IRADA
Institute for Research, Advocacy and Development

UN Plan of Action on the Safety of Journalists and the Issue of Impunity in Pakistan (2012-22)

A 10-year review of influence and impact

Adnan Rehmat and **Muhammad Aftab Alam**

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An IRADA-IMS study

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Independent Review Committee of the Report

The outline of the research and its design, as well as its findings and results, while the sole assessment of the lead authors of this report, were thoroughly assessed, reviewed and endorsed by an independent Review Committee. This included the following prominent and widely respected human rights defenders, freedom of expression advocates and champions of civil liberties:

1. Ms. Amber Rahim Shamsi, media practitioner and director of the Centre for Excellence in Journalism, the Institute of Business Administration, Karachi
2. Ms. Asma Shirazi, senior journalist, political analyst and television anchorperson
3. Ms. Mujeeba Batool, gender rights expert and campaigner
4. Ms. Myra Imran, senior journalist and leader of the Women Journalists Association
5. Mr Farhatullah Babar, veteran politician, former parliamentarian and member of the Human Rights Commission of Pakistan
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7. Dr. Naazir Mehmood, scholar, journalist, analyst and educationist
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9. Mr. Afzal Butt, president of the Pakistan Federal Union of Journalists
10. Mr. Anwar Raza, president of the National Press Club, Islamabad
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Executive Summary

The UN Plan of Action on the Safety of Journalists and the Issue of Impunity has served as an inspiration for civil society organizations and media in Pakistan, as indeed across the world, since it was launched internationally in 2012 to meaningfully address the threats to journalists and end the impunity enjoyed by perpetrators of violence against media professionals.

Using the Plan's principles and recommended actions, relevant stakeholders in Pakistan have diligently carried out diverse efforts over the past decade to ensure that journalists' safety does not get ignored in the national development agenda. The efforts have shown good progress, including the passage of a national and a provincial law on journalists' safety, which propose strong protections for media professionals. However, as the world marks the 10th anniversary of the UN Plan in 2022, impunity in crimes committed against journalists persists in Pakistan despite the limited legislative successes, suggesting that the struggle is not over yet.

In this context, the study examines Pakistan's progress with respect to the implementation of the UN Plan of Action in the country between 2012 and 2022. The attempt aims at analyzing successes and failures – as well as challenges – in Pakistan in terms of combating impunity of crimes against journalists. In the study, unique of its kind in the world, progress is evaluated in terms of the performance of four principal duty-bearer groups (State; Media; Civil society; and UN and International Organizations) against five duties identified for the UN Plan's implementation. These duties are: Awareness raising; Standard setting and policy making; Monitoring and reporting; Capacity building; and Coalition building.

The **performance evaluation** for these duties was conducted with the help of secondary data using actions specified in the UNESCO Journalists' Safety Indicators. The assessment was then **quantified** using a specially designed **performance index** to arrive at mean **scores** that provide an estimate of the **overall 10-year impact** of the UN Plan of Action in Pakistan.

Key Findings

The key findings of the study, as per the evaluation framework, are as follows:

Pakistan's overall performance for the UN Plan of Action: The cumulative index score for the 10-year impact of the UN Plan of Action in Pakistan is **1.64 out of a maximum 3 points**. This indicates that most of the duty-bearers took "significant actions" to implement the Plan in the country. In summary,

Pakistan demonstrated meaningful steps with short-to-medium term significance to improve the safety of journalists and address the issue of impunity.

Pakistan's performance duty-wise: The above overall performance score is the average of the progress recorded for each of the following duties identified by the UN Plan of Action:

Awareness raising: Local civil society, the UN System, and international non-governmental organizations led considerable efforts to raise awareness about journalists' safety in Pakistan in a consistent and institutionalized manner over the past decade. Pakistan's score for awareness raising was 2.3 out of a maximum 3, indicating "significant actions" by the duty-bearers.

Standard setting and policy making: Despite the enactment of one journalists' safety law at the national level and another in the Sindh province, the delay in operationalization of the safety commissions envisioned in the two laws set Pakistan back in terms of its progress on standards and policies as per the UN Plan. Not a single journalist had benefited from either of the two laws by the end of November 2022 – a full year after the laws were enacted. Pakistan's score for standard setting and policy making was 1.4 out of a possible 3 making this a case of "some action" rather than "significant actions."

Monitoring and reporting: Unofficial, civil society-led mechanisms to monitor the threats and attacks against journalists and the levels of impunity in crimes committed against journalists filled the void left by absence of official and legal monitoring mechanisms on journalists' safety, reducing Pakistan's overall performance regarding this important duty. The cumulative score for monitoring and reporting was 1.3 out of the maximum 3, indicating arbitrary and inconsistent efforts – or "some actions" – across all duty-bearer groups.

Capacity building: Strong contributions to diverse capacity building initiatives from civil society organizations and the professional associations of journalists with support from international non-governmental organizations improved Pakistan's performance regarding this duty approach. Pakistan's overall score for capacity building was calculated to be 1.6 out of 3, indicating evidence of "significant actions" over the past 10 years to build the knowledge and capacity of local stakeholders on journalists' safety and the issue of impunity.

Coalition building: Collaborations among the duty-bearers resulted in successful advocacy for the development of a legal framework for journalists' safety in Pakistan, indicating a willingness of the State, civil society, media, and the UN System to work together in alliances and showing a multi-stakeholder consensus about the importance of journalists' safety to the overall freedom of expression and democratic values in the country. Pakistan's overall score for coalition building was also 1.6 out of 3, reflecting "significant actions" with short-to-medium term impact.

The flip side – or glass half empty

While the study, being the first such exercise of its kind, and overseen by an independent strong review committee of competent stakeholders, respected public figures and champions of freedom of expression, has the potential of influencing the future course of action in implementing the UN Action Plan in Pakistan, it is important to emphasize the flip side of the findings. The 'flip side' takes into account all dimensions of the issue as peculiar to Pakistan making sure the conclusions drawn are not misunderstood and misinterpreted.

The data collection methodology, the sub-division of value descriptions, the criteria of performance evaluation and the evaluation of performance itself of all indices are based on best international research practices. The findings may show Pakistan – in percentage terms in the context of the performance index devised for this study – scoring 55% in implementing the Action Plan. This relatively good certificate masks realities that must be taken into account before taking technical findings at face value.

A paradox and a critical litmus test

The authors of this report as well as the Steering Committee that reviewed the findings and endorsed them feel that the **litmus test of the implementation of the UN Plan of Action would be if the impunity of crimes against journalists has either ended or at least significantly and quantifiably decreased**. This is not reflected in the overall findings of the report, at least in the case of some of the duty bearers designated by the UN Plan of Action. The situation on the ground is that while Pakistan may have taken the first few right steps denoting forward movement on implementing the UN Plan of Action, the journalists in Pakistan continue to be victims of violence and crimes with near impunity.

This is a paradox that needs to be addressed by Pakistan. This is also the litmus test that Pakistan must pass before it claims full benefit of the UN Plan of Action in real terms. For this, the principal duty bearer for the supply side of justice is the government and its criminal justice and allied institutions. In this sense, Pakistan's performance under the UN Plan of Action should be seen as progress on the procedural side of UN Plan of Action rather than synonymizing it with reductions in impunity levels. Hence without addressing this, the study findings should not be misunderstood as license to the governmental bodies to ignore commitments to fully implementing the UN Plan of Action that results in actually ending impunity.

The Steering Committee feels that three factors contributing to this paradox are:

1. Non implementation of the safety laws: The UN Action Plan may imply that laws enacted are also implemented. Any assumptions to this effect do not hold good in Pakistan's case – indeed unimplemented laws are as good or bad as no legislation.

2. The research identifies that most of the implementation work that has contributed to a good score is due to the hard work done by the local and international civil society and Pakistani journalists' bodies. This is despite the curbs on NGOs and INGOs that prevent Pakistan from full and effective result-oriented implementation of the UN Plan of Action.

3. Even if journalists' safety laws are made – including those by Khyber Pakhtunkhwa, Balochistan and Punjab in emulation of Sindh and the Centre, and even if civil society finds a way, despite curbs, to advance implementation of the UN Action Plan there are unaccountable forces and actors that hinder the implementation of the UN Plan of Action in Pakistan to its full potential. Recent high court and Supreme Court verdicts have lucidly mentioned hindrances to the rule of law.

Score card of duties versus duty bearers

The following two tables calculating the score card of Pakistan's implementation on the UN Plan of Action illustrate that while the glass is half full as represented by the performance of the duties, it is half empty if seen in terms of the score card of the performance by the duty bearers.

Pakistan's scorecard of duties under UN Plan of Action

Duty	Index Mean Score
Awareness Raising	2.3
Standard Setting and Policy Making	1.4
Monitoring and Reporting	1.3
Capacity Building	1.6
Coalition Building	1.6
Overall Pakistan performance on UN Plan of Action (mean value)	**1.64 out of 3**

Pakistan's scorecard of duty bearers under UN Plan of Action

Duty-bearer	Awareness raising	Standard Setting and Policy Making	Monitoring and Reporting	Capacity Building	Coalition Building	Mean value (for duty bearer)
State institutions & political actors	N/A	1	0.3	1	2	**1.1** out of 3
Civil society & academia	2	N/A	2	3	2	**2.3** out of 3
Media actors & Intermediaries	1	1	1.5	1	2	**1.3** out of 3
UN, other IGOs & INGOs	3	2.5	2	2	1.3	**2.2** out of 3

What next? Some recommendations

Based on the findings, the report offers the following recommendations:

1. **Operationalize the safety commissions:** The federal and Sindh journalists' safety laws prescribe the formation of powerful safety commissions, which can investigate and prosecute incidents of violence against journalists. However, these commissions were not fully operational by the end of 2022. Local stakeholders, especially media and civil society organizations, should push for immediate operationalization of the commissions and the federal and Sindh governments must notify them and allocate appropriate resources to allow them unhindered operations.

2. **Blanket legal support for combating impunity of crimes against journalists:** Only the federal and Sindh governments have enacted the laws on safety of journalists. Balochistan, Khyber Pakhtunkhwa and Punjab, as well as other territories including Azad Jammu and Kashmir and Gilgit-Baltistan regions must also legislate similar laws to provide universal coverage of state support for legal actions against impunity of crimes against journalists in these territories. And in each subsequent safety legislations, the majority representation in their proposed safety commissions should lie with working journalists and their representative associations.

3. **Work with all stakeholders to reduce impunity:** The litmus test of an effective national protection mechanism – through the safety legislations – is that it moves beyond tokenism and actually ends impunity in crimes committed against journalists through court relief. This includes investigating not just new cases of attacks and threats against journalists but also investigating the unaccounted-for murders of over 150 journalists killed in the line of duty in Pakistan since 2000. Local stakeholders need to monitor the implementation of the recently enacted laws, provide technical support where needed, and emphasize on the State and political actors that impunity cannot be allowed to remain.

4. **Support NHRIs to ensure journalists' safety:** Where there is a delay in setting up national or provincial protection mechanisms under the journalists' safety legislation, or whether any safety commissions face hurdles in performing their duties, the national human rights institutions (NHRIs), such as the National Commission for Human Rights (NCHR), the National Commission on the Status of Women (NCSW) and support platforms like the Parliamentarians Commission for Human Rights (PCHR) can be natural allies to promote the safety of journalists, including women journalists who face double jeopardy as journalists due to their gender. Other stakeholders should support the NHRIs to address the issue of impunity to bridge any gap between state commitments on justice and its actual delivery. The NHRIs should establish institutional partnerships with civil society alliances promoting journalists' safety agendas such as the Pakistan Journalists Safety Coalition (PJSC) at the federal and provincial levels to serve as accountability mechanisms over safety commissions established under the journalists' safety laws. A broader alliance among these coalitions and NHRIs could be the most powerful national mechanism for safety of journalists.

5. **Improve monitoring and reporting of threats:** Different threats and threat actors often require customized response mechanisms. This starts with accurate and reliable data and analysis. Comprehensive monitoring and reporting of threats at the official level is a hindrance in addressing impunity in attacks and murders of journalists. Civil society organizations should offer their expertise to State institutions and NHRIs to develop robust monitoring mechanisms that are interfaced with law enforcement and judiciary for effective redress of complaints.

Introduction

In 2012, the United Nations launched the UN Plan of Action on the Safety of Journalists and the Issue of Impunity. The Plan provided principles, actions, and follow-up mechanisms for the UN System to encourage Member States and other stakeholders, such as civil society organizations, to create a better and safe environment for journalists in both conflict and non-conflict situations.

The Plan sought to facilitate these stakeholders to work jointly and collaboratively on journalists' safety. The implementation actions for the Plan varied from enactment of special laws to protect journalists to drafting of safety protocols for media organizations and appointment of a special prosecutor to investigate crimes committed against journalists, among other actions.

At the time of the endorsement and adoption of the Plan, Pakistan was among the most dangerous countries for journalists, especially in terms of the number of journalists killed in the line of duty with impunity. Pakistan was selected as one of the pilot countries for the Plan and undertook a baseline evaluation of the Journalists' Safety Indicators developed by UNESCO to determine the key roles and responsibilities of relevant stakeholders with respect to promoting journalists' safety and reducing the level of impunity.

Now, 10 years later in 2022, even though Pakistan's record of impunity in journalist murders remains high and journalists now contend with new emerging threats to their safety, the country has also achieved significant milestones – mostly attributed to the struggle of journalists' bodies, civil society and international media support groups – in addressing the threats to journalists, including the enactment of two separate dedicated laws for the protection of journalists – one at the federal level and one at the provincial level.

In this context, this study aims to provide a report card of Pakistan's performance on the implementation of the UN Plan of Action in terms of the implementation framework outlined by the UN. The report will take stock of the progress made in the country across the duties emphasized by the Plan and offer recommendations for future action.

Framework of Analysis

The objective of this research report is to determine the impact of the UN Plan of Action on the Safety of Journalists and Issue of Impunity in Pakistan over the 10-year period from 2012 to 2022. In order to realize this objective, a framework of analysis was developed for the research. The framework provided the data collection methodology and analysis tools for the report.

The framework of analysis is based on the following four logically inter-connected questions:

1. **Duties:** How to deconstruct the implementation of the UN Plan of Action?
2. **Duty-bearers:** Whose performance to evaluate to determine the impact of the UN Plan of Action in Pakistan?
3. **Indicators:** Which criteria to use to evaluate the performance of the identified duty-bearers for the identified duties?
4. **Index:** How to measure the performance evaluation to provide quantifiable findings of the overall impact of the UN Plan of Action in Pakistan?

In order to answer the above-mentioned questions, the framework of analysis relied primarily on the following three documents: The 2012 UN Plan of Action[1], the action approaches identified for the implementation of the Plan[2], and the UNESCO Journalists' Safety Indicators (JSIs)[3], which were developed within the context of the endorsement of the Plan and its 2013-14 implementation strategy, and which identify the duties of various stakeholders in promoting journalists' safety and addressing impunity.

These three documents were used to ground the research in the UN definitions and implementation guidance that was developed for the Plan through detailed consultations worldwide after the Plan was formulated. The agreed upon actions, strategies, and indicators mentioned in these documents present a solid basis to assess the performance and impact of the Plan 10 years after its inception. Based on these three documents, the above-mentioned questions were answered as follows:

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[1] The UN Plan of Action on the Safety of Journalists and the Issue of Impunity. UNESCO. Accessed online at https://en.unesco.org/sites/default/files/un-plan-on-safety-journalists_en.pdf
[2] UNESCO brochure on the UN Plan of Action implementation. UNESCO. Accessed online at https://unesdoc.unesco.org/ark:/48223/pf0000246014
[3] Journalists' Safety Indicators: National Level, 2015. UNESCO. Accessed online at https://webarchive.unesco.org/web/20210630222753/https://en.unesco.org/sites/default/files/jsi_national_en.pdf

Duties: How to Deconstruct the UN Plan Implementation:

The UN Plan of Action implementation guidance[4] identifies six key approaches to strengthen the safety of journalists. These approaches are taken as the broad duties required to put the spotlight on journalists' safety and end impunity in crimes committed against journalists, for the purposes of this research. These six approaches or duties are:

1. **Awareness raising:** Efforts that bring attention to the problem of threats and attacks against journalists and high levels of impunity enjoyed by perpetrators who target journalists by sensitizing the public and relevant stakeholders.

2. **Standard setting and policy making:** Global standards, such as resolutions and declarations by UN and other intergovernmental or regional organizations, which provide the baseline for standards and policies to be developed at the national level by UN Member States to protect journalists and tackle impunity.

3. **Monitoring and reporting:** Mechanisms and research publications that monitor the situation of press freedom globally, regionally or nationally to provide evidence of threats or attacks against journalists so stakeholders can develop adequate and appropriate responses. This is not limited to State reporting to UN mechanisms but also includes reporting done by media and civil society.

4. **Capacity building:** Initiatives that build the capacity of local stakeholders, such as journalists, press associations and civil society organizations, so they can reinforce their roles as enablers of journalists' safety.

5. **Academic research:** In-depth research investigations and UNESCO-led academic conferences that encourage scholarship to identify solutions to persistent and emerging challenges to journalists' safety.

6. **Coalition building:** Efforts to develop collective responses to the issue of journalists' safety by building new multi-stakeholder coalitions and bolstering existing alliances that can collaboratively push for a free and safe environment for journalists.

The research report therefore understands the effective implementation and impact of the UN Plan of Action in terms of these six broad duties. (Note: One of the duties namely 'Academic research' was dropped in the final analysis. The reasons for this exclusion are mentioned below under the sub-heading of 'Indicators: Which criteria to use to evaluate performance'.)

Duty-bearers: Whose Performance to Evaluate:

Having identified the duties to deconstruct the Plan's implementation, it is important to identify who is expected to perform these duties, so the research can examine their actual performance between 2012 and 2022. In this regard, the framework of analysis referred to the UNESCO JSIs.[5] The JSIs identified and grouped the relevant stakeholders for the safety of journalists into four stakeholder categories:

[4] See footnote 2.
[5] See footnote 3.

1. **State institutions and political actors:** The JSIs acknowledged that the primary responsibility of the safety of journalists lies with the State, but it also included political officeholders in government or political parties in this category.

2. **Civil society and academia:** These include local civil society groups and academics working on press freedom, media development, protection of free speech and protection of other human rights.

3. **Media actors and intermediaries:** Media organizations, trade unions and professional bodies related to the news industry, and journalists themselves make up one part of this category. The other part is intermediary organizations, such as Internet Service Providers, social networks, and telecommunication companies, among others.

4. **UN, other IGOs (Intergovernmental organizations) and INGOs (International Non-governmental Organizations):** This group includes the UN system within a country, including the UN agencies and programmes, as well as other intergovernmental organizations, such as the European Union, and international non-governmental organizations working on freedom of expression and safety of journalists, such as Article-19 etc.

These four stakeholder groups are taken as the duty-bearers for the implementation of the UN Plan of Action in the context of this research study.

Indicators: Which Criteria to Use to Evaluate Performance:

After establishing the six duties and the four duty-bearers, it was essential to figure out how exactly the performance of the duty-bearers against each duty will be monitored and evaluated. To aid in this exercise, which forms the methodology at the heart of this framework of analysis, the research again relied on the UNESCO JSIs.

The JSIs document provides an analytical tool to assess the role and responsibilities of the duty-bearers. This tool uses key indicators that are further broken up into sub-indicators that specify actions expected of the duty-bearers. For example, one key indicator states that “Media organizations adopt specific measures to protect the safety of journalists”. This key indicator is explained with the help of 12 sub-indicators, such as whether “media organizations measure safety issues and have a safety policy that is written” and “journalists have a right to refuse dangerous assignments”, among others.

In this way, the JSIs provide one level of organization: the indicators are grouped by duty-bearer categories, for example there are separate indicators for States and political actors, separate indicators for civil society and academia, and so on.

But the JSIs do not offer organization of indicators along the six duties or approaches identified with regards to the UN Plan implementation above (such as awareness raising, standard setting and policy making etc.). Since the purpose of this research is to examine the impact of the UN Plan in Pakistan in terms of the six duties, therefore the research team mapped the JSIs on to the six duties using a keyword and key-phrase textual analysis of the indicator language.

The analysis was done at the sub-indicator level because key indicators were found to connect with several of the six duties whereas sub-indicator language was more specific and could be apportioned to one or more duties. For example, the sub-indicator “CSOs research and monitor safety issues of journalists” was assigned to the “monitoring and reporting” duty area because it contained the

"monitor" keyword whereas another sub-indicator within the same key indicator "CSOs provide information to the media and wider public" was assigned to the "awareness raising" duty because it reflected the public information provision key phrase.

In this way, the research team added a layer of organization to the JSIs: the indicators were now grouped by duties and by duty-bearers. This allowed the research team to specifically evaluate the performance of an identified duty-bearer against an identified duty for the Plan's implementation using specially assigned JSI sub-indicators.

To ensure the validity of JSI-to-duty equivalence, a simple inter-coder reliability measurement of the mapping exercise was calculated. First, two researchers mapped a sample of the sub-indicators using a non-exhaustive list of keywords. Then, another group of two researchers mapped the same sample. The inter-coder percent agreement was found to be 96 percent, indicating near-total agreement. The mapping was completed and reviewed by the researchers in a joint sitting to resolve any conflicts.

One major result of this mapping exercise to specify exact actions under the duties was that no JSIs relevant to the academic research duty area were found. The research team noticed that research-related sub-indicators were already sufficiently covered for the 'Civil society and academia' duty-bearer group against the duties of 'Awareness raising' and 'Monitoring and reporting'. Therefore, the research team agreed to drop separate performance evaluation and discussion of academic research on journalists' safety from the final analysis.

Data Collection Methodology

Once the research team had identified which indicators to use to evaluate the performance of each duty-bearer against each specified duty, the team used desk research to collect data against the indicators over the past 10 years.

The research team relied on secondary source research, which included online search to identify relevant documents from a variety of sources, review of official documents on government websites, publications search on the websites of representative organizations belonging to each duty-bearer group, bibliography search from research reports, as well as the review of the means of verification and data sources previously used in the baseline JSIs assessment in Pakistan in 2013-14.

The initial sample of the collected data was reviewed by the research team to identify gaps and subsequently a second round of research was carried out to prepare the data for analysis.

Index: How to Quantity Performance:

In order to analyze the collected data, the research team developed a performance index to assign quantitative scores to the actions of the duty-bearers for each duty. This index provided a way to measure and quantify the overall performance and impact of the UN Plan of Action in Pakistan over the past 10 years.

The performance index categories, category descriptions, and associated numeric scores are:

Index Value	Index Value Description	Score Assigned to Index Value
No action	No evidence found of actions taken by duty-bearer to perform the duty.	0
Some action	Evidence available of token actions and arbitrary attempts by duty-bearer to perform the duty.	1
Significant action	Duty-bearer performed actions that are recurring and/or institutionalized in the medium term.	2
Impactful action	Duty-bearer performed actions that resulted in a formal official policy or formally delivered a medium-to-long term potential benefit.	3

Table 1 Performance index for indicators related to duty-bearers and duties

The performance index was first used to assign a score to each indicator for a duty-bearer (such as 'State and political actors') for a given duty (such as 'Standard setting and policy making') based on the collected data. Then, the mean of the index values of all indicators for a duty was calculated to get the cumulative score for each duty. Finally, the average of the scores of the five selected duties was calculated to arrive at an overall index value to identify and summarize the 10-year impact of the UN Plan of Action in Pakistan.

The overall index score was interpreted according to the same index categories listed above. But for the overall index score, the categories were assigned a range of scores (rather than a discrete score, such as 0, 1, 2 etc.). This was done to account for the decimal point variations generated by the calculation of mean scores. The category ranges to understand the overall index score for the 10-year impact of the Plan are:

Overall Index Value	Overall Index Value Description	Score Range Assigned to Index Value
No action	Pakistan did not show any implementation of the UN Plan of Action.	0 to 0.4
Some action	Pakistan took arbitrary actions for the implementation of the UN Plan of Action with short-term effects.	0.5 to 1.4
Significant action	Pakistan demonstrated meaningful actions with short-to-medium term significance for the implementation of the UN Plan of Action.	1.5 to 2.4
Impactful action	Pakistan demonstrated effective actions to address journalists' safety and tackle the issue of impunity by implementing the UN Plan of Action.	2.5 to 3

Table 2 Performance index score ranges for overall impact of UN Plan

Limitations of the Research

The study has the following limitations:

1. Since the report relied only on desk research, it is likely that the evidence used to evaluate the performance of relevant stakeholders against specific duties of the UN Plan might be incomplete. To that extent, the research attempts to provide a quantifiable estimate of Pakistan's progress vis-à-vis the UN Plan and does not claim to be generalizable. A generalizable understanding of the roles and responses of duty-bearers regarding journalists' safety can be made possible by comprehensively assessing the JSIs at the national level using UNESCO guidelines, including primary research, and comparing the evaluation with the 2013-14 baseline assessment from Pakistan.

2. The research team tried to only select reliable sources of secondary information, such as official documents from government sources and reports published by reputable civil society organizations and academics. However, as with most research that relies on secondary sources, the study is limited by any potential inaccuracies or biases of the secondary data sources used.

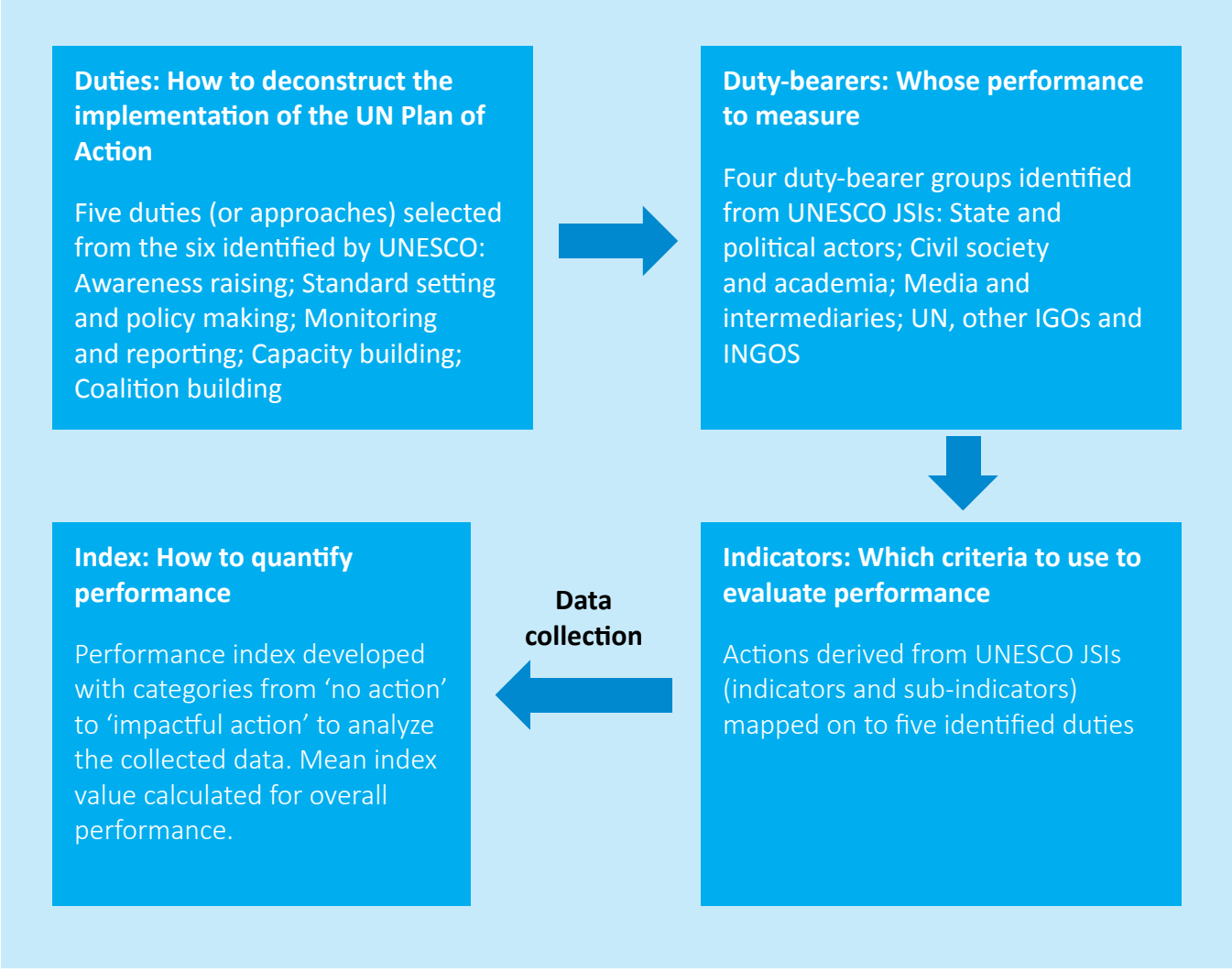
3. Despite trying to ensure the validity of mapping the relevant JSIs (including sub-indicators) on to the duties or approaches of UN Plan implementation, the mapping is limited by the inter-subjective understanding within the research team and some sub-indicators may have been mapped to certain duties as appeared most appropriate only to the research team. Any effect this has on the final performance evaluation is purely incidental and unintentional.

Summary of Framework

The research used appropriate indicators to evaluate the performance of four selected duty-bearer groups against five identified duties of the UN Plan of Action implementation. The indicators specified the actual actions taken by each duty-bearer group for each duty and were measured using secondary data. The overall performance was quantified using a specially designed index.

The following flowchart provides a summary of the framework of analysis

Figure 1 Framework of analysis flowchart



Chapter One

Awareness Raising

Awareness Raising

According to the UN Plan of Action, the awareness raising approach includes efforts to sensitize stakeholders of journalists' safety and the public about the importance of professional journalism.

Awareness raising initiatives may look like commemoration of international days, such as the annual World Press Freedom Day celebrated on May 3 and the International Day to End Impunity in Crimes against Journalists on November 2, as well as international awards given to recognize the work of advocates of press freedom. Awareness raising is also done through the efforts of UN goodwill ambassadors and communication products by UN agencies, such as a UNESCO newsletter.

The awareness raising approach reflects the ability of duty bearers to share information about journalists' safety publicly through reports and academic research, raise concerns with media employers about policies, and distribute knowledge to relevant stakeholders.

The following sections share the way civil society and academia, media and intermediaries, and UN, intergovernmental organizations and international non-governmental organizations performed with regards to raising awareness about the safety of journalists and combating impunity.

Awareness Raising by Civil Society and Academia

The following indicators were used to measure the performance of civil society and academia with respect to awareness raising on the safety of journalists and the issue of impunity.

Indicator 1: CSOs and academia monitor safety and share information

This indicator measures sharing of relevant information to the media.[6]

Status: Various Pakistani organizations working on media development issues have since 2012 been producing special and periodic reports on media safety issues that include data and analysis. These reports are disseminated widely through their websites, the media, email groups, etc. Some of these have included the annual Pakistan Media Legal Review reports produced by IRADA in 2017[7], 2019[8]

[6] Based on UNESCO Journalists' Safety Indicator C.1.iii (Page 13): https://bit.ly/unescojsi
[7] Pakistan media legal review 2017. IRADA. Accessed at https://irada.org.pk/wp-content/uploads/2019/10/Pakistan-Media-Legal-Review-2017-IRADA.pdf
[8] Pakistan media legal review 2019: Coercive censorship, muted dissent. IRADA. Accessed at https://irada.org.pk/wp-content/uploads/2020/02/Pakistan-Media-Legal-Review-2019.pdf

and 2020[9], the annual State of Press Freedom Report[10], the annual Impunity Report[11], the monthly media and digital media monitoring[12] produced by Freedom Network and the annual Media and Press Freedom in Pakistan reports[13] produced by the Pakistan Press Foundation. Recent special reports include a report titled Women Journalists and the Double Bind[14] by Media Matters for Democracy.

Academic journal articles that raise awareness about the issue of journalists' safety are widely available, including a paper on whether local journalists receive safety training[15], a paper on the impact of contextual factors on journalists' safety[16], factors behind safety threats[17] as well as geographically focused studies[18] and conflict-related research[19].

Performance for indicator: CSOs and academia monitor safety and share information			
No action	**Some action**	**Significant action**	**Impactful action**
		Since 2012, many local CSOs (Civil Society Organizations) have produced regular reports focusing on journalists' safety issues to make stakeholders aware and inform advocacy strategies.	
Score: 2			

Table 3 Awareness raising - Civil society and academia - Indicator 1

Indicator 2: CSOs and academia build knowledge and capacity

This indicator checks if CSOs shared information with journalists about training opportunities and resources.[20]

[9] Pakistan media legal review 2020: Growing fear and hate in Pakistani online civic spaces. IRADA. Accessed at https://irada.org.pk/wp-content/uploads/2021/04/Pakistan-Media-Legal-Review-2020.pdf
[10] Women in media and digital journalists in the crosshairs of threat actors in Pakistan. Freedom Network. Accessed at https://www.fnpk.org/fn-press-freedom-report-2022-islamabad-riskiest-city-for-journalists/
[11] Pakistan silencing online journalists through legal 'victimization'. Freedom Network. Accessed at https://www.fnpk.org/pakistan-silencing-online-journalists-through-legal-victimization/
[12] Category Archives: Alerts. Freedom Network. Accessed at https://www.fnpk.org/category/alerts/
[13] Report on attacks on media in Pakistan, January-October 2021. Pakistan Press Foundation. Accessed at https://www.pakistanpressfoundation.org/wp-content/uploads/2021/10/PPFs-Report-on-Attacks-on-Media-in-Pakistan-2021.pdf
[14] Women journalists and the double bind. Media Matters for Democracy. Accessed at https://drive.google.com/file/d/1nt9hTGPxdaoOqiZtsPouV66FdzILuwok/view
[15] Jamil, S. (2017) Freedom of expression and threats to journalists' safety: An analysis of conflict reporting in journalism education in Pakistan. Journalism Education, 6(2), p. 7-16. Accessed at https://journalism-education.org/wp-content/uploads/2017/11/freedom-of-express.pdf
[16] Jamil, S. (2018). Safety threats, impunity and professionalism: Journalists' dilemma in Pakistan. Sociology and Anthropology, 6(7), p. 571-578. Accessed at https://www.hrpub.org/download/20180630/SA2-19611621.pdf
[17] Hassan, T. et al. (2020). Crime against media personnel and threats to media houses in Pakistan: A journalistic perspective. Pakistan Vision, 21(1), p. 48-65. Accessed at http://pu.edu.pk/images/journal/studies/PDF-FILES/4_v21_1_20.pdf
[18] Khan, K. et. al (2019). Emphasizing journalistic safety while reporting in a conflict zone: A case study of tribal areas of Pakistan. The Journal of Humanities and Social Sciences, XXVII (1), p. 63-80. Accessed at http://journals.uop.edu.pk/papers/Bakht%20Zaman%20PDF.pdf
[19] Jamil, S. (2019). Culture of impunity and safety of journalists: Is safe journalism a distant dream in Pakistan? World of Media. Accessed at http://worldofmedia.ru/Culture%20of%20impunity%20and%20safety%20of%20journalists.pdf
[20] Based on UNESCO Journalists' Safety Indicator C.3.ii (Page 13): https://bit.ly/unescojsi

Status: Over the course of the period under review, Pakistan-based media development organizations have routinely advertised and undertaken trainings and workshops for journalists on safety issues as well as provided technical assistance on safety matters. This technical assistance is often widely reported and disseminated for public information and for journalists, including both in media and on their websites.

Organizations such as Freedom Network[21], IRADA (Institute for Research, Advocacy and Development)[22], UKS[23], Centre for Peace and Development Initiatives (CPDI)[24], and Pakistan Press Foundation[25], among others, regularly share information about training opportunities with local journalists. The media development organizations have also focused sharing opportunities and resources on online safety[26] and digital security[27] as well as the specific safety needs of women journalists who are targeted with online abuse[28].

Some academic institutions also share information on safety training opportunities and resources for journalists. Recent examples include the Centre for Excellence in Journalism (CEJ)[29] at the Institute for Business Administration (IBA) and the Forman Christian (FC) College[30] among others.

Performance for indicator: CSOs and academia build knowledge and capacity			
No action	**Some action**	**Significant action**	**Impactful action**
		Pakistani CSOs regularly share information regarding safety trainings and resources with journalists.	
Score: 2			

Table 4 Awareness raising - Civil society and academia - Indicator 2

Awareness Raising by Media Actors and Intermediaries

The following indicators were used to measure the performance of media actors and intermediaries with respect to awareness raising on the safety of journalists and the issue of impunity.

[21] Category Archives: Impunity. Freedom Network. Accessed at https://www.fnpk.org/category/impunity/
[22] Reports and books. IRADA. Accessed at https://irada.org.pk/reports-books/
[23] Publications. UKS. https://uksresearch.com.pk/publications/
[24] CIME training programs. CPDI. Accessed at https://www.cpdi-pakistan.org/trainings/cime
[25] Opportunities. Pakistan Press Foundation. Accessed at https://www.pakistanpressfoundation.org/category/opportunities/
[26] Cyber harassment helpline. Digital Rights Foundation. https://twitter.com/DigitalRightsPK/status/1536642100535738368
[27] Call for applications for a safety, digital security and psycho-social support training for journalists: https://www.facebook.com/CPDI.Pakistan/posts/pfbid02mwtkMzHCnnLVCbirHq1WLNtp3HwT159xAvyAjaW4pmGu4TnysPYDRX1td9uDfhZwl
[28] Call for registration for digital security training for women journalists. Media Matters for Democracy. https://mediamatters.pk/digital-security-training-for-women-journalists-and-bloggers-islamabad/
[29] Event calendar. CEJ at IBA. Accessed at https://cej.iba.edu.pk/event-calendar.php
[30] Training workshop held on journalists' safety. Forman Christian College. Accessed at https://www.fccollege.edu.pk/training-workshop-held-on-journalists-safety-during-conflicts/

Indicator 1: Journalists' unions and professional bodies take specific measures to promote the safety of journalists

This indicator measures monitoring of safety issues by journalists' association and advocacy to employers and the authorities to have effective policies to combat these issues.[31]

Status: Pakistan Federal Union of Journalists (PFUJ) published a report on the state of media freedom in Pakistan in February 2022.[32] In December 2015, editors and news directors of newspapers and television channels established Editors for Safety, an organization focused exclusively on issues related to violence and threats of violence against the media in Pakistan. The forum declared that "an attack on one journalist or media house will be considered an attack on the entire media".[33]

Performance for indicator: Journalists' unions and professional bodies take specific measures to promote the safety of journalists			
No action	**Some action**	**Significant action**	**Impactful action**
	Journalists' unions and professional bodies have mostly remained dependent on civil society to raise awareness about safety of journalists.		
Score: 1			

Table 5 Awareness raising - Media actors and intermediaries - Indicator 1

Awareness Raising by UN, Other IGOs and INGOs

The following indicators check for the performance of UN and international organizations about in-country support for raising awareness about journalists' safety.

Indicator 1: UN within the country monitors journalists' safety issues and shares information

This indicator measures whether UN system had relevant awareness raising strategy and made statements about killings of journalists, promoted existence and scope of relevant normative standards, and took cognizance of the fact that women journalists may be subject to specific sexual harassment and violence[34].

Status: Pakistan endorsed the UN Plan of Action in 2013 and was selected as one of the five pilot countries for its implementation. In 2013-14, UNESCO, through its local partner IRADA, undertook

[31] Based on UNESCO Journalists' Safety Indicator D.2.i (Page 15): https://bit.ly/unescojsi
[32] The state of media freedom in Pakistan. PFUJ (Pakistan Federal Union of Journalists). Accessed at https://www.pfuj.org/the-sate-of-media-freedom-in-pakistan/
[33] Editors for Safety to safeguard media from attacks. Daily Pakistan. Accessed at https://en.dailypakistan.com.pk/12-Dec-2015/editors-for-safety-to-safeguard-media-from-attacks
[34] Based on UNESCO Journalists' Safety Indicators E.1.iii, E.1.v and E.1.vi (Page 18): https://bit.ly/unescojsi

assessment of Journalists' Safety Indicators [35]. UNESCO also maintains an online database of journalists murdered in Pakistan and issues condemnations of the journalist killings through the office of its Director General[36]. UNESCO also developed a handbook for journalists for safe coverage of militancy in conflict areas with the help of the Pakistan Federal Union of Journalists (PFUJ), indicating its attempt to promote normative standards for the safety of Pakistani journalists in conflict situations[37]. The UN system in Pakistan also consistently marks international days related to press freedom and ending impunity.[38] These UN country team actions highlight the serious threats to journalists' safety in Pakistan and raise awareness about the need to tackle impunity.

Performance for indicator: UN within the country monitors journalists' safety issues and shares information			
No action	**Some action**	**Significant action**	**Impactful action**
			The UN system used the UN Plan of Action to raise awareness among local stakeholders about journalists' safety in Pakistan and provided a sustained initial push that eventually helped the stakeholders in successful advocacy for the enactment of a federal journalists' protection law, which commits to implementing UN Plan of Action best practices to combat impunity.
Score: 3			

Table 6 Awareness raising - UN, other IGOs and INGOs - Indicator 1

Indicator 2: UN within the country builds knowledge and capacity

This indicator measures the promotion of safety issues by UN in contact with local stakeholders and dissemination of knowledge of relevant good practices on journalists' safety to encourage local adaptation[39].

Status: UNESCO, through the International Programme for the Development of Communication (IPDC), supported IRADA in strengthening the right to information legislation and raising voice against impunity of journalists' killings in 2013. UNESCO and IRADA jointly organized a national level workshop to examine the issues raised in the draft baseline study of Journalists' Safety Indicators (JSI) in Pakistan in 2015[40]. This baseline report was published in 2016 with the support of UNESCO and Open Society Foundations (OSF)[41].

[35] Supporting safety of journalists in Pakistan: An assessment based on UNESCO's Journalists' Safety Indicators. UNESCO. Accessed at https://en.unesco.org/sites/default/files/pakistan_jsi_final_working_document_20072016_0.pdf
[36] UNESCO observatory of killed journalists – Pakistan. Accessed at https://en.unesco.org/themes/safety-journalists/observatory/country/223791
[37] Terrorism and the Media: A Handbook for Journalists - UNESCO. Pakistan Federal Union of Journalists (PFUJ). Accessed at https://www.pfuj.org/terrorism-and-the-media-a-handbook-for-journalists/
[38] See for example UNESCO World Press Freedom Day webinar: https://www.unesco.org/en/articles/world-press-freedom-day-and-webinar-covid-19-islamabad
[39] Based on UNESCO Journalists' Safety Indicator E.3.i (Page 19): https://bit.ly/unescojsi
[40] https://www.unesco.org/en/articles/supporting-safety-journalists-pakistan
[41] https://irada.org.pk/wp-content/uploads/2019/10/Supporting-Safety-of-Journalists-in-Pakistan.pdf

In October 2016, UNESCO supported local civil society organization Freedom Network to promote the best practices of reporting safely in conflict areas to journalists from former Federally Administered Tribal Areas[42]. UNESCO also supported the Parliamentarians Commission for Human Rights to strengthen the legal and policy framework for freedom of expression[43]. Similarly, civil society organization Peace and Justice Network implemented a UNESCO funded initiative for effective implementation of mechanisms to promote safety of journalists[44] and IRADA launched a legal cell to defend journalists against wrongful legal persecution using UNESCO support[45].

Performance for indicator: UN within the country builds knowledge and capacity			
No action	**Some action**	**Significant action**	**Impactful action**
			The UN system in Pakistan supported local stakeholders significantly for knowledge building and capacity building on journalists' safety, improving the overall understanding of best practices among the stakeholders.
Score: 3			

Table 7 Awareness raising - UN, other IGOs and INGOs - Indicator 2

Indicator 3: Within the country, other international, intergovernmental and non-governmental agencies promote safety of journalists

This indicator measures the promotion of safety issues by relevant intergovernmental organizations and support of local efforts by international NGOs to promote safety[46].

Status: Many intergovernmental organizations and INGOs have promoted local safety efforts for journalists' protection in Pakistan over the past 10 years. Intergovernmental organizations such as the European Union have in the past promoted the safety issue by expressing concern about the threats and attacks against journalists[47]. IFJ regularly issues public statements to condemn attacks against Pakistani journalists[48]. Reporters without Borders (RSF) has raised voice against attacks on journalists in Pakistan as well[49]. RSF also produces the annual World Press Freedom Index, which covers the state of freedom of press in Pakistan and serves the dual purpose of monitoring and raising awareness about safety threats in the country. Amnesty International, Human Rights Watch, and the Committee to

[42] https://dnd.com.pk/workshop-on-journalists-safety-in-pakistan-held/99674
[43] https://www.pchr.org.pk/?p=2011
[44] https://pjn.org.pk/home/page/64
[45] https://irada.org.pk/irada-launches-legal-cell-to-defend-journalists-in-courts-of-law/
[46] Based on UNESCO Journalists' Safety Indicators E.4.i and E.4.ii (Page 19): https://bit.ly/unescojsi
[47] EU concerned over state of freedom of press in Pakistan. Geo News. Accessed at https://www.geo.tv/latest/348794-eu-concerned-over-state-of-freedom-of-press-in-pakistan
[48] Recent example of IFJ public statements about attacks on Pakistani journalists: https://www.ifj.org/media-centre/news/detail/category/press-releases/article/pakistan-senior-pakistani-journalist-attacked-in-punjab.html
[49] Pakistan. Reporters with Borders. Accessed at https://rsf.org/en/country/pakistan

Protect Journalists have also called out harassment and intimidation of journalists to bring the spotlight on journalists' safety in Pakistan[50].

Performance for indicator: Within the country, other international intergovernmental and non-governmental agencies promote safety of journalists			
No action	**Some action**	**Significant action**	**Impactful action**
			Awareness raising by the UN system and other international organizations has proved effective in keeping the spotlight on the threats to journalists' safety in Pakistan, providing crucial support to local stakeholders in situations where highlighting violations is difficult due to risks and pressures.
Score: 3			

Table 8 Awareness raising - UN, other IGOs and INGOs - Indicator 3

Overall Score for Awareness Raising

Based on the indicator performance index scores identified, the overall performance of Pakistan in terms of awareness raising under the UN Plan of Action is 2.3 out of 3. This shows significant actions by duty bearers to raise public and stakeholder awareness on the issue of safety and impunity during the 10-year implementation of the UN Plan in the country.

[50] For Amnesty International, see: https://www.amnesty.org/en/latest/news/2018/09/pakistan-journalists-should-not-be-harassed-or-intimidated-through-criminal-justice-system/ and for Human Rights Watch, see: https://www.hrw.org/news/2021/06/03/pakistan-escalating-attacks-journalists and for CPJ, see: https://cpj.org/asia/pakistan/

Duty-bearer	Indicator	No action (0)	Some action (1)	Significant action (2)	Impactful action (3)
State institutions & political actors	Not applicable				
Civil society & academia	Indicator 1			✓	
	Indicator 2			✓	
Media actors & intermediaries	Indicator 1		✓		
UN, other IGOs & INGOs	Indicator 1				✓
	Indicator 2				✓
	Indicator 3				✓
Mean score for Awareness Raising	(2+2+1+3+3+3) / 6 = 2.3				

Table 9 Awareness raising: Overall index score for duty

Summary of Performance on Awareness Raising

Overall score is 2.3 out of a maximum 3, a indicating a rating of "significant actions" by the duty-bearers.

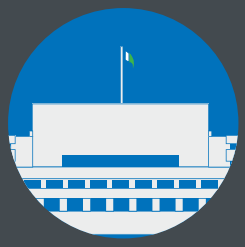
What has changed?

- There is a broader understanding of safety threats to journalists, and acknowledgement of the need to address impunity issues.
- Consistent statements of condemnation by major groups.
- Regular commemoration of events of international days – May 3 (World Press Freedom Day) and November 2 (International day to end impunity for crimes against journalists).

Significance

- A concerted push to make safety a multi-stakeholder national agenda and greater willingness to connect the issues of safety of journalists with freedom of expression and democratic imperatives.
- Establishment and active operations of the Pakistan Journalist Safety Coalition (PJSC) at the federal and provincial levels.
- Parliamentary committees and political parties have consistently led agenda in all legislatures – federal and provincial.

Chapter Two



Standard Setting and Policy Making

Standard Setting and Policy Making

Global standards, such as those set through resolutions passed by the UN system including the general assembly or by mechanisms established for freedom of expression by regional organizations such as the Council of Europe or the African Commission on Human and Peoples' Rights, are considered an approach by the UN Plan of Action to provide guidance for national policies on the safety of journalists.

The indicators related to standard setting and policy making within the country context measures the incidence of laws, policies and systems that create a safe environment for journalists within the ambit of different relevant stakeholders and varying from national laws to organizational policies and assistance for the development of the same.

Standard Setting and Policy Making by State Institutions and Political Actors

The following indicators measure the obligations of mostly the State but also political actors in setting local standards and making national policies.

Indicator 1: State has laws which can protect journalists

This indicator measures the presence of laws and policies to protect safety of journalists, including community media and citizen journalists, whether or not the State recognizes attacks on safety of journalists as a breach of human rights and criminal law, whether or not the State has signed and ratified the Geneva Conventions and additional protocols, and human rights instruments such as the ICCPR and CEDAW etc., whether or not the State recognizes journalists as civilians in armed conflicts in accordance with Geneva Convention and additional protocols and finally whether or not the State's laws include sweeping or arbitrary provisions on treason, terrorism, state security or insult or defamation offences, etc. that are susceptible to be misused to intimidate or prosecute journalists[51].

Status: Pakistan is Asia's first country which has enacted special laws for journalists' safety, namely the [Federal] Protection of Journalists and Media Professionals Act, 2021[52] and the Sindh Protection of Journalists and other Media Practitioners Act, 2021[53]. As part of the UN Plan of Action, Pakistan

[51] Based on UNESCO Journalists' Safety Indicators B.1.i-iv (Page 9): https://bit.ly/unescojsi
[52] Protection of Journalists and Media Professionals Act, 2021. National Assembly of Pakistan. Accessed at https://na.gov.pk/uploads/documents/1636461074_763.pdf
[53] Sindh Protection of Journalists and other Media Professionals Act, 2021. Provincial Assembly of Sindh. Accessed at http://www.pas.gov.pk/uploads/acts/Sindh%20Act%20No.XX%20of%202021.pdf

recognizes attacks on safety of journalists as a breach of human rights and criminal law. Similarly, other than Rome Statute of the International Criminal Court,[54] Pakistan is signatory to several Geneva Conventions and additional protocols[55] 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)[56]. However, Pakistan's criminal laws still carry sweeping or arbitrary provisions on treason (Section 124A of the Pakistan Penal Code), terrorism (Anti-Terrorism Act 1997), and Criminal Defamation (Sections 499 and 500 of the penal code).

Performance for indicator: State has laws which can protect journalists			
No action	**Some action**	**Significant action**	**Impactful action**
		Federal and Sindh Assemblies have enacted journalists' protection law and State has ratified several international human rights conventions.	

Score: 2

Table 10 Standard setting and policy making - State institutions and political actors - Indicator 1

Indicator 2: There are appropriate normative statements, policies, and institutional frameworks that safeguard the importance of journalists' safety

This indicator measure that the State refrains from endorsing or promoting threats to journalists including through judiciary, police, fiscal, administrative, military and intelligence systems, issues guidelines to military or police prohibiting harassment, intimidation or physical attacks on journalists, ensures that effective channels of communication exist between journalists' organizations and security forces concerning coverage of street protests, public events, etc., ensures that government officials, law-enforcers, military officials, civil servants and representatives from judiciary make statements recognizing safety of journalists and condemning attacks upon them, offers commitments and support for journalists' safety in international fora, recognizes that women journalists are at risk from sexual harassment, violence, and adopts appropriate measures to ensure safety on equal basis between women and men; and provides an enabling environment for the work of NGOs on safety issues and cooperates with them[57].

Status: Despite the enactment of a federal law on the protection of journalists in 2021, the State appears to have had a chequered record in terms of refraining from endorsing or promoting threats

[54] Signatories of the Rome Statute. https://internationalcriminalcourtnashie.weebly.com/signatories-of-the-rome-statute.html
[55] Pakistan: Treaties, State parties and Commentaries. International Committee of the Red Cross (ICRC). Accessed at https://ihl-databases.icrc.org/applic/ihl/ihl.nsf/vwTreatiesByCountrySelected.xsp?xp_countrySelected=PK
[56] Status of ratification interactive dashboard. United Nations Office of the High Commissioner on Human Rights. Accessed at https://indicators.ohchr.org/
[57] Based on UNESCO Journalists' Safety Indicators B.2.ii-vii (Page 9-10): https://bit.ly/unescojsi

to journalists. This is evident from latest reports by IRADA[58] and Freedom Network[59]. Political actors related to government have been accused in the past of trolling women journalists online and targeting independent journalists publicly in a manner that left them vulnerable to threats or attacks[60]. Similarly, the only evidence about instructions issued to military or police prohibiting them from harassment, intimidation or physical attacks on journalists is via statements of the higher judiciary and these are often not in the terms of formal guidelines[61]. Moreover, there is no evidence available of effective official channels of communication between journalists' organizations and security forces concerning coverage of protests and public events.

Other than two latest judgments of the Islamabad High Court (PLD 2021 Islamabad 42 and PLD 2021 Islamabad 1)[62], no such other judgements and statements have been reported.

Pakistan has endorsed the UN Action Plan on the Safety of Journalists[63] and the Issue of Impunity as well as adopted UN Sustainable Development Goals as the country's national development agenda[64], including support for target 16.10.1 that deals with the protection of human rights defenders and journalists through collection of verified data. The Federal Ombudsman for Protection Against Harassment deals with the complaints of women journalists at risk from sexual harassment and violence[65]. Similarly, Section 8 of Protection of Journalists and Media Professions Act 2021 generally deals with the issue of harassment of journalists[66]. However, it is also important to note that the safety commission to be formed under the Act has not been operationalized yet.

Since 2015, State's policy towards non-governmental development sector, particularly INGOs and NGOs, has radically changed[67]. A new non-statutory licensing regime for INGOs to operate in the country was introduced and as a result many INGOs were forced to close their operations in Pakistan; this also affected the work on journalists' safety[68]. If allowed to operate in the country, the local partners of the INGOs are also required to get approvals from the government for implementation of their projects[69].

[58] Regulatory repressions amid pandemic: State of digital media freedoms in Pakistan 2021. IRADA. Accessed at https://irada.org.pk/wp-content/uploads/2021/10/State-of-Digital-Media-Freedom.pdf
[59] Annual Impunity Report 2021: Criminalizing online dissent through legal victimization. Freedom Network. Accessed at https://www.fnpk.org/wp-content/uploads/2021/11/FINAL-Impunity-Report-2021.pdf
[60] For examples, see: https://www.dawn.com/news/1574031 and https://www.journalismpakistan.com/journalists-angered-by-pti-list-of-good-and-bad
[61] IHC takes strong exception to FIA's harassment of journalists. The Express Tribune. Accessed at https://tribune.com.pk/story/2318255/ihc-takes-strong-exception-to-fias-harassment-of-journalists
[62] See footnote 58.
[63] Pakistan to support UN Plan to fight impunity against media. Freedom Network. Accessed at https://www.fnpk.org/pakistan-to-support-un-plan-to-fight-impunity-against-media/
[64] Policy support for mainstreaming the sustainable development goals in Pakistan. UNDP. Accessed at https://www.undp.org/pakistan/projects/policy-support-mainstreaming-sustainable-development-goals-pakistan
[65] Federal Ombudsman Secretariat for Protection Against Harassment (FOSPAH): https://www.fospah.gov.pk/
[66] See footnote 52.
[67] NGOs policy 2015. Economic Affairs Division. Accessed at https://ead.gov.pk/SiteImage/Policy/NGO's%20Policy%202015.pdf
[68] Pakistan orders explusion of 29 international NGOs. Financial Times. Accessed at https://www.ft.com/content/15d38124-de54-11e7-a8a4-0a1e63a52f9c
[69] NGOs policy 2013. Economic Affairs Division. Accessed at https://ead.gov.pk/SiteImage/Policy/NGOs%20Policy%202013.pdf

Performance for indicator: There are appropriate normative statements, policies, and institutional frameworks that safeguard the importance of journalists' safety			
No action	**Some action**	**Significant action**	**Impactful action**
	Positive actions on the part of the State appear to be undermined by lack of consistency and adverse policy measures and antagonistic steps by political actors, reducing the overall effectiveness of State support for journalists' safety.		

Score: 1

Table 11 Standard setting and policy making - State institutions and political actors - Indicator 2

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

This indicator measures performance over several sub-indicator actions, including whether or not protection measures are provided to journalists for their physical safety; whether or not authorities duly recognize the evidence showing linkages to journalists' professional activities in case of any violence or threat against them; whether or not there are dedicated institutions for investigations, prosecutions, protection and compensation to ensuring the safety of journalists and the issue of impunity; whether or not investigations of crimes against journalists are characterized by promptness, independence and efficiency; whether or not success is met in prosecutions for violence and intimidation against actors and whether or not there exist special units to deal with the attacks on women journalists[70].

Status: No such official measures and mechanism exist because the safety mechanisms for journalists' safety under the federal law and the Sindh law for protection of journalists have not been operationalized yet. Pakistan is likely to show some progress on these fronts if the safety commission mandated by the federal journalists' safety law becomes functional. However, on the contrary, evidence – such as the poor rate of convictions in the murders of Pakistani journalists[71] – indicates dismal performance of the criminal justice system regarding the safety of journalists.

[70] Based on UNESCO Journalists' Safety Indicators B.3.i-vi (Page 10): https://bit.ly/unescojsi
[71] The killing fields: No justice for Pakistan's murdered journalists. Freedom Network. Accessed at https://www.fnpk.org/no-convictions-in-96-of-journalist-killings-in-pakistan-fn-impunity-report-2022/

Performance for indicator: Criminal and civil justice system deals effectively with threats and acts of violence against journalists			
No action	**Some action**	**Significant action**	**Impactful action**
None of the specific institutions or units envisioned in the safety laws are formally established at the time of writing this report.			

Score: 0

Table 12 Standard setting and policy making - State institutions and political actors - Indicator 3

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

The indicator measures State's recognition that the protections available to journalists are also available to the persons who represent sources of information for journalists and human rights defenders. It also looks at State's respect and guarantee of freedom of expression and privacy in case of electronic surveillance and State's measures to support and compensate families of murdered journalists[72].

Status: The federal journalists' safety law includes provisions to safeguard privacy of journalists including protection from arbitrary or unlawful electronic surveillance[73]. The law also contains a provision for journalists not to be compelled to disclose their sources of information, but it stops short of extending the protections accorded to journalists to sources and human rights defenders[74]. The federal and provincial governments support the bereaved families of murdered journalists on an arbitrary basis depending upon the profile and circumstance of the case, but there is no evidence of a formal policy framework for State measures for compensation.

Performance for indicator: The State takes other effective measures in regard to journalists' safety			
No action	**Some action**	**Significant action**	**Impactful action**
	Partial recognition through legislation coupled with arbitrary actions mean that State does not show consistency in other effective measures for journalists' safety.		

Score: 1

Table 13 Standard setting and policy making - State institutions and political actors - Indicator 4

[72] Based on UNESCO Journalists' Safety Indicators B.4.ii, B.4.iv, and B.4-vi (Page 11): https://bit.ly/unescojsi
[73] See footnote 52.
[74] Ibid.

Standard Setting and Policy Making by Media Actors and Intermediaries

With respect to media actors and intermediaries, the duties of standard setting and policy making mostly relate to organizational policies.

Indicator 1: Media organizations adopt specific measures to protect the safety of journalists

The indicators checks if media organizations monitor safety issues and have written safety policies, including risk assessment provisions, available to all staff including freelancers and if they provide formal work contracts to their journalists and freelancers while ensuring safe and secure workplace and working conditions and allowing journalists to refuse dangerous assignments. It also looks at whether media organizations liaise with security forces on treatment of journalists before entering a dangerous area and recognize risks for women employees. The indicator also covers the adoption of safety protocols by community media[75].

Status: The federal journalists' safety law and Sindh journalists' protection law now legally require media organizations to have written safety policies for their staff and freelancers. Some Pakistani media organizations provide written safety guidelines for journalists, such as Geo News[76]. However, most media houses operating in Pakistan do not appear to have written safety policies for staff, despite the availability of internationally recognized safety protocols for media organizations. Similarly, there are legal obligations to provide formal contracts to employees along with provision of safe working conditions for both male and female workers, but media houses often reportedly skirt these provisions by offering third-party contracts to their news staff thereby limiting the organization's liability in case of safety issues[77].

Performance for indicator: Media organizations adopt specific measures to protect the safety of journalists			
No action	**Some action**	**Significant action**	**Impactful action**
	Only a few media organizations seem to have adopted specific measures to protect the safety of journalists.		

Score: 1

Table 14 Standard setting and policy making - Media actors and intermediaries - Indicator 1

Indicator 2: Intermediary entities respect journalists' safety

The indicator measures sub-indicator actions such as the presence of secure facilities by IT and telecom companies for protection of journalists' data from hackers; presence of transparent and proportionate policies of these companies in line with international standards on privacy including data-protection

[75] Based on UNESCO Journalists' Safety Indicators D.1.i-v and D.1.x-xii (Pages 14-15): https://bit.ly/unescojsi
[76] Geo Asool, see page 15. Geo News. Accessed at https://asool.geo.tv/pdfs/C_TeamGeo-Handbook.pdf
[77] Employment contract with media workers: A review of employment practices in Pakistan. IRADA. Accessed at https://irada.org.pk/wp-content/uploads/2019/10/Employment-Contract-with-Media-Workers-An-Overview-of-Employment-Contracts-in-Pakistan-English.pdf

policies as well as the presence of policy to inform their users about data requests by government agencies[78].

Status: Some of the major telecom, IT and Internet Service Provider companies in Pakistan, such as Telenor, Nayatel etc., have published their privacy policies online[79]. These policies describe the modalities and rules for sharing private data with third parties such as their own affiliates and law enforcement agencies. Similarly, the website of PTCL provides a code of conduct[80]. This code includes a chapter on safeguarding information and confidentiality of information.

However, these policies often appear to be insubstantial and, in some cases, may appear to be only limited to the website visitors of the companies rather than their customers. A 2017 review of the data protection policies of some Pakistani companies had found the companies to have a casual and dis-interested attitude toward the data protection and privacy of their users[81]. This might be due to the lack of a legal liability on the companies in the absence of a data protection law in Pakistan. The local companies also do not appear to offer any exclusive or special treatment to journalists in terms of secure facilities, and journalists are only able to use encryption and other facilities that are available to any other user of the services. No policies for transparent reporting about secure facilities that protect journalists' data from hackers or policies regarding releasing of private data to law-enforcement authorities are available.

There is also no evidence that local companies inform their users about government data requests. Big Tech platforms, such as Facebook and Twitter, usually alert their Pakistani users about content removal and data requests by Pakistani government officials in line with their company policies[82].

Performance for indicator: Intermediary entities respect journalists' safety			
No action	**Some action**	**Significant action**	**Impactful action**
	Journalists receive no special treatment in this regard. However, they have access to the generic policies in place, which might be apparently enforced more consistently in the case of international intermediaries compared to local intermediaries. However, lack of legal obligations limits transparency in either case.		

Score: 1

Table 15 Standard setting and policy making - Media actors and intermediaries - Indicator 2

[78] Based on UNESCO Journalists' Safety Indicators D.5.i-v (Pages 16): https://bit.ly/unescojsi
[79] For reference, see https://www.telenor.com.pk/privacy-notice/ and https://www.ufone.com/my-ufone-privacy-policy/ and https://nayatel.com/nayatel-privacy-policy/
[80] Privacy policy. PTCL. Accessed at https://ptcl.com.pk/privacypolicy
[81] Protecting the digital data: An overview of corporate data protection policies. Media Matters for Democracy. Accessed at https://digitalrightsmonitor.pk/wp-content/uploads/2018/11/protecting-digital-data-3.pdf
[82] For more information, see https://tribune.com.pk/story/992765/facebook-user-data-requests-from-pakistan-at-an-all-time-high and https://www.dawn.com/news/1459638

Standard Setting and Policy Making by UN, Other IGOs and INGOs

These indicators check if the UN country team and other international organizations have facilitated the local stakeholders get access to international standards and policies for journalists' safety.

Indicator 1: UN system within the country implements effective co-ordination and responses to safety incidents and problems

The sub-indicators for this indicator measure how the issue of safety of journalists is reflected in UN Development Assistance Frameworks and country programming documents, and whether it is discussed within UN Country Team including both resident and non-resident agencies. The sub-indicators also look at the integration of journalism safety into areas on which the UN system works in Pakistan such as the rule of law, environmental protection, sustainable development, etc[83].

Status: The five-year One UN Programme documents for Pakistan that cover the periods from 2013 to 2017 and from 2018 to 2022 mention the media in terms of an important stakeholder and potential beneficiary of capacity building with respect to the UN focus on national governance and institutional accountability, but do not specify journalists' safety as a separate area of development interest[84]. The evaluation report for the 2018-22 period also did not provide any baseline, target or policy support notes for SDG Target 16.10.1[85]. However, UNESCO Pakistan country programme documents for 2013-2017[86] and for 2018-2022[87] not only categorically mention the threats to freedom of expression and journalists' safety, including the issues related to gender and media, in the situation analysis but also describe UNESCO interventions in partnership with government and local civil society organizations under the agency's 'Communications and Information' programming[88].

Performance for indicator: UN system within the country implements effective co-ordination and responses to safety incidents and problems			
No action	**Some action**	**Significant action**	**Impactful action**
		The One UN System documents in Pakistan acknowledge the role of media in its governance and accountability activities whereas UNESCO specifically works on journalists' safety issues through its country programme strategies.	

Score: 2

Table 16 Standard setting and policy making - UN, other IGOs and INGOs - Indicator 1

[83] Based on UNESCO Journalists' Safety Indicators E.1.iii-iv (Pages 18): https://bit.ly/unescojsi
[84] For programme documents, see https://www.unfpa.org/sites/default/files/portal-document/Pakistan_One%20UN%20Programme%20II%202013-17.pdf.pdf and https://pakistan.un.org/sites/default/files/2020-05/UNDAF-OPIII-v9.pdf
[85] Final evaluation report: Pakistan United Nations sustainable development framework (UNSDF)/One UN Programme III (OP III) 2018-2022. UN Pakistan. Accessed at https://pakistan.un.org/sites/default/files/2022-06/UNSDF%20PAK%20Evaluation_Final%20Report_0.pdf
[86] Pakistan: UNESCO country programming document 2013-2017. UNESCO. Accessed at https://unesdoc.unesco.org/ark:/48223/pf0000225625
[87] UNESCO Pakistan country strategic document 2018-2022. UNESCO. Accessed at https://en.unesco.org/sites/default/files/ucsd.pdf
[88] See footnotes 85 and 86.

Indicator 2: Within the country, other international intergovernmental and non-governmental agencies promote safety of journalists

This indicator measures the promotion of safety issues by relevant intergovernmental organizations and the support of local efforts by International NGOs to promote safety in terms of standard setting and policy making[89].

Status: International non-governmental organizations have helped establish national and local coalitions of journalists and other civil society actors to advocate for a better enabling environment for journalists' safety in the country[90] while also providing support for local journalism support groups to collaborate locally[91] and benefit from international best practices, such as through comparative analyses of civil society-led national safety mechanisms for journalists[92]. These organizations have also played a key role in introducing local journalists to security protocols[93], including guidance about safety during field assignments.

Performance for indicator: Within the country, other international intergovernmental and non-governmental agencies promote safety of journalists			
No action	**Some action**	**Significant action**	**Impactful action**
			While local stakeholders of journalists' safety have continued an impressive independent struggle to resist restrictions on free expression and violations of press freedom, support from international non-governmental organizations was important in ensuring the impact of most initiatives that contributed towards standard setting and policy making with respect to the safety of journalists and addressing impunity.
Score: 3			

Table 17 Standard setting and policy making - UN, other IGOs and INGOs - Indicator 2

Overall Score for Standard Setting and Policy Making

Based on the indicator performance index scores identified, the overall performance of Pakistan in terms of standard setting and policy making under the UN Plan of Action is 1.4 out of 3.

This shows duty bearers produced some actions to adopt international standards for the country context and develop national policies on the issue of journalists' safety during the 10-year

[89] Based on UNESCO Journalists' Safety Indicators E.4.i-ii (Pages 19): https://bit.ly/unescojsi
[90] Progress on journalists' safety in Pakistan. UNESCO. Accessed at https://www.unesco.org/en/articles/progress-journalists-safety-pakistan
[91] Internal mid-term evaluation report. Free Press Unlimited. Accessed at https://kq.freepressunlimited.org/wp-content/uploads/2020/05/OH-pakistan-report-public-version.pdf
[92] Defending journalism. IMS. Accessed at https://www.mediasupport.org/wp-content/uploads/2017/10/1_Journalist-Protection-Book-Digital-1.pdf
[93] How to protect journalists in Pakistan. Open Society Foundations. https://www.opensocietyfoundations.org/voices/how-protect-journalists-pakistan

implementation of the UN Plan in Pakistan. However, these actions have not yet led to significant medium-to-long term impact to reduce the levels of impunity in crimes committed against journalists in the country. The finding can be explained on the basis that despite the enactment of dedicated protection laws for journalists, some parts of these laws that deal with setting up specific mechanisms for investigating and prosecuting incidents of violence against journalists at the national and provincial levels have not been made operational, restricting Pakistan's overall progress with regards to this duty.

Duty-bearer	Indicator	No Action (0)	Some Action (1)	Significant Action (2)	Impactful action (3)
State institutions & political actors	Indicator 1			✓	
	Indicator 2		✓		
	Indicator 3	✓			
	Indicator 4		✓		
Civil society & academia	Not applicable				
Media & Intermediaries	Indicator 1		✓		
	Indicator 2		✓		
UN, other IGOs & INGOs	Indicator 1			✓	
	Indicator 2				✓
Mean score for Standard Setting and Policy Making		(2+1+0+1+1+1+2+3) / 8 = 1.4			

Table 18 Standard setting and policy making: Overall index score for duty

Summary of Performance on Standard Setting and Policy Making

Overall score is 1.4 out of a maximum 3, indicating a rating of "some actions" by duty-bearers.

What has changed?

- Pakistan now has two laws on safety of journalists (the first country in Asia to have them) but they have not been operationalized even one year after being instituted and no benefit from them has accrued to any journalist yet.
- Federal and Sindh legislations on safety of journalists passed and notified in 2021.
- Similar legislation by Khyber Pakhtunkhwa and Balochistan was in advanced stages by end of 2022.

- Higher judiciary has regularly intervened to protect journalists against legal persecution, often by the state and its functionaries.

Shortcomings

- Law enforcement actors (e.g., Federal Investigation Agency) still reluctant to recognize safety of journalists agenda or treat journalists as human rights defenders.
- Consecutive federal governments not refraining from targeting journalists through amendments in laws or procedures.
- Media actors failing to embrace legal compulsions to enact in-house safety policies and protocols.

Significance

- The Pakistani state at least in articulation commits itself to legal accountability in terms of providing justice to journalists.
- The two Pakistani laws on safety of journalists include references to the UN Plan of Action (global standards and best practices on 3Ps – prevention, protection, prosecution).
- Federal-provincial competition on legislation on safety of journalists is engendered.

Chapter Three

Monitoring and Reporting

Monitoring and Reporting

This duty for the implementation of the UN Plan of Action deals with monitoring mechanisms that keep stakeholders informed of the national situation of press freedom and journalists' safety. All duty-bearer groups contribute to the monitoring and reporting of threats and attacks against journalists and media professionals, be it through legal and official systems or through industry mechanisms or civil society-led national and international support networks.

Monitoring and Reporting by State Institutions and Political Actors

The following three indicators measure the State's role in developing monitoring mechanisms for journalists' safety, the accountability of these mechanisms, and the output of the mechanisms in the form of actionable evidence.

Indicator 1: There are appropriate normative statements, policies, and institutional frameworks that safeguard the importance of journalists' safety

This indicator checks if the State is well informed about journalists' safety through adequate mechanisms being in place for monitoring and reporting on threats, harassment and violence towards journalists[94].

Status: The National Commission for Human Rights appointed focal persons in police departments to report on crimes against journalists in 2019[95]. Similarly, police stations in the Islamabad Capital Territory (ICT) incorporated indicators on Crimes Against Journalists in the Automated Crime Database of the police department[96]. The reports of the focal persons and the police crime reporting database have not been made public so far. No other development has been reported with reference to the State's mechanisms for monitoring and reporting on threats, harassment and violence towards journalists.

[94] Based on UNESCO Journalists' Safety Indicators B.2.i (Page 9): https://bit.ly/unescojsi
[95] NCHR nominates focal persons in police stations. Dawn. https://www.dawn.com/news/1478688
[96] 22 police stations in Pakistan's Capital Territory incorporate indicators on crimes against journalists in automated crime database. UNESCO. https://www.unesco.org/en/articles/22-police-stations-pakistans-capital-territory-incorporate-indicators-crimes-against-journalists

Performance for indicator: There are appropriate normative statements, policies, and institutional frameworks that safeguard the importance of journalists' safety			
No action	**Some action**	**Significant action**	**Impactful action**
	Two significant developments about official monitoring mechanisms took place. However, in the absence of evidence of periodic information published by these reported mechanisms, their existence appears arbitrary, inconsistent, and devoid of institutional support.		
Score: 1			

Table 19 Monitoring and reporting - State institutions and political actors - Indicator 1

Indicator 2: Criminal and civil justice system deals effectively with threats and acts of violence against journalists

This indicator measures State's ability of monitoring the performance of specific state institutions and processes set up in relation to safety at national and local levels[97].

Status: In 2021, the national Parliament passed the Protection of Journalists and Media Professionals Act. Similarly, Sindh Provincial Assembly passed the Sindh Protection of Journalists and Media Practitioners Act 2021. However, both the federal and Sindh provincial government have not operationalized the mechanisms given in the law. Therefore, in the absence of these institutions, there are no reports of monitoring of performance of specific state institutions.

In the absence of the above-mentioned statutory mechanisms, the NCHR becomes a special protection mechanism for journalists. The NCHR is required to reports to the Government on the state of human rights in Pakistan for incorporation in reports to United Nation's bodies or committees. It has produced two annual reports and six thematic reports so far[98]. None of the thematic reports deal with the issue of journalists' safety and the annual reports are not available publicly on the commission's website. Other than these reports, there is no State led mechanism for monitoring of performance of specific state institutions and processes.

[97] Based on UNESCO Journalists' Safety Indicators B.3.vii (Page 7): https://bit.ly/unescojsi
[98] NCHR reports. National Commission for Human Rights. https://www.nchr.gov.pk/nchr-reports/

Performance for indicator: Criminal and civil justice system deals effectively with threats and acts of violence against journalists			
No action	**Some action**	**Significant action**	**Impactful action**
No significant mechanisms set up for the safety of journalists at the national or local levels and consequently no clear indication available that State is monitoring the performance of said mechanisms.			

Score: 0

Table 20 Monitoring and reporting - State institutions and political actors - Indicator 2

Indicator 3: The State takes other effective measures in regard to journalists' safety

This indicator measures the publication of data about attacks on journalists and impunity and reporting of such incidents to appropriate UN agencies, including responses to the UNESCO Director-General's requests for information on judicial follow-up by the State to any killing of journalists[99].

Status: According to the UNESCO Director-General's Report on the Safety of Journalists and the Danger of Impunity 2020, UNESCO sent a request for information to 63 Member States including Pakistan in which killings of journalists were registered by the agency between 2006 and 2019. However, the report shows that the Government of Pakistan did not respond to the UNESCO request for data, indicating that such data might not be available with the State authorities[100]. The most recent national report submitted to the Human Rights Council by Pakistan as part of the Universal Periodic Review in 2015 did not have any information on the number of attacks on journalists and impunity[101].

Annual Administrative Reports – 2019 and 2020 – of the Federal Investigation Agency (FIA) provide the number of complaints and cases under the Prevention of Electronic Crimes Act (PECA), 2016[102]. However, these reports do not provide any data on crimes or cases against journalists.

Freedom Network, a media freedom watchdog, requested the FIA under the Right of Access to Information Act of 2017 to share copies of its half-yearly reports under Section 53 of the PECA and number of First Information Reports registered under Section 9, 11, 20, and 21 of the PECA. However, the requested information was not provided by the agency.

[99] Based on UNESCO Journalists' Safety Indicators B.4.i and B.4.v (Page 11): https://bit.ly/unescojsi
[100] Director-General report on the safety of journalists and the danger of impunity 2020. UNESCO. Accessed at https://unesdoc.unesco.org/ark:/48223/pf0000374700/PDF/374700eng.pdf.multi
[101] Initial report by Pakistan to the Human Rights Council. Accessed at https://tbinternet.ohchr.org/_layouts/15/treatybodyexternal/Download.aspx?symbolno=CCPR/C/PAK/1&Lang=en
[102] See FIA annual reports at https://www.fia.gov.pk/files/publications/1069384536.pdf and https://www.fia.gov.pk/files/publications/522413583.pdf

Performance for indicator: The State takes other effective measures in regard to journalists' safety			
No action	**Some action**	**Significant action**	**Impactful action**
There is no evidence available about official publication of data about attacks on journalists and impunity and reporting of such incidents to appropriate UN agencies by the State.			

Score: 0

Table 21 Monitoring and reporting - State institutions and political actors - Indicator 3

Monitoring and Reporting by Civil Society and Academia

The following indicators check if the civil society has monitored, investigated and reported on incidents of attacks on journalists in the country.

Indicator 1: CSOs and academia monitor safety and share information

The indicator measures the role of civil society in monitoring of journalists' safety issues, analyzing and production of high quality understanding of circumstances and causes of killings and impunity including reporting of attacks upon or harassment of women journalists or other specifically targeted groups and reporting to UN agencies and to Universal Periodic Review process about journalists' safety[103].

Status: A large number of civil society organizations have been monitoring and producing reports on issues of journalists' safety. Freedom Network's Annual Impunity Report[104] and Annual State of Press Freedom Report[105], IRADA's Media Legal Review report[106] and Annual State of Digital Media Freedoms in Pakistan report[107], the Pakistan Freedom of Expression Report 2020[108], and Media Safety and Press Freedom in Pakistan report 2019-2020[109] are a few examples of such reports.

[103] Based on UNESCO Journalists' Safety Indicators C.1.i-ii and C.1.iv-v (Pages 12-13): https://bit.ly/unescojsi
[104] See footnote 11.
[105] See footnote 10.
[106] See footnote 9.
[107] See footnote 58.
[108] Pakistan freedom of expression report 2020 : CIME. CPDI. Accessed at https://www.cpdi-pakistan.org/wp-content/uploads/2021/04/Pakistan-Freedom-of-Expression-Report-2020.pdf
[109] Media safety and press freedom report. Pakistan Press Foundation. Accessed at https://www.pakistanpressfoundation.org/wp-content/uploads/2020/05/Media-Safety-and-Press-Freedom-in-Pakistan-2019-2020.pdf

Performance for indicator: CSOs and academia monitor safety and share information			
No action	**Some action**	**Significant action**	**Impactful action**
			In the absence of official monitoring mechanisms, Pakistan's civil society has responsibly and reliably monitored and published information on threats and attacks against journalists, providing credible evidence to conduct informed advocacy on journalists' safety that convinced policymakers about the severity of the issue and helped achieve the enactment of national and provincial safety laws for journalists.

Score: 3

Table 22 Monitoring and reporting - Civil society and academia - Indicator 1

Indicator 2: CSOs and academia build knowledge and capacity

The indicator measures CSOs evaluations and reporting on training and support initiatives undertaken[110].

Status: Several local civil society organizations have provided training and support initiatives to local journalists on safety issues, but there is very little public sharing of evaluations and reports on the outcomes and lessons learnt from these training and support initiatives. It is believed that the monitoring and evaluation is not non-existent but might be limited to internal reporting procedures to donors. The Free Press Unlimited has published an online database of its supported and support-adjacent media development initiatives, including safety training initiatives, for Pakistan among other countries[111]. This database shows that the information is produced by, and is available with, local organizations in Pakistan but not made public.

Performance for indicator: CSOs and academia build knowledge and capacity			
No action	**Some action**	**Significant action**	**Impactful action**
	Very little public evidence of practice among civil society organizations to evaluate and report on safety initiatives undertaken. However, because the civil society organizations are themselves also involved in the delivery of training and support services, therefore the existence of internal monitoring and evaluation processes and privately produced reports cannot be dismissed.		

Score: 1

Table 23 Monitoring and reporting - Civil society and academia - Indicator 2

[110] Based on UNESCO Journalists' Safety Indicators C.3.v (Page 13): https://bit.ly/unescojsi
[111] Evidence base. Free Press Unlimited. Accessed at https://kq.freepressunlimited.org/evidence/

Monitoring and Reporting by Media Actors and Intermediaries

In terms of monitoring duty of media actors, this includes actions by media organizations, journalistic unions and intermediary organizations of monitoring the safety of journalists and reporting on violations.

Indicator 1: Media organizations adopt specific measures to protect the safety of journalists

The indicator measures the monitoring of safety issues by media organizations[112].

Status: There is no evidence to support that individual media organizations dedicatedly monitor the safety threats to their employee journalists or to journalists across the industry. This task is often left to respective associations of journalists and other professional bodies, whose performance will be tracked in the next indicator. However, media organizations do report on incidents of violence against journalists, especially if their own news staff are affected by violent attacks or threats.

Performance for indicator: Media organizations adopt specific measures to protect the safety of journalists			
No action	**Some action**	**Significant action**	**Impactful action**
	No public evidence, in the form of online databases or regular reports, available to indicate that media organizations systematically monitor safety issues faced by their journalists. However, arbitrary and reactive actions are noticed regularly after journalists are attacked or threatened.		

Score: 1

Table 24 Monitoring and reporting - Media actors and intermediaries - Indicator 1

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

This indicator measures monitoring of safety issues by journalists' association and advocacy to employers and the authorities to have effective policies to combat these issues[113].

Status: The Pakistan Federal Union of Journalists (PFUJ) launched a report on the state of media freedom in Pakistan in February 2022[114]. Similarly, in January 2022, the Council of Pakistan Newspaper Editors (CPNE) released the Pakistan Media Freedom Report 2021[115]. Journalists' associations and professional bodies, such as PFUJ and AEMEND (Association of Electronic Media Editors and News

[112] Based on UNESCO Journalists' Safety Indicators D.1.i (Page 14): https://bit.ly/unescojsi
[113] Based on UNESCO Journalists' Safety Indicators D.2.i (Page 15): https://bit.ly/unescojsi
[114] The state of media freedom in Pakistan. PFUJ. Accessed at https://www.pfuj.org/the-sate-of-media-freedom-in-pakistan/
[115] Pakistan media freedom report 2021. CPNE. Accessed at https://www.cpne.pk/wp-content/uploads/2022/01/Eng-CPNE-Pakistan-Media-Freedom-Report-2021.pdf

Directors), regularly monitor and issue public statements to condemn attacks on journalists, hold protest demonstrations, and advocate with government and media employers for the safety of journalists[116]. Editors for Safety and Pakistan Impunity Watch maintain online databases for journalists killed and the impunity for perpetrators of murders of journalists in Pakistan[117].

Performance for indicator: Journalists' unions and professional bodies take specific measures to promote the safety of journalists			
No action	**Some action**	**Significant action**	**Impactful action**
		Journalists' associations and professional bodies rely on civil society organizations for formal monitoring but are consistent in reacting forcefully to incidents of violence against journalists and violations of press freedom and have been at the forefront historically of advocacy for a safe working environment for journalists and media practitioners in Pakistan.	

Score: 2

Table 25 Monitoring and reporting - Media actors and intermediaries - Indicator 2

Monitoring and Reporting by UN, Other IGOs and INGOs

The monitoring duty for UN and international organizations deals with working collaboratively on national monitoring and publication of information about journalists' safety.

Indicator 1: UN within the country monitors journalists' safety issues and shares information

The indicator measures mapping of relevant instruments, actions and actors and establishing partnership and communication channels with monitoring organizations (IFJ and IFEX members) by UN system; publication of information by UN system at national level about journalists' safety issues and making it available in national languages; requests by the UN system at the national level for information from the State about the safety of journalists and the issue of impunity; and publication of information on journalists' safety and impunity at global level[118].

Status: UNESCO produces a bimonthly online newsletter on the UN Plan of Action on the Safety of Journalists and the Issue of Impunity. The newsletter covers issues of journalists' safety in Pakistan[119]. UNESCO's Director-General Reports on the Safety of Journalists and the Danger of Impunity, which include information about Pakistan, are available online[120]. As previously noted in this chapter regarding the State's provision of data to UN fora, the aforementioned UNESCO reports indicate that the UN

[116] For examples, see https://twitter.com/OfficialPfuj/status/1543871636700553218 and https://twitter.com/AzharAbbas3/status/1584439651993255938
[117] See https://editorsforsafety.org/journalists/ and https://pakistanimpunitywatch.org/
[118] Based on UNESCO Journalists' Safety Indicators E.1.i, E.1.iv and E.1.vii-viii (Pages 17-18): https://bit.ly/unescojsi
[119] UNESCO newsletter: https://mailchi.mp/unesco.org/40_action_safety_journalists-3373827?e=b32dd88976
[120] For example, see https://unesdoc.unesco.org/ark:/48223/pf0000374700/PDF/374700eng.pdf.multi

system asks for information from the State, but these requests are not always granted. The UNESCO online database provides information about murdered Pakistani journalists and public statements of condemnation from the Director-General's office about the same[121].

Performance for indicator: UN within the country monitors journalists' safety issues and shares information			
No action	**Some action**	**Significant action**	**Impactful action**
		UN System efforts are led by UNESCO through a variety of communication channels.	

Score: 2

Table 26 Monitoring and reporting - UN, other IGOs and INGOs - Indicator 1

Indicator 2: International actors within the country monitor journalists' safety issues and share information

The indicator measures national level mapping of relevant instruments, actions and actors by INGOs; the presence of relevant communication strategies or statements about killings of or attacks on journalists; publication of information about safety of journalists and the issue of impunity in national languages; and sharing of the information on journalists' safety and impunity to the UN at global level[122].

Status: International organizations such as the International Federation of Journalists, the Committee to Protect Journalists, and Reporters without Borders among others regularly produce reports that map the landscape related to journalists' safety in Pakistan, maintain online databases of killings, and issue statements in the wake of incidents of violence against Pakistani journalists[123]. International organizations have also made joint submissions to the UN in collaboration with Pakistani civil society organizations to highlight the situation of journalists' safety in the country[124].

[121] See footnote 36.
[122] Based on UNESCO Journalists' Safety Indicators E.4.1.i-iii and E.4.1.v (Page 19): https://bit.ly/unescojsi
[123] For example, see CPJ database: http://bit.ly/3Oa6ES8 and joint RSF, CPJ and FPU investigation: http://bit.ly/3O0eAoU and IFJ report with Pakistan chapter: https://www.ifj.org/fileadmin/user_upload/IFJ_KILLED_LIST_REPORT_2020.pdf
[124] Pakistan: Article 19, IFEX and PPF make joint submission to Universal Periodic Review. Article 19. Accessed at https://www.article19.org/resources/pakistan-article-19-ifex-and-ppf-make-joint-submission-to-universal-periodic-review/

Performance for indicator: These international actors within the country monitor journalists' safety issues and share information			
No action	**Some action**	**Significant action**	**Impactful action**
		International non-governmental organizations have consistently monitored threats to journalists' safety in the country either directly through their global indices, reports or country visits or indirectly by supporting local stakeholders to develop monitoring mechanisms.	
Score: 2			

Table 27 Monitoring and reporting - UN, other IGOs and INGOs - Indicator 2

Overall Score for Monitoring and Reporting

In terms of the duty of monitoring and reporting threats and attacks against journalists in Pakistan, the performance is left wanting, with 1.3 out of 3 points. This indicates that the overall effect of the progress is akin to arbitrary actions that lack consistency and do not produce long-term benefits for the journalist community. While some duty bearers have developed impressive and consistent reporting systems that feed into advocacy efforts and protection mechanisms, others are yet to build their monitoring and reporting capacity dragging the collective effectiveness down.

Duty-bearer	Indicator	No Action (0)	Some Action (1)	Significant Action (2)	Impactful action (3)
State institutions & political actors	Indicator 1		✓		
	Indicator 2	✓			
	Indicator 3	✓			
Civil society & academia	Indicator 1				✓
	Indicator 2		✓		
Media actors & intermediaries	Indicator 1		✓		
	Indicator 2			✓	
UN, other IGOs & INGOs	Indicator 1			✓	
	Indicator 2			✓	
Mean score for Monitoring and Reporting		(1+0+0+3+1+1+2+2+2) / 9 = 1.3			

Table 28 Monitoring and reporting: Overall index score for duty

Summary of Performance on Monitoring and Reporting

Overall score is 1.3 out of a maximum of 3 points - a rating of "some actions" by the duty-bearers.

What has changed?

- Pakistan now has reliable and consistent data – produced by civil society rather than state – available that allows for informed advocacy and customized strategies.
- Regular and comprehensive annual status of press freedom in Pakistan report issued by Freedom Network – lists violations by categories, regions, threats actors, media type, digital and gender.
- Regular and comprehensive annual impunity of crimes against journalists' report on Pakistan produced by Freedom Network – lists status of prosecution: investigations, charge-sheeting, trial, conviction, etc.
- Annual global UN conferences as well as UNESCO in Pakistan annual conferences share data and updates on safety of journalists issues.

Shortcomings

- Civil society uses the data for advocacy produced in Pakistan, but the state authorities are lacking in either generating their own data or using this data for prevention and prosecution purposes.
- State authorities' reluctance to pursue data contributes to its failure to report on its obligations to international fora including UPR processes and responding to UNESCO requests to Pakistan for data and cases.

Significance

- Wide coverage (reporting, plus editorials) and use (in floor of parliament and conferences).
- Pakistan Journalists' Safety Coalition's use of data – including both at the federal and provincial levels – has influenced forward movement on safety legislation.

Chapter Four

Capacity Building

Capacity Building

The capacity building duty includes efforts to improve the skills of local stakeholders to effectively deal with threats to the safety of journalists. These range from developing the capacity of law enforcement and prosecutors who are expected to investigate and prosecute cases of violence against journalists to training of media professionals to better deal with safety issues.

Capacity Building by State Institutions and Political Actors

The following indicators check how the State has developed capacity of appropriate institutions to assist journalists in withstanding threats and attacks against their safety.

Indicator 1: Criminal and civil justice system deals effectively with threats and acts of violence against journalists

The indicator measures State's efforts to train and build capacity of police, prosecutors, lawyers and judges to deal effectively with threats and acts of violence against journalists[125].

Status: While evidence of specific training for the criminal justice system exclusively arranged by the State to aid with investigations of violence against journalists is scarce, the State institutions have benefitted from collaboration with the UN system and local civil society organizations to introduce some training opportunities for judicial and legal fraternity. One such initiative was undertaken by UNESCO in collaboration with IRADA to enhance the capacity of judicial actors on fundamental freedoms in the online sphere with the aim of reducing online threats to journalists' safety and ensuring the digital freedom of expression for journalists and other citizens[126].

[125] Based on UNESCO Journalists' Safety Indicators B.3.viii (Page 11): https://bit.ly/unescojsi
[126] For reference, please see https://twitter.com/IRADAPK/status/1470790509094260736 and https://twitter.com/IRADAPK/status/1441448039013437446

Performance for indicator: Criminal and civil justice system deals effectively with threats and acts of violence against journalists			
No action	**Some action**	**Significant action**	**Impactful action**
	Some collaborative initiatives are documented, but their long-term impact and consistency is not guaranteed.		
Score: 1			

Table 29 Capacity building - State institutions and political actors - Indicator 1

Capacity Building by Civil Society and Academia

These indicators mostly deal with building the skills of journalists to protect themselves against potential safety threats.

Indicator 1: CSOs and academia build knowledge and capacity

The indicator measures the inclusion of adequate professional training on safety issue in academic and other journalists' trainings by civil society; provision of legal advice and service to journalists on safety issues, counselling and assistance to journalists under threat and to families of murdered journalists; the availability of CSO programmes that provide specific support for women journalists, provide safety equipment for vulnerable media workers and provide places of refuge or safe houses. It also checks for CSO participation in humanitarian relief efforts for journalists under threat or who have been killed or injured[127].

Status: Civil society organizations have consistently provided comprehensive safety training to journalists, including capacity building for physical protection, digital security, and psychological well-being. A civil society-managed dedicated legal aid cell has provided legal advice and services on safety issues to journalists under threat and to the families of murdered journalists[128]. Another civil society-led safety fund and its associated network of press club-based safety hubs has provided financial, legal, and relocation assistance to journalists in distress, often facing death threats[129]. Local organizations run counselling and complaints helplines to offer mental well-being advice[130] and recourse for online harassment[131]. Civil society organizations have also recognized and prioritized specific support for women journalists[132].

[127] Based on UNESCO Journalists' Safety Indicators C.3.i, C.3.iii-iv, C.3.vi-viii (Page 13): https://bit.ly/unescojsi
[128] Cell launched to defend journalists in courts. Dawn. https://www.dawn.com/news/1606287
[129] In Pakistan, press safety hubs provide support and training for journalists at risk. CPJ. Accessed at https://cpj.org/2017/08/in-pakistan-press-safety-hubs-provide-support-and/
[130] Dastgir online mental health counselling service. Media Matters for Democracy. https://mediamatters.pk/dastgir/
[131] Digital Rights Foundation's cyber harassment helpline: https://twitter.com/DigitalRightsPK/status/1536642100535738368
[132] See https://www.freepressunlimited.org/en/projects/online-safety-female-journalists-pakistan and https://uksresearch.com.pk/media-toolkits/

Performance for indicator: CSOs and academia build knowledge and capacity			
No action	**Some action**	**Significant action**	**Impactful action**
			Local civil society organizations have offered diverse types of safety training to thousands of Pakistani journalists over the past 10 years, building their capacity to mitigate threats to their lives, digital presence, and mental well-being as they perform their professional journalism duties.
Score: 3			

Table 30 Capacity building - Civil society and academia - Indicator 1

Capacity Building by Media Actors and Intermediaries

The following indicators deal with how the media organizations provide training to their journalistic staff to prepare for threats to their safety.

Indicator 1: Media organizations adopt specific measures to protect the safety of journalists

The indicator measures provision of hostile environment and risk assessment training for journalists to dangerous assignments; provision of insurance and safety equipment to journalists on dangerous assignments including equipment appropriate to women; and provision of adequate back-up to journalists on dangerous assignments[133].

Status: Only in 2021, the enactment of two laws for journalists' safety at the federal level and in the Sindh province have made it an obligation for media organizations to perform these actions of providing training, insurance, and back-up for dangerous assignments. However, only one media organization has published such guidelines online in an accessible manner for staff and the public to know[134]. This exception comes close to proving the rule that in a majority of the local news organizations that operate in Pakistan, hostile environment training and risk assessment for dangerous assignments is not done. The injuries and fatalities suffered by Pakistani journalists while covering public protests and conflict situations also shows that safety equipment is not readily provided by the news outlets to their staff[135]; the latest example of this lack of support is a woman reporter who was crushed to death under a truck being used as the rally stage while covering the political rally near Lahore in October[136].

[133] Based on UNESCO Journalists' Safety Indicators D.1.vii-ix (Pages 14-15): https://bit.ly/unescojsi
[134] Geo Asool. Geo News. https://asool.geo.tv/pdfs/C_TeamGeo-Handbook.pdf
[135] Life of a journalist: Covering without cover on the frontlines of conflict. Dawn. https://www.dawn.com/news/1498056
[136] Channel 5 reporter Sadaf Naeem crushed to death under Imran's container during long march coverage. Dawn. https://www.dawn.com/news/1717771

Performance for indicator: Media organizations adopt specific measures to protect the safety of journalists			
No action	**Some action**	**Significant action**	**Impactful action**
Little or no evidence about specific measures taken by media organizations to protect their journalists.			

Score: 0

Table 31 Capacity building - Media actors and intermediaries - Indicator 1

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

The indicator measures the provision by journalists' unions of information resources, practical advice and access to specialist resources, and training and stress counselling to journalists. It also checks whether support is available to community media and citizen journalists and if programmes have been established by journalists' union for women journalists that take account of specific risks they will face on dangerous assignments[137].

Status: The Pakistan Federal Union of Journalists developed a handbook for journalists to report on terrorism while ensuring their safety, in collaboration with UNESCO[138]. Other examples include the Karachi Union of Journalists and the Karachi Press Club in collaboration with the International Federation of Journalists organizing safety training sessions for their members, with a focus on the safety of women journalists[139].

Performance for indicator: Journalists' unions and professional bodies take specific measures to promote the safety of journalists			
No action	**Some action**	**Significant action**	**Impactful action**
	While access to safety resources and training opportunities are not regularly available for all members of journalists' unions and professional bodies, these unions and bodies have occasionally organized training sessions and produced resources for local journalists with the support of UN and international organizations.		

Score: 1

Table 32 Capacity building - Media actors and intermediaries - Indicator 2

[137] Based on UNESCO Journalists' Safety Indicators D.2.ii-vi (Page 15): https://bit.ly/unescojsi
[138] See footnote 37.
[139] Pakistan: IFJ holds a training on safety of women journalists and gender equality. IFJ. Accessed at https://www.ifj.org/media-centre/news/detail/category/women-workers/article/pakistan-ifj-holds-a-training-on-safety-of-women-journalists-and-gender-equality.html

Indicator 3: All media actors, including individual journalists, are aware of safety in digital communications

This indicator measures awareness among journalists about digital dangers and protection measures; effective use of protection in digital communication including appropriate software and other precautionary measures by journalists; and the provision of software, equipment and trainings by employers[140].

Status: Surveys of journalists and bloggers conducted by civil society organizations show that the level of awareness among journalists about digital dangers and protection measures is low. One survey found that most journalist respondents did not know about the improved level of digital security offered by tools of encryption and virtual private networks[141]. In another study, a majority of Pakistani women journalists expressed interest in learning more about digital security tools and techniques to protect their online activity, indicating a need and a lack of prior knowledge in this area[142]. There is little evidence available publicly that employers provide digital safety training to the local journalists.

Performance for indicator: All media actors, including individual journalists, are aware of safety in digital communications			
No action	**Some action**	**Significant action**	**Impactful action**
	Evidence indicates that local journalists are aware of the importance of digital protection measures and safe digital communication techniques but are not always able to access such resources due to limited opportunities.		
Score: 1			

Table 33 Capacity building - Media actors and intermediaries - Indicator 3

Indicator 4: Media actors cover safety issues

The indicator measures demonstration by the media community of concern on the issues of safety and impunity and advocacy as a community for these issues[143].

Status: Similar to the response of the media community on monitoring and reporting, the representative associations and unions of journalists regularly create outrage about violations of journalists' safety and advocate for safety of journalists collectively. Significant examples include individual and joint efforts by the Pakistan Federal Union of Journalists (PFUJ)[144], the Council of Pakistan

[140] Based on UNESCO Journalists' Safety Indicators D.3.i-iii (Page 16): https://bit.ly/unescojsi
[141] Pakistan: Bloggers and journalists to duck digital threats. APC. Accessed at https://www.apc.org/en/news/pakistan-bloggers-and-journalists-duck-digital-thr
[142] Gendered self-censorship. Media Matters for Democracy. Accessed at https://drive.google.com/file/d/1bQPPhgJPtMTHdgE5yWRvxKPfxU1-wmGa/view
[143] Based on UNESCO Journalists' Safety Indicators D.4.i-ii (Page 16): https://bit.ly/unescojsi
[144] The state of media freedom in Pakistan. PFUJ. Accessed at https://www.pfuj.org/the-sate-of-media-freedom-in-pakistan/

Newspaper Editors (CPNE)[145], AEMEND (Association of Electronic Media Editors and News Directors)[146], DigiMAP (Digital Media Alliance of Pakistan)[147], Editors for Safety and Pakistan Impunity Watch, among others[148].

Performance for indicator: Media actors cover safety issues			
No action	**Some action**	**Significant action**	**Impactful action**
		Despite fractious internal politics, the press associations and journalist unions in Pakistan regularly demonstrate concern about the issues of journalists' safety and impunity and advocate as a collective to tackle these issues.	
Score: 2			

Table 34 Capacity building - Media actors and intermediaries - Indicator 4

Capacity Building by UN, Other IGOs and INGOs

The UN and international organizations have also supported capacity building initiatives in Pakistan on journalists' safety, as is already obvious from the discussions about the role of other duty-bearers in this chapter, and the following indicators specifically check for performance against these responsibilities.

Indicator 1: UN within the country monitors journalists' safety issues and shares information

The indicator measures support of UN system for specific projects and activities on building and reinforcing the capacity to monitor and assess safety[149].

Status: UNESCO has worked during the past five years with federal and provincial governments and civil society organizations to improve the gender-responsive media environment in Pakistan, including monitoring for risks to the participation of women journalists, and use awareness raising and capacity building support to improve gender representation in the local media[150]. It has also looked to build the capacity of journalists to report on conflict situations, where again the ability to assess safety is critical for journalists to work effectively[151]. Similarly, as part of its 2013-2017 programming, UNESCO was "involved in the training of journalists in conflict areas, along with the development of new modules for online training of professional skills and safety issues"[152].

[145] Pakistan media freedom report 2021. CPNE. Accessed at https://www.cpne.pk/wp-content/uploads/2022/01/Eng-CPNE-Pakistan-Media-Freedom-Report-2021.pdf
[146] For examples, see https://twitter.com/OfficialPfuj/status/1543871636700553218 and https://twitter.com/AzharAbbas3/status/1584439651993255938
[147] Press releases. DigiMAP. https://digimap.pk/digimap-press-releases/
[148] See https://editorsforsafety.org/journalists/ and https://pakistanimpunitywatch.org/
[149] Based on UNESCO Journalists' Safety Indicators E.1.ii (Page 17): https://bit.ly/unescojsi
[150] UNESCO Pakistan country strategic document 2018-2022. Accessed at https://en.unesco.org/sites/default/files/ucsd.pdf
[151] Ibid.
[152] Pakistan: UNESCO country programming document 2013-2017. Accessed at https://unesdoc.unesco.org/ark:/48223/pf0000225625/PDF/225625eng.pdf.multi

Performance for indicator: UN within the country monitors journalists' safety issues and shares information			
No action	**Some action**	**Significant action**	**Impactful action**
		The UN system, through UNESCO, has provided support for capacity building of local stakeholders on the issue of journalists' safety over the past 10 years.	
Score: 2			

Table 35 Capacity building - UN, other IGOs and INGOs - Indicator 1

Indicator 2: UN within the country builds knowledge and capacity

The indicator measures UN system's provision of advice and capacity building on issues such as the treatment of journalists; investigation of crimes against journalists; and prosecution and protection measures by UN system; availability of specific budget with UN system for safety activities at national level; provision of safety trainings to journalists on reporting in conflict zones, legal rights, self-protection techniques, first aid, etc. and assist with provision of safety equipment; and presence of rapid response mechanism to assist journalists who are attacked or are under threat[153].

Status: As discussed in the previous indicator, the UN system has mostly provided journalists' safety advice and capacity building services through UNESCO Pakistan, which has worked with local stakeholders on media development, including safety training for journalists reporting in conflict zones. For the 2018 to 2022 period, the support for these activities was estimated to be shy of USD 1 million, however it is not clear how much of these funds were directly allocated for safety activities at the national level[154]. Data could not be found on provision of safety equipment and rapid response mechanism for Pakistani journalists operated by the UN system in the country.

Performance for indicator: UN within the country builds knowledge and capacity			
No action	**Some action**	**Significant action**	**Impactful action**
		UNESCO has supported building of knowledge and capacity on journalist protection in the country.	
Score: 2			

Table 36 Capacity building - UN, other IGOs and INGOs - Indicator 2

[153] Based on UNESCO Journalists' Safety Indicators E.3.ii-v (Page 19): https://bit.ly/unescojsi
[154] See footnote 150.

Indicator 3: Within the country, other international intergovernmental and non-governmental agencies promote safety of journalists

This indicator measures the promotion of safety issues by relevant intergovernmental organizations and support of local efforts by International NGOs to promote safety in terms of capacity building[155].

Status: Many intergovernmental and international non-governmental organizations have promoted local safety efforts for journalists' protection. The European Union supported trainings for the journalists' awareness on safety, digital security, and psychosocial support[156]. The International Federation of Journalists (IFJ)[157] provides regular capacity building sessions including trainings, workshops and degree program for journalists and media personnel from across Pakistan. Other organizations have supported the establishment of rapid assistance mechanisms for journalists in distress[158].

Performance for indicator: Within the country, other international intergovernmental and non-governmental agencies promote safety of journalists			
No action	**Some action**	**Significant action**	**Impactful action**
		Many international organizations have provided support for the capacity building of journalists and other local stakeholders on the issue of journalists' safety and addressing impunity in crimes committed against journalists.	
Score: 2			

Table 37 Capacity building - UN, other IGOs and INGOs - Indicator 3

Indicator 4: The international actors within the country build knowledge and capacity

This indicator measures the dissemination of knowledge by international actors on relevant good practices and encourage local adaptation; provision of advice and capacity building to stakeholders on issues such as: the treatment of journalists; investigation of crimes against journalists; and prosecution and protection measures; availability of budget and fundraising for their safety activities; provision of 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; and participation in a joint rapid response mechanism at the national or international level[159].

Status: As previously mentioned, international inter-governmental and non-governmental organizations have consistently supported local stakeholders by sharing international best practices, standards

[155] Based on UNESCO Journalists' Safety Indicators E.4.i-ii (Page 19): https://bit.ly/unescojsi
[156] CIME training programs. CPDI. Accessed at https://www.cpdi-pakistan.org/trainings/cime
[157] See footnote 139.
[158] Supporting safety of journalists in Pakistan. UNESCO. Accessed at https://en.unesco.org/sites/default/files/pakistan_jsi_final_working_document_20072016_0.pdf
[159] Based on UNESCO Journalists' Safety Indicators E.4.3.i-v (Page 20): https://bit.ly/unescojsi

and policies related to journalists' safety while also providing funds for capacity building initiatives, including training for journalists but also guidance for monitoring, reporting and investigating crimes committed against journalists. The support has also included, as previously noted, the development of rapid assistance mechanisms and the provision of resources on safety techniques.

Performance for indicator: The international actors within the country build knowledge and capacity			
No action	**Some action**	**Significant action**	**Impactful action**
		International organizations have remained steadfast in support of local efforts to improve the safety of journalists through a variety of capacity building and rapid response initiatives.	
Score: 2			

Table 38 Capacity building - UN, other IGOs and INGOs - Indicator 4

Overall Score for Capacity Building

For the duty of capacity building, the performance is left wanting, with 1.6 out of 3 points, indicating significant actions to build the skills of stakeholders to respond to security threats during the 10-year implementation of the UN Plan of Action in Pakistan.

Duty-bearer	Indicator	No Action (0)	Some Action (1)	Significant Action (2)	Impactful action (3)
State institutions & political actors	Indicator 1		✓		
Civil society & academia	Indicator 1				✓
Media actors & intermediaries	Indicator 1	✓			
	Indicator 2		✓		
	Indicator 3		✓		
	Indicator 4			✓	
UN, other IGOs & INGOs	Indicator 1			✓	
	Indicator 2			✓	
	Indicator 3			✓	
	Indicator 4			✓	
Mean score for Capacity Building	(1+3+0+1+1+2+2+2+2+2) / 10 = 1.6				

Table 39 Capacity building: Overall index score for duty

Summary of Performance on Capacity Building

Overall score is 1.6 out of 3 points, indicating a rating of "significant" by the duty-bearers.

What has changed?

- Civil society: Local CSOs offer diverse types of safety training to journalists across Pakistan, building their capacity to mitigate threats to their lives, digital presence, and mental well-being as they perform their professional duties.
- State: State authorities, especially judicial actors, are not known for seriousness in the pursuit of capacity building or best practices that can address impunity issues, especially related to prosecution.
- Media: Media houses continue to drag their feet on drafting formal safety policies or protocols or dedicating resources to mandatorily train their staffers on mitigating threats.
- UN system: UNESCO's excellent JSIs [journalists safety indicators] continue to provide a wide roadmap of interventions that can help stakeholders pursue the 3P spectrum of safety (prevention, protection and prosecution).

Significance

- Because of consistent advocacy by relevant stakeholders, especially CSOs and UN System, a critical mass of practices has developed in Pakistan allowing for physical violence against journalists, especially target killings, to go down in the decade after UN Plan of Action (53 deaths) compared to the decade before it (104 deaths).

Chapter Five

Coalition Building

Coalition Building

The coalition building duty is informed from the fact that the issue of journalists' safety and ending impunity cannot be resolved by one stakeholder alone rather concerted joint efforts by all stakeholders are required for this purpose. Coalition building aims to develop local ownership for the safety issues by building new alliances and strengthening existing ones through the cooperation of the UN system, the State authorities, civil society, media, and academia.

Coalition Building by State Institutions and Political Actors

The following indicator checks how the State consults with other stakeholders to counter threats to journalists' safety.

Indicator 1: The State takes other effective measures in regard to journalists' safety

The sub-indicators under this indicator measure the existence and extent of the State's consultation with human rights organizations and other relevant stakeholders on appropriate policies and frameworks to counter specific threats to journalists, including women journalists[160].

Status: While political actors have at times appeared antagonistic towards the safety of journalists, specifically women journalists, there have been positive examples on display in this regard. The ministry of human rights consulted with journalists for the national draft bill for the protection of journalists[161] and the human rights committee of the National Assembly specifically took up the issue of online harassment of women journalists, providing them with an opportunity to share their testimonies of facing targeted online attacks during a committee hearing[162]. Moreover, the National Commission for Human Rights is working with civil society organizations and academia to set up a complaints mechanism for women journalists to report threats and attacks they face in the line of work[163].

[160] Based on UNESCO Journalists' Safety Indicators B.4.iii (Page 11): https://bit.ly/unescojsi
[161] See https://twitter.com/mohrpakistan/status/1461645758344671234?lang=en
[162] Parliamentary body hears complaints of women journalists. Dawn. Accessed at https://www.dawn.com/news/1575116
[163] NCHR launches complaint cell for women journalists. The News International. Accessed at https://www.thenews.com.pk/latest/978010-nchr-launches-complaint-cell-for-women-journalists

Performance for indicator: The State takes other effective measures in regard to journalists' safety			
No action	**Some action**	**Significant action**	**Impactful action**
		State institutions have shown positive signs of consulting with journalists, civil society organizations and other stakeholders to develop appropriate mechanisms for addressing the threats faced by women journalists.	
Score: 2			

Table 40 Coalition building - State institutions and political actors - Indicator 1

Coalition Building by Civil Society and Academia

The following indicator checks how the civil society coordinates with other stakeholders to confront threats to journalists' safety[164].

Indicator 1: National CSOs promote coordinated approaches to journalists' safety issues

The sub-indicators under this indicator measure the level of co-operation among CSOs and other stakeholders, including international organizations and State institutions, to contribute to law and policy making around journalists' safety.

Status: Several civil society groups have formed networks and coalitions for a coordinated approach to journalists' safety issues. The Pakistan Coalition for Media Safety (PCOMS) was formed in 2013[165]. However, it became dysfunctional after 2017. Later in 2019, the Pakistan Journalists Safety Coalition (PJSC) was launched to advocate for journalists' safety legislation in the country[166]. Similarly, Pakistan Coalition on Media Legal Reforms (PCMLR) was also established to initiate debate on media law reforms, including the need for a journalists' safety law in the country[167]. The Alliance for Diversity and Pluralism in Media (ADPM) has also been advising digital journalists to practice safety strategies in public interest journalism[168]. All these coalitions include representation from different stakeholder groups, including journalists, human rights defenders, and lawyers.

[164] Based on UNESCO Journalists' Safety Indicators C.2.ii-iv (Page 13): https://bit.ly/unescojsi
[165] Introduction of PCOMS: https://pakistansafetycoalition.org/introduction-of-pcoms/
[166] Coalition formed for journalists' safety. The Express Tribune. Accessed at https://tribune.com.pk/story/2031337/coalition-formed-journalists-safety
[167] 'Changes to media laws must be linked with policy reforms'. Dawn. Accessed at https://www.dawn.com/news/1291948
[168] ADPM: https://mobile.twitter.com/adpm_pk

Performance for indicator: National CSOs promote coordinated approaches to journalists' safety issues			
No action	**Some action**	**Significant action**	**Impactful action**
		Civil society-led alliances and coalitions have collaborated broadly with international organizations, political actors, and government departments to ensure sufficient attention is given to the issue of journalists' safety.	
Score: 2			

Table 41 Coalition building - Civil society and academia - Indicator 1

Coalition Building by Media Actors and Intermediaries

The following indicator checks how media actors collaborate with other stakeholders to address impunity in crimes committed against journalists.

Indicator 1: Media actors cover safety issues

The indicator measures the work of media actors with non-media stakeholders to ensure adequate policies and attention is given to journalists' safety[169].

Status: Some media actors such as journalists' associations and trade unions have showed willingness to work with non-media stakeholders such as civil society organizations. One prime example is the collaboration among the PFUJ, the Human Rights Commission of Pakistan, and the Pakistan Bar Council in recent years to thwart violations of press freedom and raise voice against attacks on journalists[170]. The PJSC and ADPM previously mentioned in this chapter are also important examples of broad-based coalitions of media and non-media actors to garner support for journalists' safety and freedom of expression.

Performance for indicator: Media actors cover safety issues			
No action	**Some action**	**Significant action**	**Impactful action**
		Media actors, such as trade unions, have successfully collaborated with human rights defender organizations and media development organizations to advocate for journalists' safety.	
Score: 2			

Table 42 Coalition building - Media actors and intermediaries - Indicator 1

[169] Based on UNESCO Journalists' Safety Indicators D.4.iii (Page 16): https://bit.ly/unescojsi
[170] See, for example https://www.thenews.com.pk/print/922366-framing-journalists-pfuj-pbc-hrcp-fn-say-journalists-shouldn-t-be-punished-for-doing-their-job and https://digitalrightsmonitor.pk/pfuj-bar-council-and-others-to-hold-a-press-conference-to-highlight-growing-issues/

Coalition Building by UN, Other IGOs and INGOs

The following indicator checks how the UN system and international organizations collaborate with local stakeholders to coordinate efforts regarding journalists' safety.

Indicator 1: UN System within the country implements effective co-ordination and responses to safety incidents and problems

The indicator measures how the activities of UN system organizations complement and co-ordinate efforts in support of the safety of journalists as per the UN Action Plan and how the efforts of UN system achieve multi-stakeholder co-operation with non-UN actors on safety and impunity and formulation of national strategies[171].

Status: UNESCO has been supporting multistakeholder consultation on the issue of journalists' safety in the country and has also supported the cause while working with local NGOs like IRADA, Peace and Justice Network, the Parliamentarians Commission for Human Rights and Media Matters for Democracy on the issue. However, there are no reports of UN system led initiatives to directly build coalitions or institutionalized multistakeholder cooperation for journalists' safety.

Performance for indicator: UN System within the country implements effective co-ordination and responses to safety incidents and problems			
No action	**Some action**	**Significant action**	**Impactful action**
	Some efforts by UNESCO are reported for multi-stakeholder action for journalists' safety.		
Score: 1			

Table 43 Coalition building - UN, other IGOs and INGOs - Indicator 1

Indicator 2: UN within the country builds knowledge and capacity

The indicator measures how the UN system promotes safety issues in contact with local stakeholders to distribute knowledge of best practices regarding journalists' safety and encourage local adaptation of the same[172].

Status: An example of this collaboration is the joint effort by IRADA, the Pakistan Bar Council, the PFUJ through the assistance of UNESCO to support the Journalists Defence Committee, a collective of pro-bono lawyers who successfully defended local journalists who were wrongfully accused of crimes on the basis of their journalism and online expression.

[171] Based on UNESCO Journalists' Safety Indicators E.2.i-ii (Page 18): https://bit.ly/unescojsi
[172] Based on UNESCO Journalists' Safety Indicators E.3.i (Page 19): https://bit.ly/unescojsi

Performance for indicator: UN System within the country implements effective co-ordination and responses to safety incidents and problems			
No action	**Some action**	**Significant action**	**Impactful action**
		UN system has significantly supported the development of legal capacity to protect journalists against emerging threats through a collaboration among local stakeholders.	
Score: 2			

Table 44 Coalition building - UN, other IGOs and INGOs - Indicator 2

Indicator 3: Within the country, other international intergovernmental organizations and non-governmental agencies promote safety of journalists

The indicator measures the promotion of safety issues by international organizations in terms of coalition building[173].

Status: The previously mentioned PCOMS and PJSC alliances show the effective collaboration among the international organizations and local stakeholders to promote journalists' safety through coalition building.

Performance for indicator: Within the country, other international intergovernmental organizations and non-governmental agencies promote safety of journalists			
No action	**Some action**	**Significant action**	**Impactful action**
		The supported coalitions proved to be effective in advocacy to bring about the enactment of journalists' safety laws.	
Score: 2			

Table 45 Coalition building - UN, other IGOs and INGOs - Indicator 3

Indicator 4: These international actors promote coordinated approaches to safety issues

The indicator measures the presence of focal points of international actors (INGOs) to communicate with each other on a periodic basis, collaborate and coordinate in activities with UN, and other non- UN actors including State; and the efforts for formulation of national strategies on journalists' issues[174].

[173] Based on UNESCO Journalists' Safety Indicators E.3.i (Page 19): https://bit.ly/unescojsi
[174] Based on UNESCO Journalists' Safety Indicators E.4.2.i-iii (Page 20): https://bit.ly/unescojsi

Status: The international actors might collaborate with each other globally. However, there is little evidence of their coordination within Pakistan or with the UN country team due to their current limited presence on ground in response to government policies regarding the development sector.

Performance for indicator: These international actors promote coordinated approaches to safety issues			
No action	**Some action**	**Significant action**	**Impactful action**
There is little or no evidence to suggest that international actors coordinate locally with each other or with the UN System to develop national strategies.			
Score: 0			

Table 46 Coalition building - UN, other IGOs and INGOs - Indicator 4

Overall Score for Coalition Building

For the duty of coalition building, the performance is left wanting, with 1.6 out of 3 points, indicating significant actions to build and strengthen coalitions to collectively address impunity during the 10-year implementation of the UN Plan of Action in Pakistan.

Duty-bearer	Indicator	No Action (0)	Some Action (1)	Significant Action (2)	Impactful action (3)
State institutions & political actors	Indicator 1			✓	
Civil society & academia	Indicator 1			✓	
Media actors & intermediaries	Indicator 1			✓	
UN, other IGOs & INGOs	Indicator 1		✓		
	Indicator 2			✓	
	Indicator 3			✓	
	Indicator 4	✓			
Mean score for Coalition Building	(2+2+2+1+2+2+0) / 7 = 1.6				

Table 47 Coalition building: Overall index score for duty

Summary of Performance on Coalition Building

An overall score of 1.6 out of 3 points, indicating a rating of "significant" by the duty-bearers.

What has changed?

- Civil society: Civil society-led alliances and coalitions – Pakistan Journalist Safety Coalition (PJSC), managed by Freedom Network, and the Journalists Defence Committee (JDC), managed by IRADA, have collaborated broadly with INGOs, political actors, and government departments to ensure a critical mass of attention is given to the issue of journalists' safety, including safety legislation.
- State: State institutions (including ministries and parliamentary committees) have regularly engaged with journalists, media, CSOs and other stakeholders to address threats to journalists that has resulted in legislation, and the National Commission on Human Rights (NCHR) in the steerage of Chairperson Rabiya Javeri Agha has established a complaint cell for women journalists to respond to threats against them. NCHR and NCSW (National Commission on the Status of Women) have been working together with PJSC, especially in the provinces.
- Media: Media associations such as Pakistan Federal Union of Journalists (PFUJ) and press clubs have successfully collaborated with human rights defender organizations and media support groups to advocate for journalists' safety – including the Pakistan Journalists Safety Coalition, Pakistan Journalists Safety Fund, Safety Hubs Network, Alliance for Diversity and Pluralism in Media etc.
- UN system: UN system has significantly supported collaboration among various stakeholders, including INGOs, to push the safety agenda to the forefront, such as the 10-year UN Plan of Action Vienna conference in November 2022, annual impunity reviews, as well as local collaborations, including this review.

Significance

- Collaborative action in Pakistan among the duty bearers identified in the UN Plan of Action has fostered broad local ownership of the safety of journalists agenda as media freedoms and democracy agendas, forcing the government to commit itself to binding accountability on safety of journalists through legislation. There is, as a result of this, bipartisan support in the legislatures on the safety of journalists' agenda despite the acute political polarization in the country.

Overall Impact of the UN Plan of Action in Pakistan

Based on the mean scores for each duty, the overall index score for the 10-year impact of the UN Plan of Action in Pakistan comes out to be 1.6 out of 3. This indicates significant action of duty-bearers in the country to implement the Plan to tackle threats to journalists' safety.

Duty	Score
Awareness Raising	2.3
Standard Setting and Policy Making	1.4
Monitoring and Reporting	1.3
Capacity Building	1.6
Coalition Building	1.6
Overall Pakistan performance on UN Plan of Action (mean value)	**1.64 out of 3**

Table 48 Pakistan: Overall Score for the UN Plan of Action Implementation

Recommendations

In order to help Pakistan move from "significant actions" to "impactful actions" over the next 10 years, this study offers the following recommendations.

1. **Operationalize the safety commissions:** The federal and Sindh journalists' safety laws prescribe the formation of powerful safety commissions, which can investigate and prosecute incidents of violence against journalists. However, these commissions were not fully operational by the end of 2022. Local stakeholders, especially media and civil society organizations, should push for immediate operationalization of the commissions and the federal and Sindh governments must notify them and allocate appropriate resources to allow them unhindered operations.

2. **Blanket legal support for combating impunity of crimes against journalists:** Only the federal and Sindh governments have enacted the laws on safety of journalists. Balochistan, Khyber Pakhtunkhwa and Punjab, as well as other territories including Azad Jammu and Kashmir and Gilgit-Baltistan regions must also legislate similar laws to provide universal coverage of state support for legal actions against impunity of crimes against journalists in these territories. And in each subsequent safety legislations, the majority representation in their proposed safety commissions should lie with working journalists and their representative associations.

3. **Work with all stakeholders to reduce impunity:** The litmus test of an effective national protection mechanism – through the safety legislations – is that it moves beyond tokenism and actually ends impunity in crimes committed against journalists through court relief. This includes investigating not just new cases of attacks and threats against journalists but also investigating the unaccounted-for murders of over 150 journalists killed in the line of duty in Pakistan since 2000. Local stakeholders need to monitor the implementation of the recently enacted laws, provide technical support where needed, and emphasize on the State and political actors that impunity cannot be allowed to remain.

4. **Support NHRIs to ensure journalists' safety:** Where there is a delay in setting up national or provincial protection mechanisms under the journalists' safety legislation, or whether any safety commissions face hurdles in performing their duties, the national human rights institutions (NHRIs), such as the National Commission for Human Rights (NCHR), the National Commission on the Status of Women (NCSW) and support platforms like the Parliamentarians Commission for Human Rights (PCHR) can be natural allies to promote the safety of journalists, including women journalists who face double jeopardy as journalists due to their gender. Other stakeholders should support the NHRIs to address the issue of impunity to bridge any gap between state commitments on justice and its actual delivery. The NHRIs should establish institutional partnerships with civil

society alliances promoting journalists' safety agendas such as the Pakistan Journalists Safety Coalition (PJSC) at the federal and provincial levels to serve as accountability mechanisms over safety commissions established under the journalists' safety laws. A broader alliance among these coalitions and NHRIs could be the most powerful national mechanism for safety of journalists.

5. **Improve monitoring and reporting of threats:** Different threats and threat actors often require customized response mechanisms. This starts with accurate and reliable data and analysis. Comprehensive monitoring and reporting of threats at the official level is a hindrance in addressing impunity in attacks and murders of journalists. Civil society organizations should offer their expertise to State institutions and NHRIs to develop robust monitoring mechanisms that are interfaced with law enforcement and judiciary for effective redress of complaints.

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OUR VISION

We envision a democratic, participatory, peaceful and just polity in Pakistan

OUR MISSION

1. Strengthening democracy *through* inclusivity and pluralisms
2. Strengthening local empowerment *through* devolution of powers
3. Strengthening governance through accountability and transparency
4. Strengthening justice *through* fundamental rights

OUR WORK

1. Promoting inclusivity and pluralisms *through* support for free speech, civil liberties, peace and rights of minorities and marginalized communities
2. Promoting devolution of powers *through* support for empowerment of provinces and districts, policy development, provincial-level legislation and local governance
3. Promoting accountability and transparency *through* support for right to information, free media, open internet, open government
4. Promoting fundamental rights *through* support for equality, access to justice and rule of law.

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