said the militant agencies either followed them physically or on social media that journalists use, such as Facebook and Twitter. "Our offices encourage us to use What'sApp and Viber, but we know that there too, we are being followed. I tweeted something about the militants and the next thing you know is a well-known militant group following me." Journalists sensed that even when newspapers and news channels have multiplied, there is no real freedom of expression in Pakistan. When they visited flashpoints like the FATA areas, they said they were monitored. "Officials from state security agencies have called to get names of our family members, our addresses."

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[7] More information on the used methodology and the informants is in Appendix 1.

Even data such as profiles of journalists created by press clubs does not seem safe or protected. It somehow has landed up with militant organisations. "One banned religious group regularly sends me material at my address", said a participant. In July 2014, the Taliban issued a warning against CPJ and RSF and sent the letter through email. The email recipients – all visible in the mail – included dozens of email addresses of journalists across Khyber Pakhtunkhwa and the rest of Pakistan, indicating they know who the journalists are and how to contact them.

According to the journalists, not just militants and the military but also smugglers, criminals and other 'anti-social' elements have targeted them. While there is no surveillance from these elements per se, journalists fear reprisals from them too if they report on them in a way that may be construed as 'negative.' "Even civil society communities like lawyers and doctors have targeted journalists", said a journalist. "The threat is from all sides."

Most journalists attending the focus group discussion in **Punjab** said there is a feeling among journalists that they are subjected to surveillance both by the government agencies and non-State actors although it is not pervasive. However, some said that after 2013 the level of forced interaction with journalists including members of banned militant groups has been alarming, and that it indicated their ability to surveil the journalists and the press club.

Lahore Press Club, one of the largest media workers' establishments in the country, has received related threats, which can be perceived as being indicative of the surveillance of journalists as a community. The Lahore Press Club received in late 2013 and early 2014 three letters containing dire threats claiming that it had become a "centre of merriment and immoral activities", that it is being watched closely and that if it does not "reform" itself, it will have to "face the consequences." "Now neither you nor your clubs are safe," one of the letters said. Many of the press club's members have been facing threats since 2013 from sectarian militants.

In the focus group discussion in **Sindh**, most journalists said they felt they were under surveillance. In the province, journalists have been facing increasing threats, indicating that the activities of journalists are monitored by nationalist groups and criminal elements.
One journalist said surveillance was conducted for example in the case of Karachi-based journalist Wali Khan Babar, who worked for Geo TV, who was eventually killed. Journalists claimed they had been surveilled by both State and non-State actors, but they estimated non-State actors were more dangerous. These actors apparently had tracked journalists through their agents, cell phones and even through some of the support staff in media houses. Another journalist said he had received six letters from journalist friends telling that they were under surveillance or have been receiving threats on phone via numbers that appear on the cell phone screen as 'unknown number calling'. Masking software that misrepresents calls as coming from abroad, while the call actually can come from close by, is said to be put in use.

The participants of the focus group discussion in **Islamabad** said many journalists know they are under surveillance but that most are not surveilled coercively. In several instances the surveillance had not been hidden and it was probably meant to subtly hint that journalists were

being watched. In some cases, this was done explicitly, directly by letting people know there were under watch. Many journalists felt their phones were tapped. Some believed their mails were intercepted.

1.3 Number and types of non-fatal attacks on journalists

According to literature review, in the period 2013-14, the international and Pakistani organisations listed the following data on numbers and types of attacks:

Table 2: Non-fatal attacks on journalists and types of attacks

Reporting organisation/ Type and numbers of reported attacks	IFJ	RSF	CPJ	PPF	FN and CAR
Physical attacks, injuries and threats	14			5 (injured); 2 (threatened)	
Imprisonment		1 journalist, 1 media worker	1		
Exiled			1		
Bomb blasts				3 (injured)	
Assassination attempt or bomb planted					9
Total of attacks reported by the organisation	**14**	**2**	**2**	**10**	**9**

FN lists also the names of the attacked journalists: Harassment of 3 journalists (Imtiaz Alam, Ansar Abbasi, Iftikhar Ahmed), and assassination attempts on 2 journalists (Hamid Mir, Raza Rumi), as well as a bomb planted outside the residence of Jamshed Bhagwan.

UNESCO, FH, PBA, CPNE, APNS and PFUJ have no statistics on their websites on these indicators for the period concerned.

1.4 Number and types of killings of journalists

In the review period 2013-14, the organisations and listed the following data on numbers and types of killings of journalists:

Table 3: Killings of journalists and other media workers

Reporting organisation/ Type and numbers of killings	IFJ	RSF	CPJ	UNESCO	PPF	FN and CAR
Journalists	9 shot dead	7 in 2013	5 in 2013, 1 in 2014; 2 shot dead, 1 killed in suicide bombing, 3 in untargeted bombing	9 in 2013	2 shot dead, 4 killed in suicide bombing	9; 1 beheaded, 1 tortured dead, 1 killed in suicide bombing, 3 shot dead, 3 killed in untargeted bombing
Other media workers		3 in 2014		3 in 2014		3 in 2014, shot dead
Total reported	**9**	**10**	**6**	**12**	**6**	**12**

FH, PBA, CPNE, APNS and PFUJ have no statistics on their websites.

1.5 Number and types of threats on media institutions

IFJ, RSF and FH reported no cases of media institutions being threatened, while UNESCO, CPNE, APNS and PFUJ did not have statistics on the issue on their websites. PBA does not provide numerical data on the topic, but they indicate general pressures coming from state and government authorities, and political parties. PPF reported 3 media outlets having been threatened. Both FN and CAR reported fatwas/edicts by Taliban against 3 media institutions: Express Group, Jang Group and Aaj Group. CJP reported threats against various media groups, including the Express and Jang group.

The key informant interviews provide more insights into the threats, including surveillance towards media houses. In the interviews most media houses said that in their view, surveillance was commonplace. Mostly it was subtle such as tapping of phones and interception of electronic communication. Sometimes threats were more overt such as persons in uniform or without (often without identifying themselves) coming up to editors, reporters of other staffers to advise or warn against certain reports or media coverage. Sometimes there had been soft or hard requests to drop news stories or other times to dictate certain reports. Sometimes, such as in Balochistan province, some members of security agencies were said to have parked their vehicles outside the media house's entrance as visual warning. At other times, such as in Khyber Pakhtunkhwa province, security agencies' personnel had openly referred to 'files' they are maintaining on certain journalists.

In April, May and June 2014, after Jang, the largest media group in the country, had accused in April 2014 (without proof) the security establishment of being behind the assassination attempt on its Geo TV journalist Hamid Mir, the media house's various establishments reportedly came under heavy surveillance, and there were also high-profile attacks on its staffers. In several cities, including Karachi, Lahore, Rawalpindi and Multan, the vehicles of Geo TV and Jang and *The News* dailies were attacked, with staff travelling (including editors, reporters and drivers) taken from their vehicles and assaulted. The surveillance of the movement of the media house's vehicles and selected staff was so high that Jang Group had ordered the vehicles stripped of the distinct livery and logos of Geo and Jang, and ordered their staffers to keep a low profile and to vary their movements. Media houses also reported that their staffers or correspondents in the conflict and militancy-wracked FATA zone between Khyber Pakhtunkhwa province and Balochistan routinely reported being surveilled and trailed by militants belonging to the constituent groups of the Taliban. Many had often been intimidated into manipulating coverage about events in the region. The correspondents also said that the security agencies in the region kept tabs on them for alleged links to militant groups.

1.6 Number and type of attacks on media institutions

The international and Pakistani media support organisations and media rights watchdogs reported some threats against media institutions. IFJ, FN and CAR reported three cases: Aaj TV (bombing), Waqt TV (planted explosives) and Express TV (shooting at van carrying employees). FN also mentions planting explosives. CPJ reported various attacks on media houses, including Express and Jang, whereas PPF indicated three media outlets being attacked by bombings or explosives planted, namely Business Recorder Group, Nawa-i-Waqt and ARY Television network. RSF and FH reported no case of attacks on media institutions. UNESCO, PBA, CPNE, APNS and PFUJ have no specific details on their websites.

Key Observations:

❖ Both international and national stakeholder organisations use widely varying formats to monitor attacks on journalists and media establishments. The international organisations, generally, monitor the attacks for part of their global ranking reports. They tend to focus on major cases. The representative organisations / associations of local media sector stakeholders, generally, do not have even rudimentary monitoring mechanisms in place. Only national media support and advocacy organisations do any kind of decent monitoring of threats and attacks but these are not detailed and frequent enough because of resource constraints.

❖ The documentation of data on attacks against journalists and threats to media is, in large part, limited to key or well-known cases reported in media. There is no mechanism in place that facilitates a proactive collection of data from primary sources such as press clubs, journalists' unions and media houses, including cases not reported in media, from where it could be compiled centrally and analysed, and disseminated in accessible formats.

- ❖ Because the formats, details, frequency and analysis of data both from international and national sources varies such a great deal, and does not appear consistently, there is generally little or no awareness about either the data or the sources of data among the key would-be audiences in Pakistan: journalists, media houses, the policymaking sections of government, security and legal authorities, civil society and media support organisations.

- ❖ Existing initiatives in Pakistan on promoting a safer environment for journalists and combating impunity of crimes against them are not informed by periodic, customized, detailed, verifiable and reliable data and analysis on attacks against journalists and threats against media.

- ❖ There is no mechanism that could unify the different monitoring systems at least to find the shared cases, and this impacts on the capacity of Pakistan to have a national and multi-stakeholder approach, as well as the reporting to UNESCO's voluntary mechanism for reporting on judicial process follow up to killings.

- ❖ While the awareness about threats to the lives of journalists in Pakistan is growing, perceived or actual surveillance seems to be a problem. From the key informant interviews with both media houses and representatives of the working journalists' community, and focus group discussions with the media stakeholders, it becomes clear that the informants estimate that surveillance sources are both State actors and non-State actors. According to the informants, the State actors appear to be both the general government functionaries as well as the security apparatus including the police, the military and intelligence agencies. The non-State actors appear to be terrorist groups as well as banned and legal groups with agendas of sectarianism, extremism and militancy.

- ❖ According to the informants, the surveillance takes the shape of trailing and stalking the physical movements of journalists as well as online tracking, including tapping of their phones, and shadowing their social media accounts. Harassment includes sending them unsolicited messages, including threats and warnings for their work. Media establishments such as press clubs, journalist union offices and media houses were also perceived to be under surveillance to varying degrees.

1.7 Disaggregated data on the above indicators relating to gender, fulltime-freelance-citizen status of journalist, media platform (print, radio, TV, online), and other criteria as may be significant (e.g., rural/urban; minority group, etc.).

In the review period 2013-14, the international and Pakistani media support organisations and media rights watchdogs list the following disaggregated data on various indicators:

Table 4: Disaggregated data on the killings of journalists and other media workers

Reporting organisation	IFJ	RSF	CPJ	UNESCO	PPF	FN and CAR
Total of journalist killings reported, of which:	12	7	7	12	6	9
Print journalists	5	4	1	5	2	7
TV journalists	2	3	4	1	1	7
News agency journalists, editors and correspondents						2 + 2 + 1
Cameramen and photographers				2		2 + 1
Other media workers	5 (3 from TV)			4		
Killed in city	11					9
Killed in village	1				6 local journalists	0
Male	11		7	12	6	9
Female	1		0	0	0	0

FH, PBA, CPNE, APNS, PFUJ did either not give information or details on these indicators.

❖ An overwhelming majority of the media practitioners killed in Pakistan tend to be journalists although non-journalist media workers/assistants are also at risk. Various NGOs report that all reporters killed were male, while IFJ also reports one female being killed. The NGOs reported varyingly of 4 to 7 journalists being killed, and in addition 3 to 6 other media workers, including photographs, cameramen, correspondents and editors.

❖ Most journalists reported killed work for either TV channels or print media, especially newspapers.

❖ Reporters and camerapersons are more vulnerable than editors.

2 Shared understandings and activities

2.1 Amongst national stakeholder groups, there is an accurate understanding of the extent and nature of the problems

Inputs from focus group discussions:

Journalists at the **Balochistan** focus group discussion said the stakeholders including media owners and government authorities are generally aware about threats to journalists. Over 20 journalists were killed in Balochistan since 2000 and those responsible for their deaths are thought for being members of State agencies or non-State militants. "They know who these killers are, and in some cases are themselves involved [in the killing of journalists]," said a journalist based in Quetta. "The situation, then, begs the question: Who can we ask for justice? Who can we ask to punish the elements targeting journalists?"

Journalists shared an example as an indicator of difficulty in reaching understanding of the problem. In October 2011, while reporting of sectarian massacre in Mastung district in which 26 members of a Shia sect were killed, newspapers in Quetta carried statements from Lashkar-e-Jhangvi, the group claiming responsibility. In the statement, the group termed Shias 'kafir' (meaning 'unbeliever' or 'disbeliever' in Arabic). During the hearing of the case, the Balochistan High court issued an order that "the press and the media are directed not to print or publish any propaganda of an organisation that has been banned". Media representatives summoned to the court said they received threats from proscribed organisations that they would be targeted if the media did not comply with demands to publish their statements and that it was out of fear that they carried the statements.

The court order however said that it could not be a justification for violation of law and constitution of Pakistan, Section II of the Anti-terrorism Act that says, "The printing, publishing and disseminating any material that instigates hatred or gives projection to any proscribed organisation" will face the consequences provided in the law. Journalists guilty of committing contempt of the court order would be sent to prison for six months, while a court case registered under Anti-Terrorism Act could lead to three years in prison. The local newspapers have continued carrying statements from the banned organisations on the rationale that six months in prison is better than death at the hands of militant organisations.

The local journalists formed a joint editorial board to edit stories for 'sensitive' content and a uniform message before distributing them to media outlets. However, it has not worked as newspapers tend to follow their own policies. Some participants emphasized that media owners should appreciate the risks along with the rewards of journalism, adding that ethics and journalistic norms dictate that editors and media houses are as responsible for content as journalists.

In this context, reporters point out the case of Quetta-based Chishti Mujahid, a reporter for the weekly magazine *Akhbar-e-Jahan*. He had filed a routine report after the killing and burial of a Baloch separatist Mir Balach Marri in Afghanistan. Editors added a headline that said: "The one who claimed a separate state could not find land in his country for burial." The Baloch Liberation Army killed Chishti Mujahid apparently either thinking it was him who provided the headline, or perhaps to convey a tough stance to his publication.

Journalists at the Peshawar focus group discussion in **Khyber Pakhtunkhwa** said there is a realization among stakeholders about how grave and immediate the problem of safety in journalism is, but they do not take it seriously, nevertheless. Media organisations, when they receive threats, do not respond by ensuring safety mechanisms at offices and for the staff. Journalists, despite the realization and clear and present danger, take risks through partial reporting and lack of balance in their stories. "Journalists and their organisations don't take safety and threats seriously until they are targeted", said a participant.

More than anyone else, the government is held as the most important stakeholder in safety of journalists. "The government should sit with press clubs and unions to address the challenges of safety and impunity journalists face but there is no such interaction", said a journalist. "Our voice is a cry in the wilderness." Journalists in the focus group said there was "absence of will" on part of government and media organisations to ensure safety for journalists and to end impunity. Only the unions were said to have shown some commitment in recent years but their capacity was limited.

The participants of the focus group discussion in **Punjab** said media houses in the province do not generally show sensitivity to the problem facing journalists, particularly those who work in the field. Owners take steps for the security of their own property and premises, but not the life of journalists. Journalists should themselves take measures in this regard.

A majority of the participants of the focus group discussion in **Sindh** said there is understanding about safety and security issues among most stakeholders, but in practice little is done to deal with the challenges of safety of journalists. They lamented the general absence of coordination among the key stakeholders about the issues of safety and security of journalists, saying that media owners are more interested in their business benefits and do not prioritize safety of their staff. They said most journalists work under loose, non-standard structures outlining rights and responsibilities of journalists and that there were no standard operating procedures in regard to safety of journalists, particularly the field staff.

Some pointed out that not just journalists but non-journalist staff of media houses are also paying with their lives, in reference to the Express Media Group's three non-journalists being killed in February 2014 in Karachi.

The participants in the **Islamabad** focus group discussion said that in recent years the understanding about nature, scale and extent of threats and risks to journalists has certainly improved. This is manifested in greater coordination among key stakeholders in responding to

these threats such as public protests. However, there are no great strides towards understanding how to build bridges between representative associations of media owners and media workers and between media houses.

Key Observations:

- ❖ Reporting of conflicts and their actors that are in confrontation of the State becomes a minefield for journalists, caught in a situation where they are squeezed by both the State and non-State actors for their reporting.

- ❖ The practice of journalism is not pegged to safety, meaning that some journalists may assume unnecessary risks in the absence of mandatory guidelines aimed at pre-emption. Media organisations generally do not have specific security policies, protocols, procedures and practices in place that aim at reducing the risks to journalists. There is an absence of security mechanisms that can aid prevention and curtailment of risks. Instead, media houses arbitrarily adopt responses to individual cases of attacks.

- ❖ Media organisations generally do not mandate institutional coordination and liaison between the Newsroom/Newsdesk and the field staff, especially correspondents in conflict areas. This results in the Newsroom remaining unaware about the sensitivities of the field and vulnerabilities that their field-staff are exposed to, leading to published/broadcast stories bringing trouble to their authors. Reporters in the field have been killed, assaulted and harassed for editing decisions at headquarters.

- ❖ In recent years the understanding about the nature and scale of threats and risks to journalists among key stakeholders has improved as manifested in improved coordination in responding to these threats through public protests. However, this greater coordination has not been translated into mechanisms that can be employed to build bridges.

2.2 Stakeholders are connected to national and international alert mechanisms

Inputs from media houses and journalists (key informant interviews):

There is no formalized alert system or information mechanism in place that helps in interfacing between local and international media actors on threats and responding to them. Mostly working journalists, who face the brunt of the attacks and violence against media, are on their own and express reaction through protest rallies and strikes through their representative platforms such as national union PFUJ and regional chapters of the national union such as Balochistan Union of Journalists (BUJ), Khyber Union of Journalists (KhUJ) and Karachi Union of Journalists (KUJ). Other representative platforms of journalists such as press clubs also join in the condemnation. It is mostly these two platforms, unions and press clubs, that regularly liaise and engage with international and national media support groups working on media safety issues. Other stakeholders such as representative associations of media owners, including PBA,

APNS, Radio Broadcasters Association (RBA) and Pakistan News Agencies Council (PNAC), rarely engage with working journalists or with national and international support groups on the issue of media safety.

Representatives of journalists interviewed in four provinces (Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh) mentioned that their regional unions and key press clubs are closely linked to PFUJ at the national level and to the IFJ at the international level when it comes to reporting, documenting and announcing threats and issuing alerts. Journalists in Balochistan and Khyber Pakhtunkhwa also mentioned being in touch with CPJ, in addition to IFJ. There is, however, within Pakistan no online accumulative repository of such information and threat reporting. Most details of the threats and texts of threat alerts are only found on the websites of international media support groups working on media safety, CPJ, IFJ and RSF. Locally the only organized information sources on threats are found on the websites of PPF and FN. FN is known to regularly issue threat alerts and policy positions with issue backgrounders within Pakistan whenever key attacks occur.

Inputs from focus group discussions:

Participants of the **Balochistan** focus group discussion felt that media stakeholders are somewhat connected to national and international alert mechanisms on journalist safety but emphasized that there is little evidence of improvement as a result of this. Some journalists blame journalist unions for inaction and complacency. "What has PFUJ done for safety of journalists in terms of mechanisms and policy? Beyond protests there is nothing concrete," said a journalist. "They demand 'protection' but the question is who will provide this protection when the state is not willing to? More than 20 journalists have been killed in Balochistan. If the state had wanted to help, it would have. The state is a stakeholder [in protection] but also an opponent [of the journalists]."

Participants of the **Khyber Pakhtunkhwa** focus group discussion said that journalists, journalist bodies and media organisations that are on the hit list of militants, and certain civil society organisations that support media or work on freedom of information issues, are connected to the alert mechanisms in some way but the government authorities are not. International media support groups like the CPJ, IFJ and RSF have local representatives or partners among the journalists and unions that are connected to the alert mechanisms, making local media networks better versed with developments on this front internationally.

Participants of the **Punjab** focus group discussion agreed that key local media actors such as PFUJ are in contact with international media support groups through institutional interfaces and remain connected to alert mechanisms. The PFUJ often issues a press release in response to attacks on journalists, which is then issued globally through its official affiliation with the IFJ.

A majority of the participants of the **Sindh** focus group discussion felt that while there are occasional press releases condemning attacks and abuses against the media, there is not sufficient direct interaction between local and international media support actors that can

result in more concrete responses such as pre-emptive campaigns against attacks, educational drives, institutionalizing legal aid mechanisms for support of journalists and greater exchange of information, best practices, cases studies and success stories that can be replicated locally.

The participants of the focus group discussion in **Islamabad** felt that as a result of some high profile cases of attacks on journalists and media houses in recent years and months, there certainly seems to be greater consensus in denouncing the attacks by these stakeholders. However, there does not seem to be a single platform that facilitates sharing of information about attacks, and adoption of joint positions on such attacks that can help, for instance, promote the concept of attacks on media being popularly perceived as attacks on civil society, state and democracy. While there are strong constituencies of support and solidarity between local and international media support groups, there are no multi-stakeholder platforms that offer joint condemnation of attacks and multi-disciplinary support to journalists and media in distress.

Key Observations:

❖ There is no formalized alert system or information sharing mechanism in place in Pakistan that helps in interfacing between local and international media actors on threats and responding to them. Mostly working journalists, who face the brunt of the attacks and violence against media, are on their own and express reaction through protest rallies and strikes through their representative platforms.

❖ The PFUJ and IFJ have an institutional relationship to exchange information on attacks against journalists and issue joint alerts, but this collaboration is restricted by capacity and resource constraints of PFUJ that does not allow it to proactively and regularly monitor the attacks and verify them in detail. Two other instances of local stakeholders working on safety and security of journalists that are connected to international alert mechanisms are PPF, which is linked with International Freedom of Expression Network (IFEX) in terms of both collecting data on specific cases of attacks on journalists and media houses in the country and coordinating on alerts put out, and FN, which coordinates with RSF in collection of data and release of alerts.

❖ The state (both federal and provincial government levels) and civil society are missing institutional linkages with representative media sector associations that share information about attacks and issue joint alerts, condemnation and call for action. PCOMS, which includes representatives of government, civil society and media, and PJSF, which includes representatives of journalists and civil society, do not have mechanisms that allow for joint stand on individual cases.

❖ There is little institutional linkage between representatives of media or civil society that jointly consider attacks on media as attacks on civil society in terms of harassed media being equated with curbs on freedom of expression of the larger civil society. This

leaves media alone to defend itself against curbs on freedom of expression and access to information, fundamental rights of all citizens, not just media.

2.3 Good practices are widely shared through online and offline stakeholder groups

There is no formalized information sharing mechanism in place in Pakistan that helps in interfacing between online and offline media actors on threats and responding to them.

2.4 Information materials are available in the key national languages

The little information that is organized or collated by individual media research and support organisations is available mostly in English. Some information is available in the national Urdu language, offered for example by RMBP, and none in other provincial/native languages such as Punjabi, Sindhi, Seraiki, Pashto, Balochi, or other smaller languages. Because an overwhelming majority of media in Pakistan and big numbers of media practitioners do not function in English, they cannot benefit from whatever little data and information about attacks on journalists available is in English.

2.5 A national multi-stakeholder strategy exists that identifies targets and role-players responsible for these issues

There is no governmental strategy in place, either at the federal or provincial levels, which identifies targets and role-players responsible for monitoring, analysing and responding to issues of safety and security of journalists. In April 2014 the prime minister set up a committee headed by his political advisor and former journalist Irfan Siddiqui to engage representatives of media sector stakeholders to, among other things, suggest means to combat impunity. However, working journalists were not formally included in the process.

2.6 Stakeholders collaborate in practice in regard to key public events

Key stakeholders have traditionally not collaborated on the theme of journalists' safety in Pakistan in regard to major public events, but since 2012 when the UN Plan of Action on the Safety of Journalists and the Issue of Impunity was developed and launched, there have been a number of events such as those supported by UNESCO, OSF and IMS, in partnership with local media development organisations, that have resulted in collaborations on smaller levels.

Inputs from UN: UNESCO Pakistan office has had a productive partnership with United Nations Information Centre (UNIC) on the occasion of World Press Freedom Day in the past, with representation of the UN Resident Coordinator. Additionally, the Chair of the UN Human Rights Task Force (HRTF) has regularly collaborated with UNESCO on various public events relating to media freedoms and journalists' safety issues.

Inputs from State representatives: Representatives of the federal and provincial governments in Pakistan are known to regularly participate in events together with the media community in marking World Press Freedom Day commemorated every year on May 3. The authorities are also known to organize seminars and conferences to mark this day, as well as providing official venues for holding such programs. The International Day to End Impunity for Crimes against Journalists (since 2014, on November 2) has been marked in Pakistan at public forums since 2012 and has also found government authorities responsive by way of participating in events related to it.

Inputs from focus group discussions:

Participants of the **Balochistan** focus group discussion said their experience is that key rights campaigners like the Human Rights Commission of Pakistan have officials visiting programs and events conducted by journalists in different districts to speak about their issues, including safety, which then is fed into the annual flagship Human Rights Commission Pakistan (HRCP) *State of Human Rights in Pakistan* report with a dedicated chapter on violations against media.

An HRCP representative said they have even tried to engage some groups practicing violence to educate them about the role of journalists and media as neutral actors and therefore deserving not to be targets of any violence.

Concerning public events, some journalists of the province are of the opinion that civil society organisations and NGOs only attend them as instead of rallying around a cause, they want to be in the news. "They have no fundamental understanding or interest in the safety of journalists in general," said a journalist, claiming that these events hardly ever have safety of journalists on the agenda.

Stakeholders in the **Khyber Pakhtunkhwa** focus group discussion said that they have ideas on how to collaborate between stakeholders on issues related to human rights and journalists' safety, but they do not have resources to realize them. They felt the need for an institutionalized interface among them to develop mechanisms of cooperation, collaboration and mutual assistance.

Stakeholders in the **Punjab** focus group discussion felt that there is no culture or tradition of media houses cooperating with each other to develop policy positions on issues that affect the media sector as a whole, such as journalists' safety, even in events aimed at highlighting threats to journalists. For example, in the case of attack on writer, talk show host and blogger Raza Rumi in 2014, only journalists affiliated with his Express Media Group participated in protests called by the local union and press club in Lahore. They also felt that until the media is able to convey the perception that it is the guardian of public interest, rather than the interests of a narrow set of ruling elite, the public cannot equate attacks on media as attacks on public interests.

Stakeholders in the **Sindh** focus group discussion remarked that media stakeholders collaborate with each other on certain issues such as access to information, and occasionally but inadequately, on the issue of attacks on journalists and combating against impunity. However, they emphasized that without engaging the government in these endeavours they cannot succeed. They felt that government needs to understand that security challenges facing the state agencies are also the same that the media faces and that it needs to amend laws that curb human rights, such as the Maintenance of Public Order (MPO), Protection of Pakistan Ordinance and others, so as to not curb freedom of expression and right to information.

Stakeholders in the **Islamabad** focus group discussion emphasized that when it comes to human rights in general terms, certainly there are occasions such as the World Press Freedom Day on May 3 that is supported by the various stakeholders together through public events, such as seminars and conferences where political parties, parliamentarians, government representatives, civil society organisations and various media organisations come together. However, they felt that in the absence of institutional interfacing between media and government, the real issues relating to combating impunity such as developing mechanisms for justice, including appointment of special prosecutors to investigate attacks against the media, are not discussed, and the indirect dialogue on this issue through the media leads nowhere.

2.7 Safety issues have visibility in relevant international days and events

Issues relating to safety of journalists and attacks on media do not generally have a high enough profile at the provincial and national levels in Pakistan except on May 3 – the World Press Freedom Day (WPFD) – when stakeholders in the media sector, principally journalists' unions, press clubs and NGOs supporting journalists hold events to highlight their problems and the level of impunity for attacks against journalists. One such event is the yearly World Press Freedom Day seminar, organized by Rural Media Network Pakistan (RMNP) in rural Pakistan. According to the organization, the WPFD has offered a good platform to enhance cooperation on the issue in rural Pakistan. Yet the civil society or the government authorities do not mark such international days on their own, which still indicates a level of disconnect with issues of freedom of expression and support for media as a guardian of public interest that warrants policy and thematic support.

Journalists' safety issues in Pakistan are highlighted usually by representative associations of working journalists such as PFUJ, APNEC and press clubs, but rarely by associations representing media owners such as APNS, PBA, PNAC, RBA, etc. This omission reflects the deep division between media industry and its practitioners on the issue of journalists' safety.

2.8 Stakeholders create awareness through monuments, naming of streets, auditoria and prizes

PPF has a Press Freedom Award, which in 2014 was conferred to Shan Dahar on 2 May, also to mark the World Press Freedom Day. International organisations like CPJ have also awarded Pakistani journalists on different occasions. RMNP with support of World Association of

Newspapers (WAN-IFRA) and International Press Institute (IPI) has given away annual RMNP Sadiq Press Freedom awards especially to rural journalists. In 2014 it was given posthumously to journalist Malik Mumtaz Khan, who was murdered in 2013.

However, not even a single monument exists in Pakistan celebrating freedom of expression, or a single street or auditoria in either the private or public sector named after any of the journalists killed. Not even in press clubs or journalists' unions.

2.9 Indirect stakeholders such as public figures, lawyers' and bar associations, magistrates' associations, Internet freedom NGOs, women, youth, and environmental groups actively promote the safety of journalists

Since 2010 with the murders of some journalists assuming high profiles, such as Wali Khan Babar and Saleem Shahzad that has generated widespread support for journalists and media, there has been some public awareness about the difficult conditions that journalists work under. However, there is no organized support base or institutional platform through which this latent support can be mobilized or utilized to bring pressure to scale back impunity, particularly with enlisted support of indirect stakeholders.

Support for media practitioners from indirect stakeholders is generally restricted to expressing 'moral support' in events they are invited to. There is virtually no existing concrete support mechanism in place set up by the indirect stakeholders to provide assistance such as financial, medical or legal aid to journalists in distress.

2.10 Existing hotlines and other safety facilities for journalists in distress have adequate visibility

The PFUJ office in Islamabad has advertised a hotline to answer calls for assistance by journalists in distress, but this hotline has not emerged as a proven resource. Among the reasons is the fact that by mid-2014 there were three factions of PFUJ, and that most journalists are not aware of the existence of a hotline. An alternative exists in the shape of the PJSF, a platform created in 2011 by IMS-resourced funds to respond to distress calls from journalists needing assistance. This hotline intends to mitigate threats against journalists and offers a variety of assistance ranging from relocation within country to medical and financial aid. The PJSF has emerged as a functionally responsive mechanism that offers assistance to journalists in distress in fairly quick time. It has helped dozens of journalists and their families since being set up.

The focus group participants said there are no existing hotlines or any other adequate safety facilities for journalists in distress in **Balochistan** province. There are, for example, none at either the BUJ office or at the Quetta Press Club office, both based in the province's largest city, Quetta. They demanded that a hotline should be simultaneously based at each of the union and press club offices, as well as at the provincial Home Department and in every police station.

The stakeholders said there are no existing hotlines or any other adequate safety facilities for journalists in distress in **Khyber Pakhtunkhwa** province or FATA region. Neither at the KhUJ office and Tribal Union of Journalists (TUJ) offices, nor at the Peshawar Press Club or any other press club in these regions. No one among the participants of the FGD in Peshawar knew of a hotline at the Khyber Pakhtunkhwa Chief Secretary Office that a representative from the Khyber Pakhtunkhwa government's Press Information Office present in the discussion made reference to.

Similarly, stakeholders said there were no existing hotlines or any other adequate safety facilities for journalists in distress in **Punjab** province, or in **Sindh** province. In other focus groups, participants said there are no existing hotlines or any other adequate safety facilities for journalists in distress in **Islamabad**. Even though there are platforms such as the PJSF that have been effective in protecting and supporting dozens of journalists in distress, there is no adequate awareness of avenues of support available. The reason for this lies, according to the focus group, in the failure of leadership of press clubs and journalists' unions that generally were perceived to neglect the need for institutionalizing documentation of attacks against their members and defining in-house mechanisms for support. Whatever mechanisms for in-house support for journalists in distress that exist, are rudimentary and the cases are dealt with verbally and arbitrarily. The National Press Club in Islamabad established in 2013 a Journalist Threat Reporting and Support Centre that has dedicated staff and equipment to systematically support journalists. While it has its inadequacies and requires technical assistance, it is an institutional approach to support of journalists in distress.

CATEGORY B: The roles and response of the state institutions and political actors

Introduction

Much of the state's responsibility for journalists' safety can be inferred from general state obligations to uphold human rights. More specifically, and for the purposes of these indicators, states can be seen as having specific responsibilities, for example by ensuring that journalists working in conflict areas are treated as civilians and protected as such, rather than as combatants. It is necessary for the state to investigate threats and acts of violence against journalists effectively. States need to develop appropriate laws, regulations and policies that enable journalists' safety to be protected.

1 State has laws which can protect journalists

Pakistan is among the majority of countries in the world where no specialized legal framework and mechanism is available for safety and security of journalists. Yet there are constitutional and legal provisions, which relate with the safety and security of journalists. Namely, the general legal framework has an enormity of laws regulating the safety of citizens in the country. These provisions include constitutional articles, laws and regulations.

Article 19 (Freedom of Expression) and 19-A (Right to Information) are among the fundamental rights enshrined in the Constitution of Pakistan. Besides, Article 04 (Right of individuals to be dealt with in accordance with law, etc.) and Article 09 (Security of Person) are also constitutional guarantees relating to safety and security of citizens of the State. Article 199 of the Constitution is relating to *Habeas Corpus* and provides right to any person to approach to the High Court and to seek an order for "person in custody within the territorial jurisdiction of the Court be brought before it …".

However, there is no specific law for safety of journalists. Media-related laws such as law for the Press Council of Pakistan, Pakistan Electronic Media Regulatory Authority (PEMRA) laws/regulations, press registration laws and defamation laws aim at regulating the media rather than providing a safety mechanism for the journalists.

Few provisions seem to relate with the safety issues. For example, section 8 (2) of the Press Council Ordinance, 2002 says, "[t]he Council shall also act as a shield to freedom of the press. It may receive a complaint by a newspaper, a journalist or any institution or individual concerned with a newspaper against Federal Government, Provincial Government or any organisation including political parties for interference in the free functioning of the press."

Similarly, PEMRA Broadcasting Regulation # 35 (Safety standards), provides, "(4) The licensee shall ensure such security arrangements as may be required to protect the broadcasting station, the on-line cameras, the microphones and the transmitters against unauthorized access or control."

The Newspaper Employees (Conditions of Services) Act, 1973 is perhaps the only law, which provides a mechanism for provident fund, medical care and wage board for the newspaper employees.

In short, there is no dedicated legal mechanism in Pakistan for safety and security of journalists. Moreover, the existing provisions referred above are perceived by many journalists as hardly bearing any fruit. This is mainly because of non-implementation or selective implementation of these provisions. A number of non-state actors, security agencies and political moguls hardly respect these provisions and are therefore among the hazards to the safety of the journalists. In addition, lack of action by the State in effective implementation of the existing laws and bringing in a comprehensive mechanism for safety of journalists has meant that threats to journalists have continued.

1.1 With relevance to armed conflict situations, the State is a signatory to the Geneva Conventions and additional protocols, and human rights instruments such as the International Covenant on Civil and Political Rights, the UN Convention against Torture, the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and the Rome Statute of the International Criminal Court

Pakistan signed the Third Geneva Convention (instituted in 1949) in 1961 but has not signed the Additional Protocol I (instituted in 1979), which provides that journalists are entitled to all rights and protections granted to civilians in international armed conflicts. Pakistan is a signatory to United Nations Convention Against Torture (UNCAT), Convention on Elimination of all kinds of Discrimination against Women (CEDAW), International Covenant on Civil and Political Rights (ICCPR) and International Convention on the Elimination of all forms of Racial Discrimination (ICERD).

1.2 With further relevance to armed conflict situations, the State recognises journalists as civilians in accordance with Geneva Convention and additional protocols

The Geneva Conventions and their Additional Protocols contain two explicit references to media personnel:

a) Article 4 A (4) of the Third Geneva Convention reads: "A. Prisoners of war, in the sense of the present Convention, are persons belonging to one of the following categories, who have fallen into the power of the enemy: (4) Persons who accompany the armed forces without actually being members thereof, such as civilian members of military aircraft crews, war

correspondents, supply contractors, members of labor units or of services responsible for the welfare of the armed forces, provided that they have received authorization from the armed forces which they accompany, who shall provide them for that purpose with an identity card similar to the annexed model." While journalists are not mentioned directly as accompanying persons, they are retrospectively referred to in an Additional Protocol, outlined below.

b) Article 79 of Additional Protocol I: "Article 79 - Measures of protection for journalists: (1). Journalists engaged in dangerous professional missions in areas of armed conflict shall be considered as civilians within the meaning of Article 50, paragraph 1. (2). They shall be protected as such under the Conventions and this Protocol, provided that they take no action adversely affecting their status as civilians, and without prejudice to the right of war correspondents accredited to the armed forces to the status provided for in Article 4 A (4) of the Third Convention. (3). They may obtain an identity card similar to the model in Annex II of this Protocol. This card, which shall be issued by the government of the State of which the journalist is a national or in whose territory he resides or in which the news medium employing him is located, shall attest to his status as a journalist."

Pakistan has not signed the Additional Protocol I (instituted in 1979), which explicitly provides that journalists are entitled to all rights and protections granted to civilians in international armed conflicts. In the period concerned by the study, such cases have not been among the journalists killed in Pakistan.

1.3 The State's laws do not include sweeping or arbitrary provisions on treason, terrorism, state security or insult/ defamation offences etc. that are susceptible to misuse for the purpose of intimidating or prosecuting journalists

Pakistan's national constitution, through Article 19, explicitly recognizes and guarantees freedom of expression as a fundamental right of all citizens. Article 19, however, defines limits to the definition of freedom of expression to discourage criticism of Islam, the armed forces, and the judiciary. This has led to charges of treason, blasphemy and contempt against journalists and media houses.

1.4 The State's laws and policies on safety of journalists cover online as well as offline, and do not exclude community media or citizen journalists

Pakistan has no explicit national or provincial policies on safety of journalists or an explicit law on safety of journalists. Hence the issue of citizen journalists being acknowledged as journalists in terms of safety is moot. None of Pakistan's direct media related laws such as the PEMRA Ordinance, Defamation Ordinance, and Right to Information laws explicitly acknowledge citizen journalists as journalists. The current state laws relating to media and journalists, particularly the Press Council Ordinance (2002) and the Pakistan Electronic Media Regulatory Authority Ordinance (2002) do not recognize 'citizen journalists' as journalists.

1.5 Attacks on the safety of journalists (including community media and citizen journalists) are recognized by the State as a breach of human rights law and the criminal law, and in the case of armed conflicts, humanitarian law

The safety of journalists, including citizen journalists, is indirectly dealt with rights and laws guaranteeing safety and security of citizens. Therefore, the State recognizes the attacks on safety of journalists under the criminal law only. Usually the Criminal Procedure Code (CrPC) is applied to cases of attacks against journalists. There is no specialized law dealing exclusively with safety of journalists although a bill on safety of journalists has been languishing in parliamentary committees for review and inputs.

1.6 Where appropriate, there is legislation that sets out special/higher penalties for crimes against freedom of expression and/or crimes against journalists

There is no special legislation in Pakistan, federally or provincially, that recognizes or defines crimes against freedom of expression.

2 There are appropriate normative statements, policies, and institutional frameworks that highlight the importance of journalist's safety

2.1 The State is well informed on the subject through adequate mechanisms (institutions, programmes and budgets) being in place for monitoring and reporting on threats, harassment and violence towards journalists – including arbitrary arrest, torture, threats to life and killing

The Pakistani State does not, either at the federal or provincial levels, have effective mechanisms, including specific institutions, programs and budgets, in place for monitoring and reporting upon threats, harassment and violence towards journalists, including arbitrary arrest, torture, threats to life and killing.

Some commitments have been made by the federal and some of the provincial governments in 2013 and 2014 about their willingness to offer administrative and other resource support, but at the time of writing this has been absent despite increasing cases of attacks against journalists and media houses.

2.2 The State has specific policies to support the protection of journalists, offline and online, and the implementation is assured of sufficient resources and expertise

Variably the federal or provincial governments issue statements of solidarity, and in some cases offer financial aid or legal support, to selected journalists or media houses attacked. However, there are neither policies or laws, nor mechanisms and resources in place that seek to either pre-empt attacks against media and its practitioners, or offer assistance through legal framework to provide justice through legal recourse.

2.3 Government officials, law-enforcers, military officials, civil servants and representatives from the (independent) judiciary make clear statements recognising the safety of journalists and condemning attacks upon them

Expression of support from high government officials, including the Prime Minister of the federal government and the chief ministers of provinces, for high-profile journalists or media houses is not uncommon. For example, when high-profile journalist Hamid Mir survived a vicious assassination attempt in April 2014 in Karachi, Prime Minister Nawaz Sharif flew from Islamabad to Karachi to meet him in hospital. This was a bold statement of support from the head of government against the violence against media. See also section B3.1 below.

These strong expressions of support have not translated into policies that recognize and effectively combat the extent of the problem of violence elaborated and practiced against media, and the issue of impunity.

2.4 State has indicated commitments and support for journalism safety in international fora

The federal government in November 2013 announced at a UNESCO conference in Islamabad that Pakistan endorses the UN Plan of Action on the Safety of Journalists and the Issue of Impunity. Federal Information and Broadcast Minister Senator Pervaiz Rasheed announced that the federal government is ready to support the implementation of the UN Action Plan through policy and resource support.

In March 2014, Prime Minister Nawaz Sharif received a delegation led by the president and chair of the board of the CPJ. CPJ represented the International Friends of Pakistan Media Alliance, formed in March 2013 at an international conference in Islamabad, comprising 14 international media organisations expressing support to combat impunity of crimes against journalists in Pakistan. The prime minister assured CPJ that his government was committed to dealing with impunity of crimes against journalists and investigating specific unresolved cases of attacks on journalists.

Pakistan as a member of the United Nations and signatory to the UN Charter and Universal Declaration of Human Rights is thereby committed to ensuring that UDHR's Article 19 dealing with freedom of expression is protected.

2.5 Public statements by politicians, military and security commanders recognise the importance of journalism, especially during election period or times of conflict

Political parties and the Election Commission of Pakistan have at the time of general elections in May 2013 expressed support for media and its practitioners as an intrinsic part of the democratic process. However, they have rarely expressed explicit and exclusive support, or even acknowledged that journalists need special protections.

The military and security forces in Pakistan are not on record with any such assurances regarding the safety of journalists.

2.6 Guidelines are issued to military and police prohibiting harassment, intimidation or physical attacks on journalists; effective channels of communication exist between journalists' organisations and security forces concerning coverage of street protests, public events, etc.

While officials of the federal government and the governments of Balochistan and Sindh provinces interviewed said guidelines have been issued to security agencies prohibiting harassment, intimidation or physical attacks on journalists, no specific details were provided. The representatives of Punjab and Khyber Pakhtunkhwa governments declined to comment.

2.7 The State enables the work of NGOs on safety issues and cooperates with them in appropriate ways

Since 2012 federal governments led by two different parties have readily engaged with both international and national NGOs working on safety of journalists by both attending public events and expressing support to their efforts.

In November 2012 the Pakistan People's party government attended a consultation conducted by UNESCO in Islamabad to draft priorities on media safety initiatives through a public-private partnership. This was attended by government ministers and parliamentarians. In November 2013 in Islamabad, the Pakistan Muslim League-N government attended a UNESCO conference to endorse and announce support for the UN Plan of Action.

In March 2013 government ministers and parliamentarians attended an international conference in Islamabad organised by IMS and OSF on the subject of combating impunity of crimes against journalists in Pakistan.

As noted above, in March 2014 Prime Minister Nawaz Sharif received the CPJ delegation. The same month government ministers and parliamentarians attended a meeting in Islamabad by Pakistani media organisations pledging support to international and national efforts to fight impunity for crimes against journalists.

The federal government is also a participant in the PCOMS, established in March 2013, dedicated to developing strategies and initiatives on media safety and comprising the government, media stakeholders and civil society.

2.8 The State recognises that women journalists may be particularly at risk from sexual harassment and violence, and adopts appropriate measures to ensure safety on an equal basis between women and men

There are an estimated number of 750 women journalists in Pakistan according to the PFUJ. The state neither at the federal nor at the provincial levels explicitly recognises through official statements or written policies that women journalists may be particularly at risk from sexual harassment and violence.

There is the Protection against Harassment of Women at Workplace Act, a law that was passed in 2010 that can potentially be invoked as a protection and redress measure. This law, however, does not specify journalism or media as a specific work environment, or include a reference to women journalists specifically, although women journalists can readily invoke this law to their benefit.

2.9 The State refrains from endorsing or promoting threats to journalists including through judiciary, police, fiscal, administrative, military and intelligence systems

Authorized representatives of the State do not issue statements that encourage threats for journalists.

3 Criminal justice system deals effectively with threats and acts of violence against journalists

3.1 The State has specific institutions/units dedicated to investigations, prosecutions, protection and compensation in regard to ensuring the safety of journalists and the issue of impunity

The state appears to be evolving specific institutions dedicated to covering investigations, prosecutions, protection and compensation in regard to the safety of journalists and the issue of impunity. However, some new developments took place in 2014 that can be considered as significant moves on the part of the government authorities in Pakistan both at the federal and provincial levels to concretize steps for welfare of journalists, as well as to map out measures that can help in reducing impunity of crimes against them.

Federal Government
The federal government led by the Prime Minister appointed a two-member committee comprising the Federal Minister for Information and Federal Minister for Interior to, among other things, propose in consultation with representatives of journalists and media houses a set of recommendations on providing (i) Legal assistance to journalists in distress, and (ii) Compensation for journalists injured or killed in line of duty. The committee was set up in February 2014 and had met thrice by June 2014 for consultations with stakeholders.

A three-member Judicial Commission was established by the Supreme Court of Pakistan on a request by the federal government to probe the attack on senior journalist Hamid Mir, and to suggest measures to combat impunity of crimes against journalists in the country. The Commission completed its investigations by July 2014. No report was released by then.

Balochistan Government
The Chief Minister of Balochistan in March 2014 announced the establishment of a judicial commission to investigate the killings of journalists in the troubled southwest province since 2010. He also announced the establishment of a committee in the leadership of the provincial interior minister in cooperation with the leadership of the journalists in the province to work out a compensation regime for journalists killed or attacked in line of duty. He also promised that any compensation package will be on a par with compensation paid to families of killed journalists by other governments in the other three provinces and at the federal level.

Khyber Pakhtunkhwa Government
In March 2014, the Journalists Welfare Endowment Fund Act 2014 was enacted by the legislative assembly of Khyber Pakhtunkhwa province. This new law mandates the provincial government to take the lead in assuming responsibility to help journalists in distress in the jurisdiction of the province. The fund has been established with an initial capital of Rs50 million and guarantees one million rupees payment (equivalent to about 5 years of salaries for the average journalist in the province) to the family of a journalist killed in an act of terrorism.

Sindh Government
In April 2014, the provincial information minister announced that the Sindh government would provide a plot of land free of charge to the heirs of every journalist killed in the province in line of duty. The Sindh authorities also announced to partially contribute to a health insurance cover scheme for journalists based in the province in partnership with PFUJ's Sindh chapters. The information minister also announced in June 2014 that Sindh plans to establish an 'endowment fund' for journalists in the province within the year to "help journalists meet financial needs, including those related to fighting various pressures including attacks on journalists and victimization of media groups."

3.2 The State establishes specialist units that can deal appropriately with attacks on women, including women journalists

The state has neither at the federal nor provincial level, established any specialist unit mandated to handle appropriately attacks upon women including women journalists. There are some protective shelters run by government authorities to shelter women victims of violence, but usually women seeking protection against domestic violence seek help there. Women journalists are not known to seek help at the shelters.

Though the National Commission on the Status of Women (NCSW) is established under a federal law and has the authority to take action against attacks upon women, there is no specific unit for attacks against women journalists.

3.3 Budgets of state agencies are transparent and provide adequate resources to cover investigations into threats and acts of violence against journalists

The federal and provincial governments are known to establish judicial commissions and appropriate budgets for them to investigate specific cases of attacks against journalists. In 2012 a judicial commission was established by the federal government to investigate the murder of Islamabad-based journalist Saleem Shahzad. Another was established by the federal government in April 2014 to investigate the attempted killing of journalist Hamid Mir.

The Sindh government supported long-running, expensive investigations into the murder of journalist Wali Khan Babar. The Balochistan government established a judicial commission to investigate the murders of several journalists in the province in recent years. No details of the exact amounts or the sources of these funds have been made public.

A sub-committee set up by PCOMS in March 2014 to recommend measures to provide justice to journalists, proposed the appointment of special prosecutors with special offices, staff and budgetary allocations dedicated to proactively investigating attacks on journalists as soon as they happen. It also recommended that the prosecutors simultaneously investigate the over 100 unsolved cases of journalists killed and pursue these cases in courts.

3.4 Protection measures are provided to journalists when required in response to credible threats to their physical safety

The state does not have specific policies or institutions dedicated to providing support to journalists in distress. Hence no budgets are specified to finance investigations into threats and acts of violence against journalists, or for protection measures available to journalists.

3.5 Investigations of crimes against journalists, including intimidation and threats, are investigated promptly, independently and efficiently

Investigations of crimes against journalists, including intimidation and threats, are not routine, or prompt in Pakistan. The governments only announce investigations of attacks against prominent journalists and if the pressure from the public or the media sector is great and cannot be ignored.

Many expert observers attribute the problems to a lack of modern investigation skills, absence of forensic evidence collection skills and equipment, political pressure, corruption and incapability of the investigation agencies. These compromise the independence and efficiency of investigation processes of the crimes.

Despite endemic levels of violence against media in Balochistan, both the provincial and federal authorities appear to have done little to investigate the killings of several journalists in the province in recent years, nor to have effective judicial process concerning the pervasive and routine intimidation of ordinary reporters and correspondents.

The levels of impunity are so high that only in two instances out of a more than 100 cases in which Pakistan journalists were killed, has there been a successful prosecution. See further B3.7 below.

3.6 Where there is violence or threats against a journalist, due account is given by the authorities to any evidence showing linkage to the journalist's professional activities

Investigations into an attack on a journalist ordered by the government are generally neither routine nor prompt. However, whenever these are ordered, the investigations, among other things, focus on probing the link between violence and the journalists' work.

Key Informant Interviews with members of media houses suggest that when there is violence or threat against journalists, the media houses do attempt to determine if the attack or threat is directed at the journalist's professional work rather than personal reasons. In Balochistan province, groups that target journalists, claim responsibility attacking them. The danger to journalists in the province is almost always on the basis of their reporting and sometimes for the editing.

In Khyber Pakhtunkhwa province, not just media houses but also journalists' unions and press clubs attempt to investigate whether the attack on a journalist is related to his work or due to personal enmities. These investigations have shown that rarely have the threats been personal. In Punjab and Sindh, rather than media houses it is mostly the proactive regional unions of journalists that investigate the links between threats and attacks and the work of a journalist.

Representatives of journalists interviewed as Key Informants in four provinces (Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh) also said that attacks are basically investigated by their respective media house for possible link to their journalism work, but that there are no standard policies or guidelines that drive such investigations. This is a reason why the media houses, in an overwhelming number of cases of attacks, do not take the legal route in pursuit of justice for their staffers or for their media houses. The representatives also indicate that in many instances the journalists expose themselves to danger and risk by not being professional in their work.

3.7 Successful prosecutions for violence and intimidation are carried out against the full chain of actors in attacks, including the instigators, commissioners and perpetrators

There have been two successful preliminary prosecutions for violence and intimidation carried out against journalists in Pakistan. One was in the case of *Wall Street Journal* reporter Daniel Pearl, in whose case the full chain of actors in his beheading was unearthed. The militant who

killed him (perpetrator), the group he worked for (the instigator) and the person who ordered the murder (the commissioner) were identified. The killer was arrested, prosecuted, convicted, handed a death sentence and jailed. Despite the passage of some years, at the time of writing the perpetrator remains unpunished and locked in an appeal process against his punishment.

In a second case, the murder of Karachi-based reporter Wali Khan Babar, the full chain of actors was identified including the instigators (a political party), commissioners (persons who planned the attacks) and perpetrators (those who carry out the attacks). In a verdict announced in February 2014, three persons have been jailed and two attackers sentenced to death, but they were never arrested, and were tried in absentia. The alleged instigators were not among those sentenced.

In an overwhelming number of cases, over 100 journalists and media workers since 2000, there have never been successful prosecutions.

3.8 The State monitors the performance of specific state institutions and processes set up in relation to safety at national and local levels

There is no performance monitoring system in place for state efforts concerning safety of journalists.

3.9 The State ensures appropriate training and capacity is provided to police, prosecutors, lawyers and judges

The State has no training or program on capacity development for either the police, prosecutors, lawyers and / or judges on the issue of attacks against journalists and impunity.

4 The State takes other effective measures in regard to journalists' safety

4.1 The State publishes updated data about attacks on journalists and impunity

At the time of writing, the state neither at the federal nor at the provincial level systematically monitored attacks on journalists and impunity, or published data on the subject.

4.2 The State consults with women's rights organisations on the appropriate policies and frameworks to counter specific threats to women journalists

No consultations with any women's rights organisation or any other organisation or media sector stakeholder in Pakistan, focusing on appropriate policies and frameworks to adopt for specific threats to women journalists, have been conducted by either the federal or provincial governments.

4.3 The State recognises that protections applying to journalists may also be required to protect persons who represent sources of information for journalists and human rights defenders

The state in Pakistan does not have either a policy in place or a law that recognizes, acknowledges or provides protection for whistle-blowers or sources of information. By the end of 2013, two of Pakistan's four provinces, Khyber Pakhtunkhwa and Punjab, had instituted revamped laws on Right to Information, while Balochistan and Sindh provinces and the federal government were in the process of revamping their respective Right to Information (RTI) laws. However, neither are there explicit protections to whistle-blowers promised in the revamped laws, nor in the pre-existing laws.

4.4 The State has measures to support and compensate families of murdered journalists

The State does not have a specific policy or law that mandates support and compensation for families of murdered journalists, but the federal and provincial governments are known to have provided support and announced financial assistance to families of journalists murdered or killed in line of duty. Such assistance and compensation was announced for, for example, families of murdered journalists Saleem Shahzad (Islamabad), Shan Dahar (Larkana), Wali Khan Babar (Karachi) and Hayatullah Khan (Peshawar). In 2014 there have been some measures announced by the federal and provincial governments of Balochistan, Khyber Pakhtunkhwa and Sindh to establish systems to assist journalists in distress, including compensations, but these systems by mid-2014 had not materialized as formalized policies and mechanisms. See also B3.1 above.

4.5 In cases of electronic surveillance, the State respects, and ensures respect for, freedom of expression and privacy, through international standards of transparency, proportionality and legitimate purpose

No explicit expressions respecting privacy or guarantees of protection against electronic surveillance for journalists have been promised by the state. On the contrary, recent steps have been taken allowing state agencies greater freedom and legitimacy to enlarge the scope of electronic surveillance in the national interest as part of measures by the government to strengthen its policies to crackdown on militancy, terrorism and other forms of violence.

The state instituted a new anti-terrorism law in 2014 that, among other things, allows for greater surveillance of phone and email records and makes data from these sources as admissible evidence in prosecution against suspects.

4.6 The State reports on attacks to the appropriate UN agencies, including responses to the UNESCO Director-General's requests for information on judicial follow-up to any killing/s of journalists

The State of Pakistan provided information to UNESCO in March 2014 on the judicial follow up on cases of killings of journalists, which took place from 2006 to 2013, outlining the information on the deaths of 22 journalists in that period and the judicial follow up of those cases[8]. Prosecution had yet to be initiated for the following cases: Munir Ahmed Sangi (killed on 29 May 2006), Raja Asad Hameed (killed on 26 March 2009), Faiz Mohammad Khan Sasoli (killed on 27 June 2010), Mohammad Khan Sasoli (killed on 14 December 2010), Nasrullah Khan Afridi (killed on 10 May 2011), Munir Shakir (killed on 14 August 2011), Abdul Razzaq Gul Baloch (killed on 19 May 2011), Mukaram Khan Aatif (killed on 17 January 2012), Murtaza Razvi (killed on 19 April 2012), Abdul Haq Baloch (killed on 29 September 2012), and Mehmood Afridi (killed 1 March 2013). Suspects were awaiting trial for the murders of Ghulam Rasool Birhamani (killed on 10 May 2010), Aurangzeb Tunio (killed on 10 May 2012), and Rehmatullah Abid (killed on 18 November 2012). The case of Misri Khan Orakzai (killed on 14 September 2010) resulted in an acquittal for all four defendants whereas the perpetrator for the murder of Zubair Ahmed Mujahid (killed on 23 November 2007) was still unidentified. Based on the public statements of the UNESCO Director-General, there were 43 journalists killed in Pakistan from 2006 to 2013. The information is published in the UNESCO Director-General's Report on the Safety of Journalists and the Danger of Impunity, which can be read at http://www.unesco.org/new/en/communication-and-information/freedom-of-expression/safety-of-journalists/unescos-director-general-report/.

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[8] The list included additional information on cases which were not publicly condemned by UNESCO's Director General, more specifically the following: Muhammad Azeem Leghari (killed on 11 September 2008), Haji Wasee (killed on 11 April 2009), Mehmood Sultan Chandio (killed on 5 October 2010), Muhammad Ashraf Panhwar (killed on 8 May 2011), Syed Saleem Shahzad (killed on 30 May 2011), and Muhammad Rafique Achakzai (killed on 23 May 2012).

CATEGORY C: The roles and response of civil society organisations (CSOs) and academia

Introduction

Civil society has no direct authority or power. But it can warn, advice and counsel other organisations on the scale of the problem and solutions. It can also provide direct support, including training, to journalists themselves. Nothing that civil society does should, however, be taken as reducing the responsibility of other actors.

From 2010 onwards there have been major initiatives and developments in Pakistan from CSOs through advocacy, research and training measures and technical assistance.

Establishment of National and International Coalitions on Combating Impunity

At a two-day international conference in Islamabad in March 2013 sponsored by UNESCO, OSF and IMS, where the UN Plan of Action on the Safety of Journalists and the Issue of Impunity was launched, initiatives to combat impunity of crimes against journalists and media in Pakistan were commenced. There are the PCOMS and PMSC (see further the introduction to Category E below). In addition, there is the PJSF (see further Categories C3.7 and E5.3 below).

Coordination platforms on media safety issues in Pakistan, the PCOMS and PJSF, have representatives nominated by the respective bodies to share information. For PCOMS there is a steering committee represented by all category members. For PJSF, the steering committee by July 1, 2014 comprised representatives of Aurat Foundation, Human Rights Commission of Pakistan, FN, Dawn News TV, PFUJ, National Press Club and CAR.

Pakistan Coalition of Media on Safety (PCOMS)
- The coalition of national stakeholders, PCOMS, is supposed to meet once a quarter. The following are members and mandates of the PCOMS, according to its first list.

Table 5: List of Members of Steering Committee of PCOMS and their mandates

	Category of stakeholders	Representatives	Anticipated support and roles
1	Newspaper industry	All Pakistan Newspaper Society (APNS)	1. Co-drafting, endorsing and implementing PCOMS Charter on Media Safety (to be developed by PCOMS) 2. Enacting PCOMS recommendations on institutional policy & guideline on journalist safety, including safety protocols, within media houses 3. Advocating for and supporting PCOMS-led initiatives on safety of journalists and media houses 4. Prioritizing safety of journalists in the codes of ethics of the respective representative associations
2	Television industry	Pakistan Broadcasters Association (PBA)	
3	Radio industry	Radio Broadcasters Association (RBA)	
4	Editor's guild	Council of Pakistan Newspaper Editors (CPNE)	1. Co-drafting, endorsing and implementing PCOMS Charter on Media Safety (to be developed by PCOMS) relating to editorial standards and practices 2. Advocating for and supporting PCOMS-led initiatives on safety of journalists and media houses 3. Prioritizing safety of journalists in the CPNE code of ethics
5	Working journalists	Pakistan Federal Union of Journalists (PFUJ)	1. Co-drafting, endorsing and implementing PCOMS Charter on Media Safety (to be developed by PCOMS) relating to editorial standards and practices 2. Advocating for and supporting PCOMS-led initiatives on safety of journalists and media houses 3. Prioritizing safety of journalists in the CPNE code of ethics
6	Political parties	Pakistan Muslim League-N (PML-N)	1. Endorsing PCOMS Charter on Media Safety 2. Developing, piloting and tabling in parliament a special bill on media safety in close partnership and collaboration with PCOMS 3. Supporting and helping with the appointment of a '*Special Prosecutor on Media Safety*' who should investigate the killings of journalists and investigate any future threats and attacks against media 4. Support and help with mobilizing resources on legal matters
7		Pakistan People's Party (PPP)	
8		Pakistan Tehrik-e-Insaf (PTI)	
9		Muttahida Qaumi Movement (MQM)	
10	Prominent journalists	Mr Muhammad Ziauddin	1. Co-drafting, endorsing and supporting PCOMS Charter on Media Safety (to be developed by PCOMS) 2. Act as mediators/bridge between media owners and media practitioners on the issue of endorsing and implementing media safety guidelines developed under PCOMS Charter on Media Safety
11		Mr Hamid Mir	
12		Mr Mazhar Abbas	
13	Civil society	Commonwealth Broadcasters Association (CBA)	1. Co-drafting, endorsing and supporting PCOMS Charter on Media Safety (to be developed by PCOMS) on behalf of citizens

14		Human Rights Commission of Pakistan (HRCP)	2. Representing civil society and media consumer interests on issues of freedom of expression (FOE), right to information (RTI), and ethical and safe journalism (ESJ).
15		Advocate Supreme Court	3. Providing expert advisory inputs to government, parliament and PCOMS on issues of FOE, RTI & ESJ
16		Pakistan Press Foundation (PPF)	relating to combating impunity of crimes against journalists and media
17		Civic Action Resources (CAR)	4. Provide, where available and possible, resources, guidance and assistance to stakeholders on safety and
18		Centre for Policy and Development Initiatives (CPDI)	security issues.
19		Freedom Network (FN)	
20		Institute for Research, Advocacy and Development (IRADA)	

1 CSOs and academia monitor safety

1.1 CSOs research and monitor safety issues of journalists, including the extent of pressures for self-censorship, and the chilling effect amongst the wider public as a consequence of killings of/attacks on journalists

There are some organisations in Pakistan in the private sector that operate media development initiatives, including support for journalists in distress, education and awareness about threats and attacks against journalists and media, and advocacy on the issue of impunity. To varying degrees these monitor attacks on journalists, conduct research and offer trainings and capacity building on safety and security issues. Some of the organizations who do this regularly are for example PPF, FN, IRADA and RMNP.

While some groups are focused on training journalists on safety and security, those dedicated to detailed monitoring of safety issues are rare. Monitoring twinned with documentation, data collection and analysis is rarer still. Most of the monitoring related to attacks on media by local organisations is project based, and hence statistics and data are not always consistent or consistently produced. There is not much data and analysis available in Urdu or other local languages.

Most of these groups conducting monitoring do not spell out parameters and methodologies or have their own, or adopted, indexes. Most of their data and analysis is not searchable online. Data visualization is rare. Most monitoring data relates to physical attacks on journalists and

media houses. Data and analysis on non-physical threats, intimidation, harassment, censorship and self-censorship is rare. Most monitoring is based on media reports, rather than including proactive, direct data collection, and feedback and analysis based on outreach to affected journalists. Particularly to the far-off districts such as those in Balochistan, Khyber Pakhtunkhwa and FATA, where there are consistent threats.

1.2 CSOs analyse data to produce high quality understandings of circumstances and causes of killings and impunity

Pakistani NSOs do not generally generate and analyse data to tease out trends and sources behind causes of killings and impunity of crimes against journalists, aimed at generating empirical evidence to support policy reforms. Lack of such analysis impedes sectoral and stakeholder responses and strategies in mitigating attacks against journalists and intimidation of media houses.

Data and analyses are mostly available in English and therefore for an overwhelming majority of Pakistan's working journalists it is difficult to make use of this data even when shared.

There is also an ownership issue. Since a lot of the data is not generated directly through unions and press clubs through institutional interfaces, the would-be beneficiaries of this data generally remain indifferent to it, or even ignorant.

1.3 CSOs monitor and report upon specific attacks upon or harassment of women journalists or other specifically targeted groups

Women journalists in Pakistan (about 750) constitute less than five per cent of the total number of journalists in Pakistan according to the PFUJ. The IFJ indicates that in 2013, one of the journalists killed was a woman, while since 2000 over 100 journalists have been killed in Pakistan in total. Therefore, most organisations working on issues of safety of journalists and impunity do not generate regular data or analysis of women journalists facing threats separately from journalists in general.

Monitoring, analysing and reporting specific attacks or harassment of women journalists or other specifically targeted groups in media by CSOs in Pakistan is rare. However, some organisations, such as Bytes For All (BFA), Digital Rights Foundation (DRF) and Uks Research Centre (URC), have recently undertaken some surveys and research on women journalists and bloggers facing harassment online.

While physical attacks against women journalists according to documented data from recent years are really rare compared to attacks on their male counterparts, the nature of threats women journalists face is different, but just as intimidating and coercive so as to impact their professionalism and productivity.

The profile of women journalists within the journalists' unions and press clubs is also generally weak, because of which they are not organized enough to mobilize opinion and support within the media community itself in their favour.

1.4 CSOs provide information to UN agencies and to Universal Periodic Review process about journalists' safety

CSOs in Pakistan are known to report to UN agencies (including the Universal Periodic Review process) in the general human rights framework, and RMNP has also in 2012 specifically reported on journalists' safety issues. However, the existence of the UN Plan of Action on Safety of Journalists and the Issue of Impunity is improving awareness about this.

2 National CSOs promote the journalists' safety issues

2.1 CSOs have resources to work on safety issues

National CSOs in Pakistan usually do not have their own resources to work on journalists' safety issues and have to mostly rely on donors. Availability of indigenous resources is limited and funding is not widely available for direct focus on media safety issues. Resources are generated through utilization of general media development projects, which is one reason why CSOs say the impact of the work on media safety issues is less than expected. The principal challenge is resources.

2.2 CSOs provide information to the media and wider public

Some Pakistani CSOs have produced either periodic alerts on attacks and sometimes annual reports analysing trends. However, most media refrain from covering this information generated by CSOs about attacks on journalists of rival media groups, except for publishing reports on key occasions such as May 3, the World Press Freedom Day or November 2, the International Day to End Impunity for Crimes against Journalists. The national organisations that do work on media safety issues carry information, data, analysis and special reports generated by them on their respective websites besides releasing them to the media and through social media. Some of the CSOs share information on a selective basis with unions and press clubs. A problem is that a lot of this information is only in English, and not in Urdu and Pashto versions.

2.3 National NGOs have significant consultation and co-ordination with international NGOs

Several of the most active national media support NGOs, including PPF, FN and CPDI, coordinate and consult regularly with their international counterparts, UNESCO, IMS and OSF, on media safety issues. They are also part of the PMSC that supports coordination and sharing of information among local CSOs and INGOs. Most international CSOs depend on their local media support counterparts for information, feedback and verification to work in-country.

Organisations such as RMNP share their monitoring information on safety threats with international actors.

2.4 CSOs co-operate effectively with state, legislative bodies, UN and others in contributing to law and policy making

There has been increasing advocacy in Pakistan by national media support CSOs on the issue of media safety and combating impunity of crimes against journalists. The CSOs have been seeking media legal reforms by lobbying the government through platforms such as the PCOMS, which liaises with UNESCO as it champions the implementation of the UN Plan of Action. So far there has been little concrete movement on reforming media laws that can help combat impunity for crimes against journalists and improve the safety environment for media houses through executive measures, including appointment of special prosecutors to investigate attacks.

There are glaring gaps in advocacy linking attacks on journalists and media as attacks on freedom of expression and, by extension, attacks on civil society and the very state itself, negatively affecting the democratic nature of the country.

Acting on orders of the Supreme Court of Pakistan, the government in early 2013 appointed a two-person commission to review Pakistani media laws for possible reforms. This commission consulted dozens of national media support CSOs, leaders of working journalists and well as other media stakeholders. It produced by mid-2013 a comprehensive review of all existing media laws and suggested an exhaustive list of recommended changes to the laws. However, at the time of writing, the government has not acted to accept some or all of the recommendations.

2.5 CSOs co-operate among themselves and with other stakeholders

Media support CSOs in Pakistan cooperate among themselves and with other stakeholders on journalists' safety issues. The PCOMS was created in 2013 to provide such a platform.

Various key media sector stakeholders that are part of this platform, have moved forward on serious consultation on safety issues. For instance, two of the PCOMS working groups have produced recommendations on appointment of federal and provincial special prosecutors to investigate cases of attacks against journalists and media, as well as developed a set of detailed safety protocols for possible endorsement and adoption by media houses in the country.

PCOMS has also aided the judicial commission investigating the attack on Hamid Mir and made recommendations for promoting a more secure environment for working journalists.

2.6 CSOs introduce safety issues into the mainstream of national strategies for media development and donor funding

The increasing numbers of attacks against the media in Pakistan and the rising level of impunity of crimes against journalists in recent years have forced CSOs to make safety one of the central planks of media development in Pakistan. There has also been a corresponding spike in recent donor funding to support initiatives of various CSOs aimed at combating impunity and providing technical assistance to media to train journalists on safety. These donors include Danish Development Assistant Program (DANIDA), OSF, United States Development Aid (USAID), US State Department and Norwegian Government.

However, there are not many national CSOs working on journalists' safety. Except for two or three CSOs with leadership, institutional capacity and history of working on media safety issues, most organisations work on the subject as part of the general media development projects they implement, and do not have people with thematic expertise on media safety issues.

2.7 CSOs work with and support lawyers and legal organisations who are challenging impunity

While there have been some interactions between groups of journalists' and lawyers' organisations on how to combine forces to combat impunity, no specific platform exists that can ensure regular institutional interfacing between the two to provide for sustained interest, technical resources and strategies on the subject.

Under the PCOMS, a policy and legislative proposal for Journalists' safety was drafted. It was one of the pioneering efforts to work with lawyers on issues of journalists' safety. The drafting was carried out by CPDI (Centre for Peace and Development Initiatives), with the help of Research Society for International Law (RSIL) alongside with prominent lawyers from the fraternity.

There are no legal organisations in the country that are institutionally supporting journalists in fighting impunity legally. In 2013 there was a series of media law clinics between journalists' unions and press clubs, with the legal organisation supported by IMS and OSF in exploring options of collaboration to legally combat impunity. The PCOMS has engaged RSIL to take the work forward on journalists' safety.

3 CSOs provide appropriate training and support for media workers

3.1 Academic and other journalists' training courses include adequate professional training on safety issues, offline as well as online, especially to media actors, jurists and civil servants

There are no formalized courses offered by the two dozen universities that have journalism, mass communications or media sciences schools, on the issue of media safety or reporting on conflict regions. University of Peshawar and University of Balochistan are known to have developed courses on conflict sensitive journalism with support from Deutsche Welle Academy. One big reason why the academia does not offer customized courses on safety is the general lack of an institutional interface between the academia and the media industry that could help establish courses based on the field's needs and demand.

However, there has been a gradual increase in recent years in the availability of training courses and programs for journalists offered for free by Pakistani and international media support groups. For example, organisations such as RMNP, in cooperation with UNESCO and Doha Centre for Media Freedom, have offered several workshops on hostile environment, as well as safety trainings in the recent years. From 2011 until 2015, at least 400 journalists have benefitted from these trainings.

CSOs offer mostly basic safety trainings but advanced safety trainings are rarer. Stress and trauma counselling does not much exist, though University of Peshawar has previously run a trauma centre supported by DW Academy. There have been sensitization programs on media safety for journalists in mostly urban regions of provinces. However, journalists in the districts and semi-rural areas, or disturbed regions like the Tribal Areas, need combined trainings on safety and professional journalism.

Most of these trainings were offered to journalists after seeking their nominations from media houses, press clubs and journalists' unions. Detailed reports both for public and for donors and other stakeholders are regularly produced and shared by the organisations offering and/or conducting the trainings. There is still a huge unmet need for safety trainings for journalists across the country.

3.2 CSOs provide relevant information, including about training opportunities and resources, to journalists

There is no information service that can provide information related to available opportunities or resources on safety for journalists. Some CSOs publicize their training programs on social media. Mostly the interface between beneficiary trainees and trainers from CSOs is limited to trainings. There is no follow-up or ongoing support. However, as a result of some of the safety trainings, also training manuals for journalists have been produced and shared. Three such manuals were produced by RMNP with support from UNESCO and Doha Centre for Media Freedom in Urdu, and delivered among individuals, press clubs and journalists' unions.

3.3 CSOs develop programmes that provide specific support for women journalists

Gender affirmative programs offered by CSOs related to threats, risks, harassment and intimidation of women journalists are virtually non-existent in Pakistan. While there have been some trainings for women journalists on the issue of safety, there are no elaborated programmes on the ground that specifically engage women journalists to offer specific support meeting their needs.

3.4 CSOs evaluate and report on their training and support

In general, CSOs in Pakistan evaluate and report on their training and support on journalists' safety issues, but not beyond routine press releases or donor reporting. There are no publicly available reports that examine the types and nature of training programs and technical assistance on safety and security, or an evaluation of their relevancy or efficacy.

3.5 CSOs provide safety equipment for vulnerable media workers

International and Pakistani CSOs have in recent years been offering training opportunities and some resources on safety for journalists. According to estimates, hundreds of journalists across the country have since 2010 participated in dozens of trainings on safety, varying from basics to advanced level hostile area trainings. See also 3.1 above. However, safety equipment has almost never been part of the technical assistance on journalists' safety provided to media practitioners in the country.

3.6 CSOs provide legal advice and services to journalists on safety issues, including counselling and assistance to journalists under threat and to families of murdered journalists

There is no institutional program offered by national CSOs to journalists or media houses in Pakistan that offers counselling, legal aid or legal advice on an ongoing basis.

3.7 CSOs provide, where appropriate, places of refuge or safe houses, for media workers under severe threat

Some CSOs do provide, where appropriate, places of refuge or safe houses, for media workers under severe threat in Pakistan. There is the PJSF financed by IMS and OSF that supports journalists in distress through in-country relocation at safe houses in concert with PFUJ, which acts as the verification agency on the plight of the journalists being assisted. This system has existed since 2012. Over a dozen journalists have been supported with relocation in-country at safe houses, and more than 30 with other types of assistance, such as medical and financial aid for families of journalists killed.

There are also some INGOs such as OSF, IFJ, Amnesty International and FH that have in recent years supported journalists in extreme danger by helping them move out of Pakistan for limited or extended periods. These international organisations now routinely refer cases of assistance

that reach them directly to PJSF to see if it can help out first, and in order to avoid duplication of effort.

One big challenge is that the relocation assistance for journalists is limited initially for a month that can be extended to a maximum of three months of support. However, the threat driving a journalist into temporary exile does not usually disappear in a month, or even three months. Also, when journalists cannot work due to relocation (and most of them cannot without compensation from their employers), they need to be financially supported for the duration.

3.8 CSOs participate in humanitarian relief efforts for journalists under threat or who have been killed or injured

Pakistani CSOs that have focused on journalists' safety programs such as CAR and FN, have worked voluntarily to provide support to journalists under threat by helping them access financial or technical resources from international agencies, as well as humanitarian relief efforts for journalists under threat.

These efforts have been supplemented by mechanisms such as the PJSF, which provides for a formalized mechanism to handle applications for assistance from journalists under distress, and financial assistance of families of journalists killed. However, the demand for assistance fails to keep up with supply. Journalists' representative platforms such as unions and press clubs also consistently fail to follow procedures and document details, without which even formalized mechanisms such as the PJSF cannot help.

CATEGORY D: The roles and response of media and intermediaries

Introduction

Media organisations employing journalists or using freelancers, have a particular professional responsibility for the safety of their journalists. This responsibility embraces providing the necessary support, protective equipment and training to journalists operating in areas of danger and most at risk, adequate risk assessment procedures, and appropriate planning. Intermediary organisations including search engines, Internet Service Providers (ISP), or social networks play an increasing role as gatekeepers and conveyer of content, and thus have increasing responsibilities in terms of privacy issues, digital data security, etc.

Journalists themselves have a responsibility not to be reckless and endanger themselves or others. International journalists in addition need to be aware of the dangers they might expose to local staff that supports them on their assignments. Journalists' trade unions and professional bodies also have a responsibility to ensure that their members are prepared for the dangers involved in reporting.

1 Media organisations adopt specific measures to protect the safety of journalists

1.1 Media organisations monitor safety issues and have a safety policy that is written, available to staff and the wider public and fully operated

Inputs from Media Houses (Key Informant Interviews): Most of the media houses in Pakistan do not have a formal safety policy for staff. None of the media houses interviewed said they had a written safety policy. Some media houses have what they call are 'safety guidelines' that list tips on caution for their field staff. An overwhelming majority of attacks on media practitioners are against those who work in the field, and yet most media houses do not have even written, standard guidelines for reporters and correspondents, for camera persons and photographers or logistics (drivers and other logistics staff). Nor are there, generally, written policies focusing on safety precautions to be adopted while covering conflicts, including events related to bombings, fighting and militancy. Most guidance in terms of safety procedures comes through verbal communication.

At the time of writing, media houses had not endorsed and adopted the proposed detailed list of 'Safety Protocols on Media Safety' produced by a Working Group established by PCOMS in early 2014. These were produced after detailed consultations with key media houses and senior journalists. PCOMS has already endorsed these safety protocols and recommended the media houses to adopt them directly, or use them to draft their own in-house safety policies.

Inputs from Focus Group Discussions:

The stakeholders said in various focus group discussions that in general the media houses in Balochistan, Khyber Pakhtunkhwa, Punjab, Sindh and Islamabad do not monitor safety issues adequately, or have a safety policy that is written, available to staff and the wider public and fully operated.

In **Balochistan,** a participant claimed that posters developed by the IFJ on guidelines and Standard operating procedures for safety of journalists were being sold at a junk shop at Masjid Road in Quetta instead of being displayed in media organisations and all newsrooms and reporters' rooms.

In **Khyber Pakhtunkhwa,** some media organisations have a written policy on sexual harassment that they were compelled to take up by law. Some media houses in recent years have changed their policy on news coverage in the light of threats. One of them is *Express Tribune*, which now openly admits to not overtly criticize the Taliban, some sectarian groups and even the political party Pakistan Tehrik-e-Insaf, known for allegedly unleashing trolls against media overtly criticizing it. None of these media however have a safety policy focusing on prioritizing safety of their journalists. Whatever changes are made to newsroom or content policies are often reactionary, brought about by specific threats, rather than by a proactive will on the part of the media houses to secure its staff.

Recently international media support groups such as IFJ and their local partners such as the KhUJ in Khyber Pakhtunkhwa have come up with guidelines and standard operating procedures for working journalists. However, these are voluntary and have not been institutionalized, partly because media houses and owners were not taken on board when they were designed.

In **Sindh,** most media houses have what are called 'media/content policies' but none has a specific 'safety policy'. Most guidelines about safety are either verbal or even when written, assignment-based. Around 2009, some news editors of TV channels got together to come up with a general 'media policy', mostly focused on live coverage of violence that included some do's and don'ts related to safety of the reporting crew, but it was not a specific policy focusing on safety. This policy voluntarily remained enforced by several TV channels for a couple of years, but was thereafter abandoned because the policy was not endorsed as official by media owners.

The stakeholders in **Islamabad** said most media houses operating from Islamabad do not have any specific written policies dealing exclusively with safety of journalists. In most cases, media houses follow general safety practices, not well thought-out policies. In March 2013 a group of senior journalists representing various media houses and comprising editors, reporters and other journalists, came together as part of a working group established by PCOMS and fleshed out a detailed set of safety protocols for media houses.

1.2 Safety policies include risk assessment provisions to establish levels of danger facing employees on particular assignments

Most media houses in Pakistan do not carry out formalized risk assessments to provide for customized information and guidance on pre-empting or tackling specific risks, threat factors or sources of physical hazards. At best there are irregular staff meetings that discuss specific threats for specific assignments. Most responses from media managers to attacks are in the shape of advice to reporters to be 'more careful' or to temper down criticism of actors and quarters from where the threats are originating. Nothing is documented, while allocation of resources to counter threats is rare.

Sometimes media houses relocate their staff temporarily if the threats persist. In most cases the media houses do not extend medical and legal aid to staffers attacked. Few extend financial assistance to families of journalists killed in the line of duty.

The stakeholders in Khyber Pakhtunkhwa said media houses do not conduct any risk assessment exercises that can help increase safety through adoption of specific measures. Any risk assessment for an assignment or even normal reporting duty in the city, is done by the reporter himself, but the reporters are not trained to do proper risk assessments. This probably well describes the typical practice in all the regions of Pakistan.

1.3 Safety policy extends to freelance journalists, their assistants, local employees and support personnel

No media house extends special safety resources or measures for freelancers that work for them. None of the media houses interviewed supported freelancers on security. Freelancers in Pakistan are generally on their own in terms of assuming risks and mitigating them.

1.4 Journalists, including freelancers, have contracts with proper terms of employment, including with respect to safety and personal risk

According to journalists' own estimations, proper contracts in the sense of this indicator are not self-evident in Pakistan. This view got support from the informants of focus group discussions. Most full-time journalists in **Islamabad** and **Sindh** have at least basic contracts, which is not the case for the journalists in other regions. Freelancers, district correspondents and stringers working for media houses generally do not get contracts anywhere. Another new practice disturbing the establishment of proper employment rights is outsourcing. For many journalists who have contracts, the contracts are often not handed out by the media organisations they work for (such as TV channel, radio station or newspaper), but by the media groups' other companies that serve as recruitment platforms. This means that in many cases technically the journalists are not even recognized as journalists, but rather as general employees working for companies that themselves do not manage TV channels, newspapers and radio stations. This absolves media of a degree of responsibility for enhanced risks associated with journalism work and therefore avoiding liabilities.

Also the media houses agree that there are no standard policies on contracts for journalists, including freelancers, in Pakistan. In general, the larger media houses in Pakistan, particularly those in the key urban media centres such as Karachi, Lahore, Islamabad and Peshawar, offer simple employment letters that only specify type of job (such as 'reporter', 'sub-editor' or 'photographer'), date of employment and the monthly salary. Few media houses offer proper contracts that include a job description and a listing of rights such as leaves and bonuses. Many do not even offer a simple employment letter. Hardly any employment letter or contract outlines references to or adheres to the relevant labour laws. Freelancers do not even get a written assignment commission. According to RMNP, a large number of journalists are unpaid employees, especially in the rural areas.

1.5 Media organisations ensure that workplace and working conditions are safe and secure, protecting journalists from intruders, and including a secure ICT environment

The focus group discussions in various regions revealed that the security of media offices and buildings in Pakistan is a mixed bag. In Sindh, Punjab and Islamabad it is generally good, but much less so in Balochistan and Khyber Pakhtunkhwa. Where it is good, there seem to be professional security services such as security guards, close-circuit cameras and alarm systems employed that protect premises and regulate entry. However, most media establishments do not have adequate safety systems such as protection against fire including fire exits.

The journalists in the focus group of Khyber Pakhtunkhwa blamed the owners for not providing them security. "We have written more than a dozen emails to our management in Islamabad, reached out to local and national editors to change the location of our office in Peshawar after receiving threats but there is no response", said a journalist who works at a national paper published from Karachi, Islamabad, Lahore and Peshawar. "They will post a guard at the gate and that's about all. The management is not serious about security of its staff or premises."

At offices and establishments, no safety mechanisms are installed for safety. There are no safety drills or trainings. "Our staff is our human asset", said a participant in this focus group. "We send them in the field to face all sorts of dangers but don't ensure safety and insurance."

For journalists who assume risks related to reporting, writing and commenting as part of their work, the direct threats are in the field.

1.6 Journalists have the right to refuse dangerous assignments

Most media houses in Pakistan in conflict regions such as **Balochistan** recognize the extraordinary environment of intimidation in which their staff work, and readily agree to drop assignments that reporters deem threatening. However, this is not an outcome of policy, but rather the result of senior managers favouring their reporters.

In general, most media organisations in Pakistan are institutionally not too systematic on safety, for example through written and shared policies. Because the right to refuse dangerous assignments is not granted in writing, journalists, especially those in conflict regions and those without proper contracts, feel pressured to assume unnecessary risks.

Journalists are vulnerable in the districts where law enforcing agencies and state institutions' presence on ground is thin. Participants said that staff based on news desks in urban offices – that work in relative safety and therefore have little appreciation or perception of threats – can create threats for the staff in the field. "They change our versions of stories, written keeping in mind the threat scenario on ground", said a journalist. "Their ignorance of field dynamics, their policies, their outlook are the greatest threat and stress inducers."

At one point, they said, *Daily Times* decided to mention the insurgents in FATA as "terrorists", not "militants". Their bureau chief in Peshawar was not even asked even though he was on the editorial board.

An organisation's policy also can complicate a common understanding of the nature of the problem. In 2009, *Aaj Kal*, an Urdu newspaper published a translated editorial from its English affiliate *Daily Times* that had called a warlord in Khyber Agency of FATA "a thief-turned-reformist". The local bureau chief of *Aaj Kal* received a death threat from militants.

A representative of an international journalist rights organisation said that every story involves a certain level of risk, more so in case of conflict, but "the gatekeepers at our news channels and newspapers don't realize how a certain story can make a reporter vulnerable".

1.7 Media organisations provide adequate insurance and necessary safety equipment to journalists on dangerous assignments including equipment that is appropriate to women

Inputs from focus group discussions:

Participants stated that virtually a large part of media organisations in Pakistan do not offer even basic insurance cover to journalists for their regular work, although frequently equipment being used by journalists, belonging to media organisations, is insured.

There is no concept of insurance for staff among media houses operating in **Balochistan**. However, when it comes to safety equipment, some TV channels, the big ones especially, have provided basic equipment such as helmets or bullet proof vests in rare cases, but journalists hardly ever use them. Most newspapers have no safety mechanisms in place especially for women journalists who face harassment. Even when journalists do demand safety gear and are given this, they go without further preparation to cover hazardous beats. Journalists lack practical safety trainings as well. The situation was similar in **Khyber Pakhtunkhwa, Punjab**, **Sindh** and **Islamabad**. Only some of the journalists venturing on high-risk assignments are provided safety equipment and only by some media houses. Media houses that provide safety equipment do not necessarily provide it to all, or the relevant staffers.

1.8 Media organisations provide hostile environment and risk awareness training before journalists are sent on dangerous assignments

Journalists furthermore said that media organisations in Pakistan generally do not provide hostile environment and risk awareness training to their overall staff, especially those deployed in the field. Hostile environment trainings provided by some of the larger media groups to a small number of their journalists serve as the exception that proves the rule. Most of journalists are critical of this, having to face various kinds of threats in the field and to deal with them through instincts and rudimentary concepts, rather than through professional measures learnt through training.

1.9 Media organisations provide adequate back-up to journalists on dangerous assignments

This aspect has been discussed under other indicators above.

1.10 Media organisations ensure that stress counselling is available

The facility of stress counselling for journalists and media assistants made available by media organisations in Pakistan is still rare.

1.11 Media organisations recognise that women employees face specific risks and undertake specific mitigation strategies

Specific risk mitigation strategies, policies and mechanisms for women journalists in Pakistani media organisations are restricted to basic measures, rather than institutional occupational cover that takes into account risks and harassment that women journalists potentially face. While there are not many women journalists, who are sent to dangerous environments for reporting or given high-risk assignments, there is generally no concept of acknowledging special needs of women journalists or providing special support in this context.

For instance, in **Khyber Pakhtunkhwa** women journalists are usually not assigned hard news or conflict reporting. They are mostly assigned to covering social beats. This is why most print organisations feel it is enough to have one woman on staff. The TV channels do have more women reporters on staff. However, media houses in the province do not consider women journalists having specific needs in terms of safety, and therefore make no special arrangements for them. "In the case of foreign media organisations, the threat for women journalists is due to reporting for that organisation," says a woman journalist who works for an international radio station. "Still we are required to take care of ourselves and we are given orientation on safety issues. However, we are told that we are basically responsible for our own security. Sometimes our organisation helps us through information alerts asking us to reduce movements and keep a low profile," she added. In other provinces some organisations for instance make sure women are not given late night assignments, or provide pick and drop facilities to those who work the late hour shifts.

Women journalists in August-September 2014 were targets of public harassment and intimidation by opposition political parties in **Islamabad**, but gender-affirmative strategies have not been an integral part of security policies of media houses.

1.12 Media organisations liaise with security forces where appropriate to establish guidelines on treatment of journalists before entering a dangerous area

There is no tradition among media houses in Pakistan to generally intercede on behalf of their journalists with the security agencies, or even civilian authorities, when the reporters are assigned work in regions with heavy presence of troops or other law enforcement agencies.

Journalists usually liaise with security agencies on their own, rather than that their organisation exercises this responsibility as part of a policy or written guidelines. Journalists usually use their own contacts within security and other administrative establishments to liaise about their movement in the regions, so that any potential mix-ups about their work do not create serious problems for the journalists.

1.13 Community media operate safety protocols as appropriate to their circumstances

Even most mainstream and larger media houses in Pakistan do not have written media safety policies or specific safety protocols. These are rarer still in the case of community media, such as some FM radio, district correspondents, local newspapers, etc. There is a general culture of complacency in community media when it comes to safety issues.

Representatives of journalists interviewed in four provinces, Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh, unanimously agreed that community media does not operate safety protocols as appropriate to local circumstances, and blame it as both a lack of priority to safety issues and a non-adherence to labour laws that promise safe working conditions for all workers in all industries.

2 Journalists' unions and professional bodies take specific measures to promote the safety of journalists

2.1 Journalists' unions/associations monitor safety issues and advocate to employers and the authorities to have effective policies about these

Pakistani media associations such as unions of working journalists or press clubs are, even at the best of times, starved of financial and technical resources that can help them offer proper facilities and services to their members in terms of safety and security. While demand for training on safety and security is high, and unions and press clubs are usually reaching out to media development organisations for assistance on this issue, these associations have serious

management and capacity constraints that prevent creative solutions that can meet some of this demand through their own efforts. Most do not even document threats their members face, and in the absence of data do not find themselves being able to evolve strategies on safety.

Only the National Press Club, which represents over 2,000 journalists based in Islamabad and Rawalpindi, has been able to demonstrate in-house prioritization on the subject by establishing a Journalists Threat Reporting Centre at its premises that offers assistance to journalists in distress. It was established in 2013 and has already helped train over 200 of its members within a year in safety measures and has offered help to over 50 journalists facing threats.

There is no culture of monitoring, investigation, documentation and analyzing attacks against member journalists by the journalists' unions (both national union PFUJ and regional chapters) or press clubs. The unions and press clubs are effective mobilizers of public opinion and of putting pressure on government authorities relating to attacks against journalists. However, they have had less to show in terms of either engaging with or pressuring media owners and their employers for their failures to institute appropriate safety policies and / or appropriate safety resources for them. There has never been a strike stopping work at a media house or establishment by journalists and their leaders.

Representatives of journalists interviewed in four provinces, Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh, say that advocacy by journalists and media workers related to good working conditions, including safety and security, has strengthened in recent years, but without the required results. Some say that both national journalists' unions and their regional chapters have weakened due to ideological or administrative splits, which as a result has affected their advocacy. Others say the press clubs have become stronger than unions, and the tension between the mandates of unions to advocate for better working conditions and of the press clubs to improve professionalism, have diluted their overall impacts. The energies of the leadership of journalists and their members are split between differing priorities, rather than forging consensus on strategies and tactics to be employed to realize both objectives in concert. Many also feel that both the unions and press clubs should be improving their advocacy profile with their employers, rather than with the government, perceiving that it is the former who have the power to give them relief and rights rather than the latter.

Two days before the Peshawar focus group discussion was held, the bureau chief of *Express News* in Peshawar, Jamshed Bhagwan, was attacked for the second time over a couple of months. In response, there was a protest march from the Peshawar press club. Journalists cited protests as an example of all they can do.

2.2 Journalists' unions/associations highlight the importance of media professionalism

Inputs from media houses (Key Informant Interviews): Thanks to some major advocacy initiatives in recent years by international media support organisations (such as IMS, OSF, IFJ, FH, Internews and American Centre for Labour Solidarity, ACLS), there has been a growing

effort by representative associations of working journalists to take up and implement the information available from studies that reveal the link between professionalism and pre-emption and reduction of risks. Unions and press clubs are now known to hold, fairly regularly, seminars and discussions on improving journalism standards and practices (such as sourcing information, the right of individuals to reply to accusations in an article etc.) as a means of reducing the framework of risks that come from reporting in an environment marked by a multitude of conflicts and militancy, such as in Pakistan. However, there are few studies to show how much of this realization is being translated into practice and how it is affecting safety. Certainly the unions and press clubs are not known to have launched any major training programs or skill-development courses to help the mostly non-qualified/non-trained journalists become better at journalism.

Inputs from journalists (Key Informant Interviews): Also representatives of journalists interviewed in four provinces, Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh, said that there is now a greater emphasis being placed on professionalism by the leadership of the working journalists. However, without a corresponding emphasis by media houses through written policies on standards and professionalism, and without ensuring their compliance, commercial interests that reward sensationalist media practices, trump, and make professionalism a hard sell. Sensationalism, they say, promotes tendencies by working journalists to assume unnecessary risks that put them in danger.

2.3 Journalists' unions/associations provide information resources and promote good practices on safety

Media houses point out that representative associations of journalists such as unions and press clubs are not information-organized entities. They are generally characterized by severe capacity constraints, including failure to develop a culture of documentation or research and analysis, and a failure to operate a system of sharing information or advice on any issue including the issue of safety.

Representatives of journalists (Key Informants) interviewed in four provinces – Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh – say that they have been increasingly prioritizing safety through discussions and dialogue among their members, and promoting their interface with media support groups that offer orientations, trainings and technical resources. However, they say that in general, unions and press clubs are hampered by financial and technical resources, and cannot help all their members in changing their practices and assuming a greater self-responsibility in improving their own safety.

2.4 Journalists' unions/associations provide practical advice and access to specialist resources to media staff working on dangerous assignments

Inputs from media houses (Key Informant Interviews): Apart from helping some of their members benefit from trainings on safety conducted by international and national media support organisations, representative associations of journalists, including unions and press

clubs, provide no practical advice and / or access to specialist resources to media staff working on dangerous assignments. The unions and press clubs are not known to mobilize resources to fill this resource gap even though they lament and protest about it often.

Inputs from journalists (Key Informant Interviews): Representatives of journalists interviewed in four provinces, Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh, say that they regularly hold discussions and provide advice to their members on safety issues, but that they do not have adequate resources to provide access to specialist resources to media staff working on risky assignments.

2.5 Journalists' unions/associations make support available to community media and citizen journalists

Most journalists working for mainstream media houses do not even recognise the concept of a citizen journalist. It took nearly seven years after the first private TV channels started being licensed in the country in 2002 for their journalists to be even considered journalists, and granted membership by press clubs and journalists' unions.

These press clubs and unions still do not consider the reporting staff of the over 100 independent FM stations in the country eligible for their membership. For citizen journalists in Pakistan there is some way to go before they are even considered journalists by the mainstream journalists, and hence worthy of their support on safety issues.

Representatives of journalists' unions and press clubs interviewed in four provinces, Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh, said that their assistance, however inadequate, on advice and resources on safety issues, is for all their members. They do point out that the existing rules and regulations governing membership of unions and press clubs do not accept 'citizen journalist' as a journalist. There are currently no 'citizen journalists' as members of any journalist union or press club. The press clubs and PFUJ have a narrow vision that explains their interest in fighting the change, instead of perceiving others as allies in a wide picture.

2.6 Journalists' unions/associations establish programmes for women journalists that take account of specific risks they will face on dangerous assignments

Most unions and press clubs representing journalists are supportive of equal rights for their women members, but they are not generally known to establish programs for women journalists that take account of specific risks they can face on dangerous assignments. Any such programs, and these are rare, are offered by international and national media support groups, not unions or press clubs.

Representatives of journalists interviewed in four provinces, Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh, point out to the fact there are not many women journalists in the country, and that in regions like Balochistan and Khyber Pakhtunkhwa they are next to none. Elsewhere

also there are very few women journalists who are often required to cover hard conflict or unfolding attacks.

Most women journalists remain without training and support. Training and support facilities are scarce enough considering the overall numbers of journalists, and women hardly benefit whenever such resources do become available. Unions and press clubs are generally not known to prioritize the benefit of women journalists, especially on safety issues.

2.7 Journalists' unions/associations provide training and stress counselling to journalists

Inputs from media houses (Key Informant Interviews): No such stress / trauma counselling, or psychological and physiological medical aid programs are available for journalists in Pakistan.

No union or press club, in general, provides such resources to their members, even to journalists who cover conflict, violence, militancy and terrorism. In June 2014, the Department of Journalism of the University of Peshawar signed an agreement with the Dart Center at the journalism program at Columbia University, USA, to initiate a small program, designed to orient reporters in Khyber Pakhtunkhwa province on how to handle stress and trauma faced in their line of work.

2.8 They establish a safety fund for journalists who are victims of violence and their families

There is not an actual safety fund, though the groups will from time to time collect and donate funds on an ad hoc basis.

The journalist bodies in the Khyber Pakhtunkhwa province have been able to create an endowment fund with support from the Khyber Pakhtunkhwa government, but the funds are not for safety but to help journalists and families after attacks. "That means journalists will have to die to receive support", said a journalist. "There is no support forthcoming when you are alive and need help to stay safe."

3 All media actors, including individual journalists, promote safety in digital communications

3.1 Journalists are aware of digital dangers and protection measures

Representatives of journalists interviewed in four provinces, Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh, were unanimous in their view that an overwhelming number of journalists were unaware of digital dangers and protection measures. They are not familiar with either the concept of digital security, or the need for data protection; nor with cyber harassment, online surveillance or even identity theft, even though there have been cases of breach.

The media houses said that despite the rapid pace of technological convergence in the media sector in Pakistan (real-time media, live field coverage, multiple bureau offices, satellite uplinks, digital broadcasts and the use of broadband technologies by reporters in general), most journalists are not versed in digital dangers and protection measures required to deal with them. Most media houses do not offer required orientation and training, and such training programs and resources are not widely available through international or national media support groups either.

3.2 Journalists effectively use protection in digital communication including appropriate software and other precautionary measures

The Key Informant Interviewees for this study stated that since there is little awareness or orientation, an overwhelming majority of the journalists do not use protection in digital communication, including appropriate software and other precautionary measures.

According to media houses, most journalists in Pakistan are not advanced-technology literate. Apart from the general ability to use smart phones for basic communications and data transfers, most journalists do not effectively use protection in digital communication, including appropriate software and other precautionary measures. Journalists might even be lacking basic computer skills training. There is a general lack of sources of information or training resources.

3.3 Opportunities exist for training in public key cryptography and are taken up

There are hardly any organized primers or advance training programs for training journalists and media houses in digital safety. The numbers of journalists with such expertise is negligible.

3.4 Employers and others provide software and equipment that enables journalists to protect communications

Representatives of journalists interviewed in four provinces say media houses in general provided little or no software or equipment that enables its journalists to protect their communications. Generally, specialist software and appropriate equipment for protected communications are not available. For those who use it make do with what is available rather than what is required.

4 Media actors cover safety issues

4.1 There is sustained coverage of safety and impunity, including follow-up stories

The standard response by a media house to an attack on a journalist in Pakistan is to not report it, if the journalist attacked is from a rival media house. Only in rare cases, such as that of the failed assassination attempt on journalist Hamid Mir of Geo TV in April 2014, is an incident reported. Follow-up stories are rarer still, not just by rival media houses, but by even the media house whose journalist is attacked. High profile cases make an exception, such as that of Wali Khan Babar, whose case the parent company Geo TV continued championing for justice.

Representatives of journalists interviewed in four provinces, shared this view. Media organisations are not supportive of each other when it comes to safety of their journalists. There is hardly any coverage of safety and impunity, especially follow-up stories by media, including about attacked journalists of other media houses. Even in organisations that have lost staff to attacks, coverage is not sustained and there are virtually no follow-up stories because the cases do not go anywhere as far as trial and punishments are concerned.

4.2 The media community demonstrates its own concern on the issues of safety and impunity, is not afraid to report on those issues as matters of public interest, and recognises the common interests with community media and citizen journalists in those matters

Inputs from media houses (Key Informant Interviews): The nature of corporate competition is too fierce in Pakistan for media houses to be decisively united on the issue of safety and impunity. The Pakistani media community is marked by divisions not only between the media owners and media practitioners, but also by divisions between their respective ranks. The representative association of working journalists representing 18,000 journalists in the country, the PFUJ, was split into three factions at the time of writing.

In April 2014, the country's representative association of the independent TV sector (over 60 TV channels), the PBA, also informally split over the fallout of how Geo TV reported the attack on Hamid Mir. Most rivals of Geo TV such as ARY TV, Dunya TV and Express TV, became embroiled in a vicious campaign against this media group for it having alleged that the security establishment orchestrated the attack on Mir.

Representatives of journalists (Key Informant Interviews) said the community of working journalists is united on the issue of safety, but that they do not see citizen journalists as being part of their community. Even the leadership of working journalists has trouble contextualizing attacks on media as attacks on freedom of expression of all citizens as guaranteed in the national constitution. They prefer to mostly consider freedom of expression in the context of the media community rather than civil society at large.

Furthermore, the focus group participants told that the media community in the provinces Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh, and in Islamabad, is not united on the issues of safety and impunity, and tends to be divided along the lines of media owners and media workers. The media community does not recognize the common interests with citizen journalists as regards these issues either. Media houses usually do not champion safety issues, and almost never join any protest, campaign or initiative relating to attacks on journalists and the growing impunity against them. The media practitioners' organisations in the provinces instead are vocal advocates for greater security and regularly band together to protest attacks against journalists, as well as impunity of crimes against journalists. The unions and press clubs, however, do not recognize citizen journalists as their members and therefore do not consider their plight as their own. The unions are also often divided and they carry out protests separately, which is thought to signal to attackers that they can act with impunity.

4.3 Media acts as a community in advocating for these issues

Inputs from media houses (Key Informant Interviews): Pakistan's large and complicated media sector is not united on the issue of a consensus response to combating impunity. While there is widespread support for pursuit of justice, strategy and tactics are divided along the lines of sectoral divisions among media owners, media managers and media practitioners.

While the media owners do not want to own up to the responsibility of allocating substantial resources on safety, the media managers, the natural bridge between media owners and media employees, are talking to working journalists about devising mechanisms that will give them the responsibility of reducing risks, but do not guarantee the resources to ensure this. And the media practitioners do not want to risk their jobs by adopting measures to not assume unnecessary risks in pursuit of reporting.

Inputs from journalists (Key Informant Interviews): Representatives of journalists said that considering the rising violence against media and growing impunity of crimes against journalists in recent years, they are fairly consistent in their advocacy on media safety issues. However, most admit that the advocacy efforts are not institutionalized enough in terms of greater consensus on strategy and tactics, and that they are not consistent enough or not putting adequate efforts to lobby with their employers and media houses on safety.

The voices and emphases are different for the different actors in the media sector, which affects how they advocate on journalists' safety issues. The journalists' unions are the most effective advocates on journalist safety but the unions are divided and their collective voices have been converted into conflicted voices. Similarly, media bodies such as PBA, CPNE and APNS are distinguished by the absence of a consistent voice on the issue of journalists' safety. This division within the overall media community benefits attackers of media who then operate with impunity.

In 2013 the PCOMS has emerged as a platform that brings together media and political actors to forge consensus positions on the issue of journalists' safety, but it has not been meeting

often enough to keep the issue in the forefront of the public profile.

4.4 Media actors work with non-media stakeholders to ensure adequate policies and attention to the issue

The PCOMS (see the chapter on Category C above) participation includes representatives of top media associations, government authorities, political parties and civil society organisations. The role of media-media actors in PCOMS is more defined than the media-civil society actors in it.

Representatives of journalists said that they do interact with non-media stakeholders on the issue of media safety. However, they acknowledge that their efforts are not broad-based enough in terms of outreach to multiple stakeholders, especially non-media stakeholders, such as security establishment, political parties, religious groups, prosecutors, lawyers, judges and business community, and that most of the advocacy is restricted to demands put on the government for greater protection of journalists.

The focus group discussions held in the various provinces reveal the challenges related to stakeholder cooperation. Journalists from **Balochistan** found that other stakeholders are not interested in safety of journalists. They are hostile or see media as hostile to their interests. The media are on their own when it comes to strategies for defending themselves. In **Khyber Pakhtunkhwa**, there are no platforms available for regular interaction between media and non-media stakeholders to work together on media safety issues. Even officials of the Public Information Department of the government, which is required to meet the press regularly, do so only when they feel the need to promote publicity for government functionaries. In the **Punjab** province, there is no sustained, organized support from non-media stakeholders for the media in distress. The media sector in **Sindh** occasionally interacts with the non-media sector stakeholders such as the development sector, political parties and business groups. This means there is no focused or meaningful support from the latter for the former. In **Islamabad,** traditionally structures have not existed, where media and non-media sector can engage.

5 Intermediary entities respect journalists' safety

5.1 Internet, IT and telecoms companies have secure facilities that protect journalists' data from hackers.

5.2 Internet, IT and telecoms companies have clear, transparent and proportionate policies in line with international standards on privacy as regards releasing private data to law-enforcement authorities and others.

5.3 Internet, IT and telecoms companies report transparently and periodically on items 1 and 2 above.

5.4 Internet, IT and telecoms companies have data-protection policies that entitle clients to track any 3ʳᵈ party engagement with their data.

5.5 Internet, IT and telecoms companies have a policy to inform their users about data requests by government agencies

This report does not cover the indicators on intermediary internet, IT and telecom companies' policies or security measures, since little information was available on these issues. Nevertheless, these issues are gaining importance for the journalists in Pakistan and their safety and merit further analysis in the future.

CATEGORY E: The roles and response of the UN system and other extra-national actors with presence within the country

Introduction

The roles and response of international actors in both raising awareness about and helping combat impunity of crimes against journalists in Pakistan is characterized by a window of opportunity. This is the development by the United Nations in 2012 and launch in Pakistan of the UN Plan of Action on the Safety of Journalists and the Issue of Impunity. Pakistan is one of four first phase countries for implementation of this Plan (read more on the Plan of Action in the Introduction).

Also working in a major way with significant Pakistan programs on this theme, are two international actors: OSF and IMS. They have been working since at least 2010 and have joined hands with the UNESCO Office in Pakistan in partnerships with local media development groups to create and build momentum to combat impunity of crimes against journalists and attacks on media.

The following are the key milestones that UNESCO, OSF and IMS – as significant international players – have achieved in their national programs on supporting measures against impunity in Pakistan:

- A national consultation initiated by UNESCO took place on 9 November 2012 in Islamabad, which resulted in the Islamabad Declaration on Journalists Safety and the Issue of Impunity.

- The UN Plan of Action was launched at an international conference on the issue of journalists' safety and the impunity of crimes against Pakistani journalists in March 2013. The conference was jointly sponsored and supported by UNESCO, OSF and IMS.

- At the conference, key national stakeholders issued a declaration forming the PCOMS.

- IMS and OSF funded a National Coordinator to serve as a focal person for civil society coordination of support for the UN Plan of Action.

- OSF and IMS have helped to set up the PMSC with key local partners to work on a comprehensive safety program for journalists to support the implementation of the UN Plan of Action. The PMSC in its initial period was trying to meet on a monthly basis to share information on existing programs and initiatives and to coordinate strategy and implementation to ensure there is no duplication of effort.

- CPJ published in May 2013 a comprehensive report '*Roots of Impunity*'.

- UNESCO finalized its global Journalists Safety Indicators (JSIs) for the UN Action Plan, which among other things will be used to measure progress on implementation of the Plan in first phase and other countries, including Pakistan.

In order for the Plan of Action to be fulfilled it will be necessary for the UN system, comprising its agencies, funds and programmes, to provide effective support to member states, and to professional and media organisations and civil society, so as to promote journalists' safety. Alongside providing this support, the UN and its agencies should promote the normative view that free expression standards include safety of journalists and measures against impunity. The categories of indicators set out below are organised around these functions.

1 UN within the country monitors journalists' safety issues

1.1 UN system at national level maps relevant instruments, actions and actors and establishes partnerships with specialized monitoring organisations

As the focal UN agency in Pakistan dealing with freedom of expression issues, UNESCO informally monitors the key trends relating to journalists' safety issues. However, it does not produce or publicize a monitoring and analysis report on the cases of violations against media. UNESCO also engages with key actors of the media safety community including international donors working on media safety issues, their local partners implementing those programs, as well as interacts with PCOMS.

1.2 UN system at national level requests information from the state about safety of journalists and the issue of impunity

The UN system in Pakistan does not request information from the State about safety of journalists and the issue of impunity. Information is however requested for the UNESCO Director General's report on the Safety of Journalists and the Danger of Impunity at international level. UNESCO encourages the Government to respond to the Director-General's request for information about judicial follow-up to the killings of journalists.

1.3 UN system at national level makes available information on journalists' safety and impunity to the UN at global level

UNESCO in Pakistan takes notice on violations against media freedoms and makes available information on key cases to the UN at global level.

1.4 UN system supports specific projects and activities on building and reinforcing the capacity to monitor and assess safety

UN system supports these activities through the enactment of the UN Plan of Action on Journalists' Safety that is being implemented in Pakistan.

2 UN system within the country promotes normative view that free expression standards include safety of journalists and measures against impunity

2.1 UN system organisations at in-country level promote the existence and scope of relevant normative standards, including the provision that those which exist offline should also apply online

Recognizing Pakistan as one of the countries most affected by violence against media over the past few years, the UNESCO and the country's authorities selected it as one of the four first phase countries for implementation of the UN Plan of Action on the Safety of Journalists and the Issue of Impunity. This Action Plan was adopted in 2012 and launched in Pakistan in March 2013 at an international conference by a representative of the Freedom of Expression and Media Development Division of UNESCO.

Pakistan is one of the pilot countries of 'Delivering as One UN'. The pilot countries agreed to work with the UN system to capitalize on the strengths and comparative advantages of the different members of the UN family. Together they are experimenting with ways to increase the UN system's impact through more coherent programmes. This arrangement has facilitated mainstreaming the issue of safety of journalists.

The UN Resident Coordinator's office in Pakistan has proposed a special intra-UN mechanism for taking up human rights as a special responsibility and focus. This has resulted in the establishment of an inter-agency group on human rights known as HRTF, which has a mandate to mainstream priority human rights issues. The HRTF is the UN body in Pakistan that has the mandate to promote the relevant normative standards on safety issues. Under HRTF, the agenda of safety of journalists was flagged as one of the thematic areas to focus upon and has become high priority.

This further resulted in a sub-group represented by all UN agencies in Pakistan, to work closely and coordinate on the issue of safety of journalists and impunity in Pakistan, as 'Time Bound Task Force' (TBTF). They have consented to have a focal person nominated from each agency to sit in the Task Force. It is also part of the UN Development Assistance Framework document for Pakistan. The TBTF is aimed at promotion of thematic priority issues and mainstreaming them in the programming with all UN agencies. It aims to serve as a coherent platform where

normative standards can be promoted around these issues. Until the time of writing in 2014, the Task Force, however, had gathered only once.

It has to be noted that neither the HRTF nor the TBTF has been active, or publicly advocating on the issue of journalists' safety and impunity, or has announced any strategy or program to engage the key stakeholders in Pakistan on raising the profile of the UN Plan of Action on the Safety of Journalists and the Issue of Impunity. There is also little information available about the Action Plan among the relevant stakeholders.

2.2 Promotion takes cognisance that women journalists may be subject to specific sexual harassment and violence

Gender mainstreaming and gender markers are essential elements for the UN programming of all journalist related issues in Pakistan. At least in principle, all UN agencies in Pakistan agree on the importance of the agenda of advocating for prevention of violence against women, including any specific sexual harassment or other forms of violence against women journalists. UNESCO along with UN Women plans to take the issue of violence and harassment against women journalists as an agenda under the TBTF (see 2.1 above), but at the time of writing consensus exists informally and needs to be taken to the programmatic level.

2.3 UN system organisations [at the national level] integrate journalism safety into areas in where they work such as the rule of law, environmental protection, sustainable development, etc.

This indicator was not covered in the research.

2.4 UN system at national level publishes information about journalists' safety issues and makes this available in the key national languages

As the focal UN agency in Pakistan dealing with freedom of expression issues, UNESCO takes notice on violations of media freedoms, but does not document or share these with the larger public in any detail or with regularity in key national languages. UNESCO in cooperation with local stakeholders has organized safety trainings to journalists, including training manuals in Urdu (see section C3.1 above).

2.5 UN system at national level has a relevant awareness raising strategy and makes statements about killings of journalists

The UN system in Pakistan has no national level communication strategy and does not make statements about killings of journalists in specific cases within the country. Any statements made are done at the global level from UNESCO headquarters in Paris, not from Pakistan.

3 UN system within the country establishes effective co-ordination and responses to safety incidents and problems

3.1 UN system organisations have joint, complementary and co-ordinated activity in regard to the safety of journalists

The One UN system has broader mechanisms like the HRTF and 'Time Bound Task Force' in place to coordinate policy articulation and program facilitation, but at the time of writing other than a preliminary agreement for joint programming, there is no joint, complementary and co-ordinated activity in regard to the safety of journalists. A representative of the International Labour Organisation (ILO) participated in the launch of the UN Plan in Pakistan, but follow up has lagged.

3.2 UN system encourages multi-stakeholder co-operation with non-UN actors on safety and impunity, and contributes to formulation of national strategies

Within the UN system in Pakistan, UNESCO is the convening agency working with stakeholders other than non-UN actors on the issues of safety of journalists and impunity of crimes against them. Over the course of 2013 and 2014, a UNESCO representative has coordinated with PCOMS to provide inputs on national strategies, although not actively serving as a bridge between the One UN program, the government of Pakistan and PCOMS.

3.3 UN system organisations promote safety issues in their dealings with journalists and other stakeholders (such as within the criminal justice system)

As the UN agency dealing with freedom of expression issues, UNESCO is the focal agency that is fairly active in Pakistan in advocating media freedoms and protections against violence addressed at media and its practitioners. However, there has been no program in place for the UN system to formally include safety issues in their existing relations with journalists and other stakeholders, including those within the criminal justice system, or any tangible partnership on this issue. UNESCO has, however, been providing inputs to PCOMS in its meetings on safety and impunity issues.

3.4 Safety of journalists issues are reflected in the UN Development Assistance Frameworks and other country programming documents, and are discussed within UN Country Teams including both resident and non-resident agencies

Safety of journalists is an issue that is a priority area of focus for the UN system in Pakistan. This commitment is reflected in the UN Development Assistance Frameworks (UNDAF) for Pakistan, where media is recognized as an important pillar of Governance. The safety of journalists and impunity issue is one of the outputs of the 'One UN Program II (2013-2017)' under the Specific

Priority Area of 'Governance.' The same is also indicated as major priority issue for UNESCO in Pakistan, as reflected in 'UNESCO Country Program Document 2013 -2017.' However, this arrangement does not have an institutional arrangement of interaction with the relevant part of the Government of Pakistan.

The system also has a mechanism called the 'Time Bound Task Force' mandated with strategizing advocacy, assistance and facilitation on the issue with relevant stakeholders (see 2.1 above). In Pakistan, UNESCO, ILO, United Nations Development Program (UNDP) and United Nations Office on Drugs and Crime (UNODC) are members of the Task Force. However, no strategy has been made public. The relevant stakeholders, including the government of Pakistan, the media sector and the civil society, are not aware of a mechanism at UN they can benefit from.

3.5 UN system organisations at national level have, or fundraise, specific budgets for their safety activities

UNESCO has allocated specific but small amounts of irregular funding for programming for safety and impunity issues, mostly focusing on conducting trainings on safety for journalists in FATA and Khyber Pakhtunkhwa, and a couple of manuals on threats to media practitioners and how to cope with them. Additional activities have included holding of events to mark 3 May as the World Press Freedom Day to highlight, among other issues, the impunity of crimes against media in the country. UNESCO has also provided some sources to a few meetings of PCOMS, and secured donor support for a secondee to work in the UNESCO office on these issues.

3.6 UN system has a rapid response mechanism at the national level to assist journalists who are attacked or are under threat

The UN system in Pakistan has no rapid response mechanism at the national level.

4 UN within the country builds knowledge and capacity

4.1 UN system disseminates knowledge of relevant good practices and encourages local adaptation

Under the UN Plan of Action on the Safety of Journalists and the Issue of Impunity, UNESCO in Pakistan has gathered best practices and encourages local adaptations. These include, but are not limited to, advocating the appointment of special prosecutors by the government to investigate attacks against journalists, and adoption of standard operating procedures on safety by media houses as part of pre-emptive measures to reduce risks to the lives of journalists. However, there are no formal, sustainable mechanisms and resources available to do this, although the UN provides general and policy support to any pre-existing initiatives that seek to

support journalists and media against impunity. UNESCO secured participation of Pakistan representatives in World Press Freedom Day global events, where experiences could be shared.

4.2 UN system organisations provide advice and capacity building to stakeholders on issues such as the treatment of journalists; investigation of crimes against journalists, prosecution and protection measures

UNESCO in Pakistan provides limited advice and capacity building to stakeholders on issues such as the treatment of journalists, investigation of crimes against journalists, prosecution and protection measures. Since 2013, this has been done by providing inputs to PCOMS. However, the absence of a senior person with the requisite experience and expertise has restricted optimal technical assistance that the UN system can provide.

4.3 UN organisations provide safety training to journalists such as on reporting in conflict zones, legal rights, self-protection techniques, first aid, etc. and assist with provision of safety equipment

UN organisations in Pakistan do not provide such training to journalists. It has supported such trainings of local CSOs financially and in other ways. See further section C3.1 above.

5 Within the country, other non-UN international intergovernmental and non-governmental agencies promote safety of journalists

i. One or more relevant regional intergovernmental organisations promote safety issues in the country.
ii. International NGOs support local efforts to promote safety.

Several international media support groups including but not limited to IMS, OSF, FH, IFJ, CPJ, RSF, Internews, Search for Common Ground (SFCG), etc. work in Pakistan. Active intergovernmental platforms in Pakistan such as the European Union (EU), Organisation for Security and Cooperation in Europe (OSCE), South Asian Association for Regional Cooperation (SAARC) and Association for South East Asian Nations (ASEAN), which otherwise promote, among other issues, freedom of expression, do not promote safety issues in relation to journalists and media in Pakistan. With their influence and interest in Pakistan, they could be instrumental in not just bringing attention to the high levels of violence against media and the issue of impunity, but also help Pakistan with technical assistance in addressing the issues at a policy level.

International Friends of Media Alliance on Safety was established in 2013 by a group of over a dozen international media development and support organisations aiming to coordinate their efforts on media safety in Pakistan. This informal grouping includes CPJ, Media Legal Defence

Initiatives (MLDI), Article 19, IFJ, FH, International News Safety Institute (INSI), RSF, IMS, IPI, Internews Network, IFEX, Amnesty International, WAN-IFRA and Fojo Institute. Communication among members has been sporadic.

For some years now some international media support groups such as IMS, OSF, IFJ, RSF and CPJ have been running fairly robust and extensive programs to promote safety of media and journalists in Pakistan. While IFJ has been working with its national affiliate PFUJ, which represents 18,000 working journalists in the country, IMS, OSF and RSF work with not just PFUJ but also local partners including media development organisations such as PPF, CAR, IRADA, FN and CPDI. These local initiatives are related to advocacy, research and training on media safety and impunity issues. CPJ has advocated for journalists' safety and an end to impunity in Pakistan, and through its journalist assistance program provides emergency assistance to a limited number of journalists under threat.

UNESCO, OSF and IMS have helped to set up the PMSC with key local partners to work on a comprehensive safety program for journalists to support the implementation of the UN Plan of Action.

5.1 These international actors within the country monitor journalists' safety issues

Inputs from INGOs: Various international media support groups work within Pakistan, including RSF, IFJ, IMS, OSF, CPJ and FH, and monitor journalists' safety issues. RSF, CPJ, IFJ and FH monitor attacks in some detail through their local partners as this data is fed into their flagship annual international reports on state of freedom of information, media safety and impunity. Through work with their local partners they produce research and data on violations against the media and attacks against journalists.

IMS and OSF have for the past few years supported regular monitoring and analysis of journalists' safety issues through their local Pakistani partners. However, like in many other countries, there is a distinct lack of a central database, which could also produce evidence based analysis of patterns of attacks, sources of threats and follow-up assistance of journalists attacked. Various organisations in Pakistan monitoring attacks have various benchmarks and criteria of attacks and therefore policymakers and related stakeholders have to contend with different statistics and causes of attacks.

5.1.1 At national level, they map relevant instruments, actions and actors

The Friedrich Ebert Stiftung (FES) conducts a detailed mapping of media actors, trends, instruments of intervention and proposed actions in Pakistan every two years through their country Media Barometers. They have conducted two such analyses in 2009 and 2012. T his FES analysis takes a broad view of media sector trends, including media safety and freedom of expression issues, and is not solely or in detail focused on safety matters. In 2013, UNESCO and OSF launched the current study as a detailed mapping using the UN-developed Journalists Safety Indicators (JSIs).

5.1.2 They make available information on journalists' safety and impunity to the UN at global level

Many international media support groups work in Pakistan on media safety issues, monitor and analyse attacks and issue public statements, and for example CPJ is known to have had meetings with the UN system. Informally there is the PMSC, which groups together, among other national media development organisations, the IMS and OSF. This platform seeks to share information and coordinate on strategy relating to media safety initiatives in Pakistan as well to coordinate on the implementation of the UN Plan of Action (see further the introduction to the Category E above).

5.2 These international actors within the country foster the normative view that free expression standards include safety of journalists and measures against impunity

5.2.1 They promote the existence and scope of relevant normative standards, including the provision that those which exist offline should also apply online;
5.2.2 Promotion takes cognisance that women journalists may be subject to specific sexual harassment and violence

Inputs from INGOs: Several international media support groups including but not limited to IMS, OSF, FH, IFJ, CPJ, RSF, Internews, SFCG, etc. work in Pakistan and promote the normative view that free expression standards incorporate safety of journalists and measures against impunity. They variably also acknowledge the provision that those normative standards which exist offline should also exist online and, also variably, take cognisance that women journalists may be subject to specific sexual harassment and violence.

5.2.3 They have a relevant communication strategy and make statements about killings of journalists

Most international media support groups working in Pakistan, including OSF, IMS and Internews, refrain from making direct comments and / or adopting public policy positions on the rising violence against media and growing impunity of crimes against journalists in the country. They restrict their work on media safety to closed-door advocacy, research and training. Some others, including Amnesty International, CPJ, RSF and IFJ issue regular statements on individual attacks and occasionally take public positions on key trends.

5.2.4 They publish information about safety of journalists and the issue of impunity, and make them available in the key national languages

Several international media support groups such as IFJ, CPJ, RSF and FH produce annual international reports relating to media safety, violence against journalists, the state of freedom of expression, censorship and surveillance. Some groups such as CPJ, Amnesty International and

IFJ have produced special reports in 2013 and 2014 on Pakistan relating to rising violence and growing impunity of crimes against journalists and the media in the country. The OSF in 2014 produced a compendium of personal testimonies of over 50 journalists from across Pakistan titled 'Reporting Under Threat', detailing the risks they have faced and the life-threatening conditions they work in, and revealing the various threat actors. The OSF also produced in 2014 a detailed research report titled 'A Vulnerable Network' on threats and risks that over 130 press clubs across Pakistan face. The IMS and OSF jointly produced a monthly publication in English called 'Media Threats Bulletin' over 2012 and 2013 that published data and analysis on attacks against media. In 2012 and 2013 FH produced a monthly report in Urdu called 'Mehfooz Sahafat' ('Safe Journalism') that published accounts and analysis of specific threats and trends relating to attacks against media in Pakistan.

5.3 These international actors promote co-ordinated approaches to safety issues

5.3.1 They have focal points who communicate on a periodic basis

The international NGOs do communicate periodically with each other.

5.3.2 They have joint, complementary and co-ordinated activity with the UN, and other non-UN actors including the State, in regard to journalists' safety issues

Key international media support groups in Pakistan, including IMS and OSF have joint, complementary and co-ordinated activity with UNESCO office in Pakistan, particularly in reference to coordinating on the advocacy and support to the UN Plan of Action on the Safety of Journalists and the Issue of Impunity.

Some of the international media support groups helped to establish two distinct platforms through which they closely and regularly coordinate their approaches and programs on safety issues in Pakistan:

- The first is the PMSC, as discussed earlier in the introduction to Category E.

- The second is the PCOMS, discussed in detail in the introduction to Category C.

As part of the PMSC, these international members also coordinate with other non-UN actors in Pakistan including the state, political parties, representative associations of media sector stakeholders, civil society and others in regard to journalists' safety issues in the country.

5.3.3 They contribute to the formulation of national strategies

IMS, OSF and UNESCO, contribute technical expertise to formulation of national strategies on media safety issues in Pakistan. This has aided PCOMS to produce in April 2014 through two dedicated working groups of experts, recommendations for (i) combating impunity for crimes

against journalists through appointment of special prosecutors, as well as (ii) draft safety protocols for media houses aimed at institutionalizing safety practices that can pre-empt or reduce risks to journalists.

5.3.4 They include safety issues in their existing relations with journalists and other stakeholders (such as within the criminal justice system)

International media support groups IMS, OSF, IFJ, CPJ, Internews, etc., have in recent years included safety issues in their existing programs and relations with journalists, media houses, civil society, political parties and security agencies in Pakistan. However, a gap is that there has been no program or initiative relating to the criminal justice system, including lawyers, prosecutors and judges.

5.3.5 They have, or fundraise, specific budgets for their safety activities

There have been fairly robust programs and projects implemented in Pakistan since 2010 by international media development groups such as IMS, OSF and IFJ relating to media safety support activities. Apart from programs relating to advocacy, research and training on safety issues, the IMS established in 2011 the PJSF with the mandate to help journalists in distress through a rapid response mechanism. OSF has also contributed to the fund.

5.3.6 They operate or participate in a joint rapid response mechanism at the national level and/or international level/s

The PJSF helps journalists in distress through a rapid response mechanism. This has since helped dozens of journalists with assistance including financial aid for families of slain journalists, legal and medical aid, and relocation within the country to journalists facing threats.

The PJSF outputs include the following safety measures, established for journalists operating in conflict regions of Pakistan: Short-term local initiatives on urgent security needs of Pakistani journalists under threat are supported by the Fund, and a network of logistical support system is established and is in operation locally and, where necessary, internationally. The expected outcomes are: Security and safety of Pakistani journalists is increased, a culture of safety and security is generated within the Pakistani media community with the support of working journalists, and greater awareness is created about the need for making safety and security of journalists a priority by the media community in Pakistan.

The Safety Fund functions under the administration of a Steering Committee of independent members, who are eminent persons with both media and non-media civil society background. The Steering Committee has a role for enhanced credibility, transparency and effectiveness in the decision making / supervisory mechanism.

5.4 The international actors within the country build knowledge and capacity

Several international media organisations such as IMS, OSF, Internews Network, CPJ, IFJ and RSF have since 2010 launched and successfully implemented, and some of them continue to do so, media safety programs that have variably focused on detailed and wide-based projects on advocacy, research, training, policy development and capacity building programs on media safety issues. However, there is no repository of materials relating to these programs that includes information from all these resources. There is the PMSC, which aims to coordinate information and implementation of activities of international media support actors IMS and OSF.

5.4.1 These actors disseminate knowledge of relevant good practices and encourage local adaptation

Most international media support groups working in Pakistan incorporate their experiences, insight, knowledge and success stories from their work elsewhere, particularly their work in transition and conflict countries, to benefit and enrich their intervention in Pakistan. These groups, including IMS, OSF, Internews, SFCG, FES, IFJ, CPJ, RSF, FH, etc., routinely disseminate knowledge of relevant good practices on media safety, and encourage local adaptation around their work on developing codes of ethics and conduct, thematic training modules, advocacy campaigns, research methodologies and building alliances.

5.4.2 These actors provide advice and capacity building to stakeholders on issues such as the treatment of journalists; investigation of crimes against journalists, prosecution and protection measures

The work of some of the international media support groups working in Pakistan for some years, has started to expand from mainly journalism trainings, to more thematic and nuanced capacity-building initiatives and advocacy efforts on providing medical assistance to journalists in distress, legal aid to fight back impunity by recourse to the legal system, and protection measures such as relocation from theatres of danger or conflict. However, while individual journalists and some media houses have been oriented and trained in these thematic domains, there is still a distinct lack of technical assistance on developing mechanisms that complement policy advocacy, and bridge the divide between attacks and institutional responses to comprehensively dealing with those attacks, from assistance to pre-emption.

5.4.3 These actors provide safety training to journalists such as on reporting in conflict zones, legal rights, self-protection techniques, first aid, etc. and assist with provision of safety equipment

Some baseline trainings on safety for journalists based in conflict-intense regions of Pakistan were conducted toward the end of 2010, funded by IMS. In 2011 an initiative was launched with financial and technical support from IMS, which was joined by the OSF in 2012, to help improving capacity of journalists to practice safe journalism through safety trainings of

journalists across Pakistan, training master trainers on safety, and producing tools and technical resources on safety. Also the Doha Centre for Media Freedom has supported journalists' safety trainings and the establishment of a safety manual to journalists in 2012-2013, together with RMNP and UNESCO.

Conclusion

This review covered the situation of the safety of journalists and the issue of impunity in Pakistan. It then reviewed the role of the State and political actors, local civil society organisations and academia, the media actors, as well as the UN system and international organisations in this area. The review has both covered the existing initiatives and their recent development, and given indications of absence of action and information.

The review has tried to be as factual as possible, and descriptive rather than prescriptive. It is on the basis of an objective analysis that national actors can enrich their strategies. As a baseline for 2013-14, it enables progress to be tracked over the next years in a systematic and comprehensive way, so that any changes can be clearly registered and interpreted.

APPENDIX 1: RESEARCH METHODOLOGY

Mapping Journalists Safety Indicators in Pakistan

In pursuance of a call for proposals by UNESCO Pakistan office in August 2013 as well as recommendations from the Working Group of Pakistan Coalition on Media Safety (PCOMS), IRADA submitted a proposal to undertake, in close consultation with UNESCO, a comprehensive analysis of the national media safety landscape in Pakistan on the basis of the Journalists' Safety Indicators (JSIs). The research project was further supported by a cost-share by the Open Society Foundation's (OSF) Pakistan Office.

JSIs Mapping Framework

In line with the contract, IRADA used UNESCO's Country Level JSIs to track the indicators mapped under this project. Considering that the JSIs are not intended as a universal model, but rather as signalling a range of relevant items that can serve the purpose of mapping and understanding, a list of relevant indicators from the Country Level JSIs was selected by the IRADA team in order to set the parameters of the research.

In addition, considering that the JSIs are descriptive and are proposed for the purpose of analysis rather than prescription, and that not every indicator is relevant or even desirable in every context, it is also indicated in the findings if certain indicators have not been included.

Research process and design of methodology

IRADA designed a methodology that corresponded to the needs for baseline mapping in Pakistan.

- Firstly, the customized JSIs framework for the assessment in Pakistan was finalized based on the broad framework of JSIs produced by UNESCO.

- Secondly, based on the final specific framework, the research team, in consultation with key stakeholders on implementers and others, finalized methodology and timelines for the mapping and research exercise.

- Thirdly, the research team designed formats for generating, collating and analysing data to implement the methodology.

- Fourthly the existing thematic literature was reviewed, primary data was collected from the field and the data and information collated and analysed.

- Fifthly, a Primary Report was produced and submitted to UNESCO.

Apart from the parameters of the research, designing of the methodology was based on the need to undertake JSI assessments within the context of the implementation of the UN Plan of Action on the Safety of Journalists and the Issue of Impunity, and with a view to contributing to a programmatic approach to the safety of journalists within Pakistan.

An attempt was also made to generate this JSI assessment in a way that the final report can be used to help the relevant Pakistani stakeholders develop a national multi-stakeholder strategy on safety, and to guide the interventions of stakeholders active in the national space, including the media, government, civil society organisations, intermediaries, UN and other international organisations.

Broad-based engagement with multi-stakeholders

The methodology aimed to involve a variety of stakeholders in the data collection process to allow for wider ownership and to enhance trust in the final research report and its findings. It also aimed to engage a wide range of expertise. The research engagement included reaching out to a wide range of stakeholders and relying on documentary resources.

Mixed research methods

Based on the final framework of JSIs evolved, the research involved using a combination of research methods. Namely, analysis of pre-existing published materials; and collecting new research-generated data from interactions with human sources. Information was thus drawn from multiple sources on each indicator, resulting in a rich set of findings.

The *first tool* drew in information collected through the review of published materials, including analysis of existing laws, policies and regulations concerning the safety of journalists. This tool provided knowledge of objective facts about the media landscape, such as the presence or absence of certain laws, or specific regulatory provisions. Researchers looked, among other things, at relevant legislation, reports by freedom of expression and media groups, and a range of other information (much of which is available online) such as news articles, published statements and alerts, and global and national reports by NGOs and INGOs.

The *second tool* consisted of fresh information generated from interacting with stakeholders such as UN personnel, international organisations active in the country, local civil society groups, government and political personnel, media organisations, journalists and training organisations, etc. It involved engaging local actors who work in or have a privileged perspective on one or more of the dimensions covered by the safety indicators. The focus group discussions and key informant interviews were the instruments in this second research tool.

The journalists' survey and survey data mentioned in the initial draft of this pilot study has been omitted from this final edition, as the researchers were unable to provide UNESCO with verification for this part of the research.

Research methodology

1. **Research Instruments**
- **Literature Review (LR)** – reports / materials produced in 2013-14
- **Key Informant Interviews (KIIs)** – through pre-produced, semi-structured questionnaires
- **Focus Group Discussions (FGDs)** – closed-door interactive sessions with cross-disciplinary representation of informants

2. **Research Sample**
- The research sample comprised direct interaction with persons who reflected cross-disciplinary representation of the key stakeholders of the 5 categories of JSIs.
- Approximately 10 Key Informant Interviews were conducted in each region.
- Approximately 40 persons took part in the focus group discussions in each of the five research regions: Quetta (Balochistan), Karachi (Sindh), Peshawar (Khyber Pakhtunkhwa), Lahore (Punjab) and Islamabad (Federal Capital).
- There was one FGDs at each research region, and one additional.
- Per research region the group of all interviewed informants, including both focus group participants and key informants, consisted of approximately 20 journalists + 5 lawyers + 15 CSO representatives + 2 government officials + 8 journalism teachers/students

3. **Categories of interviewed informants (for both FGDs and KIIs)**
- **Government officials** – Ministry of Information, Ministry of Law, Ministry of Interior
- **Working journalists** – media practitioners and worker organisations, unions and press clubs (reporters, anchor persons, journalists and editors)
- **Media houses** – members of APNS and PBA, newspapers, TV channels
- **Media academia** – media studies/mass communication departments of universities teaching journalism, including teachers and students
- **Civil society organisations and human rights activists** – those working on media development, media safety, freedom of expression, access to information and human rights
- **UN and international organisations** – focal UN organisation: UNESCO and INGOs working on media development, media safety and FOE issues

Implementation Strategy

Sampling for Literature Review (LR)
In order to generate the data and information as indicated by the JSIs, existing data and information in public domain was first reviewed. This secondary data functioned as a starting

point for the following interviews and also helped to define to the studied indicators. The data sources of this literature review were generally restricted to the materials produced by the principal stakeholders identified in the JSIs, including international and national media development organisations working in Pakistan and / or producing media monitoring / analysis reports on Pakistan, representative associations of media owners, managers and workers in Pakistan, the government and the UN. To provide for latest and updated information to underpin the study, the literature review was restricted to materials published / broadcast dating back no earlier than 2013.

Methodology of Key Informants Interviews (KIIs)
The KIIs were carried out with identified relevant experts/stakeholders in four provinces and the federal capital. A semi-structured questionnaire was developed and enumerators/ field researchers trained to conduct the interviews. All the KIIs were conducted within 2 months. Purposive stratified sampling was employed to select the respondents. The following major informant categories were covered by the interviews:
- **Government officials**
- **Working journalists**
- **Media houses**
- **Media academia**
- **Civil society organisations and rights activists**
- **UN and international organisations**
- **Intermediary organisations**

A total of 50 KIIs, approximately 10 in each province and 10 in Islamabad, were conducted.

Sampling for Focus Group Discussions (FGDs)
Secondly, focus group discussions were organized in order to empirically test the pre-conceived theoretical framework/hypothesis established through detailed literature review. The FGDs were conducted with journalists, lawyers, civil society activists including academics, government officials and media house representatives. Informants for the FGDs were selected through purposive sampling. The purposive sampling technique was best suited for such studies, because the groups of possibly relevant informants had been pre-defined. The FDGs were organized in capital cities of each of the provinces along with the federal capital to ensure representativeness across the country in the study. From each place, representatives of the above categories were selected by considering their background and current profile. The total sample size for the FGDs in the study was approximately 200 (5 venues, 40 participants each).

Implementation Outline
A group of researchers was trained and exposed to the concept and expected outcomes of the study. Training sessions were conducted through an orientation workshop. Appropriate questionnaires for relevant categories of stakeholders with guidelines for focus group discussions were developed. Definitive selection of respondents for the study was made to

guarantee the results to be representative for the whole of Pakistan. The research methodology was finalized after taking inputs of the Advisory committee.

A team of researchers and reporters were trained to conduct the focus group discussions and key informant interviews. Expected duration of each focus group discussions was 2-3 hours. A facilitator assisted by two enumerators / researchers conducted each focus group discussion. Secondary data from the literature review helped start discussion and primary data through focus group discussions and key informant interviews complemented and confirmed the existing information. Qualitative data generated through literature review, focus group discussions and key informant interviews were in the end analysed to produce a comprehensive report.