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Paper No. 16
MEDIA ETHICS
IN ASIA
Country Paper on Pakistan

Dr. Ijaz Shafi Gilani

To be presented at the AMIC Seminar on Media Ethics
Kuala Lumpur, Malaysia (September 11 – 13, 2000)
INTRODUCTION

During the last fifty years in Pakistan, the number of people reached by mass media have risen and its role in their life has increased dramatically. Today the mass media affects all aspects of their life including political, social and personal life. It shapes their world view, it evokes 'primordial' values of good & evil, love & hate, envy & prejudice, compassion and altruism. It introduces them to cooking & stitching, sports and aerobics. It is a parent, a teacher, a role model and a friend. In other words it is a surrogate community and sometimes even a surrogate family. Its geographic scope is increasingly expanding beyond local communities to entire nations and now at a global level. The issue of ethics in media is therefore as relevant and as complicated as ethics in society. In political life the ethical issues of reconciling various sources of power dominate the discussion. In social life, the issues are that of reconciling competing social preferences across religious, moral, generational, ethnic and socio-economic divides. In personal life the ethical issues may relate to personality development of oneself and ones family.

As more and more of physical reality cedes the stage to virtual reality the custodians of this new space will be subjected to an expanding framework and newer dimensions of Ethics. and concerns about its observance will be enhanced.
A discussion about Media Ethics therefore is universal on the one hand because it addresses issues which is fairly uniform across the globe but particular in the sense that different societies may lie at a different point on the continuum of change which extends the role of media in political, social and personal life.

The expanding scope of media in our lives increases its functions and the relevant actors. The repertoire of functions and the cast of actors who play a role on the stage of media ethics is thus somewhat specific from society to society. And so are the nature of prompts and punishments or incentives and penalties which must be administered to give teeth to social consensus on a desirable Code of Ethics. And here of course we are confronted with the issue of social consensus and the unique ways in which various societies may strive to achieve a semblance of social consensus.

While all of this discussion may seem abstract, it has essentially emerged from reflections on the experience of Pakistan in its recent history spanning over half a century. The following section provides a sketch of the expanding role of media in the life of a Pakistani. It thus lays down the context in which the current debate on media ethics is being conducted.
THE GROWING ROLE OF MASS MEDIA IN PAKISTAN

Fifty years ago the country which is today Pakistan had a population of approximately 35 million persons: more than 80% or 30 million lived in rural areas, leaving an urban population of around 5 million. The rural areas were quite inaccessible as roads were poor, there were no telephones and electricity supply was quite uncommon. The mass media, as we know it today, was restricted to newspapers constrained by the limitations of literacy which were around 15% of the total population. Thus a literate population of less than five million dispersed across different key locations on a sizeable land mass of over 700,000 kilometers could be sparsely reached by newspapers, whose timely supply would obviously be constrained by the speed of trains and buses, if and where rail tracks and motorable roads were available.

This is not to say that mass media did not enjoy a significant role at that time. To the contrary there was a magic about the written word and a mystery about the nascent radio broadcast; and hence their reach and impact defied the calculations made through current techniques of audience measurement relying on reach, frequency and target rating points, without taking into account the magic and the mystery of the medium (much of which has in fact disappeared today, with time and other overreaching developments). Perhaps the mass media achieved its reach and exercised its impact by becoming an artifact in a social setting in which the word of mouth in the parlours of the rich and the famous and the 'hujras'
(community meeting places) and ‘tharas’ (street corners) of the commoners amplified any utterance in print and sound. The reach and impact flowed step by step in a complex social environment. The mass media essentially reached the real masses through the intermediation of an elite which resided mostly in urban areas and was privileged to access the media through education and financial capacity to buy a newspaper or owned an uncommon possession, the radio. The influence of the mass media in those days should however not be underestimated, if only by gauging the restrictions which governments placed on it and the enthusiasm with which political activists and social reformers aspired to mobilize it for their causes. But, it is quite evident that the direct audience of the mass media were quite small, and its true significance lay in its effective relationship with other social institutions notably the grass-root political and social organisation. In politics, the mass media (print media was the only option) was an important instrument with which the civil society could build its organisation to compete with a much better organised and ever encroaching (at the time) power of the colonial or the post-colonial state. The mass media helped build a grass-root organisation which in turn amplified the message carried through it. In social controversies the influence of the mass media rested on its ability to create a ‘rumour’ which travelled with its characteristic speed and distorted signal at each rung of a spiralling path.

The debate on media ethics was carried out to address these issues. The focus was primarily on politics and a tug of war between the state and various civil society institutions. An acrimonious issue was the extent to which the ruling group could claim to be the sole custodian and spokesman
for the state. The agenda of discussion was largely limited to the concerns of the state and the concerns of political rulers and oppositions. In more recent years the parameters of debate on media on media ethics have however gone beyond the concerns of the state and the concerns of political rulers and oppositions.

The new parameters are related to the social and cultural life and the field of business and commerce. These new battle grounds have become important alongwith the expanded role of mass media in our lives. We shall briefly discuss here the expanding role of print and electronic media in the life of an average Pakistani.

Print Media

During the last fifty years the urban population of Pakistan has grown nearly ten fold from a little more than 5 million to nearly 50 million. And despite pathetically low rates of literacy, the absolute number of literates have also grown more than 10 times, partly due to the growth in population and partly as a result of higher literacy rates. More importantly a vast network of roads, albeit of very poor quality, has brought most of the 90 million rural Pakistanis within the reach of urban centres. Air and road transportation has revolutionized during the same period. The newspapers are thus reaching larger numbers not just through the word of mouth, but directly. An average newspaper is read by seven or more readers because nearly half of readers read from a borrowed paper. Today, nearly 50% of Pakistan’s adult population is a regular or casual reader of newspapers. For all readers combined the average reading time is a little more than thirty minutes. More
than 90% of the readership is in Urdu language and the remaining is split
between Sindhi as regional language and English. The readership is split
between the more expensive newspapers priced at Rs. 7-10 and the less
expensive ones priced at Rs. 2-5. The former category of newspapers are
considerably more voluminous than the latter and include several specialized
sections on Sports, Entertainment, Business as well as more than one
magazine each week. The larger volume allows them to extend the scope of
their writings to social and commercial issues and to include a sizeable
number of advertisements. The print media now earns approximately 2.5
billion Rupees a year from advertising which by Pakistani standards is a
large sum. Newspaper readership is almost universal among the one million
upscale households which constitute the top 5% of the socio-economic
hierarchy in the country.

The purpose of this description of the current situation of newspaper
readership in Pakistan is to show that newspapers are an important actor on
the political, social and commercial scene of Pakistan. Their reach cuts
across urban and rural areas, and various socio-economic classes. Only a few
newspapers in Pakistan cater to narrow political or communal groups. In
most of the cases they attempt to attract a cross section of political and social
segments. This in itself suggests that newspapers are not an aid to
supplement grass-root organisations with a narrowly focused or partisan
agenda. They are increasingly a reflection of the broad spectrum of our
society. This creates an interesting change in the attitudes of those who wish
to use or misuse this medium for their partisan purpose; and this includes the
ruling political groups as well as other important political, social and
commercial actors. It is futile for them to dominate it to the exclusion of their competitors, for in that case it would cease to be the collective arena on which they wish to compete. Instead they would like to disproportionately influence an arena which is otherwise driven towards reflecting the society in proportions approximating the reality. This change gives a new nuance to both the parameters of media ethics and the measures to ensure an ethical behaviour. It is interesting to note that the distortions of truth and fairness are today caused less by blatantly coercive and legal means and more through subtle or not so subtle use of infiltration, corruption and to use an even harsher word, black-mail. With greater resources at their disposal, the rulers have been more prominent and powerful players in this improper contest, but these means are not unknown in their use to political oppositions, ideologues of various cultural preferences and global players of all varieties, for causes which are justified by their national, emotional or commercial interests. The institutions of the state including the civil bureaucracy and the armed forces have also not shied away from this contest. By some accounts they have been the most vicious players. It is important to highlight these aspects of reality when we deliberate on the means to enforce an ethical behaviour in the mass media. Increasingly the distortion of truth and fairness is caused not through open sanctions, but through sneaky and crooked means; its remedy may require more than formal legal checks and a process which goes beyond a recourse to the traditional legal process.
Electronic Media

What is true for the expanded role of print media in our lives becomes considerably more important when we turn to the electronic media.

More than three fourth of urban households and nearly half of all rural households in Pakistan own a television set and watch it fairly regularly. An equal number own a radio set but only half of them listen to it with some regularity. Still the daily reach of radio is approximately 10 million adults. For television the number of estimated viewers on a given day are more than twice as many. The reach of television has certainly been helped by the fact that in the last twenty years, rural electrification has grown four times from 16% of rural households to more than 60%. In the case of television, an average viewer watches it for nearly three hours a day, and this duration has been on the rise. The rise in viewing time is correlated with the increase in transmission time and the increase in the number and variety (in terms of content) of channels available to a viewer. The medium of television is a major vehicle for shifting our lifestyles towards a virtual world. According to a recent study by Gallup nearly 40% of adults are up and watching TV at 10:00 p.m; the figure for late night viewing, during the same hours, was only 10% twenty years ago. The TV viewers receive information and form attitudes on many, though not all aspects of life from television programmes. Another study by Gallup on health and hygiene has shown that a majority of Pakistanis receive information about health from the mass media, principally television. Nevertheless it has its limitation, and a large number say that before they take a practical step on a health matter they consult a personal
friend or relative. But, the role of TV is pervasive; its viewers watch it for 3 out of let us say 8 hours during which they are not sleeping or at work. It is a major social institution which is rapidly integrating itself along with and in some cases as a substitute of, family and neighbourhood.

The pervasive role of TV in our lives provides great temptation to political rulers and the adherents of social engineering. But, once again empirical evidence suggests that despite its impressive reach, perceptions about the effectiveness of television in changing peoples' behaviour is somewhat exaggerated. The relationship between reach, awareness, attitude formation and behaviour change is far more complex than most political leaders or social engineers would like to believe. Empirical evidence from Pakistan shows that long years of prejudicial campaigns against political oppositions were quite ineffective in converting the loyalties of people to whom such campaigns were addressed. During 1977–88 the government of General Zia-ul-Haq carried out massive TV campaigns against Bhutto’s Peoples Party. But, when elections were called in 1988, the Peoples Party polled a proportion of votes which was almost identical to what it enjoyed prior to the years of television campaigns against it. Television campaigns had failed to convert its target audience. However it may have produced the effect of consolidating the anti Bhutto sentiments of those who were already predisposed in that direction. The evidence for this appears through another study carried out in 1992 when an intensive TV campaign was carried out to show that Bhutto’s Peoples Party was a terrorist organisation. The TV campaign focused on personal confessions by some prominent ‘terrorists’ who had been captured. A study before and after the campaign showed that
it had not converted even one percent of Bhutto supporters; however the campaign was quite successful among the anti Bhutto constituency: Many more among them viewed the Peoples Party as a terrorist organisation after the TV campaign than before it. From the other side of the political spectrum, the anti-Nawaz Sharif TV campaign by the Bhutto government during its tenures in government (1988-90 and 1994-96) failed to diminish his political support.

It is important to recognise the role of TV along with its power and limitations while we talk of developing a code of Ethics to regulate its use. Firstly, the freedom of expression on the air waves is not likely to drastically alter the political fortunes of leaders in government or the opposition. Secondly, television has considerable role in informing the people on social issues and affecting attitudes, but even there the behaviour change is often intermediated by traditional and personal channels of communication.

Advertising is an important part of electronic media, just as it is for the print media. According to current estimates the electronic media enjoys roughly an equal Rupee value of advertising with the print media: It is to the tune of Rs. 2.5 billion each year. Television is the principal beneficiary, since not more than 5% of total electronic media advertising budget goes to radio.
THE PARAMETERS OF MEDIA ETHICS

In the light of our discussion the parameters of media ethics should encompass both print and electronic media. Moreover the parameters of media ethics should span the political, social and commercial content of media.

If one looks at the recent deliberations on media ethics in Pakistan, the focus is primarily on the print media and on its political content; however discussion on the freedom of air waves is also beginning to surface through the legislation under consideration for allowing private participation in the operation of electronic media.

A number of practical moves are under active consideration in Pakistan. These include a law on the “Freedom of Information” another proposal for a law to form a “Press Council” and a law related to the broadcast media through forming its Regulatory Authority.

Both the draft law on the Broadcast Regulatory Authority and the officially supported move to form a Press Council include a section on Code of Ethics. Their reading leads one to the following conclusions:

Firstly there is a clear intent to follow the current global norms of a Code of conduct for the media through allowing a wide range of freedoms restricted only by such commonly held considerations as “to ensure that programmes...
and advertisements do not encourage violence, terrorism, racial, ethnic or religious discrimination, sectarianism or hatred”. There are nevertheless another set of wide ranging considerations like “Respect for the sovereignty, security and integrity of the state” and “Respect for national cultural and religious values and principles of public policy as enshrined in the Constitution”. This means that the effective Code of Conduct will in fact be shaped by precedences established through practice.

A proposed draft to form the Press Council goes into considerable details about the Code of Ethics, relating to

- Respect for Truth and Accuracy
- Respect for Privacy
- Refrain from inciting discrimination on grounds of race, religion, caste, sect, nationality, ethnicity, gender, disability, illness or age of an individual or group
- Refrain from sensationalism on issues of health, violence or brutalities
- Refrain from identification of victims of sexual offences
- Refrain from plagiarism, slander and libelous material

It also touches upon issues pertaining to the behaviour of media personnel on matters such as

- Refrain from biased reporting and publishing of unverifiable material
Refrain from exchange of financial or other favours which are likely to create conflict of interest

Further refers to professional conduct regarding

- Prompt rectification of any harmful inaccuracies
- Equal and fair display to apologies
- Provision for right to reply
- Provision for opportunity to respond to allegations of wrong-doing

There is a notable difference of emphasis between the above list of refrains from those contained in the official Registration of Printing Press and Publications ordinance 1997. The list of refrains therein pertain to

- Offences against public tranquility
- Incitement to murder
- Advocacy against the nation’s sovereignty
- Spreading of hatred against the government
- Exciting feeling of enmity among different national communities
- Seduction of government officials away from their national duties
- Attempted damage to Pakistan's foreign relations

On the whole the notion of Code of Conduct is being seen here as a judicial or quasi-judicial matter. Any departure from the prescribed code is hence a case for punishment or penalty. This is different from a concept of 'Rating' the media on its on-going performance and using the Rating as a basis for public approval or censure. The concept of Rating on a Code of Conduct developed through a consensual process is important for several reasons.
Firstly, ethical behaviour often lies on a continuum of propriety, wherein such clear departure from the norm which might call for formal punishment is hard to establish. There should of course be room for identification of cases of clear violation and the application of relevant judicial or quasi-judicial measures. But, there must also be the need to establish a mechanism to address the quality of behaviour on a Code of Conduct within the grey area of observance. Secondly, a given publication or media channel is unlikely to be a good or bad performer on all the issues at all times. Its departures from code of conduct are likely to be selective. Hence one may develop a procedure to rate media publications and channels either on an on-going basis, or through randomly selected samples. These Ratings would then serve as a voluntary guideline for the audience and the advertisers to judge levels of compliance or observance of the Code of Ethics. In a sense the formal compliance with the Code of Ethics would be judged through a judicial or quasi-judicial process, while the level of observance would be judged through a process of social sanctions administered through public ratings on the observance of Code of Conduct. Considering that the scope of mass media has extended to large and diverse sections of the population and its area of influence is much wider than politics or concerns of the state, the range of concerned parties is extremely wide and varied. Their perceptions of what level of observance of a code of conduct is tolerable is also varied. Thus it may be appropriate to treat the quality of conduct in media akin to how quality of education is judged in America through Rating of educational institutions, or the manner in which creditors are rated by Credit Rating Agencies and in a somewhat similar though not identical case, to the rating of movies.
ACTORS ON THE STAGE OF MEDIA ETHICS

It is important to identify the various actors on the stage of media ethics. They include the players, the spectators (audience) and the referees (judges).

Media organisations are today large corporate bodies with owners, managers and professionals. In an ideal situation it is considered best to separate the owner / manager role from the professional role of the media persons. It is presumed that such a separation would ensure that business considerations do not affect the professional judgement of journalists. Thus there is a clear distinction between professional content, advertising and ownership / management. In recent developments there is a tendency, especially in the electronic media, to breach these distinctions.

Programme content and advertising blend into each other in stage shows and other formats. Some of it is done overboard and in a transparent manner, in other cases the relationship between public relations advertising and programme content is not clearly identified. In its worst form the relationship becomes blatant extortion: If you oblige you get good and positive display, if you do not oblige you are not simply ignored, instead you get negative and scandalous display. This form of unethical practice, turning into blackmail is a serious cause for concern.

As the influence of media goes beyond political arena into social and commercial life, its function of vigilance and transparency assumes new dimensions. In political matters the journalists assumed an 'adversarial role'.
and 'cronyship' with people or institutions on whom they reported was looked upon with suspicion, and only a very fine and delicate combination of the two was acceptable. A good journalist had to safeguard his or her independence. In return they could claim privileged access to information. Such information was generally received at no cost and distributed at no cost to the media audience. It was all in the public realm, guided by (mostly) an unwritten social contract in which the journalist was perceived to be different from intelligence operators working for governments or business concerns. This feature of media was selectively misused by the intelligence community. But, by and large, the media maintained itself as a class different from spooks.

In an information economy in which information and marketing have become the center-piece of economic activity, such a distinction will come under increasing pressure. There is another emerging complication in this field. The tremendous expansion in the field of media in terms of number of publications and channels, quantum of content and global coverage combined with a communications technology which relies on decentralized personal equipment, a large part of media information gathering has been outsourced to free-lancing outfits. Clearly they are an important part of the most respectable media institutions, but not all of them behave with the same respect for journalistic code of ethics as is expected from the better known buyers of their services, who have a strong stake in maintaining their 'brand equity'. A country such as Pakistan is an important case study because it displays in a more crude and transparent form the same ailments which may be present and growing in subtler forms elsewhere.
For example Pakistani newspapers have practiced for a long time a system of local ‘stingers’ in the districts. It is generally believed that they receive very little if any remuneration from their employers or appointing authorities. At one time it was believed that they were interested to offer their services and received their gratification from a sense of pride and perhaps the privilege of being considered among the local elite. As the role of media is expanding these positions have become more controversial; it is now alleged that the positions are purchased as an investment to extort financial gains through corrupt practices and blackmail tactics.

The increasing requirements of information by national governments, global actors and commercial institutions have created a situation in which it is becoming harder to distinguish between full time workers for media organisations who deal in the public realm only, part time stingers, subcontractors (receiving outsourced work), hybrid organisations which combine work which is in the public domain with work which is exclusive and of a proprietary nature. There is a wide range of people belonging to media, academia, consulting organisations, diplomats, IT professionals, governments and intelligence outfits who are all doing fairly similar work. Some of them, such as journalists and academia, claim privileged treatment in the collection of information, in return for observing a code of conduct which is also distinctive. However when this relationship of trust is abused, the credibility of the entire relationship and its framework becomes suspect. This is quite characteristic of the situation in Pakistan. It has been caused through successive actions of the owners, managers, journalists, and other
actors involved in the broader field of information gathering and reporting. It is important then to take a comprehensive view of actors within the context of new information technology and a new economy which rests on information as a key and scarce resource.

It is within this new framework that actors who play the role of a referee or judge, such as standards councils and ombudsmen may acquire a more important role to play. It would be important that standards councils and ombudsmen should take a philosophical view of the situation from time to time, perhaps year to year during periods of rapid change, and give their views on the complex dilemmas under which freedom of information must be balanced by other considerations. Access to information on the one hand and prevention of misuse of information on the other hand are issues which may require constant vigilance. A country specific reflection on a periodic basis may provide much needed countervailing power to those who may be searching for corrective mechanisms in a situation of change. Such a review should also address the relevance of public interest justifications against freedom of access to information. Often such justification continue to remain operative even after the original circumstances which prompted their application disappear.

Considering that vast areas of our lives are affected by media, and the situation is constantly under change, giving birth to new issues all the time, the importance of standards Councils and Ombudsmen and Complaints Councils has become extremely vital. They must however be supported through research efforts in two ways: Firstly a philosophical review on a
periodic basis is essential to lay the grounds for evaluation. Secondly, ongoing research support is required for a systematic empirical evaluation of the observance levels of an agreed code of ethics.

A very important actor on the stage of media ethics is the ordinary citizen or the audience of the media. In a way they are the final customers whose satisfaction is an important concern of the entire activity. It is the average citizen, whose views on freedom of information, the relative balance among the various wielders of power, and standards of moral behaviour are critical. The Standards Councils, the Ombudsmen and even the Courts are eventually affected by the popular milieu, although their own judgements, are a means in themselves to shape popular attitudes, since the average citizen looks up for guidance to them. In any case it is important to constantly gauge public attitudes on the parameters and positions on a Code of Ethics.

It is interesting to note that in the case of Pakistan, there is, in recent years, a strong support for the independence of media from government control. It is possibly a result of the fact that independence of media has remained on the agenda of most popular political struggles in Pakistan's history, dating back to the 1960s (during Ayub Period), 1970s (during Bhutto period) and 1980s (during Zia period). Thus when popularly elected governments in the 1990s made an overt move to control the press, it was opposed by a majority of public opinion. Public opinion polls have also consistently shown support for pluralism in current affairs and news reporting on the electronic media. The most interesting evidence of public views against government control of the press comes from the episode of a bitter conflict between the Jang Group
of newspapers (Pakistan's largest Print Media Group) and the Government of Nawaz Sharif in 1998-99. The Government had charged the newspaper group of massive tax evasion, whereas the newspaper group claimed that it had been targeted for selective action because it had refused to accept government dictation concerning journalists critical of the government. Public opinion was sought on this row and Gallup polls showed a majority favouring the position of the Newspaper Group. This was despite the fact that the Government otherwise enjoyed popular endorsement; in fact the views of its own intending voters were responsible for the balance of views against it on this issue. It was also despite the fact that popular views were very critical of tax evasion. Clearly a majority believed that the government's attempt to control the normal functioning of the newspaper was improper. According to the survey held at that time 80% said the Government was acting wrongly and only 20% said the Government was acting.

From among those who intended to vote for Nawaz government, 75% still opposed him on his perceived bid to control the Press. This is not withstanding that trust in the press is not too high. Only 49% say they place trust in the Press as an institution, as compared with more than 80% for the military on one end of the spectrum and nearly 15% for the police on the other end of the spectrum.

The Press must also consider in its own enlightened interest that there is an indirect relationship between the credibility of the medium and the credibility of advertising carried by it. In a related question in a Gallup poll
on the credibility of advertising carried by the newspapers one third of newspaper readers said they did not believe that advertising carried by newspapers was credible. Unfortunately there are no time series data available to provide a comparative perspective (nor do I presently have access to any cross-country comparison, which would certainly be helpful), but tracking these findings over time might provide a good understanding of public perceptions about the Press.

It would be useful that an independent poll each year should evaluate popular perceptions about the ethical behaviour of various channels of the media including print and electronic. Its findings should be made public for discussion and deliberation. This exercise would also serve the purpose of providing a perspective on the ethical behaviour of media, which may not necessarily be the same as that of the media itself or the standards councils.

As the world of media around us changes rapidly, it would be interesting to keep track of the varied perceptions of actors on this stage, the media people, the standards councils and the ordinary citizen who are the end consumers of the media product.
Media Ethics
Country Paper on Pakistan
Ijaz Shafi Gilani

TYPE OF REGULATION &
The Nature of Sanctions

At one time media was seen as a relatively limited phenomenon, limited in
its reach and limited in the scope of subjects which it affected. Thus the
sanctions were viewed mainly in two ways: Governmental restrictions in
terms of licensing requirements or their revocation and damages in case of
libel.

As the reach and scope of media increase and it becomes a very important
social institution on a host of subjects, it becomes important to develop a
new set of social sanctions to keep the media disciplined within the
prevailing social mores of the society. Of course it is very difficult to define;
evolve and enforce social mores and social sanctions. Nor can they ever be
as precise and as enforceable as legal sanctions; in fact if they were so, the
purpose of distinguishing the two would be lost. However it is very
important to evolve standards of ethics for social behaviour and to enforce
them. In a society such as Pakistan, such standards and their enforcement is
present in traditional segments of the society and on those aspects of life
which are less touched by the drive of modernization, such as family and
primordial customs. But, we find it very difficult to deal with an equal level
of nuance, tolerance, compromise or even discipline when it comes to
modern institutions such as the mass media. This is why we find it very
difficult to even perceive that it can be managed through self-regulatory
means. We find it necessary to create statutory bodies through overriding
role of government in their establishment, financing and administration. The
non statutory bodies either do not remain functional or are split along.
partisan lines and cease to be a collective forum. This is the reason why a Press Council in Pakistan is not being conceived as a self regulatory body; instead the current proposal is to establish it under a government statute, supported by government funding, albeit with a management controlled by private persons rather than government functionaries. Under the present circumstances this may very well be the only practical course. But it must nevertheless be considered a transitional arrangement, to be ultimately converted into a self regulating institution independent of the state. We must understand that the institution of state is receding and the forward thrust now rests with a host of new non-state institutions. In their broad concept non-state institutions are remotely related to how our traditional society managed itself, but they are essentially very different modern institutions. They are the bedrock of effective democracy in modern nation states and they will form the foundation of global governance of one or another variety in the 21\(^{st}\) century. The mass media and information technology is shaping that future for us. It is important to visualize our upcoming institutions within the perspective of a future in which local and global society may look for solutions for its problems outside the ambit of the state.
CONCLUSION

Pakistan is entering a new stage in its history of discussions and debates on media ethics. A much maligned law on the management of Press and Publications has been practically revoked. It is in the process of being replaced by a new law regarding the print media. In the meantime the state monopoly of air waves has come under strong criticism and a new law which permits greater competition and pluralism in the electronic media is on the cards. As the role of media in society becomes wider in coverage and deeper in scope of effects, the need for developing media ethics through a process of social consensus become all the more important.

The current debates in Pakistan do identify the broad parameters of media ethics which have been reproduced in this paper.

Under the current scenario the importance of non-state institutions for defining and regulating media ethics has increased. But given the realities it may be advisable to initially establish standards councils under government statute with the essential aim of phasing out government role and relinquishing it to self-regulating entities in due course.

Corresponding with this approach would be the need for combining legal sanctions with social sanctions exercised through systematic compilation and disclosure of violations of media ethics. Finally, considering the rapidly changing and increasing role of mass media in society there is the need to regularly track this change and develop philosophic reflections on how they affect our society and the manner in which we should harness their socially desirable consequences, and prevent what is considered socially undesirable. If mass media and information technology is shaping our lives, an on-going discourse and reflections on its implications must lie at the heart of an evolving framework for Media Ethics.
Draft of
Press, Newspapers and Books
Registration Act, 2000

Whereas, it is necessary to provide a system of regulation of printing presses, and
Newspapers, for the preservation of the copies of books and newspapers printed in the
whole of Pakistan, for the registration of such books and newspapers, it is hereby
enacted:

1 Short title.

(a) This act may be called the Press Newspapers and Books Registration Act,
2000.

(b) It shall come into force once.

(c) This Act extends to the whole of Pakistan.

Part I
(Preliminary)

2 Interpretation Clause:

In this Act, unless there shall be something repugnant in the subject or
context,

(a) 'Book' includes every volume, part or division of a volume, and pamphlet,
in any language, and every sheet of music, map, chart or plan separately
printed.

(b) 'editor' means the person who controls the selection of the matter that is
published in a newspaper.

(c) 'magistrate' means any person exercising the full powers of a District
Magistrate

(d) 'newspaper' means any printed periodical work containing public news or
comments on Public news;

(e) 'Paper' means any document, including a newspaper, other than a book;
'Prescribed' means prescribed by rules made by the Government under
section 20A;

(f) 'Press Registrar' means the Registrar of Newspapers for Pakistan
appointed by the Federal Government under section 19A and includes any
Part II

(Of Printing Presses and Newspapers)

3. Particulars to be printed on books and papers:

Every book or paper printed within Pakistan shall be printed legibly on it the name of the printer and the place of printing, and if the book or paper be published the name of the publisher, and the place of publication.

4. Keeper of printing press to make declaration

(1) No person shall keep in his possession any press for the printing of books or papers, who shall not have made and subscribed the following declaration before the District Magistrate within whose local jurisdiction such press may be:

And this last blank shall be filled up with a true and precise description of the place where such press may be situated.

2. As often as the place where a press is kept is changed, a new declaration shall be necessary:Provided that where the change is for a period not exceeding sixty days and the place where the press is kept after the change is within the local jurisdiction of the District Magistrate referred to in subsection (1), no new declaration shall be necessary if—

(a) a statement relating to the change is furnished to the said Magistrate within twenty four hours thereof; and

(b) the keeper of the press continues to be the same.

5. Rules as to publication of newspapers.--No newspaper shall be published except in conformity with the rules hereinafter laid down:

(1) Without prejudice to the provisions of section 3, every copy of every such newspapers shall contain the names of the owner and editor thereof printed clearly on such copy and also the date of its publication.

(2) The printer and the publisher of every such newspaper shall appear in person or by agent authorised in this behalf in accordance with rules made
under section 20, before a District Magistrate within whose local jurisdiction such newspaper shall be printed or published and shall make and subscribe, in duplicate, the following declaration:

"I XYZ, declare that I am (the printer (or publisher, or printer and publisher of the newspaper entitled (and to be printed or published, or to be printed and published), as the case may be, at_"

(3) Every declaration under rule (2) shall specify the title of the newspaper, the language in which it is to be published and the periodicity of its publication and shall contain such other particulars as may be prescribed.

(4) Where the printer or publisher of a newspaper making a declaration under rule (2) is not the owner thereof, the declaration shall specify the name of the owner and shall also be accompanied by an authority in writing from the owner authorised such person to make and subscribe such declaration.

(5) A declaration in respect of a newspaper made under rule (2) of section 5 and authenticated under section 6 shall be necessary before the newspaper can be published.

(6) Where the title of any newspaper or its language or the periodicity of its publication is changed, the declaration shall cease to have effect and a new declaration shall be necessary before the publication of the newspaper can be continued.

(7) As often as the ownership of printing or publication is changed, a new declaration shall be necessary:

(8) As often as the place of printing or publication is changed, a new declaration shall be necessary:

Provided that where the change is for a period not exceeding thirty days and the place of printing or publication after the change is within the local jurisdiction of the District Magistrate referred to in rule (2), no new declaration shall be necessary if:

(a) a statement relating to the change is furnished to the said Magistrate within twenty four hours thereof; and

(b) the printer or publication or the printer and publisher of the newspaper continues to be the same.

(9) As often as the printer or the publisher who shall have made such declaration as is aforesaid shall leave Pakistan for a period exceeding ninety days or where such printer or publisher is by infirmity or otherwise rendered incapable of carrying out his duties for a period exceeding ninety days in circumstances not involving the vacation of his appointment, a new declaration shall be necessary.
(10) Every declaration made in respect of a newspaper shall be void, where the newspaper does not commence publication:

(a) within ten weeks of the authentication of the declaration under section 6, in the case of a newspaper to be published once a week or oftener;

(b) within four months of the authentication of the declaration under section 6, in the case of any other newspaper, an in every such case, a new declaration shall be necessary before the newspaper can be published.

(11) Where, in any period of three months, any daily, tri-weekly, bi-weekly, weekly or fortnightly newspaper publishes issues the number of which is less than half of what should have been published in accordance with the declaration made in respect thereof, the declaration shall cease to have effect and a new declaration shall be necessary before the publication of the newspaper can be continued.

(12) Where any other newspaper has ceased publication for a period exceeding twelve months, every declaration made in respect thereof shall cease to have effect, and a new declaration shall be necessary before the newspaper can be re-published.

(13) Every existing declaration in respect of a newspaper shall be cancelled by the District Magistrate before whom a new declaration is made and subscribed in respect of the same.

Provided that no person who does not ordinarily reside in Pakistan, or who has not attained the age of 18, shall be permitted to make the declaration prescribed by this section, nor shall any such person edit a newspaper.

6. Authentication of declaration:

Each of the two originals of every declaration so made and subscribed as is aforesaid, shall be authenticated by the signature and official seal of the District Magistrate before whom the said declaration shall have been made.

Provided that where any declaration is made and subscribed under section 5 in respect of a newspaper, the declaration shall not, save in the case of newspapers owned by the same person, be so authenticated unless the Magistrate is, on inquiry from the Press Registrar, satisfied that the newspaper proposed to be published does not bear a title which is the same as or similar to, that of any other newspaper published either in the same language or in the same Province.
Deposit.

One of the said originals shall be deposited among the records of the office of the District Magistrate, and the other shall be deposited among the records of the High Court of Judicature, or other principal civil Court of original jurisdiction for the place where the said declaration shall have been made.

Inspection and supply of copies.

The Officer-in-charge of each original shall allow any person to inspect that original on payment of a fee of Rs. 1000/-, and shall give to any person applying a copy of the said declaration, attested by the seal of the Court which has the custody of the original, on payment of a fee of Rs. 1500/-.

A copy of the declaration attested by the official seal of the District Magistrate, or a copy of the order refusing to authenticate the declaration, shall be forwarded as soon as possible to the person making and subscribing the declaration and also to the Press Registrar.

7. Office Copy of Declaration to be prima facie evidence:

In any legal proceeding whatever, as well civil as criminal, the production of a copy of such declaration as is aforesaid, attested by the seal of some Court empowered by this Act to have the custody of such declarations, or, in the case of the editor, a copy of the newspaper containing his name printed on it as that of the editor shall be held (unless the contrary be proved) to be sufficient evidence, as against the person whose name shall be subscribed to such declaration, (or printed on such newspaper, as the case may be that the said declaration may be) of every portion of every newspaper whereof the title shall correspond with the title of the newspaper mentioned in the declaration, (or the editor of every portion of that issue of the newspaper of which a copy is produced)

8. New declaration by persons who have signed a declaration and subsequently ceased to be printers or publishers.

If any person has subscribed to any declaration in respect of a newspaper under section 5 and the declaration has been authenticated by a District Magistrate under section 6 and subsequently that person cease to be the printer or publisher of the newspaper mentioned in such declaration, he shall appear before any District, Presidency or Sub-divisional Magistrate, and make and subscribe in duplicate the following declaration:

"I XYZ, declare that I have ceased to be the printer or publisher or printer and publisher of the newspaper entitled—"

Authentication and filing.

Each original of a latter declaration shall be authenticated by the signature and seal of the District Magistrate before whom the said latter declaration shall have
Placing copy in evidence:

In all trials in which a copy, attested as is aforesaid, of the former declaration shall have been put in evidence, it shall be lawful to put in evidence a copy, attested as is aforesaid, of the latter declaration, and the former declaration shall not be taken to be evidence that the declarant was, at any period subsequent to the date of the latter declaration, printer or publisher of the newspaper therein mentioned.

A copy of the latter declaration attested by the official seal of the District Magistrate shall be forwarded to the Press Registrar.

8A Person whose name has been incorrectly published as editor may make a declaration before a Magistrate:

If any person, whose name has appeared as editor on a copy of a newspaper, claims that he was not the editor of the issue on which his name has so appeared, he may, within two weeks of his becoming aware that his name has been so published, appear before a District Magistrate and make a declaration that his name was incorrectly published in that issue as that of the editor thereof, and if the Magistrate after such inquiry or causing such inquiry to be made as he may consider necessary is satisfied that such declaration is true, he shall certify accordingly, and on that certificate being given the provisions of section 7 shall not apply to that person in respect of that issue of the newspaper. The Magistrate may extend the period allowed by this section in any case where he is satisfied that such person was prevented by sufficient cause from appearing and making the declaration within that period.

8B Cancellation of declaration:

If, on an application made to him by the Press Registrar or any other person or otherwise, the District Magistrate empowered to authenticate a declaration under this Act, is of opinion that any declaration made in respect of a newspaper should be cancelled, he may, after giving the person concerned an opportunity of showing cause against the action proposed to be taken, hold an inquiry into the matter and if, after considering the cause, if any, shown by such person and after giving him an opportunity of being heard, he is satisfied that,

(i) the newspaper, in respect of which the declaration has been made is being published in contravention of the provisions of this Act or rules made thereunder; or
(ii) the newspaper mentioned in the declaration bears a title which is the same as, or similar to, that of any other newspaper published either in the same language or in the same Province; or

(iii) the printer or publisher has ceased to be the printer or publisher of the newspaper mentioned in such declaration; or

(iv) the declaration was made on false representation or on the concealment of any material fact or in respect of a periodical work which is not a newspaper; the District Magistrate may, by order, cancel the declaration and shall forward as soon as possible a copy of the order to the person making, or subscribing the declaration and also to the Press Registrar.

SC Appeal.

(1) Any person aggrieved by an order of a Magistrate refusing to authenticate a declaration under section 6 or cancelling a declaration under section 8B may, within sixty days from the date on which such order is communicated to him, prefer an appeal to the Appellate Board constituted by the Chairman of the Press Council of Pakistan. Provided that the Appellate Board may entertain an appeal after the expiry of the said period, if it is satisfied that the appellant was prevented by sufficient cause from preferring the appeal in time.

(2) On receipt of an appeal under this section, the Appellate Board may, after calling for the record from the District Magistrate and after making such further inquiries as it thinks fit, confirm, modify or set aside the order appealed against.

(3) Subject to the provisions contained in sub-section (2), the Appellate Board may, by order, regulate its practice and procedure.

(4) The decision of the Appellate Board shall be final.

Part III
(Delivery of Books)

9. Copies of books printed after commencement of Act to be delivered gratis to Government.

Printed copies of the whole of every book which shall be printed in Pakistan after this Act shall come into force, together with all maps, prints or other engravings belonging thereto, finished and coloured in the same manner as the best copies of the same, shall, notwithstanding any agreement (if the book be published) between the printer and publisher thereof, be delivered by the printer at such place and to such officer as the Provincial Government shall by notification in the
Official Gazette, from time to direct, and free of expense to the Government, as follows, that is to say:

(a) in any case, within one calendar month after the day on which any such book shall first be delivered out of the press, one such copy. And

(b) if within one calendar year from such day the Provincial Government shall require the printer to deliver other such copies not exceeding two in number, then within one calendar month after the day one which any such requisition shall be made by the Provincial Government on the printer, another such copy, or two other such copies, as the Provincial Government may direct.

The copies so delivered being bound, sewed or stitched together and upon the best paper on which any copies of the book shall be printed.

The publisher or other person employing the printer shall, at a reasonable time before the expiration of the said month, supply him with all maps, prints and engravings finished and coloured as aforesaid, which may be necessary to enable him to comply with the requirements aforesaid.

Nothing in the former part of this section shall apply to:

(i) any second or subsequent edition of a book in which edition no additions or alterations either in the letter-press or in the maps, prints or other engravings belonging to the book have been made, and a copy of the first or some preceding edition of which book has been delivered under this Act, or

(ii) any published in conformity with the rules laid down in section 5 of this Act.

10 Receipt for copies delivered under section 9.

The officer to whom a copy of a book is delivered under the last foregoing section shall give to the printer a receipt in writing therefor.

11 Disposal of copies delivered under section 9.

The copy delivered pursuant to clause (a) of the first paragraph of section 9 of this Act shall be disposed of as the Provincial Government shall from time to time determine. Any copy or copies delivered pursuant to clause (b) of the said paragraph shall be transmitted to the Central Government.

11A Copies of newspapers printed in Pakistan to be delivered gratis to Government.

The printer of every newspaper in shall deliver at such place and to such officer as the Provincial Government may, by notification in the Official Gazette, direct, and
free of expense to the Government, two copies of each issue of such newspaper as
soon as it is published.

11B Copies of newspapers to be delivered to Press Registrar.

Subject to any rules that may be made under this Act, the publisher of every
newspaper in Pakistan shall deliver free of expense to the Press Registrar one copy
of each issue of such newspaper as soon as it is published.

PART IV
(Penalties)

12 Penalty for printing contrary to rule in section 3.

Whoever shall print or publish any book or paper otherwise than in conformity
with the rule contained in section 3 of this Act, shall, on conviction before a
District Magistrate, be punished by fine not exceeding ten thousand rupees, or by
simple imprisonment for a term not exceeding six months, or by both.

13 Penalty for keeping press without making declaration required by section 4.

Whoever shall keep in his possession any such press as aforesaid, in
contravention of any of the provisions contained in section 4 of this Act, shall, on
conviction before a District Magistrate, be punished by fine not exceeding ten
thousand rupees, or by simple imprisonment for a term not exceeding six months,
or by both.

14 Punishment for making false statement.

Any person who shall, in making any declaration or other statement under the
authority of this Act, make a statement which is false, and which he either knows
or believes to be false, or does not believe to be true, shall, on conviction before a
District Magistrate, be punished by fine not exceeding ten thousand rupees, and
imprisonment for a term not exceeding six months.

15 Penalty for printing or publishing newspaper without conforming to rules.

(1) Whoever shall edit, print or publish any newspaper, without conforming to
the rules hereinbefore laid down, or whoever shall edit, print or publish,
or shall cause to be edited, printed or published, any newspaper, knowing
that the said rules have not been observed with respect to that newspaper,
shall, on conviction before a District Magistrate, be punished with fine not
exceeding ten thousand rupees, or imprisonment for a term not exceeding
six months or both.

(2) Where an offence is committed in relation to a newspaper under sub-
section (1), the Magistrate may, in addition to the punishment imposed
under the said sub-section, also cancel the declaration in respect of the
newspaper.
15A Penalty for failure to make a declaration under section 8.

If any person who has ceased to be a printer or publisher of any newspaper fails or neglects to make a declaration in compliance with section 8, he shall, on conviction before a District Magistrate, be punishable by fine not exceeding two hundred rupees.

16 Penalty for not delivering books or not supplying printer with maps. If any printer of any such books as is referred to in section 9 of this Act shall neglect to deliver copies of the same pursuant to that section, he shall for every such default forfeit to the Government such sum not exceeding five thousand rupees as a District Magistrate having jurisdiction in the place where the book was printed may, on application of the officer to whom the copies should have been delivered or of any person authorised by that officer in his behalf, determine to be in the circumstances a reasonable penalty for the default, and, in addition to such sum, such further sum as the Magistrate may determine to be the value of the copies which the printer ought to have delivered. If any publisher or other person employing any such printer shall neglect to supply him, in the matter prescribed in the second paragraph of section 9 of this Act with the maps, prints or engravings which may be necessary to enable him to comply with the provisions of that section, such publisher or other person shall for every such default forfeit to the Government such sum not exceeding fifty rupees as such a Magistrate as aforesaid may, on such an application as aforesaid, determine to be in the circumstances a reasonable penalty for the default, and in addition to such sum, such further sum as the Magistrate may determine to be the value of the maps, prints or engravings which such publisher or other person ought to have supplied.

16A Penalty for failure to supply copies of newspapers gratis to Government.

If any printer of any newspaper published in Pakistan neglects to deliver copies of the same in compliance with section 11A, he shall, on the complaint of the officer to whom copies should have been delivered or of any person authorised by that officer in this behalf, be punishable, on conviction by a Magistrate having jurisdiction in the place where the newspaper was printed, with fine which may extend to five hundred rupees for every default.

16B Penalty for failure to supply copies of newspapers to Press Registrar.

If any publisher of any newspaper published in Pakistan neglects to deliver copies of the same in compliance with section 11B, he shall, on the complaint of the Press Registrar, be punishable, on conviction by a District Magistrate having jurisdiction in the place where the newspaper was printed, by fine which may extend to five hundred rupees for every default.

17 Recovery of forfeited sums and fines.

Any sum forfeited to the Government under section 16 may be recovered, under the warrant of the Magistrate determining the sum, or of his successor in office, in
the manner authorised by the Code of Criminal Procedure (10 of 1882) for the
time being in force, and within the period prescribed by the Pakistan Penal Code
(45 of 1860), for the levy of a fine.

PART V
(Registration of Books)

18 Registration of memoranda of books.

There shall be kept at such office, and by such officer as the State Government
shall appoint in this behalf, a book to be called a Catalogue of Books printed in
Pakistan, where in shall be registered a memorandum of every books which shall
have been delivered pursuant to clause (a) of the first paragraph of section 9 of
this Act. Such memorandum shall (so far as may be practicable) contain the
following particulars (that is to say):

1. the title of the book and the contents of the title-page, with a
   translation into English of such title and contents, when the same
   are not in the English language,

2. the language in which the book is written;

3. the name of the author, translator, or editor of the book or any part
   thereof;

4. the subject;

5. the place of printing and the place of publication;

6. the name or firm of the printer and the name or firm of the
   publisher;

7. the date of issue from the press or of the publication;

8. the number of sheets, leaves or pages;

9. the size;

10. the first, second or other number of the edition;

11. the number of copies of which the edition consists;

12. whether the book is printed, cyclostyled or lithographed;

13. the price at which the book is sold to the public; and
19A Appointment of Press Registrar and other officers:

The Federal Government may appoint a Registrar of newspapers for Pakistan and such other officers under the general superintendence and control of the Press Registrar as may, by general or special order, provide for the distribution or allocation of functions to be performed by them under this Act.

19B Register of newspapers:

(1) The Press Registrar shall maintain in the prescribed manner a Register of newspapers.

(2) The Register shall, as far as may be practicable, contain the following particulars about every newspaper published in Pakistan, namely:

(a) the title of the newspaper;

(b) the language in which the newspaper is published;

(c) periodicity of the publication of the newspapers;

(d) the name of the editor, printer and publisher of the newspaper;

(e) the place of printing and publication;

(f) the average number of pages per week;

(g) the number of days of publication in the year;
(h) the average number of copies printed, the average number of copies sold to the public and the average number of copies distributed free to the public, the average being calculated with reference to such period as may be prescribed;

(i) retail selling price per copy;

(j) the names and addresses of the owners of the newspaper and such other particulars relating to ownership as may be prescribed;

(k) any other particulars which may be prescribed.

(3) On receiving information from time to time about the aforesaid particulars, the Press Registrar shall cause relevant entries to be made in the Register and may make such necessary alterations or corrections therein as may be required for keeping the Register up-to-date.

19C Certificates of registration.

On receiving from the Magistrate under section 6 a copy of the declaration in respect of a newspaper and on the publication of such newspaper, the Press Registrar shall, as soon as practicable thereafter, issue a certificate of registration in respect of that newspaper to the publisher thereof.

19D Annual statement, etc. to be furnished by newspapers. It shall be the duty of the publisher of every newspaper

(a) to furnish to the Press Registrar an annual statement in respect of the newspapers at such time and containing such of the particulars referred to in sub-section (2) of section 19B as may be prescribed;

(b) to publish in the newspaper at such times and such of the particulars relating to the newspaper referred to in sub-section (19B) as may be specified in this behalf by the Press Registrar.

19E Returns and reports to be furnished by newspapers.

The publisher of every newspaper shall furnish to the Press Registrar such returns, statistics and other information with respect to any of the particulars referred to in sub-section (2) of section 19B as the Press Registrar may from time to time require.

Right of access to records and documents. The Press Registrar of any gazetted officer authorised by him in writing in this behalf shall, for the purpose of the collection of any information relating to a newspaper under this Act, have access to any relevant record or document relating to the newspaper in the possession of the publisher thereof, and may enter at any reasonable time any premises where he believes such record or document to be and may inspect or take copies of the relevant records or documents or ask any question necessary for obtaining any information required to be furnished under this Act.
19G  Annual report:

The press Registrar shall prepare, in such form and at such time each year as may be prescribed, an annual report containing a summary of the information obtained by him during the previous year in respect of the newspapers in Pakistan and giving an account of the working of such newspapers, and copies thereof shall be forwarded to the Federal Government.

19H Furnishing of copies of extracts from Register

On the application of any person for the supply of the copy of any extract from the Register and on Payment of such fee as may be prescribed, the Press Registrar shall furnish such copy to applicant in such form and manner as may be prescribed.

19I Delegation of Power.

Subject to the provisions of this Act and regulations made thereunder, the Press Registrar may delegate all or any of his (24) powers under this Act to any officer subordinate to him.

19J Press Registrar and other officers to be public servants. The Press Registrar and all officers appointed under this Act shall be deemed to be public servants.

19K Penalty for contravention of section 19 D or Section 19 E, etc. If the publisher of any newspaper

(a) refuses or neglects to comply with the provisions of section 19 D or section 19 E; or

(b) publishers in the newspaper in pursuance of clause (b) of section 19 D any particulars relating to the newspaper which he has reason to believe to be false, he shall be punishable with fine which may extend to five thousand rupees.

19L Penalty for improper disclosure of information:

If any person engaged in connection with the collection of information under this Act willfully discloses any information or the contents of any return given or furnished under this Act otherwise than in the execution of his duties under this Act or for the purposes of the prosecution of an offence under this Act or under the Penal Code (45 of 1860), he shall be punishable with imprisonment for a term which may extend to six months, or with fine which may extend to ten thousand rupees, or with both
MISCELLANEOUS

20. Power of Provincial Government to make rules

The Provincial Government may, by notification in the Official Gazette, make such rules (not inconsistent with the rules made by the Federal Government under section 20 A as may be necessary or desirable for carrying out the objects of this Act, provided that no such notification in respect of any class of newspapers shall be issued without consulting the federal Government.
WHEREAS freedom of the press and public awareness is the forerunner of justice and foundation of democracy and that the functioning of democracy and the principles of accountability depend among other things upon free flow of information and freedom of expression. Whereas the press must be accountable to society to serve the public need and to preserve the rights of the citizens. It is desirable to establish a Press Council of Pakistan, as an autonomous and independent body.

AND WHEREAS the National Assembly is not in session and the President satisfied that the circumstances exists which render it necessary to take immediate action.

Now therefore in exercise of powers conferred by clause (1) of Article 89 of the Constitution of Islamic Republic of Pakistan, the President is pleased to make and promulgate the following Ordinance:

1. **Short title, extent and commencement:**
   (i) This Ordinance may be called the Press Council of Pakistan Ordinance, 2000.
   (ii) It extends to the whole of Pakistan.
   (iii) It shall come into force at once from the date of its enactment.
subject or context.

(a) "Chairman" means Chairman of the Press Council of Pakistan.
(b) "Council" means Press Council of Pakistan constituted under Section 1.
(c) "Document" includes any printing, drawing, photograph, or other visible representation.
(d) "Editor" means the person who controls the selection of the matter that is published in a newspaper or is circulated or transmitted by a news agency and whose name is specified or printed on the print-line of the publication as Editor.
(e) "Newspaper" means any periodical work containing public news or comments on public news and includes such other class of periodical works as the Government may, by notification in consultation with the Council, declare to be Newspaper.
(f) "News Agency" means an establishment which collects and disseminates to the print and electronic media, as well as other consumers texts, features, comments, photographs and graphics through wire-service, facsimile or other means of communications.
(g) "Publisher" means a person who undertakes, is in control of, or responsible for, the publication of any book or newspaper or any printed material either on his/her behalf or on behalf of any other person or Company.
(h) "Journalist" means a person whose source of income is by writing, editing, photographing, and making cartoons/illustrations for a newspaper.
(i) "Tribunal" means a Tribunal of Inquiry constituted under Section 10.
(j) "Registrar" means Registrar of the Council appointed under this Ordinance. [The first Registrar shall be appointed by the Federal Government. However, as soon as the Council is established in accordance with the provisions of this Ordinance, the Council may appoint a Registrar of its own choice under section 8 (h)].
3. **Establishment of the Press Council:** To implement an Ethical Code of Practice, as set out in Part VI of this Ordinance, a Press Council shall be established which shall be called the "Press Council of Pakistan".

(ii) **The Head Office of the Council** shall be at Islamabad and four sub-offices shall be established one in each provincial capital, and the Federal Government shall provide building and other facilities to establish the Head Office, the four provincial sub-offices and any other such offices as may be required by the Press Council and its tribunals.

(iii) The Council so constituted under Sub-Section (i) shall be a corporate body having perpetual succession and a common seal with power to acquire, hold and dispose of property, both moveable and immovable and to contract and shall, by the name by which it is known, sue and be sued. The Council shall have its own ancillary professional and secretarial staff and its own budget.

(iv) The Council shall make decisions through a majority vote. In case of a tie, the Chairman shall cast his vote.

4. **Financial Resources:**

(a) The Federal Government shall provide grant-in-aid for meeting the establishment, administrative and operating expenses of the Council.

(b) The Federal Government in consultation with the Council shall allocate appropriate funds every year in its annual budget to meet the administrative and operating expenses of the Council (The Federal Government shall provide grant-in-aid of Rs. 50 million for the establishment of the council).
5-

Funds of the Council:

(a) All sums received by the Council as fees, grants, donations or subscriptions shall form part of a fund which shall be managed, administered and utilized in such manner as may be prescribed.

(b) The Council shall cause to be nominated such books of accounts and other books in such form and manner as may be prescribed (Annexure (1) is attached herewith as a model.)

(c) The Council shall appoint an auditor who is a Chartered Accountant within the meaning of the Chartered Accountants Ordinance, 1961 (X of 1961). The accounts of the Council shall be audited before the thirtieth day of June each year and the statement for accounts shall be published for public information before the thirtieth day of August each year.

Composition of the Council:

(a) The Council shall comprise 21 members including a Chairman.

(b) Eight members shall be taken from among the public, meaning individuals from different professions.

(c) Four members shall be taken from among the newspaper publishers/owners nominated by All Pakistan Newspapers Society (APNS).

(d) Four members shall be nominated by the Council of Pakistan Newspaper Editors (CPNE).

(e) Four members shall be nominated by the Pakistan Federal Union of Journalists (PFUJ).

(f) None of the nominees made under Sub Sections (c), (d) and (e) of the Section 6 shall be an office bearer of the association, which nominates him. However, those nominated shall all be professional editors/journalists.
(g) One member out of eight public members shall be nominated by the Pakistan Advertising Association.

(h) One member out of eight public members shall be nominated by the Human Rights Commission of Pakistan.

(i) One member out of eight public members shall be nominated by the Pakistan Bar Council.

(j) One member out of eight public members shall be nominated by the Federation of Pakistan Chambers of Commerce and Industry (FPCCI).

(k) One member out of eight public members shall be nominated by the Speaker of the National Assembly.

(l) One member out of eight public members shall be nominated by the Leader of the Opposition in National Assembly.

(m) One member out of eight public members shall be nominated by the Chairman of the Senate.

(n) One member out of eight public members shall be nominated by the Leader of the Opposition in the Senate.

(o) None of the nominees made under Sub Sections (g), (h), (i) and (j) of the Section 6 shall be an office bearer of the body he shall represent in the Council (No public member from among the legislators- Members of National Assembly or Senators- shall hold any other public office of benefit).

All associations/bodies representing the Press and the Public as mentioned in Section 6 shall inform the Federal Government in writing in the prescribed manner the names of their nominees. The Government shall notify these names as members of the Council within 30 days of the receipt of these names.

Chairman of the Council

(a) There shall be a Chairman of the Council to be elected by the members from among sitting or retired judges of the Supreme Court of Pakistan.
b) In case of tie among the 20 members of the Council over the election of the Chairman, the public members shall elect the Chairman.

c) The Chairman shall be the 21st member of the Council.

d) The Chairman shall hold office for a period of three years.

e) No person shall be qualified to be elected or to be a Chairman for more than two consecutive terms.

(f) A member of the Council on appointment shall hold membership for a term of three years except due to death, prolonged illness or removal through a resolution adopted by the members by two-third majority of the total strength of the Council referring to the professional body being represented by the member to replace the member with a suitable representative. The members so nominated shall hold office for the remaining term of the removed members.

g) Resignation. The Chairman may resign his office by giving notice in writing to the Council and any other member may resign his office giving notice to the Chairman and upon such resignation being accepted by the Council or as the case may be, the Chairman, the Chairman of the member shall be deemed to have vacated his office. In case of Chairman, the Council would elect the new Chairman and in case of members the Council will request the respective organization to nominate its another representative for the remainder of the term.

(h) The Council, subject to rules, shall appoint its Registrar and such officers and servants as it considers necessary for the efficient performance of its functions on such terms and conditions as it may deem fit (Annexure (2) is attached herewith as model of allowances/salaries for the Chairman and members, and staffers of the Council).

9. Functions of the Council:

The following shall be the functions of the Council, namely:

(i) While preserving the freedom of the Press, the Council shall strive to maintain and improve the standards of newspapers and news agencies with a view to making them more responsive to the issues and concerns of civil society in Pakistan.
(ii) (a) It shall help newspapers and news agencies maintain their independence.

(b) It shall keep under review any development likely to restrict the supply and dissemination of news of public interest and importance.

(iii) (c) To revise, update, enforce and implement the Ethical Code of Practice for the newspapers, news agencies, editors and journalists and publishers formulated in the public interest as laid down in Part VI of this Act.

(d) Receiving complaints about the violation of Ethical Code of Practice relating to Newspapers, News Agencies, Editors, Journalists and to decide it.

(b) Awarding appropriate relief to the aggrieved person

(c) Formation of Tribunals to decide complaints at the head office, all provincial sub-offices and regions, as the case may be and necessary for its proper functioning

(d) Management of the Funds and properties of the Council.

(e) Levy and collection of Fee/Charges as prescribed.

(f) Control and audit of funds of the Council.

(g) Exercise of such disciplinary powers over the members and servants of the Council as may be prescribed.

(h) Frame rules and regulations for all the matters relating to the council including the rules or regulations necessary for the general meetings, (see annexure 3 as a reference) decision of complaints, tribunal, Appeal and the affairs ancillary and incidental thereto.

(i) Press Council shall also act as a shield to freedom of the Press. It can receive a complaint by a newspaper, a journalist or any institution or individual concerned with a newspaper against Federal Government, Provincial Government or any organization including political parties for interference with the free functioning of the Press.
To decide the complaints, the Council shall constitute as many tribunals as may be necessary.

(ii) The tribunal shall consist of at least three members appointed by the Council.

(iii) The Council shall appoint one of the members of a tribunal to be chairman thereof.

(iv) The Council may constitute tribunals for different regions other than the provincial sub-offices for expediency purpose.

(v) An aggrieved party may prefer an appeal to the Chairman within 30 days from the decision of tribunal.

(vi) The appeal against the tribunal shall be heard by a larger bench constituted by the Chairman with the consultation of the council.

(vii) No member shall be appointed either the member of tribunal or the member of a larger bench constituted for the hearing of appeal who is directly or indirectly related to the parties.

11. Procedure in Inquiries and making complaints etc:  

(i) No complaint shall be entertained by the Council unless the complainant has already approached the concerned newspaper or news agency regarding the grievance and its relief before approaching the Council.

(ii) The complainant before filing a complaint to the Council, shall provide the Registrar with the evidence in support of the complaint and the response received from the publisher or editor of the newspaper or news agency in question.

(iii) The complainant shall deposit a fee of Rs.1000 by way of a bank draft in the name of "Press Council of Pakistan".
(iv) A complainant shall send his complaint to the Registrar in writing and shall state in complaint as to how the publication of the matter complained against is objectionable and in violation of the Ethical Code of Practice. (Annex 4)

(v) In case where a complaint relates to the non-publication then state as to how the non-publication of the material violated the Ethical Code of Practice.

(vi) To decide the complaint regarding the Ethical Code of Practice, the tribunal shall as nearly as possible follow the rules framed under this ordinance.

(vii) The tribunal shall fix a date for the hearing of the case and shall cause notice of the day fixed to be given to the complainant and the Respondent.

(viii) The parties before the tribunal shall be allowed to produce evidence and shall be heard either personally or through any authorized person.

(ix) After hearing the arguments, the tribunal shall pass the order as deem fit in the circumstances of the case.

(x) In case, the complainant succeeds, the tribunal may issue the following directions:

1. Direct the Publisher or editor to publish a contradiction/clarification in the manner and time specified by the tribunal in the order.

2. Direct the publisher or editor to publish an apology for the defamatory publication in the manner provided for by the tribunal and shall also warn or reprimand the concerned journalist responsible for libelous publication.

(xi) The complainant, while presenting the complaint, shall make a declaration to the effect:

(a) that to the best of his/her knowledge all the relevant facts have been mentioned in the complaint before the Council and that no proceedings are pending in any Court of Law in respect of the same cause of action.

(b) that the complaint sub judice before the Council is not the subject matter of any proceeding in any court of law.
(c) that the decision of the tribunal and appeal shall be final and the complainant shall not challenge it in any court of law.

(d) that the complainant shall abide by the decisions of the Council and shall not challenge it before any forum.

(e) that the complainant shall not make use of any proceeding of the tribunal or the Council in any court of law.

(f) that every complaint or memo of appeal shall contain a statement in a concise form of the material facts on which the complaint relies, and all contents shall be divided into paragraphs, numbered consecutively, dates, sums and numbers shall be expressed in figures. In case of appeal the grounds for disagreement to the findings of the tribunal shall be mentioned in the appeal.

(xii) In all cases in which a complainant relies on any misrepresentation, or blackmail or fraud, necessary particulars viz., date, items and so shall be stated in the complaint.

(xiii) The tribunal or the Council may at any stage of the proceedings pass the order to strike off or amend any matter in any complaint or appeal which may be necessary or scandalous or which may tend to prejudice, embarrass or delay the fair disposal of complaint or appeal.

(xiv) The Council may at any stage of the proceedings allow either party to alter or amend the pleadings on such terms as may be deemed fit.

(xv) Where the complainant fails to comply with the procedure, the Registrar may return the complaint directing the complainant to bring it in conformity with the aforesaid requirements.

(xvi) The tribunal shall dispose of a complaint referred to it within 40 days. However, if any appeal against the decision of the tribunal is preferred the same shall be decided within 90 days.

(xvii) After the decision of the tribunal or Council in appeal, no suit for the recovery of damages or criminal proceedings under the provisions of the Penal Code shall be
PART IV

(Powers of the Council)

12. Powers of the Council and its Tribunals:

(i) For the purpose of the proceedings under this Ordinance, the tribunal and the Council in appeal shall have the same powers as are vested in a Court under the Code of Civil Procedure, 1908 (Act V of 1908), in respect of the following matters, namely:

(a) Enforcing the attendance of any person

(b) Compelling the production of documents, and

(c) Issuing commission for the examination of witnesses.

The tribunal shall not insist upon an editor or a journalist to reveal the source of information.

(ii) The proceedings of the tribunal and appeal shall be deemed to be a judicial proceeding within the meaning of Section 193 and 228 of the Pakistan Penal Code, Act XV of 1860, and the Tribunal and appellate bench of the Council shall be deemed to be a civil court for the purpose of Sections 482 and 483 of the Code of Civil Procedure, 1898 (Act V of 1898).

(iii) For the purpose of enforcing the attendance of any person or of compelling the production of documents or issuing commissions:

a) The jurisdiction of a Tribunal and the appellate bench shall extend to the whole of Pakistan, and the summons other process for the attendance of a
witness on the production of documents required by the Tribunal, or any
commission shall be sent through the civil court having jurisdiction in the place
where the Tribunal or appellate bench is sitting.

3. Powers to make Rules: The Government by a notification in the Official Gazette shall
publish rules framed by the Council for carrying out the purposes of this ordinance.

PART V

(Penalty & Indemnity)

14. Penalty:

(i) Whoever publishes or circulates any matter in contravention of the Ethical Code
of Practice of the Council and its directions, shall be punishable with any of the
following:

(a) Requiring that an apology be published promptly on the page specified by
the Council.

(b) Issuance of warning, etc to be carried by the newspaper concerned
promptly and prominently or to be circulated by the news agencies concerned,
as the case may be.

(c) In case of non-compliance by a newspaper of the decisions the other
newspapers shall be asked to publish or news agencies to circulate the decision.

15. Indemnity:
Annex: (1)

Draft of
Budget and Accounts:

NOTIFICATION

In exercise of the powers conferred by the relevant section of the Press Council of Pakistan Act/Ordinance, 2000, the Federal Government hereby makes the following rules, namely:

1. **Short title:**
   These rules may be called the Press Council (Budget and Accounts), Rules 2000

2. **Definition:**
   In these rules, unless the context otherwise requires
   
   (b) 'Council' means the Press Council of Pakistan

3. **Budget:**
   
   i) The Council shall, not later than the 15th March, in each year prepare the budget in respect of the financial year next ensuing showing the details of estimated receipts and expenditure.
   
   ii) The Budget shall be prepared in the form set out in Appendix I and copy thereof shall be forwarded to the Federal Government not later than the 1st May, Preceding the year which it relates.

3. **Accounts and Audit:**
   (i) The Council shall cause regular accounts to be kept of all its money and properties in respect of the Press Council shall cause to be maintained the books of Accounts and the registers specified in Appendix I in respective forms set out there in.
   
   (ii) The accounts of the Council shall be audited annually by a Chartered Accountant.
   
   (iii) The results of the audit shall be reported by the Chartered Accountant to the Chairman of the Council who shall make public copies of the report along with the Council's observations.
Air

(i) The Council shall furnish to the Federal Government the following returns:

(a) Half yearly statements of grants and advances made to the Council by any authority, and funds collected by the Council as fee.

(b) Half yearly statement of the expenditure out of the grants and advances.

(c) Half yearly statements showing investments of the Council.

(ii) The statements referred to in sub-rule (i) shall be prepared for the half yearly ending and shall be submitted so as to reach the Federal Government on or before the 1st May and the 1st November, respectively.

APPENDIX 1


B. Other Forms

1. Cash Book
2. Subsidiary Accounts to the Cash Book
3. Classified Abstract
4. Receipt Book
5. Register of Stock of Receipt/Cheque Books
6. Register of consumable/non-consumable articles
7. Register of pension and leave salary contribution
8. Register of Advances
9. Register of Contingent charges
10. Register of securities
11. Establishment Register
12. Travelling Allowance Audit Register
13. Register showing the final settlements of the transactions
14. Register showing particulars of transactions at a glance further details/abstract
15. Abstract of transactions (redemption table)
16. Register of invoices and recoveries
17. CPF: Account Ledger with Broadsheets of the C.P.F.
Draft of
Allowances of Chairman, Members
and the Staff, Levy of Fees

NOTIFICATION

In exercise of the powers conferred by the relevant Section of the Press Council of Pakistan Act, 2000, the Federal Government hereby makes the following rules, namely:

1. Short Title:
These rules may be called the Press Council Rules, 2000.

2. Definitions: In these rules:
(a) "Act/Ordinance" means the Press Council of Pakistan Act, 2000.
(b) "registrar" means the Registrar of the Council.

3. Conditions of service of the Chairman:

(1) The Headquarters of the Chairman shall be the same as that of the Council.

(2) The leave admissible to the Chairman shall be as admissible to Federal Government Officers.

(3) (i) If a person belonging to a pensionable service is nominated as Chairman, he/she shall be entitled to pension and shall also subscribe to the General Provident Fund;

(ii) If a retired person or any person other than a person belonging to a pensionable service is nominated as Chairman, he/she shall contribute to the Contributory Provident Fund from the date of such employment. However, the Council’s contribution, with interest, shall be credited after the completion of one year’s service.

(4) The Chairman shall be entitled to travel by air on journeys performed in connection with the work of the Council or by rail by first class air-conditioned accommodation and shall be entitled to be paid travelling and daily allowance in accordance with the pay drawn by him.

(5) The Chairman shall be his/her own controlling officer for the purpose of travelling allowances.
allowance at the rate of rupees two hundred per day.

4. **Method of recruitment:**

   (1) Recruitment to the posts under the Council may be made by adopting any of the following methods, namely:

   (a) By direct recruitment by advertising the post;

   (b) By promotion; or

   (c) By deputation or transfer of persons employed in Government Offices or bodies whether incorporated or not, wholly or substantially owned or controlled by Government;

   (2) The Council shall constitute such selection committees as may be considered necessary for the purpose of recommending suitable candidates for the posts.

   (3) The Council may make appointments to the posts taking into account the recommendations of the selection committees;

   Provided that if a vacancy is required to be filled urgently, the Chairman may make a temporary appointment in any post on ad-hoc basis for a period not exceeding six months, so, however, that every appointment so made shall be reported to the Council before the expiry of that period for its approval and, where in a case any appointment so made is, not approved by the Council, the person so appointed shall cease to hold the post from such date as the Council may specify in that behalf.

6. **Production of medical certificate and verification of character and antecedents:**

   Recruitment to all posts under the Council shall normally be made subject to the production of a medical certificate of physical fitness in accordance with such standards as may be laid down for posts of corresponding status under the Central Government and after due verification of the character and antecedents of the persons concerned.
privileges enjoyed by them shall, so far as may be, apply to the employees of the Council, provided that the employees of the Council shall be entitled to subscribe to the Provident Fund with effect from the date of appointment in the Council in accordance with the orders issued by the Ministry of Finance on the subject from time to time.

8. **Annual Report:**
The Annual Report required to be prepared under Section 20 of the Act shall be prepared by the Council within two months from the expiry of the year to which it relates.
Explanation: For purposes of this rule the "year" means "financial year".

9. **Levy of Fees:**

(1) The Council may, for the purpose of performing its functions under the Act, levy and collect fees from registered newspapers and news agencies during each financial year as specified below:

(a) Rs 30,000/- per annum from each registered newspaper with a circulation range of above one lakh;

(b) Rs 35,000/- per annum from each registered newspaper with a circulation range above 50,000 but below one lakh;

(c) Rs 25,000/- per annum from each registered newspaper with a circulation range above 15,000 but below 50,000;

(d) Rs 10,000/- per annum from each registered newspaper with a circulation range above 5,000/- but below 15,000;

(e) Rs 5000/- per annum from each Class I or Class II news agency;

(f) Rs 3000/- per annum each from all other news agencies. Explanation: For the purposes of this rule, the circulation range of registered newspapers shall be such as indicated in the ABC, and the criteria for classification of news agencies shall be such as indicated in the Report of the Wage Board.

(2) The Council shall send during the course of every financial year notices of demand under registered A.D. covers to registered newspapers and news agencies calling for the remittance to it of the fees as indicated in sub-rule (1) and such registered newspapers and news agencies shall remit the amount of fees so demanded within thirty days of the receipt of such notices by means of Demand Drafts payable to the Council.
PRESS COUNCIL

Rules on
Procedure for Conduct of
Meetings and Business

Draft
In exercise of the powers conferred by the relevant section of the Press Council of Pakistan, Act/Ordinance, 2000, the Press Council of Pakistan hereby makes the following regulations, namely:-

1. **Short title and commencement:**

   (1) The regulations may be called the Press Council (Procedure for Conduct of Meetings and Business) Regulations, 2000.

   (2) They shall come into force on the date of their publication in the Official Gazette.

2. **Definitions:**

   In these regulations, unless the context otherwise requires:

   (a) 'Registrar' means the Registrar of the Council appointed under sub-section (j) of Section 2 of the Act;

   (b) 'Year' means the financial year.

3. **Meetings of the Council:**

   (1) There shall be not less than six ordinary meetings of the Council in any one year held on such dates and at such places as the Chairman may fix.

   (2) The interval between any two ordinary meetings shall not normally be longer than two months.

4. **Quorum at meetings:**

   The quorum for meetings of the Council shall be eleven:

   Provided that no such quorum shall be necessary in respect of a meeting once adjourned for lack of quorum. The date and time of the adjourned meetings shall be fixed by the Chairman with seven days' notice to every member.
5. Power to call meetings and notice of meetings:

(1) Chairman may, at any time, call a meeting of the Council after giving notice as required in sub-regulation (2);

(2) Notice of a meeting signed by the Registrar or, in his absence, by any other person authorized in this behalf by the Chairman shall ordinarily be issued to every member at least fifteen days before the meeting.

(3) Notice of the meeting of the Council shall specify the time and place of the meeting.

(4) The notice shall generally issued under certificate of posting and the said twenty-one days shall be counted from the day of posting.

Provided that in case of urgency and without the issue of such a notice, a special meeting may be summoned at any time by the Chairman who shall inform the members in advance of the matters for consideration and the reasons for the summoning of the meeting.

(5) No proceeding shall be invalidated merely on the ground that the requirement as to notice is not strictly complied with.

6. Power to raise matters at meetings:

A member shall be entitled to bring before the Council any matter only after having given seven clear days' notice to that effect to the Registrar and such matter shall be put on the agenda of a meeting of the Council, provided that the Chairman may in his discretion allow such matter to be raised at any meeting without such notice.

7. Calling of extraordinary meeting by requisition:

(1) The Chairman shall, on requisition made in that behalf by no less than seven members, call an extraordinary meeting of the Council within fifteen days of the receipt of the requisition.

(2) The requisition shall set out the business for the consideration of which the meeting is to be called and shall be signed by the members making the requisition.

(3) If the Chairman does not, within ten days from the date of receipt of a valid requisition, call a meeting of the Council for the consideration of the business specified in the requisition, the meeting may be called by the members making the requisition.
requisition themselves, following, as nearly as may be the procedure set out hereinbelow in the regulation.

Provided that no such meeting shall be held before the expiration of ten days from the date of the original requisition:

8. **Power of the Chairman to take decisions in urgent matters:**

   (1) The Chairman may, in his discretion, if urgent action by the Council becomes necessary, take decision and permit the business of the Council to be transacted by an order recorded in writing.

   (2) The papers together with the decision taken by Chairman shall be placed before the next meeting of the Council for confirmation.

9. **Power to adjourn meetings:**

   The Council may adjourn its sittings from day to day or to any particular day without prior notice.

10. **Decision by majority:**

    The decision on any matter shall be by majority and in the case of equality of votes, the Chairman of the meeting shall have the casting vote.

11. **Power to call to the meeting persons other than members:**

    The Chairman may require any employee of the Council or invited any other person or persons to attend and participate in the discussions in any meeting of the Council but such employees or person or persons shall not be entitled to vote.

12. **Agenda:**

    The agenda for meetings of the Council shall be prepared by the Registrar or in his absence by a person authorised in this behalf by the Chairman.

13. **Minutes of the meeting:**

    (1) The minutes of every meeting shall be recorded by the Registrar or in his absence by a person authorised in this behalf by the Chairman.

    (2) Unless otherwise desired by the Chairman, it shall not be necessary to keep verbatim record of the discussion at any meetings.
14. Minutes of previous meeting:

The minutes of the previous meeting shall be placed before the next meeting of the Council and the same shall be confirmed after consideration of the objections, if any.

15. Chairman to preside over the meetings:

The Chairman shall preside over the meetings of the Council and in his absence the members shall elect one from amongst themselves to preside at the meetings.
PRESS COUNCIL

Rules on Procedure of Complaints and Inquiry

Draft
Draft of
Procedure of Inquiry
NOTIFICATION

In exercise of the powers conferred by the relevant clauses of the Press Council of Pakistan Act/Ordinance, 2000 and all other powers thereunto enabling, the Press Council of Pakistan hereby makes the following Regulations, namely:

1. Short Title and Commencement:
   (1) These Regulations may be called the Press Council (Procedure of Inquiry) Regulations, 2000.
   (2) They shall come into force on the date of their publication in the official Gazette.

2. Definitions: Unless the context otherwise requires:
   (b) 'Tribunal' means the Tribunal of Inquiry constituted by the Council under the Act for the purpose of inquiry into complaints.
   (c) 'Council' means the Press Council of Pakistan constituted under the Act/Ordinance.
   (d) 'Complainant' means a person or authority making a complaint to the Council regarding a newspaper, news agency, editor or other working journalist.
   (e) 'Matter' means an article, news-item, news-report, or any other matter which is published by a newspaper or transmitted by a news agency by any means whatsoever and includes a cartoon, picture, photograph, strip illustration or advertisement which is published in a newspaper.

3. Contents of complaints in respect of a newspaper, news agency, editor or other working journalist:
   (1) where a person makes a complaint to the Council in respect of the publication or non-publication of any matter in any newspaper or news agency, he shall:
(a) furnish the name and address of the newspaper, news agency, editor or other working journalist against which or whom the complaint is preferred and in cases where the complaint relates to the publication of matter in a newspaper or to the transmission by a news agency, forward along with the complaint a cutting of the matter complained of in original and such other particulars as are relevant to the subject-matter of the complaint; and where the complaint is in respect of non-publication of matter, the original or a copy of the matter, the non-publication of which is complained of;

(b) state in what manner the publication or non-publication of the matter complained of is objectionable.

(c) before filing the complaint before the Council, draw the attention of the newspaper, news agency, editor or other working journalist concerned, to the matter appearing in the newspaper etc or to the non-publication thereof which, in the opinion of the complainant, is objectionable and he shall also furnish to the newspaper, news agency, editor or the working journalist, as the case may be, the grounds for holding such opinion. The complainant shall, along with the complaint, enclose a copy of the letter written by him to the newspaper, news agency, editor or other working journalist together with a copy of the reply, if any received by him, provided that the Chairman may in his discretion waive this condition;

(d) In cases where the complaint is that an editor or a working journalist has committed any professional misconduct, other than by way of the publication or non-publication of any matter in a newspaper, the complaint shall set out clearly in detail the facts which according to him justify the complaint.

(e) In every case place all other relevant facts before the Council; and

(f) (i) In the case of a complaint relating to the publication or non-publication of any matter in respect of newspaper or news agency the same shall be lodged with the Council within the following periods of its publication or non-publication: Dailies, News agencies and Weeklies within 2 months

B. In all other cases within 4 months Provided that a relevant publication of an earlier date may be referred to in the complaint.

(ii) In the case of a complaint against an editor or working journalist, the same shall be lodged within 4 months of the misconduct complained of:

Provided that the Council may, if satisfied that the complainant has acted promptly, but that the delay in filing the complaint within the
period prescribed under sub-clause (i) or sub-clause (ii) of Regulation (J) 1 (f), has been caused by reason of the time taken to comply with the condition laid down in sub-clause (e) supra or on account of other sufficient cause condone the delay and entertain the complaint. The power of condonation shall be exercised by the Chairman, subject to the approval of the Council.

The complainant while presenting the complaint shall, at the foot thereof, make and subscribe to a declaration to the effect;

(i) that to the best of his knowledge and belief he has placed all the relevant facts before the Council and that no proceedings are pending in any Court of law in respect of any matter alleged in the complaint;

(ii) that he shall inform the Council forthwith if during the pendency of the inquiry before the Council any matter alleged in the complaint becomes the subject-matter of any proceeding in a Court of Law.

4. Return of Complaint: Where a complainant does not comply with the requirements of regulation 3, the Chairman may return the complaint asking the complainant to bring it in conformity with such requirements and represent it within such times as he may fix in that behalf.

The complainant shall be informed of the reasons for the return of the complaint.

5. Issue of notice:

(1) As soon as possible, and in any case not later than fifteen days from the date of receipt of a complaint, under the direction of the Chairman, a copy thereof shall be sent to the newspapers, news agency, editor or other working journalist against which or whom the complaint has been made, under regulation 3 along with a notice requiring the newspapers, news agency, editor or other working journalist, as the case may be, to show cause why action should not be taken under discretion to extend time for the issuance of the notice.

Provide further that the Chairman may decide not to issue a notice to show cause to the newspaper, news agency, editor or working journalist where, in his opinion, there is no sufficient ground for holding an inquiry. The Council at its next meeting shall be apprised by the Chairman of the reasons for his decision not to issue a “Show Cause” notice and it may pass such orders as it deems fit.

(2) The notice issued under sub-regulation (1) above shall be sent to the newspapers, news agency, editor or other working journalist concerned by registered post, acknowledgement due, at the address furnished in the complaint.
Filing of written statement:

(1) The newspapers, news agency, editor or other working journalist against which or whom the complaint is made may, within fourteen days from the date of service of the copy of the complaint and notice under regulation 5 or within such further time as may be granted by the Chairman in this behalf, submit a written statement in reply to the complaint.

(2) A copy of the written statement, when received shall be forwarded to the complainant for his information.

(3) After receipt of the complaint or written statement, the Chairman may, if he considers necessary, call for any further information either from the complainant or the respondent newspapers, news agency, editor or working journalist, as the case may be, in order to clarify matters appearing in the complaint or written statement and in doing so, may call for such documents or further statements as he might consider necessary. All the documents and statements called for by him shall form part of the record and shall be placed before the Tribunal at the time of the inquiry.

7. Power to call for additional particulars etc.

The Tribunal may after considering the complaint and the written statement, call for such additional particulars or documents relevant to the subject-matter of the case as it may consider necessary from both the parties or either of them.

8. Rejection of complaint of the same nature previously inquired into:

Where at any time in the course of the inquiry into the complaint it appears to the Tribunal that the subject-matter of the complaint is substantially the same as, or has been covered by any former complaint dealt with by the Council under these regulation, the Tribunal shall hear the complainant, if he desires to be heard, and also if the Tribunal considers it necessary, the newspaper, news agency editor or other working journalist, as the case may be, and make its recommendation to the Council which may pass such order as may be considered necessary and the same shall be duly communicated to the parties.

9. Inquiry by the Tribunal:

Notice of the time, date and place of hearing shall be served on the complaint as well as on the newspaper, news agency, editor and working journalist, as the case may be, and shall be sent by registered post, acknowledgement due. In the inquiry before the Tribunal the parties shall be entitled to adduce relevant evidence, oral or documentary, and make submission in support of their contentions.
At the close of the Inquiry the Tribunal shall make a report of its finding/decision on the allegations contained in the complaint together with its reasons and submit the record of the case to the Council.

10. Decision by the Council:

(1) The Council shall after perusing the record of the case, pass orders giving its final decision, or it may remit the case to the Tribunal for such further inquiry as the Council may deem necessary and after receipt of its report dispose of the case.

(2) Every case shall be determined by a majority of votes of the members of the Council present and voting, and in the event of the votes being equal, the Chairman shall have a casting vote and shall exercise the same.

(3) The order of the Council shall be communicated in writing to the parties to the case.

11. Appearance of parties etc:

In any inquiry under these regulations, the editor, news agency other working journalist, or any authority including Government, or the newspaper through its editor, against which or whom a complaint has been made may appear in person, or with the permission of Committee or the Council as the case may be, by a Counselor a duly authorized representative.

12. Power to take suo moto action:

The Chairman may suo moto issue notice or, as the case may be, take action in respect of any matter which appears gross violation of Code of Ethics by the Press thereof and thereupon the procedure prescribed by these regulations from regulation 5 onwards shall be followed as if it were a complaint under regulation 3.

13. Procedure in respect of complaints etc. under Section 13:

The procedure prescribed by these regulations in respect of complaints under section 14 (1) of the Act shall apply, as far as may be, to complaints or representations received by the Council with regard to any subject falling within the provisions of Section 13.

14. Procedure in matters not provided for in these Regulations:

The Council as also the Tribunal shall have the power to regulate their own procedure in respect of any matter for which no provision or inadequate provision is made in these regulations and shall also have the power in appropriate cases to hold inquiries in camera.
Draft of
Press, Newspapers and Books
Registration Act 2000

Whereas, it is necessary to provide a system of regulation of printing presses, and Newspapers, for the preservation of the copies of books and newspapers printed in the whole of Pakistan, for the registration of such books and newspapers, it is hereby enacted:

1 Short title.

(a) This act may be called the Press Newspapers and Books Registration Act, 2000.

(b) It shall come into force once.

(c) This Act extends to the whole of Pakistan.

Part I
(Preliminary)

2 Interpretation Clause:

In this Act, unless there shall be something repugnant in the subject or context,

(a) 'Book' includes every volume, part or division of a volume, and pamphlet, in any language, and every sheet of music, map, chart or plan separately printed.

(b) 'Editor' means the person who controls the selection of the matter that is published in a newspaper.

(c) 'Magistrate' means any person exercising the full powers of a District Magistrate.

(d) 'Newspaper' means any printed periodical work containing public news or comments on Public news;

(e) 'Paper' means any document, including a newspaper, other than a book;

(f) 'Prescribed' means prescribed by rules made by the Government under section 20A;

(g) 'Press Registrar' means the Registrar of Newspapers for Pakistan appointed by the Federal Government under section 19A and includes any
other person appointed by the Federal Government to perform all or any of the functions of the Press Registrar;

(g) "printed" includes cyclostyled and printing by lithography.
"Register" means the Register of newspapers maintained under section 19B.

Part II
(Of Printing Presses and Newspapers)

3. Particulars to be printed on books and papers:

Every book or paper printed within Pakistan shall be printed legibly on it the name of the printer and the place of printing, and if the book or paper be published the name of the publisher, and the place of publication.

4. Keeper of printing press to make declaration: (1) No person shall keep in his possession any press for the printing of books or papers who shall not have made and subscribed the following declaration before the District Magistrate within whose local jurisdiction such press may be:

1. I XYZ, declare that I have a press for printing at

And this last blank shall be filled up with a true and precise description of the place where such press may be situated.

2. As often as the place where a press is kept is changed, a new declaration shall be necessary: Provided that where the change is for a period not exceeding sixty days and the place where the press is kept after the change is within the local jurisdiction of the District Magistrate referred to in subsection (1), no new declaration shall be necessary if:

(a) a statement relating to the change is furnished to the said Magistrate within twenty-four hours thereof; and

(b) the keeper of the press continues to be the same.

5. Rules as to publication of newspapers.-- No newspaper shall be published except in conformity with the rules hereinafter laid down:

(1) Without prejudice to the provisions of section 3, every copy of every such newspaper shall contain the names of the owner and editor thereof printed clearly on such copy and also the date of its publication.

(2) The printer and the publisher of every such newspaper shall appear in person or by agent authorised in this behalf in accordance with rules made
under section 20, before a District Magistrate within whose local jurisdiction such newspaper shall be printed or published and shall make and subscribe, in duplicate, the following declaration:

"I XYZ, declare that I am the printer (or publisher, or printer and publisher of the newspaper entitled (and to be printed or published, or to be printed and published), as the case may be, at

(3) Every declaration under rule (2) shall specify the title of the newspaper, the language in which it is to be published and the periodicity of its publication and shall contain such other particulars as may be prescribed.

(4) Where the printer or publisher of a newspaper making a declaration under rule (2) is not the owner thereof, the declaration shall specify the name of the owner and shall also be accompanied by an authority in writing from the owner authorized such person to make and subscribe such declaration.

(5) A declaration in respect of a newspaper made under rule (2) of section 5 and authenticated under section 6 shall be necessary before the newspaper can be published.

(6) Where the title of any newspaper or its language or the periodicity of its publication is changed, the declaration shall cease to have effect and a new declaration shall be necessary before the publication of the newspaper can be continued.

(7) As often as the ownership of printing or publication is changed, a new declaration shall be necessary:

(8) As often as the place of printing or publication is changed, a new declaration shall be necessary:

Provided that where the change is for a period not exceeding thirty days and the place of printing or publication after the change is within the local jurisdiction of the District Magistrate referred to in rule (2), no new declaration shall be necessary if--

(a) a statement relating to the change is furnished to the said Magistrate within twenty four hours thereof; and

(b) the printer or publication or the printer and publisher of the newspaper continues to be the same.

(9) As often as the printer or the publisher who shall have made such declaration as is aforesaid shall leave Pakistan for a period exceeding ninety days or where such printer or publisher is by infirmity or otherwise rendered incapable of carrying out his duties for a period exceeding ninety days in circumstances not involving the vacation of his appointment, a new declaration shall be necessary.
one of the said originals shall be deposited among the records of the office of the
District Magistrate, and the other shall be deposited among the records of the
High Court of Judicature, or other principal civil Court of original
jurisdiction for the place where the said declaration shall have been made.

Inspection and supply of copies.

The Officer in-charge of an original shall allow any person to inspect that
original on payment of a fee of Rs. 100/-, and shall give to any person applying a
copy of the said declaration, attested by the seal of the Court which has the
custody of the original, on payment of a fee of Rs. 10/-.

A copy of the declaration attested by the official seal of the District Magistrate or
a copy of the order refusing to authenticate the declaration, shall be forwarded as
soon as possible to the person making and subscribing the declaration and also to
the Press Registrar.

7. Office Copy of Declaration to be prima facie evidence.

In any legal proceeding whatever, as well civil as criminal, the production of a
copy of such declaration as is aforesaid, attested by the seal of some Court
empowered by this Act to have the custody of such declaration, or, in the case of
the editor, a copy of the newspaper containing his name printed on it as that at
the editor shall be held (unless the contrary be proved) to be sufficient evidence, as
against the person whose name shall be subscribed to such declaration, or
printed on such newspaper, as the case may be that the said declaration may be of every
portion of every newspaper wherein the title shall correspond with the title of the
newspaper mentioned in the declaration, (or the editor of every portion of that
issue of the newspaper of which a copy is produced)

5. New declaration by persons who have signed a declaration and subsequently
ceased to be printers or publishers.

If any person has subscribed to any declaration in respect of a newspaper under
section 3 and the declaration has been authenticated by a District Magistrate under
section 6 and subsequently that person ceases to be the printer or publisher of the
newspaper mentioned in such declaration, he shall appear before any District,
Presidency or Sub-divisional Magistrate, and make and subscribe in duplicate the
following declarations:

"I, XYZ, declare that I have ceased to be the printer or publisher or printer and
publisher of the newspaper entitled "...

Authentication and filing.

Each original of a latter declaration shall be authenticated by the signature and
seal of the District Magistrate before whom the said latter declaration shall have
(10) Every declaration made in respect of a newspaper shall be void, where the newspaper does not commence publication:

(a) within ten weeks of the authentication of the declaration under section 6, in the case of a newspaper to be published once a week or oftener; and

(b) within four months of the authentication of the declaration under section 6, in the case of any other newspaper, an in every such case, a new declaration shall be necessary before the newspaper can be published.

(11) Where, in any period of three months, any daily, tri-weekly, bi-weekly, weekly or fortnightly newspaper publishes issues the number of which is less than half of what should have been published in accordance with the declaration made in respect thereof, the declaration shall cease to have effect and a new declaration shall be necessary before the publication of the newspaper can be continued.

(12) Where any other newspaper has ceased publication for a period exceeding twelve months, every declaration made in respect thereof shall cease to have effect, and a new declaration shall be necessary before the newspaper can be re-published.

(13) Every existing declaration in respect of a newspaper shall be cancelled by the District Magistrate before whom a new declaration is made and subscribed in respect of the same.

Provided that no person who does not ordinarily reside in Pakistan, or who has not attained the age of 18, shall be permitted to make the declaration prescribed by this section, nor shall any such person edit a newspaper.

6. Authentication of declaration:

Each of the two originals of every declaration so made and subscribed as is aforesaid, shall be authenticated by the signature and official seal of the District Magistrate before whom the said declaration shall have been made.

Provided that where any declaration is made and subscribed under section 5 in respect of a newspaper, the declaration shall not, save in the case of newspapers owned by the same person, be so authenticated unless the Magistrate is, on inquiry from the Press Registrar, satisfied that the newspaper proposed to be published does not bear a title which is the same as or similar to, that of any other newspaper published either in the same language or in the same province.
been made, and one original of the said latter declaration shall be filed along
with each original of the former declaration. Inspection and supply of copies.
The Officer-in-charge of each original of the latter declaration shall allow any
person applying to inspect that original on payment of a fee of Rs. 100/-, and
shall give to any person applying a copy of the said latter declaration, attested by
the seal of the Court having custody of the original, on payment of a fee of two
thousand rupees.

Putting copy in evidence:

In all trials in which a copy, attested as is aforesaid, of the former declaration
shall have been put in evidence, it shall be lawful to put in evidence a copy,
attested as is aforesaid, of the latter declaration, and the former declaration shall
not be taken to be evidence that the declarant was, at any period subsequent to the
date of the latter declaration, printer or publisher of the newspaper therein
mentioned.

A copy of the latter declaration attested by the official seal of the District
Magistrate shall be forwarded to the Press Registrar.

8A Person whose name has been incorrectly published as editor may make
declaration before a Magistrate:

If any person, whose name has appeared as editor on a copy of a newspaper,
claims that he was not the editor of the issue on which his name has so appeared,
he may, within two weeks of his becoming aware that his name has been so
published, appear before a District Magistrate and make a declaration that his
name was incorrectly published in that issue as that of the editor thereof, and if
the Magistrate after such inquiry or causing such inquiry to be made as he may
consider necessary is satisfied that such declaration is true, he shall certify
accordingly, and on that certificate being given the provisions of section 7 shall
not apply to that person in respect of that issue of the newspaper. The Magistrate
may extend the period allowed by this section in any case where he is satisfied
that such person was prevented by sufficient cause from appearing and making
the declaration within that period.

8B Cancellation of declaration:

If, on an application made to him by the Press Registrar or any other person or
otherwise, the District Magistrate empowered to authenticate a declaration under
this Act, is of opinion that any declaration made in respect of a newspaper should
be cancelled, he may, after giving the person concerned an opportunity of
showing cause against the action proposed to be taken, hold an inquiry into the
matter and if, after considering the cause, if any, shown by such person and after
giving him an opportunity of being heard, he is satisfied that:

(i) the newspaper, in respect of which the declaration has been made, is being
    published in contravention of the provisions of this Act or rules made
    thereunder; or
(ii) the newspaper mentioned in the declaration bears a title which is the same as, or similar to, that of any other newspaper published either in the same language or in the same Province, or

(iii) the printer or publisher has ceased to be the printer or publisher of the newspaper mentioned in such declaration, or

(iv) the declaration was made on false representation or on the concealment of any material fact or in respect of a periodical work which is not a newspaper; the District Magistrate may, by order, cancel the declaration and shall forward as soon as possible a copy of the order to the person making or subscribing the declaration and also to the Press Registrar.

**Appeal.**

(1) Any person aggrieved by an order of a Magistrate refusing to authenticate a declaration under section 6 or cancelling a declaration under section 8D may, within sixty days from the date on which such order is communicated to him, prefer an appeal to the Appellate Board constituted by the Chairman of the Press Council of Pakistan. Provided that the Appellate Board may entertain an appeal after the expiry of the said period, if it is satisfied that the appellant was prevented by sufficient cause from preferring the appeal in time.

(2) On receipt of an appeal under this section, the Appellate Board may, after calling for the record from the District Magistrate and after making such further inquiries as it thinks fit, confirm, modify or set aside the order appealed against.

(3) Subject to the provisions contained in sub-section (2), the Appellate Board may, by order, regulate its practice and procedure.

(4) The decision of the Appellate Board shall be final.

**Part III**

**(Delivery of Books)**

9. Copies of Books printed after commencement of act to be delivered gratis to Government.

Printed copies of the whole of every book which shall be printed in Pakistan after this Act shall come into force, togetherness with all maps, prints and other engravings belonging thereto, finished and coloured in the same manner as the best copies of the same, shall, notwithstanding any agreement (if the book be published) between the printer and publisher thereof, be delivered by the printer at such place and to such officer as the Provincial Government shall, by notification in the
Official Gazette, from time to direct, and free of expense to the Government, as follows, that is to say:-

(a) in any case, within one calendar month after the day on which any such book shall first be delivered out of the press, one such copy, and

(b) if within one calendar year from such day the Provincial Government shall require the printer to deliver other such copies not exceeding two in number, then within one calendar month after the day on which any such requisition shall be made by the Provincial Government on the printer, another such copy, or two other such copies, as the Provincial Government may direct.

The copies so delivered being bound, sewed or stitched together and upon the best paper on which any copies of the book shall be printed.

The publisher or other person employing the printer shall, at a reasonable time before the expiration of the said month, supply him with all maps, prints and engravings finished and coloured as aforesaid, which may be necessary to enable him to comply with the requirements aforesaid.

Nothing in the former part of this section shall apply to:

(i) any second or subsequent edition of a book in which edition no additions or alterations either in the letter-press or in the maps, prints or other engravings belonging to the book have been made, and a copy of the first or some preceding edition of which book has been delivered under this Act, or

(ii) any published in conformity with the rules laid down in section 9 of this Act.


The officer to whom a copy of a book is delivered under the last foregoing section shall give to the printer a receipt in writing therefor.


The copy delivered pursuant to clause (a) of the first paragraph of section 9 of this Act shall be disposed of as the Provincial Government shall from time to time determine. Any copy or copies delivered pursuant to clause (b) of the said paragraph shall be transmitted to the Central Government.

11A Copies of newspapers printed in Pakistan to be delivered gratis to Government.

The printer of every newspaper shall deliver at such place and to such officer as the Provincial Government may, by notification in the Official Gazette, direct, and
free of expense to the Government, two copies of each issue of such newspaper as soon as it is published.

11B Copies of newspapers to be delivered to Press Registrar.

Subject to any rules that may be made under this Act, the publisher of every newspaper in Pakistan shall deliver free of expense to the Press Registrar one copy of each issue of such newspaper as soon as it is published.

PART IV
(Penalties)

12 Penalty for printing contrary to rule in section 3.

Whoever shall print or publish any book or paper otherwise than in conformity with the rule contained in section 3 of this Act, shall, on conviction before a District Magistrate, be punished by fine not exceeding ten thousand rupees, or by simple imprisonment for a term not exceeding six months, or by both.

13 Penalty for keeping press without making declaration required by section 4.

Whoever shall keep in his possession any such press as aforesaid, in contravention of any of the provisions contained in section 4 of this Act, shall, on conviction before a District Magistrate, be punished by fine not exceeding ten thousand rupees, or by simple imprisonment for a term not exceeding six months, or by both.

14 Punishment for making false statement.

Any person who shall, in making any declaration or other statement under the authority of this Act, make a statement which is false, and which he either knows or believes to be false, or does not believe to be true, shall, on conviction before a District Magistrate, be punished by fine not exceeding ten thousand rupees, and imprisonment for a term not exceeding six months.

15 Penalty for printing or publishing newspaper without conforming to rules.

(i) Whoever shall edit print or publish any newspaper, without conforming to the rules hereinbefore laid down, or whoever shall edit, print or publish, or shall cause to be edited, printed or published, any newspaper, knowing that the said rules have not been observed with respect to that newspaper, shall, on conviction before a District Magistrate, be punished with fine not exceeding ten thousand rupees, or imprisonment for a term not exceeding six months or both.

(ii) Where an offence is committed in relation to a newspaper under sub-section (1), the Magistrate may, in addition to the punishment imposed under the said sub-section, also cancel the declaration in respect of the newspaper.
Penalty for failure to make a declaration under section 8.

If any person who has ceased to be a printer or publisher of any newspaper or other publication neglects to make a declaration in compliance with section 8, he shall, on conviction before a District Magistrate, be punishable by fine not exceeding two hundred rupees.

Penalty for not delivering books or not supplying another with maps. If any printer of any such books as is referred to in section 9 of this Act shall neglect to deliver copies of the same pursuant to the section, he shall for every such default forfeit to the Government such sum not exceeding five thousand rupees as a District Magistrate having jurisdiction in the place where the book was printed may, on the application of the officer to whom the copies should have been delivered or of any person authorised by that officer in this behalf, determine to be in the circumstances a reasonable penalty for the default, and, in addition to such sum, such further sum as the Magistrate may determine to be the value of the copies which the printer ought to have delivered. If any publisher or other person employing any such printer shall neglect to supply him, in the matter prescribed in the second paragraph of section 9 of this Act with the maps, prints or engravings which may be necessary to enable him to comply with the provisions of that section, such publisher or other person shall for every such default forfeit to the Government such sum not exceeding fifty rupees as a District Magistrate having jurisdiction in the place where the book was printed may, on such an application as aforesaid may, on such an application as aforesaid, determine to be in the circumstances a reasonable penalty for the default, and in addition to such sum, such further sum as the Magistrate may determine to be the value of the maps, prints or engravings which such publisher or other person ought to have supplied.

Penalty for failure to supply copies of newspapers to Government.

If any printer of any newspaper published in Pakistan neglects to deliver copies of the same in compliance with section 11A, he shall, on the complaint of the officer to whom copies should have been delivered or of any person authorised by that officer in this behalf, be punishable, on conviction by a Magistrate having jurisdiction in the place where the newspaper was printed, with fine which may extend to five hundred rupees for every default.

Penalty for failure to supply copies of newspapers to Press Registrar.

If any publisher of any newspaper published in Pakistan neglects to deliver copies of the same in compliance with section 11B, he shall, on the complaint of the Press Registrar, be punishable, on conviction by a District Magistrate having jurisdiction in the place where the newspaper was printed, with fine which may extend to five hundred rupees for every default.

Recovery of forfeited features and disposal thereof and of fines.

Any sum forfeited to the Government under section 16 may be recovered, on the warrant of the Magistrate determining the sum, or of his successor in office, in
the manner authorised by the Code of Criminal Procedure (10 of 1882) for the
time being in force; and within the period prescribed by the Pakistan Penal Code
(15 of 1860), for the levy of a fine.

PART V
(Registration of Books)

18 Registration of memoranda of books

There shall be kept at such office, and by such officer as the State Government
shall appoint in this behalf, a book to be called a Catalogue of Books printed in
Pakistan, where in shall be registered a memorandum of every book which shall
have been delivered pursuant to clause (a) of the first paragraph of section 9 of
this Act. Such memorandum shall (so far as may be practicable) contain the
following particulars (that is to say):

(1) the title of the book and the contents of the title-page, with a
translation into English of such title and contents, when the same
are not in the English language,

(2) the language in which the book is written;

(3) the name of the author, translator, or editor of the book or any part
thereof;

(4) the subject;

(5) the place of printing and the place of publication;

(6) the name or firm of the printer and the name or firm of the
publisher;

(7) the date of issue from the press or of the publication;

(8) the number of sheets, leaves or pages;

(9) the size;

(10) the first, second or other number of the edition;

(11) the number of copies of which the edition consists;

(12) whether the book is printed, cyclostyled or lithographed;

(13) the price at which the book is sold to the public; and
practicable after the delivery of the copy to the press, as provided in paragraph of section 9.

49 Publication of memoranda registered.

The memoranda registered during each quarter in the said Catalogue shall be published in the Official Gazette, as soon as may be after the end of such quarter, and a copy of the memoranda so published shall be sent to the Federal Government.

PART V-A

(Registration of Newspapers)

19A Appointment of Press Registrar and other officers:

The Federal Government may appoint a Registrar of newspapers for Pakistan and such other officers under the general superintendence and control of the Press Registrar as may, by general or special order, provide for the distribution or allocation of functions to be performed by them under this Act.

19B Register of newspapers:

(1) The Press Registrar shall maintain in the prescribed manner a Register of newspapers.

(2) The Register shall, as far as may be practicable, contain the following particulars about every newspaper published in Pakistan, namely:

(a) the title of the newspaper,

(b) the language in which the newspaper is published;

(c) periodicity of the publication of the newspapers;

(d) the name of the editor, printer and publisher of the newspaper;

(e) the place of printing and publication;

(f) the average number of pages per week;

(g) the number of days of publication in the year,
distributed to the public, the average being calculated with reference to such period as may be prescribed,

(i) retail selling price per copy;

(j) the names and addresses of the owners of the newspaper and such other particulars relating to ownership as may be prescribed;

(k) any other particulars which may be prescribed

(3) On receiving information from time to time about the above particulars, the Press Registrar shall cause relevant entries to be made in the Register and may make such necessary alterations or corrections therein as may be required for keeping the Register up-to-date.

C. Certificates of registration.

On receiving from the Magistrate under section 6 a copy of the declaration in respect of a newspaper and on the publication of such newspaper, the Press Registrar shall, as soon as practicable thereafter, issue a certificate of registration in respect of that newspaper to a publisher thereof.

D. Annual statement, etc, to be furnished by newspapers. It shall be the duty of the publisher of every newspaper

(a) to furnish to the Press Registrar an annual statement in respect of the newspapers at such time and containing such of the particulars referred to in subsection (2) of section 19B as may be prescribed;

(b) to publish in the newspaper at such times and in such of the particulars relating to the newspaper referred to in subsection (19B) as may be specified in this behalf by the Press Registrar.

E. Returns and reports to be furnished by newspapers.

The publisher of every newspaper shall furnish to the Press Registrar such returns, statistics and other information with respect to any of the particulars referred to in subsection (2) of section 19B as the Press Registrar may from time to time require. Right of access to records and documents. The Press Registrar of any gazetted officer authorized by him in writing in this behalf shall, for the purpose of the collection of any information relating to a newspaper under this Act, have access to any relevant record or document relating to the newspaper in the possession of the publisher thereof, and may enter at any reasonable time any premises where he believes such record or document to be and may inspect or take copies of the relevant records or documents or ask any question necessary for obtaining any information required to be furnished under this Act.

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The press Registrar shall prepare, in such form and at such time each year as may be prescribed, an annual report containing a summary of the information obtained by him during the previous year in respect of the newspapers in Pakistan and giving an account of the working of such newspapers, and copies thereof shall be forwarded to the Federal Government.

19II Furnishing of copies of extracts from Register

On the application of any person for the supply of the copy of any extract from the Register and on Payment of such fee as may be prescribed, the Press Registrar shall furnish such copy to applicant in such form and manner as may be prescribed.


Subject to the provisions of this Act and regulations made thereunder, the Press Registrar may delegate all or any of his (24) powers under this Act to any officer subordinate to him.

19K Press Registrar and other officers to be public servants. The Press Registrar and all officers appointed under this Act shall be deemed to be public servants.

19L Penalty for contravention of section 19 D or Section 19 E, etc. If the publisher of any newspaper

(a) refuses or neglects to comply with the provisions of section 19 D or section 19 E; or

(b) publishes in the newspaper in pursuance of clause (b) of section 19 D any particulars relating to the newspaper which he has reason to believe to be false, he shall be punishable with fine which may extend to five thousand rupees.

19L Penalty for improper disclosure of information:

If any person engaged in connection with the collection of information under this Act willfully discloses any information or the contents of any return given or furnished under this Act otherwise than in the execution of his duties under this act or for the purposes of the prosecution of an offence under this Act or under the Penal Code (55 of 1860); he shall be punishable with imprisonment for a term which may extend to six months, or with fine which may extend to ten thousand rupees, or with both.
MISCELLANEOUS

20 Power of Provincial Government to make rules.

The Provincial Government may, by notification in the Official Gazette, make such rules (not inconsistent with the rules made by the Federal Government under section 20) as may necessary or desirable for carrying out the objects of this Act, provided that no such notification in respect of any class of newspapers shall be issued without consulting the federal Government.
As approved in principle by the Cabinet in its meeting held on 5.4.2000 but incorporating some amendments proposed during the Cabinet meeting

ORDINANCE

to regulate broadcast media in Pakistan.

WHEREAS it is necessary to provide for the development of broadcast media in order to:

(i) improve the standards of information, education and entertainment;

(ii) enlarge the choice available to the people of Pakistan in the media for news, current affairs, religious knowledge, art, culture, science, technology, economic development, social sector concerns, music, sports, drama and other subjects of public and national interest;

(iii) facilitate the devolution of responsibility and power to the grass-roots by improving the access of the people to mass media at the local, community level;

(iv) ensure accountability, transparency and good governance by optimizing the free flow of information;

AND WHEREAS the National Assembly and the Senate stand suspended in pursuance of the Proclamation of Emergency of the fourteenth day of October, 1999, and the Provisional Constitution Order No.1 of 1999, as amended;

AND WHEREAS, the President is satisfied that circumstances exist which render it necessary to take immediate action;

NOW, THEREFORE, in pursuance of Proclamation of the fourteenth day of October, 1999, and Provisional Constitution Order No.1 of 1999, as amended, as well as Order No.9 of 1999, and in exercise of all powers enabling in that behalf, the President of the Islamic Republic of Pakistan is pleased to make and promulgate the following Ordinance:

PRELIMINARY

1. Short title, extent and commencement— (1) This Ordinance shall be called the Regulatory Authority for Media Broadcast Organizations Ordinance, 2000. (RAMBO)

(2) It extends to the whole of Pakistan.

(3) It shall come into force at once.
"national broadcaster" means the Pakistan Broadcasting Corporation, the Pakistan Television Corporation and the Shalimar Recording and Broadcasting Company;

"PTA" means the Pakistan Telecommunications Authority established under the Pakistan Telecommunications (Reorganisation) Act, 1996 (XVII of 1996);

"person" includes an individual, partnership, association, company, trust or corporation;

"prescribed" means prescribed by the Rules framed by the Authority;

"programme" means the systematic broadcasting of visual or sound images by a broadcast station but does not include an advertisement;

"rules" means the rules made under this Ordinance.

3. Establishment of Authority. - (1) The Federal Government shall establish in accordance with the provisions of this Ordinance, the Regulatory Authority for Media Broadcast Organizations Ordinance, 2000 (RAMBO) within sixty days of the notification of this Ordinance.

(2) The Authority shall be a body corporate with perpetual succession and the power to hold and dispose of property, and may in its name, sue and be sued.

4. Objects and functions.- (1) The Authority shall be responsible for regulating the establishment and operation of all broadcast stations in Pakistan established for purposes of international, national, provincial, district, local or specialist target audiences.

(2) The principal office of the Authority shall be in Islamabad and it may set up offices at such place or places in the country as it may deem appropriate.

(3) No act or proceeding of the Authority shall be invalid by reason only of the existence of a vacancy in, or defect in, the constitution of the Authority.

5. Categories of Broadcast Stations. - The Authority shall issue licences for broadcast in the following categories:
   (a) Local area, community based stations;
   (b) Specific and specialized subject stations;
   (c) Provincial scale stations;
   (d) National scale stations;
   (e) International scale stations.
2. **Definitions.** - In this Ordinance, unless there is anything repugnant in the subject of context -

(a) "advertisement" means a set of visual and audio messages for the projection of a product, service, or idea with the object of propagating sale, purchase or hire of the product, service or idea for creating other related effects;

(b) "Authority" means the Regulatory Authority for Media Broadcast Organizations Ordinance, 2000. (RAMBO) established under section 3;

(c) "broadcast media" means broadcast by radio, television, closed circuit television, direct broadcasting, multi-point multi-channel distribution systems for radio and TV;

(d) "broadcaster" means a person engaged in broadcast media;

(e) "Chairman" means the Chairman of the Authority;

(f) "channel" means the set of frequencies that a broadcast station occupies for broadcasting;

(g) "company" means a company as defined in the Companies Ordinance 1984 (XLV of 1924);

(h) "copyright" means copyright as defined in the Copyright Ordinance 1962 (XXXIV of 1962);

(i) "foreign company" means a company/body corporate organized, and registered under the laws of a foreign government;

(j) "frequency" means the frequency of the electromagnetic wave number measured in Hertz per second and used for transmission;

(k) "Frequency Allocation Board" means the Board constituted under the Pakistan Telecommunications (Reorganization) Act, 1996 (XVII of 1996);

(l) "media enterprise" means an enterprise concerned with the publication of a printed newspaper or journal, a radio or TV broadcast station or a cinema theatre;

(m) "licence" means a licence issued by the Authority for the establishment and operation of a broadcast station;

(n) "licensee" means a person who has been issued a licence by the Authority;

(o) "member" means a member of the Authority;
(8) Obtain licence from the PTA and the AB before import of any transmitting apparatus for broadcasting, and

(9) Not sell, transfer or assign any of the rights conferred by the licence without prior written permission of the Authority.

19. Concurrence of Provinces (1) Except where applications for the issue of licences concern the Federal Capital Territory of Islamabad, the Authority shall:

(2) Invite a representative of the Government of the Province concerned with regard to the proposed location of the radio station or TV channel for which the application has been made and will consider the viewpoint of the concerned Provincial Government before taking a decision on the issuance, suspension, revocation or cancellation of a licence.

Provided that, where the Provincial Government objects to the issuance of a particular licence or its suspension, revocation or cancellation, the applicant for the licence shall be provided an opportunity to be present at the meeting of the Authority and the public hearing to enable the applicant for the licence to be heard with regard to the observations made by the Provincial Government.

(3) Where the broadcast signal of a radio station or a TV channel has the potential to cover an area outside the limits of the Province in which the unit is proposed to be located, the Authority shall invite one or more representatives from each of the four Provincial Governments to express their viewpoint, if any, on the intra-Provincial dimensions of the broadcast signal.

(4) In applying the above sub-section (ii) of the law, the Authority shall ensure that the consultation with the Provincial Government or the Provincial Governments, as the case may be, is conducted with the objective of facilitating freedom of expression on the air waves as per the Constitution and the law and within the framework defined by this Ordinance and shall ensure that no unreasonable delay occurs in the issuance of a licence and its utilization by the licensee merely on the grounds that the Federal Government and the Provincial Governments require unspecified time to fulfill their respective and related procedures.

20 Duration for consideration of the application for a licence. The Authority shall take a decision on the application for a licence within one hundred days from the receipt of the application.

21. Exclusion of monopolies. (1) No person shall be entitled to the benefit of any monopoly or exclusivity in the matter of broadcasting or the establishment and operation
of broadcast stations or in the supply to or purchase from a national broadcaster of any time, programmes or advertising material.

(2) All existing agreements and contracts to the extent of conferring a monopoly or containing an exclusivity clause shall be null and void to the extent of the repugnancy with sub-section (1).

(3) In granting a licence, the Authority shall ensure that, as far as possible, open and fair competition is facilitated in the operation of no more than one channel in any given unit of area or subject and that undue concentration of media ownership is not created in any city, town or area and the country as a whole by virtue of the applicant for a broadcast licence already owning or operating as sole or joint shareholder any other broadcast station, printed newspaper or magazine.

(4) A person who already owns a media unit shall not necessarily be ineligible for grant of a licence by virtue only of the fact that the person already owns a media unit.

22. Licence, application, issuance, refusal, validity.- (1) Any person desiring of obtaining a licence for broadcasting, and for establishment and operation of a broadcast station, shall apply to the Authority in such manner and form as may be prescribed.

(2) The Authority shall process each application in accordance with prescribed criteria and shall hold public hearings in the respective provincial capitals of each province, or as the case may be, Islamabad, before granting or refusing the licence.

(3) Each application shall be accompanied by such fee as may be prescribed by the Authority.

(4) A licence shall be valid for a period of fifteen years subject to payment of the annual fee prescribed from time to time.

(5) The Authority shall have power to renew a licence on terms and conditions prescribed for renewal or to refuse renewal for reasons to be recorded in writing.

23. Restrictions of licence ownership.- A licence shall not be granted to:

(1) a person who is not a citizen of Pakistan or resident in Pakistan;

(2) a foreign company organized under the laws of any foreign government;
(3) a company the majority of whose shares are owned or controlled by
foreign nationals or companies whose management control is vested in foreign nationals
or companies.

24. Council of Complaints. (1) There shall be established by the Federal
Government, a Council of Complaints within two hundred days of the establishment of
the Authority.

(2) The Council of Complaints shall receive and review complaints made by
persons or organizations from the general public against any aspects of programmes
broadcast by a station established through a license issued by the Authority; and render
opinions on such complaints.

(3) The Council shall comprise a Chairman and five members being citizens
of eminence from the general public. At least two members shall be women.

(4) The Authority shall formulate Rules for the functions and operation of the
Council of Complaints within two hundred days of the establishment of the Authority;

(5) The Council shall, as per the Rules to be framed, have the power to
recommend to the Authority appropriate action of censure, fine against a broadcast
station or licensee for violation of the codes of programme content and advertisements as
approved by the Authority.

25. Prohibition of broadcasts.- The Authority shall by order giving reasons in
writing for declaring the order, prohibit any broadcaster from broadcasting or re-
broadcasting any programme if it is of the opinion that such particular programme is
likely to create hatred among the people or is prejudicial to the maintenance of law and
order or likely to disturb public peace and tranquility or endangers national security.

26. Suspension of broadcasting operation.- A broadcaster or operator shall not
cease or suspend broadcasting except on account of force majeure or with the prior
approval of the Authority.

27. Power to authorize inspection.- (1) The Authority may authorize any of its
officers or its nominees to enter the premises of a broadcaster for purposes of inspection
after giving reasonable notice.

(2) A broadcast station shall, at all reasonable times, be open to inspection by
an authorized officer under sub section (1) and the licensee shall provide such officer
with every assistance and facility in performing his duties.
(3) The authorized officer shall, within forty-eight hours of the inspection, submit his inspection report to the Authority.

28. Power to vary conditions, suspend or revoke the licence. (1) The Authority may revoke or suspend the licence of a broadcaster on one or more of the following grounds, namely:

(a) the licensee has failed to pay the licence fee and charges;

(b) the licensee has contravened any provision of this Ordinance or Rule made thereunder and an opinion to this effect has been rendered by a Committee constituted by the Federal Government, comprising a nominee of the licensee, a nominee of the Authority and retired judge of a High Court or of the Supreme Court who shall be the Chairman of the Committee;

(c) the licensee has failed to comply with any condition of the licence;

(d) if the shareholders of the licensee, being a company, have transferred the majority of their shares.

(2) Except for reason of necessity in the public interest a licence shall not be suspended or cancelled unless the licensee has been given reasonable notice to show cause under sub-section (1).

29. Powers of Authority. - The Authority shall issue the necessary certificates and documentation to the broadcast station to conduct up-link between a ground transmission facility and a satellite in order to transmit any programme content for broadcast purposes within or outside Pakistan.

30. Power to grant exemptions.- The Authority shall have the power to grant exemptions from any provisions of this Ordinance, where the Authority is of the view that such exemption serves the public interest and such exemptions so granted shall be supported by recording the reasons for granting such exemptions in writing.

31. Offences and penalties.- (1) Any broadcaster or person who violates or abets the violation of any of the provisions of the Ordinance shall be punishable with a fine not exceeding Rupees one million or suspension, revocation or cancellation of the licence as per decision to be rendered by the provisions under this Ordinance.

(2) Where such broadcaster or person repeats the violation or abetment of any of the provisions of this Ordinance, such person shall be liable for imprisonment for a term which may extend to three years.
(3) Where the violation or abetment in the violation of any provision of this Ordinance is made by a person who does not hold a licence then in the first instance such violation shall be liable for a term of imprisonment not exceeding five years.

32. Cognizance of offences, etc.- No court shall take cognizance of any offence under this Ordinance except on a complaint in writing by the Authority or any officer authorized by it.

33. Offences by companies.- Where any offence under this Ordinance has been committed by a company who at the time the offence was committed was in charge of, and was responsible to the company for the conduct of the business of the company as well as the company itself shall be deemed to be guilty of the offence and shall be liable to be proceeded against and punished accordingly.

34. Relationship with other laws.- (1) The provisions of this Ordinance and any rules and regulations made thereunder shall have effect notwithstanding anything to the contrary contained in any other law, rule or regulation, and any such law, rule or regulation shall, to the extent of any inconsistency, cease to have any effect from the date of commencement of this Ordinance.

(2) The existing national broadcasters, being Pakistan Broadcasting Corporation, shall continue to be regulated by the Pakistan Broadcasting Corporation Act 1973 while Pakistan Television Corporation and Shahnaz Recording and Broadcasting Corporation Limited shall continue to be administered under the provisions of the Companies Ordinance 1984 (Xlv 11 of 1924).

(3) Other existing private broadcasters which had been granted respective monopolies in multi-modal distribution system cable TV and in FM radio shall henceforth be regulated by this Ordinance except in respects where specific exemptions are granted by the Authority as per section 30 above.

35. Indemnity.- No suit, prosecution or other legal proceeding shall lie against the Federal Government or any Provincial Government or local authority or any other person exercising any power or performing any function under this Ordinance, for anything which is in good faith done or purporting or intended to be done under this Ordinance or any rule.
36. **Removal of difficulties.** If any difficulty arises in giving effect to any provision of this Ordinance, the Federal Government may make such order, not inconsistent with the provisions of this Ordinance, as may appear to it to be necessary for the purpose of removing the difficulty.

37. **Power to make rules.**—(1) The Authority may, with the approval of the Government, by notification in the Official Gazette, make rules to carry out the purposes of this Ordinance:

   (2) In particular, and without prejudice to the generality of the foregoing power, such rules may be provided for all or any of the following matters:

   (a) to prescribe the forms for the licences for working, installing, or dealing in transmission broadcast apparatus and the manner in which applications for the licences shall be granted;

   (b) to prescribe the terms and conditions of the licence including fee to be charged in connection with the issuance of licences and related matters, and

   (c) to prescribe standards and measures for the establishment of broadcasting stations, installations of broadcasting equipment, transmitters, receivers, boosters, converters and common antennae.

MUHAMMAD RAIQ TARAR
PRESIDENT
(i) No proceedings or decisions, or statements recorded under the provisions of this ordinance shall be used in any court or in any proceedings against a newspaper news agency, editor or journalist.

(ii) The proceedings of the council under this ordinance shall not be called in question in any court of law. No court shall interfere with any proceedings of the Council or its Tribunals.

PART VI

(Ethical Code of Practice)

An Ethical Code of Practice is formulated for the press for its functioning in accordance with the canons of decency, principles of professional conduct and precepts of freedom and responsibility to serve public interest by ensuring an unobstructed flow of news and views to the people envisaging that honesty, accuracy, objectivity and fairness should be the guidelines for the press while serving the public interest in any form of publication such as news items, articles, editorials, features, cartoons, illustrations, photographs and advertisements.

1) The press should strive to uphold standard of morality and must avoid plagiarism, slander and libelous material.

2) The press should strive to publish and disclose all essential facts.

3) The press should make efforts diligently to seek out subject of news stories to give him an opportunity to respond to allegations of wrongdoing.

4) The press should avoid bias reporting and publishing of unverifiable material about groups. Generalisation based on the behavior of an individual or a small number of individuals is unethical.
8) The press should adhere to the respect for privacy and sensibility of individuals. However, the right of privacy should not prevent the press from matters of public records or obvious and significant public interests. Rumours and unconfirmed reports, if published at all, should be identified as such.

9) Picture should be true and accurate.

10) The press should avoid originating material which encourages or incites discrimination on grounds of race, religion, caste, sect, nationality, ethnicity, gender, disability, illness, or age of an individual or group.

11) The press should rectify promptly any harmful inaccuracies, ensure that corrections and apologies receive due prominence and afford the right to reply to persons commented upon when the issue is of sufficient importance.

12) While reporting on medical issues, care must be taken to avoid undue sensationalism, which could arouse baseless fears or hopes in the readers. Early research findings should not be presented as though they were conclusive or almost conclusive.

13) Sensationalism of violence and brutalities should be avoided. All reporting should be accurate, particularly when court proceedings are covered, and an accused person must not be presented guilty before judgment has been pronounced.

14) In the cases of sexual offences against juveniles and women, names and identifying photographs should not be published.

15) The acceptance or granting of any kind of privileges financial or otherwise, which is likely to create conflict of interest is not compatible with the concept of a respectable, independent and responsible press, and hence must be avoided.

16) Confidentiality agreed upon at briefings and background interviews must be observed.

17) The press while publishing findings of opinion polls and surveys should indicate the number of people, geographical area on which the polls and surveys were conducted, and the identity of the poll-sponsor.
Newspaper declaration cancelled

By our Correspondent

QUETTA, Aug 6: The Quetta District Magistrate has cancelled declaration of the daily Jinnah, Quetta, with immediate effect, and a copy notification said here today.

The notification said that the declaration had been cancelled under section 24 sub-section (1) of the Press and Publication Ordinance, 1963.

The notification gave the reason for the action as publication of a false and fabricated news item in the paper against the Chief Secretary of Balochistan on its issue of June 4.

After the publication of the news, the Editor and Publisher was served with a notice by the Quetta District Magistrate, asking him to produce documentary evidence in support of the news item.

The notification said that the Editor and Publisher of the newspaper had failed to produce the documentary evidence to support the news item and therefore, the declaration had been cancelled.

Meanwhile, the owner of the newspaper has said that he will go to the higher courts to seek justice.
Conforming to the preamble in the United Nations
International Code of Ethics where in it is stated, "Freedom
of information and of the Press is a fundamental human right
and is the touchstone of all the freedom consecrated in the
Charter of the United Nations and proclaimed in the Universal
Declaration of Human Rights", and conforming to Article 19 of the Constitution
of the Islamic Republic of Pakistan wherein it is laid
down that:

"Every citizen shall have the right to freedom of speech
and expression, and there shall be freedom of the Press,
subject to any reasonable restrictions imposed by law in
the interest of the glory of Islam or the integrity, security
or defence of Pakistan or any part thereof, friendly
relations with foreign States, public order, decency
or morality, or in relation to contempt of Court, defamation
or incitement to an offence",

And affirming that the profession of journalism which is
a public institution should not be used as an instrument to serve
anti-social ends, or interests which are not compatible with
this profession, or which tend to undermine the ideology of the
nation and the security of the State,

And believing that it is necessary to observe a code
of conduct to ensure its functioning in freedom in the most
beneficial manner to society,

A code of ethics for the Press is formulated for its functioning
in accordance with the canons of decency, principles of professional
conduct and purposes of freedom and responsibility set forth
below:

1. The following are to be avoided in any form of publication,
such as articles, news items, photographs and advertisements:

(a) Immorality or obscenity;
(b) Vulgar and derogatory expressions against individuals, institutions or groups;
(c) Allegations known to be false and malicious against individuals, institutions, groups, newspapers and other publications;
(d) Arousing of sectarian, parochial or provincial passions and prejudices and class hatred;
(e) glamorisation of criminals;
(f) Incitement to violence.

2. The right of the individual to protection of his reputation and integrity must be respected and exposure of and comment on the private lives of individuals must be avoided except where it affects the public interest.

3. Presentation of news items and comments on events and airing of legitimate grievances should be fair and objective and there should be no wilful departure from facts, headlines should not distort the content of the news; off-the-record briefings should not be published; and embargoes on release dates of news, articles and pictures should be rigorously observed.

4. The journalist should be entitled to protect his source of information revealed in confidence.

5. All paid commercial announcements, articles or advertisements should be specified as such.

No newspaper shall accept in any form or shape any financial or pecuniary advantage or obligation from or on behalf of any foreign country, concern, or agency. This does
7. The personnel of the Press must never accept any form of bribe or permit personal interest to influence their sense of justice and impartiality.

8. The Press shall refrain from publishing anything likely to bring into hatred or contempt the Head of any friendly State.

9. Corrected corrections or denials sent as a result of any incorrect information published by newspapers, periodicals or news agencies should be published within the shortest possible period of time so as to effectively eliminate the impression created by the original publication which necessitated the issuance of a correction or denial.

10. The Press shall not publish news or comment, photographs or advertisements which may undermine the security of the State or solidarity of the nation and its ideology.

11. The Press shall refrain from publishing anything likely to undermine the loyalty and allegiance of the defence forces and the civil armed forces.

12. The Press should refrain from involving the defence forces in politics and offer only fair comment on its performance and conduct.

13. In reporting proceedings of Parliament and Provincial Assemblies, such portions of the proceedings as the Speaker may have ordered to be expunged from the records of the Assembly shall not be published and every effort shall be made to give a fair report of what has been said by all sections of Parliament and Provincial Assemblies.

14. In reporting the proceedings of Courts of Law, care will be taken not to suppress the version or arguments of the contending parties.