6. Actors of protection

COMMON ANALYSIS
Last update: October 2026

For general guidance on the country guidance approach to this section, see ‘EUAA, Actors of protection in Country Guidance: explained, February 2026’.

6.1. The State

The analysis below is based on the following EUAA COI products: Country Focus 2026, 3.1.7., 5.1., 5.4., 5.9., 5.10., 6.1.2., 6.1.3., 6.1.4., 6.1.10.; Country Guidance should not be referred to as a source of COI.

Pakistan’s law enforcement agencies operate at two levels: provincial and federal. They also include specialised units focused on specific types of criminal activity (such as the CTD or FIA) or on providing security in specific areas or during specific events (such as religious events). These units may fall under the jurisdiction of either the military or the Ministry of the Interior. In most areas, Pakistani police and security forces have the capacity to provide protection and maintain public safety and order. Law enforcement agencies are investigating common crimes, such as murders, violent property disputes and violent attacks and certain forms of serious crime, such as trafficking in human beings; however, the effectiveness of investigations into these crimes may be hampered by high levels of corruption and inefficiency. To initiate an investigation, a First Information Report (FIR) must be filed. In some cases, reports have emerged of

the police’s reluctance to investigate certain crimes and of their efforts to discourage complainants from filing FIRs. In cases where police refuse to register a FIR, victims can submit a written complaint to the Superintendent of Police (SP) or refer to a magistrate to seek directions on registering the FIR. The law further provides for penal and civil remedies for individuals against whom a false FIR has been filed.

In regions with lower levels of security (primarily certain areas of Balochistan and KP, particularly the former FATA), there is a greater presence of special security and counterterrorism units and army. In these areas, law enforcement agencies may have a reduced ability to protect the general public, given the terrorist attacks targeting state authorities as well as the generally lower level of security and/or the ongoing military operations.

Pakistani authorities may be reluctant to provide protection in cases of attacks on religious minorities (particularly Ahmadis) or on those accused of blasphemy, due to concerns about public backlash and security risks. Measures aiming to introduce protections against abuse of the blasphemy laws remained largely unenforced. State authorities also repeatedly failed to provide protection to victims of forced conversions, forced marriage and sexual violence.

The police and other law enforcement agencies are associated with high levels of corruption. There are reports that Pakistani security forces resort to torture to extract confessions, carry out extrajudicial killings against the accused and misuse the laws against individuals perceived as opponents of the regime.

The judicial system is divided into federal and provincial courts and includes a large number of specialised courts, as well as religious and military courts.

In rural and tribal areas, alternative community courts (*jirgas* and *panchayats*) also operate and may address issues related to family, land, or honour. While sources described the judiciary as being ‘formally’ or ’for the most part’ independent from the other state powers, it was noted that it ‘has not been entirely independent’ since 2024 as political oversight over the judiciary increased as a result of the 2024 and 2025 constitutional amendments. The effectiveness of the judicial system is further reportedly undermined by inefficiency, corruption, and lengthy proceedings. Moreover, the prosecution system was reported to have limited authority and independence, being under-financed, undertrained, and subject to political pressure.

The Pakistani state is generally able to provide protection across most of its territory. Its capacity may be limited in areas affected by military operations and/or the activities of insurgent and terrorist groups, especially in the territories of former FATA. However, even in these areas, protection may be available in individual cases.

Several factors can influence the Pakistani state willingness to provide protection. These include, above all, gender, ethnic background, socio-economic status and religion.

In cases where the applicant is a single woman or a member of Religious minorities, and the reported crime is related to their membership in a religious group or is gender-based, it cannot be expected that the police will be willing to provide effective protection.

In the case of common violent crimes, it can be concluded that the police will be willing to provide potential victims with protection that meets the requirements of Article 7 QR taking into account the individual circumstances of the case.

Moreover, the Pakistani State may be an actor of persecution, for example in cases of human rights and minority rights activists, journalists and/or members and supporters of movements perceived as opposing the state, therefore, in such cases state protection would be unavailable.

☐ 6.2. Non-State authorities

Imported image pandoc_image_14.svg

No other actors are currently found to be in control of a substantial part of the territory and able to provide protection within the meaning of Article 7 QR in Pakistan.

© European Union Agency for Asylum 2026 | Email: info@euaa.europa.eu