

Islamabad the 26th September, 2025

F. No. 2(1)/2025-Pub. The following Ordinance promulgated on 25th September, 2025 by the President is hereby published for general information:-

Ordinance No. IX OF 2025

An

Ordinance

to amend and consolidate the laws relating to registration and training of nurses, nurse practitioners, midwives, midwifery associate and nurse auxiliaries

WHEREAS it is expedient to amend and consolidate the laws relating to registration, licensing and training of nurses, nurse practitioners, midwives, midwifery associate, nurse auxiliaries and to provide for matters connected herewith and ancillary thereto.

And WHEREAS, the Senate and the National Assembly are not in session in circumstances exist which render it necessary to take immediate action;

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

1. **Short title, extent and commencement.**— (1) This Ordinance shall be called the Pakistan Nursing and Midwifery Council Ordinance, 2025.

(2) It extends to the whole of Pakistan.

(3) It shall come into force at once.

2. **Definitions.**— (1) In this Ordinance, unless there is anything repugnant in the subject or context,—

(i) **“Board”** means a Provincial and Regional Nursing and Midwifery Examination Board constituted under section 17;

(ii) **“BSN”** means a Bachelor of Science in Nursing which is declared as a recognized higher qualification;

(iii) **“CNIC”** means Computerized National Identity Card;

(iv) **“Council”** or **“PN&MC”** means the Pakistan Nursing and Midwifery Council established under section 4;


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- (v) "Current registration" means a registration given by Pakistan Nursing and Midwifery Council, which is present on its Register;
- (vi) "Division concerned" means Division to which business of the council shall stand allocated;
- (vii) "Funds" means the Pakistan Nursing and Midwifery Council Fund established under section 43;
- (viii) "Government" means the Federal Government;
- (ix) "HEC" means the Higher Education Commission of Pakistan;
- (x) "ICAP" means Institute of Chartered Accountants of Pakistan;
- (xi) "ICN" means International Council of Nurses;
- (xii) "Member" means a member of the Council and includes the President and the Vice- President of the Council;
- (xiii) "Midwifery associate" means a member of the health team, who has acquired the prescribed qualification recognized by council and is granted license to practice as midwifery associate by the Council and includes Lady Health Visitor, Community Midwife, associate degree holders, Associate Midwife and Family Welfare Worker who provides care during pregnancy, labor and postpartum period and instruct parents in baby care as per the scope of practice specified by the council;
- (xiv) "Midwifery professional" means a person who has obtained the recognized or higher qualification and is granted licenses to practice by the council;
- (xv) "NRE" means national registration examination, as specified in section 30;
- (xvi) "NLE" means national licensing examination as specified in section 31;
- (xvii) "Nurse" means a healthcare professional who—
- (a) has completed a formally recognized program of basic or higher nursing education and who has acquired the requisite qualification and is granted license to practice nursing by the council;
 - (b) demonstrates competency in the practice of nursing; and

- (c) is authorized to
 - (1) engage in the general scope of nursing practice, including the promotion of health, prevention of illness, and care of physically ill, mentally ill, and disabled people of all ages and in all health care and other community settings;
 - (2) carry out health care teaching in nursing;
 - (3) participate fully as a member of the health care team;
 - (4) supervise and train nursing auxiliaries; and
 - (5) be involved in research.

(xviii) "Nurses Auxiliary" means healthcare providers who assist nurses and other healthcare providers and include certified nursing assistant and pupil midwife;

(xix) "Nurse Practitioner" means a nurse who has advanced clinical education and training and can perform physical examination, diagnose and treat diseases and prescribed medication and perform such duties as prescribed under Rules;

(xx) "Prescribed" means prescribed under Rules or Regulations made under this Ordinance;

(xxi) "Recognized Higher Qualifications" means a degree qualification recognized by the HEC and granted by an institution established and maintained in Pakistan or in a foreign country, or granted by a university for nurses, midwives and midwifery associate which is declared to be a recognized higher qualification for the purposes of this Ordinance and includes any qualification recognized as a higher qualification under this Ordinance and obtained by a person registered with the council prior to the date of the commencement of this Ordinance shall continue to be recognized;

(xxii) "Recognized Qualifications" means a qualification granted by a board or university or which is declared to be a recognized qualification for the purposes of this Ordinance and includes,-

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- (a) a qualification specified in the First Schedule amended from by the Council in consultation with the Division concerned; and
 - (b) a qualification which was, immediately before the commencement of this Ordinance, a recognized qualification under the Pakistan Nursing Council Act, 1952 (LIX of 1952) and the Pakistan Nursing Council Act, 1973 (XXVI of 1973) to the extent of only such person registered with the council prior to the commencement of this ordinance unless continued to be recognized after such commencement;
- (xxiii) "Register" means the register of nurses, midwives, midwifery associate and nursing auxiliaries maintained under section 28;
 - (xxiv) "Regulations" mean regulations made under this Ordinance;
 - (xxv) "RM" means Registered Midwife who has completed the prescribed qualification recognized by council and has been registered and licensed by council to practice as a registered midwife;
 - (xxvi) "Rules" mean rules made under this Ordinance;
 - (xxvii) "Other Committees" means sub-committees constituted by the Council for special purpose under sub-section 2 of section 12 of the Ordinance;
 - (xxviii) "Secretary" means secretary of the council;
 - (xxix) "Commission of Inquiry" means the Commission of Inquiry established under sub-section section 38;
 - (xxx) "Schedule" means the Schedule to this Ordinance which may be amended by the Council with the approval of the Division concerned.

3. **Purpose of Pakistan Nursing and Midwifery Council.** – The purpose of the Council shall be to,-

- (a) protect, promote, and maintain the public health and wellbeing;
- (b) to serve the people of Pakistan with regards to healthcare services in general, and nursing and Midwifery services in particular;
- (c) ensure uniform international standards and competencies of registered professional of council; and

- (d) liaison with all stakeholders about nursing and midwifery education, professional conduct and practice within and outside the country.

4. **Establishment of the Council.** – (1) Upon the commencement of this Ordinance, the Pakistan Nursing and Midwifery Council shall stand established. The Council shall consist of following nineteen members appointed by the Prime Minister on the recommendations of the Division concerned, namely:–

S.No.	Designation	Status
(1)	(2)	(3)
a.	Secretary of the Division concerned or his nominee not below the Grade of BPS-20;	<i>Ex-officio</i> Member
b.	Chief Nursing Administrator, by whatever name called, of the Armed Forces Nursing Service;	<i>Ex-officio</i> Member
c.	Director General Health, MNHSRC;	<i>Ex-officio</i> Member
d.	A representative of HEC, not below grade BPS-20 or equivalent, to be nominated by Chairman, HEC;	<i>Ex-officio</i> Member
e.	Director General Nursing of each province;	<i>Ex-Officio</i> Member
f.	One senior female nurse from faculty of the academic institute imparting nursing education from private sector to be nominated by each provincial Health Department and Department of Health, Gilgit-Baltistan and two senior nurses from Islamabad Capital Territory (ICT) to be nominated by the Division concerned. The nominated person should hold the domicile of the respective provinces or region and possess master's degree in nursing or equivalent duly recognized by council and HEC with ten years' experience.	Nominated Member

	Experience in nursing policy and administration, or education standard and quality assurance will be preferred.	
g.	<p>One senior midwife or LHV to be nominated by the Division concerned.</p> <p>The nominated person should possess higher qualification preferably a bachelor degree in midwifery duly recognized by council and HEC with seven years' experience.</p> <p>Experience in midwifery policy, administration, education standard or quality assurance will be preferred.</p> <p>Provided that the seat will be rotated among provinces and region in alphabetical order for one complete term of the Council.</p>	Nominated Member
h.	Three members appointed by the Prime Minister on the recommendation of the Division concerned from whom one member shall be a,-	
	(i) Legal Professional of known integrity and eminence with a minimum of fifteen years of experience as a practicing lawyer of High Court	Nominated Member
	(ii) Chartered Accountant of known integrity and eminence with a minimum of ten years of related experience in the field of accountancy or finance.	Nominated Member
	(iii) Philanthropist from civil society having at least bachelor degree, with a minimum of fifteen years of related experience of working with or being member of the board of a well-reputed	Nominated Member

	and of known integrity and eminent CSO or NGO preferably working in health sector.	
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Provided that thirty three percent representation of the Council shall be women:

(2) The Council established shall be a body corporate having perpetual succession and a common seal with powers to enter into contract, purchase, hold and dispose of properties and sue and be sued by its name.

(3) No member mentioned at S. No. (f) to (h) in sub-section (1) shall be appointed, if there are any disciplinary or criminal proceedings pending against him or removed or dismissed or penalized from any service or convicted or declared as of unsound mind or insane by a court of competent jurisdiction.

(4) No person shall be eligible for the membership of the Council if he has conflict of interest as prescribed under Rules;

Provided that the maximum age for the member of the Council shall be sixty two years.

(5) Notwithstanding anything contained in this Ordinance, the Prime Minister on the recommendation of the Division concerned, may remove or disqualify all or any member of the Council including President and Vice President, for the reasons of-

- (a) misconduct, fraud, corruption and unsatisfactory performance;
- (b) inability to perform duties due to physical or mental incapacity;
- (c) conviction by a court;
- (d) declared by any court as an insolvent;
- (e) conflict of interest in the manner prescribed under the Rules;
- (f) not being a citizen of Pakistan; and
- (g) acting in contravention of the provisions of this Ordinance.

(6) The positions for members of the Council shall be honorary. However, the Council may prescribe the remuneration payable to a member for attending a meeting.

(7) An official member appointed by virtue of his office shall cease to be the member on vacating such office.

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5. **Powers of the Council.**— The powers of the Council shall be, to—

- (a) grant license and regulate registered nurse, clinical nurse specialist, nurse practitioner, midwife and midwifery associate practice in Pakistan;
- (b) grant registration, maintain and update the register of registered nurse, clinical nurse specialist, nurse practitioner, midwife and midwife associate;
- (c) prescribe the requirements of good health and good character that an applicant is capable of safe and effective practice as a nurse or midwife of lady health visitor for the satisfaction of concerned committee of council;
- (d) require public, private and non-government educational institutions and employers of registrants of the Council to promptly submit annual returns of registered nurses, midwives, lady health visitors in their employment and such other information as may become necessary from time to time;
- (e) assist and advise the Federal and Provincial Governments on matters pertaining to policies of nursing and midwifery professions;
- (f) act on sound principles of professionalism and morality and shall be governed by the directives and policies of the Federal Government;
- (g) carry out licensing examinations for grant of license to practice with council and to develop, revise and update curricula for nursing teaching institutions;
- (h) ensure that the right to prescribe drugs or medical devices may not be given to registered nurses, nurse specialists, midwives, or lady health visitors, except nurse practitioners as prescribed under Rules;
- (i) evaluate and accredit institutions that provide education and training in nursing, midwifery, midwifery associate and nursing auxiliary and to cooperate with other accreditation bodies or institutions where necessary;
- (j) designate new nursing and midwifery programs, specialties and categories;
- (k) determine the scope of practice for its registrants;
- (l) set, monitor and update,—
 - (i) standards for education, clinical practice, professional conduct and institutional accreditation;

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- (ii) conditions and policies for registration or license to practice;
 - (iii) conditions and policies for enrolment into nursing and midwifery programs;
 - (iv) conditions and policies for institutions offering nursing and midwifery programs; and
 - (v) continuous development program for its registrants;
- (m) formulate, revise and update policies and to advocate and motivate government and private institutions to adopt changes of nursing, midwifery, midwifery associate and nursing auxiliaries;
- (n) establish committees for quality assurance, examination, accreditation and curriculum development as deemed appropriate by the Council in consultation with the concerned Division concerned;
- (o) determine and receive fees, donations, grants or any other financial benefits or assistance from within or outside the country;
- (p) collect, analyze and disseminate information about nursing, midwifery and lady health visitors' education, practice and the nursing, midwifery and lady health visitors' workforce;
- (q) take steps for the welfare of nurses, midwifery and lady health visitors;
- (r) approve, alter, modify or change the regulations of the Council in consultation with Division concerned, for the purposes of this Ordinances;
- (s) appoint a registered Chartered Accountant Firm accredited by the Institute of Chartered Accountants of Pakistan (ICAP) and having at least "B" rating provided by the State Bank of Pakistan along with quality assurance certificate by ICAP;
- (t) approve the annual audited accounts duly audited by the Chartered Accountant Firm; and
- (u) do all things necessary and ancillary to the above purposes of this Ordinance.

6. Functions of the Council.— Function of the council shall be to .-

- (a) administer, manage and run the affairs of the council efficiently and to appoint and remove staff and take such disciplinary action where necessary in the interests of the council under the Rules;

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- (b) properly maintain the records, minutes and all documents pertaining to the affairs of the Council;
- (c) do financial management including maintenance of the accounts of the Council;
- (d) appoint advisor, consultant and other staff on such terms and conditions to such positions necessary for the efficient administration and management of the council by the Rules made under this Ordinance;
- (e) co-opt or appoint a person who is not a member of the Council to advise the council whenever required;
- (f) acquire, rent, let, hire or dispose of property, borrow money, accept and administer any trust or donation, and charge fees for any services of the council, in the interests of the promotion of the purposes of the Ordinance;
- (g) conduct feasibility for advanced practice nurse curricula development, education and experience required as per ICN guidelines, make plans for introduction of courses, career pathway for local and international employment; and
- (h) conduct research in the nursing and midwifery sector; and
- (i) carry out all other actions connected and ancillary to the purposes of this Ordinance.

7. **Term of office of members.** – (1) A member of the Council, other than ex-officio member shall hold the office for a term of three years from the date of his notification by the Division concerned:

Provided that the term of a member shall not exceed the term of the Council.

(2) A nominated member may at any time submit his written, signed resignation to the President of the Council, and the seat of such member shall thereupon become vacant and his resignation shall take effect from the date on which it was tendered.

(3) A nominated member shall be deemed to have vacated his seat–

- (a) on completion of his tenure of three years as provided in sub-section (1) without any further notification by the Division concerned; or

- (b) if he ceases to hold any office or appointment by virtue of which he was eligible to be nominated; or
- (c) if he is declared by the Council to have been absent without sufficient cause from three consecutive meetings of the Council; or
- (d) if the nominating authority withdraws the nomination at any time; or
- (e) if any member does not disclose his conflict of interest as prescribed under Rules or policy in vogue.

(4) A nominated member shall be eligible for re-nomination but not for more than two consecutive terms.

8. **Casual Vacancies.**— In case of a vacancy of a member of the Council by death, resignation or disqualification under this Ordinance, the Prime Minister shall appoint a person as member in accordance with the provisions of this Ordinance for the remainder of the term of the member who has died, resigned or disqualified, as the case may be. The vacancy shall not be filled if remaining period thereof is less than four months.

9. **Vacancy not to invalidate proceedings.** — No act or proceeding of the Council shall be invalid merely on the ground of the existence of any vacancy in, or any defect in the constitution of the Council.

10. **Meetings of the Council.** — (1) The Council shall for the purpose of transacting its business, meet at least once every three months, at such time and place as the Council may deem fit or as the President of the Council may determine.

(2) A special meeting of the Council may be called the by President at such time and places whenever required.

(3) A written notice along with the agenda and the time and place of each meeting shall be sent by post or courier or by modern electronic means that constitutes documentary proof of notice such as an email, by the Secretary of the Council, provided he has no conflict of interest, to all the members at least seven days before the date fixed for such meeting:

Provided that an emergency meeting may be called at twenty-four-hour notice.

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(4) One third of the total members shall form a quorum for the meeting of the Council. A member may participate in a meeting through digital mode and such participation shall be deemed to have formed the quorum.

(5) The decision of the Council shall be taken by the majority of its members present and voting and in case of a tie, the Chair of such meeting shall have a casting vote.

(6) All orders, determination and decisions of the Council shall be taken in writing and shall be signed by the members of the Council present and voting physically or electronically in the meeting including Secretary of the Council.

(7) The meetings of the Council shall normally be presided over by the President of the Council. In case the President is absent, the Vice President may preside. In absence of President and Vice President, the members present, shall elect from amongst themselves a President to preside the specific meeting of Council.

11. President and Vice-President. – (1) Unless prevented by circumstances beyond its control, the Council shall, at its first meeting, elect from among its members a President and a Vice-President.

(2) The President and the Vice-President shall hold office for a period of three years or-so long as they continue to be a member. Their tenure shall not exceed the term of the Council.

(3) The President shall be the head of the Council and shall preside over all meetings of the Council.

(4) The Vice-President shall act in the absence of the President and shall carry out any duties assigned to him by the President.

12. Executive Committee. –(1) The Council shall for its efficient functioning, constitute an Executive Committee to meet more frequently to oversee day to day functions, as determined by the Council. The executive committee shall headed by the President, or Vice President only in absence of the President, four other members including Director General Health, Member, legal Professional, Member, Chartered Accountant and one member to be nominated by the Council.

(2) The Council may also constitute such other committees or sub-committees as it may deem fit for carrying out the purposes of this Ordinance.

(3) The decision of the Executive Committee or any other such committee or sub-committee may be reviewed by the Council.

(4) The Executive Committee shall exercise and perform such powers and functions as are, or may be, conferred upon it by the Council and will report on its activities to the Council at every Council meeting.

(5) The Executive Committee may co-opt any other member as deemed appropriate.

13. Office of the Council.- (1). The head office of the Council shall be in Islamabad.

(2). The Secretariat of the Council will consist of regular employees of the Council, including a Finance Director, Human Resource Director, Registration Director, an Education and Quality Assurance Director, IT Director and any such other persons as the Council may determine by Regulations for the efficient functioning of the Council and to meet the aims and purpose of this Ordinance.

(3) The Council shall have the authority to create, re-designate or abolish posts, and determine salaries and benefits for its employees, within the policy framework of the Federal Government so long as the fiscal implications remain within the approved budget.

(4) The terms and condition of services of the employees of the Council shall not be varied to their disadvantage after the commencement of this Ordinance.

14. Secretary.- (1) The Council shall appoint a Secretary, on such terms and conditions as prescribed under the Rules for a period of three years and shall be eligible for re-appointment based on key performance indicators and evaluation. The Secretary shall,

- (a) act under the direction of and report to the President and Council;
- (b) be responsible for the efficient management of the office of the council;
- (c) send out notices for the meetings to be held in consultation with the President and shall record the minutes of all the meetings and send out notices along with the agenda items seven days prior to convening the meeting;

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(d) keep the President informed of all matters; and

(e) perform any other duties as specified by the President and the Council.

(2) The Secretary shall be appointed through open competitive process. The qualification shall be Master's degree in nursing or public policy administration or equivalent duly recognized by HEC with ten years of experience in policy administration or education or quality assurance.

(3) The appointment of the secretary shall be on such terms and conditions as may be prescribed by rules.

(4) The Division concerned, till the appointment of a regular incumbent, may assign current or additional charge to any officer not below the rank of BPS-19 or equivalent.

15. Finance Director.— (1) The Council shall appoint a regular Finance Director on prescribed terms and conditions.

(2) The Finance Director shall be responsible for the financial management, maintenance of proper accounts of funds of the Council and shall ensure the annual audit by a duly appointed registered chartered accountant firm.

(3) The Finance Director shall report all matters to the President and shall keep the Council informed of all important financial matters, and update the Council in its each meeting.

16. Officers and support Staff of the Council.— (1) The Council shall appoint professional, administrative, support staff, consultant or advisors, herein referred as employees of the Council, on regular basis or on contract as it may deem fit and prescribed under Rules for carrying out the purposes of this Ordinance.

(2) Every employee of the Council including members, advisors, consultants and every person acting or purporting to act under this Ordinance, rules and regulations made thereunder, shall be deemed to be a public servant within the meaning of section 21 of the Pakistan Penal Code, 1860 (Act XLV of 1860).

(3) The Council shall, determine the terms and conditions of service and fix the pay and allowances of its employees as prescribed under Rules.

17. **Provincial and Regional Nursing and Midwifery Board.**- (1) The Council in consultation with respective provincial and regional health departments shall constitute Provincial and Regional Nursing and Midwifery Board(s), with such composition as it may determine.

(2) The functions of the Boards shall be to hold examinations and to confer, grant or issue diplomas, certificates or other documents stating or implying that the holder, grantee or recipient thereof has acquired a qualification in nursing, midwifery, midwifery associate, public health nursing or auxiliary nursing.

(3) The Board shall get verified pre-enrollment certificates from the relevant authority on random basis. The Board shall verify from issuing board of higher secondary and intermediate boards or authorities on random basis each year and send report to the Council.

(4) If any document is found fake or forged, after a thorough inquiry the student or any other beneficiary, shall be debarred for life and warning letter shall be issued to the institution from where the enrolment has been sent. Further, penal action shall also be taken against the delinquent. A copy of such documents must be sent to council.

(5) A Board shall conduct its proceedings in such a manner as may be prescribed by the Regulations.

(6) The provincial and regional boards constituted under sub-section (1) shall maintain their respective funds for discharging the functions defined under the Ordinance.

18. **Recognition of institutions conducting educational course or programs.**- (1) Any institution or authority aiming to conduct any degree, courses or programs of study in nursing and midwifery, shall apply to the council for its recognition, on a prescribed digital portal. The institution may start the course only after obtaining approval from the council.

(2) The Council shall conduct an inspection, through an independent and reputable firm, having demonstratable experience of conducting evaluations and assessments in the health sector, selected through an open and competitive process in accordance with procedures prescribed in the Rules to require the institution making an application under sub-section (1), to fulfill the requirements prescribed in Regulations and provided below,-

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- (a) documentary proof of registration under whichever authority registered; and financial sustainability for next five years;
 - (b) prove capacity to conduct the program applied for by possessing the,—
 - (i) proper infrastructure;
 - (ii) qualified number of faculty; and
 - (iii) clinical facility; and
 - (c) satisfy the Council that it shall comply with the Rules, Regulations, policies, instructions, minimum Standards as prescribed by the Federal government and the Council, as the case may be;

(3) The Council shall ensure transparency in its affairs, and implement such digital processes including maintaining its website, contents for right to information as covered under applicable law sharing institutional facilities, applications of the institutions, inspections, acceptance and withdrawals of recognitions or any other functions of the council through reporting Dashboards, in consultation with the Division concerned.

19. Inspection of Institution.— (1) The Council shall form a committee for accreditation from amongst those, other than Council members, who have a qualification level higher than the qualification level of the program for which the institution or authority is applying for recognition.

(2) The committee nominated under sub-section (1) shall report to the Council on the suitability of the institution or authority for the purposes and adequacy of educational program imparted therein based on the inquiry and inspection through an independent and reputable firm, having demonstrable experience of conducting evaluations and assessments in health sector, selected through an open and competitive process, in accordance with the prescribed procedures under Regulations, for a period of one year extendable to two more years after performance evaluation.

(3) The Council shall forward a copy of an inquiry or inspection report made under sub-section (2) to the institution or authority concerned for making such observations thereon as it may think within the period specified by the council.

(4) Upon the expiry of the period specified under sub-section (3) the Council shall, make such recommendations thereon under section 26.

(5) The member of Accreditation Committee shall submit a declaration of no conflict of interest.

(6) Any college or institution affiliated with any public sector university for purposes of granting a nursing qualification shall be inspected and accredited and regulated by the university and the HEC subject to criteria of accreditation and curriculum prescribed by the council.

20. Review of Decision of the Council regarding nursing institutions.- (1) Any decision made by the Council regarding nursing institutions may be reviewed on an application filed by the aggrieved person or institution within a period of thirty days clearly stating the reasons and justifications for such review to the Secretary of the Division concerned.

(2) The Secretary shall direct for a special inspection and verification of the facts relied upon for review of the decision by a third party or team of experts so nominated by the Division concerned, if deem appropriate.

(3) The decision of the Secretary of the Division concerned shall be final.

(4) An application for review shall be subject to payment of a fee as prescribed by the Council.

21. Random revisits.-(1) Throughout the year, all accredited institutes, universities or degree awarding institutes and affiliating colleges and institutes shall provide their data and information in respect of programs, students, teachers, available facilities, infrastructure, and land or area for review by the council regardings,-

(a) random visit data of affiliated colleges by the university or degree awarding institutes;

(b) data or information in respect of students, academic and non-teaching staff;

(c) data or information endorsed by the relevant university or degree awarding institutes by the end of each academic year for a review of the progress of the affiliated college or institute by the council;

- (d) monitoring and evaluation report of the affiliating college or institute compiled on a cycle of three years by the affiliating university;
- (e) quality assurance policy in implementation of the affiliated university or degree awarding institutes; and
- (f) university or degree awarding institute's Learning Management System (LMS) preferably all the necessary guidelines for the affiliated college or institute.

(2) The Council shall adopt the portal developed by the HEC for its review.

22. **Recognition of foreign qualification.**— (1) After conducting national registration examination, if the Council is satisfied that a person holding a qualification granted by a nursing or midwifery institution outside Pakistan, possess sufficient knowledge and skill to be registered as a nurse or midwife for the purpose of this Ordinance, may register him and their qualification.

(2) The Council shall register the qualification granted by a nursing or midwifery institution outside Pakistan, possessed by a person maintaining a separate list in the register.

(3) The Council may grant recognition to such post-graduate nursing or midwifery institutions outside Pakistan which either impart training or grant higher qualification or both. All such recognized institutions or qualifications shall be included in the Third Schedule of this Ordinance and may be updated from time to time.

(4) The Council, for the reasons to be recorded in writing, may disqualify after evaluation the credentials of the foreign institution and the qualification granted by them.

(5) If any post-graduate nursing or midwifery institution outside Pakistan which imparts training or grants additional nursing or midwifery qualifications or both, intends to get recognition of the institution, shall apply to the Council for recognition. If an institution wishes to only train for a recognized postgraduate qualification in any specialty, it shall also apply to the qualification awarding body and after consultation and approval of the Council, the institution shall be added in the Third Schedule to this Ordinance, declaring it as a recognized post-graduate institution.

(6) The Council shall evaluate any higher qualifications granted by such foreign institutions and may

- (a) recognize and include in the Third Schedule; or
- (b) notify only and shall not be included in the Third schedule, however, a separate list thereof shall be maintained.

23. Certification of certain persons in possession of recognized qualification.-- (1) Where an application is made by a person who is qualified from an institution outside Pakistan having relevant experience, the Council shall satisfy itself that such person possesses qualifications not inferior to a recognized qualification with the certification of the HEC that such person possesses qualifications making him eligible for recognized qualification.

(2) A person in favor of whom a certificate under sub-section (1) has been granted, shall be deemed to be possessed of a recognized qualification for the purposes of this Ordinance.

24. Effect of recognition.-- Notwithstanding anything contained in any other law for the time being in force,-

- (a) a person possessing a recognized qualification shall be entitled to be enrolled in the register;
- (b) a person possessing a recognized higher qualification shall be entitled to have such qualification entered as a supplementary qualification in the register; and
- (c) no person shall, after the commencement of this Ordinance, be entitled--
 - (i) to be enrolled in the register as a nurse, midwife, health visitor, public health nurse or nursing auxiliary unless such person possesses a recognized qualification; or
 - (ii) have any of his qualifications which is not a recognized higher qualification entered as an advanced professional qualification in the register.

25. Institutions to furnish information required by the Council.-- Every institution or authority which conducts any educational programs for the purpose of preparing candidates for any recognized qualification or recognized higher qualification, or applies for the recognition of any qualifications granted by it in the fields of nursing, midwifery or midwifery associate, shall furnish to the Council, such information as it may, from time to time, require relating to--

- (a) the educational programs;

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- (b) examinations conducted during such educational programs;
 - (c) the ages at which admissions are allowed to such courses of study and training;
 - (d) clinical setting and beds pertaining to education Program; or
 - (e) any other matter generally pertinent to the requirements for its recognition.

26. **Withdrawal of Recognition.**—(1) Where, after considering a report submitted under sub-section (4) of section 19, the Council is of the opinion—

(a) that the educational program required to be undergone for obtaining a recognized qualification or recognized higher qualification, or conditions for admission to such courses of study or training, or the standards of proficiency acquired by the candidates at the examinations held by the Board, are not in conformity with, or fall short of the standards required by, the regulations, or

(b) that an institution or authority recognized by the Council for the education of nurses, midwives, midwifery associate or nurse auxiliary does not satisfy the prescribed requirements as to educational program for obtaining recognized qualifications or recognized higher qualifications.

The Council shall send a statement to that effect stating clearly the reasons for non-recognition to the institution or authority concerned, and requesting submission within a specified period of such explanation as the institution or authority may like to offer.

(2) Upon the expiry of the period specified under clause (b) of sub-section (1), the Council, after considering the explanation, if any, offered by any institution or authority, shall take such steps including temporary suspension of recognition as may be necessary to ensure compliance by the institution or authority with the requirements of this Ordinance and regulations made thereunder.

(3) The temporary suspension may not exceed six months, allowing the institution to rectify the deficiencies reported in the inspection.

(4) Without prejudice to any steps that may be taken by it under sub-section (2) with respect to an institution or authority, the Council may, by notification in the official Gazette, declare that any qualification granted by such institution or authority which is a recognized qualification or a recognized higher qualification shall, if it is granted after a date specified in the notification, ceases to be recognized qualification or, as the case may be, a recognized higher qualification.

(5) The Council may, by notification in the official Gazette, declare that any qualification granted outside Pakistan which is a recognized qualification or a recognized higher qualification shall, if it is granted after a date specified in the notification, ceases to be a recognized qualification or, as the case may be, a recognized higher qualification.

27. Maintenance of Data base. – The Council shall maintain the following digital database for national nursing and midwifery human resources, –

- (a) pre-Registration;
- (b) registration;
- (c) faculty registration;
- (d) good standing certificates; and
- (e) nursing staff working in foreign country;

Provided that the Council shall maintain and verify the CNIC and all other necessary credentials of a person registered and licensed by the council and carry out biometrics of all persons registered and maintain the updated information of where each person registered and licensed under the Ordinance is working. Such information shall be shared by the Council with the Federal Government, Provincial Governments, Division concerned and the respective healthcare commissions, as and when required.

28. Maintenance of the Register.– The Council shall, for the purpose of registration of nurses, midwives, midwifery associate and nursing auxiliaries possessing recognized qualifications or recognized higher qualifications, maintain a register in which shall be entered such particulars relating to the persons registered as may be prescribed under Regulations.

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29. **Procedure for Registration.**— Any person possessing a recognized qualification or recognized higher qualification, who is not disqualified for registration under section 33 may make an application, accompanied by the prescribed fee, for registration of his name in the register to the Council.

(2) The Council shall, if it is satisfied that the applicant possesses a recognized qualification or recognized higher qualification and it is not disqualified for registration under section 22, register the name of the applicant in the register.

(3) No application under sub-section (1) shall be rejected except after giving the applicant an opportunity of being heard.

30. **National Registration Examination.**— The Council at least thrice a year as per schedule approved by the it conduct the NRE for Pakistani foreign graduate students having obtained an undergraduate nursing or midwifery qualification including internship issued by a foreign university or by a foreign institution duly recognized by the Council. Passing the NRE shall be mandatory for obtaining a full registration. The NRE shall be substantially based on objective computer based multiple choice questions and a practical component as determined by the Council as prescribed under Rules:

Provided that the Council shall implement this within a period of two years from the commencement of this Ordinance

31. **National Licensing Examination**—(1) The Council shall at least thrice a year as per schedule approved by it conduct the NLE.

(2) On graduation, the Council shall issue a provisional license for one year.

(3) Passing the NLE shall be mandatory for obtaining a full license:

Provided that there shall be no limit on the number of attempts for a person to appear in the NLE and at any time:

Provided further that the Council shall implement the NLE within a period of two years from the commencement of this Ordinance.

(4) The Council shall formulate the examination structure and standards of the NLE for grant of provisional license upon completion of undergraduate training and to set up and

authorize a committee of not less than three persons to formulate the examination papers of NLE for approval of the Council in a manner prescribed under Rules for all bachelor's degrees.

(5) All universities and Boards shall, within ten days of students having successfully completed the program of study and passed their final examinations, inform the Council verifying the results to enable the students to be registered for taking the NLE.

(6) Any registrant who has obtained a license to practice in any foreign country after having qualified from Pakistan or from a foreign institution recognized by the Council and does not hold a postgraduate qualification recognized by the Council, shall be required to qualify the NLE for grant of a full license to practice in Pakistan:

Provided a registrant who has obtained a license to practice in a foreign country or qualified from a foreign institution, but has acquired a postgraduate qualification in Pakistan or from a foreign institution recognized by the Council shall not be required to qualify the NLE and shall be granted a full license to practice on the basis of the recognized postgraduate qualification.

32. Renewal of License.—(1) The Council shall renew a license granted to a registrant subject to compliance of recognized standards and competencies after passing of prescribed training courses and Continue Professional Development (CPD) Program.

(2) The Council shall prescribe training courses and Continue Professional Development (CPD) Program to be completed for renewal of the license.

33. Removal of name from the Register.—(1) The Council may, if it is satisfied that a person has, after his registration, become disqualified for such registration, remove the name of such person from the register, in a manner prescribed, whereupon, such person shall cease to be a registrant:

Provided that no name shall be so removed except after giving the person affected an opportunity of being heard.

(2) Council shall maintain the list of qualified registrants on its website.

(3) The aggrieved person may file a representation before the Secretary of the Division concerned within a period of thirty days. The decision of the Secretary of the Division concerned shall be final.

(4) The Council may, at any time for reason to be recorded in writing, restore in the register the name of any person who has been removed therefrom under sub-section (1).

34. Disqualification for Registration.— A person shall be disqualified for registration in the register, if he—

- (a) has been convicted of any offence under this Ordinance or of any other offence which in the opinion of the Council, implies a defect of character; or
- (b) has, at any enquiry held by the Council in which the person was given a reasonable opportunity of being heard, been found guilty of such conduct as is considered derogatory to his profession in accordance with the Regulations.

35. Prohibition of employment of unregistered nurses, etc.— No hospital, asylum, infirmary, dispensary or any such facility in hospital maintained by public or private sector shall employ therein any person as nurse, midwife, midwifery associate or nursing auxiliary unless such person—

- (a) is registered in the register; or
- (b) is a trainee at an institution recognized for the purpose by the Council and is certified by the head of that institution to have already received sufficient training to be able to perform his duties safely and satisfactorily.

36. Punishment Operation.— (1) A person shall be punishable with imprisonment of either description for a term which may extend to one year, or with fine which may extend up to one million rupees, but not less than one hundred thousand or with both, if—

- (a) he procures or attempts to procure the registration of his name in the register, or abets the procurement of such registration of any name, by making or causing to be made in any manner whatsoever any false or fraudulent statement, representation or declaration; or

- (b) he, not being registered in the register, represents that he is so registered, or uses with his name any title or any word or letter representing or intended to represent that he is so registered; or
- (c) he practices as a nurse, midwife, midwifery associate or nursing auxiliary in contravention of any Regulations or Rules.

(2) The offences under sub-section (1) shall be tried by Court of Sessions and shall be tried under the Criminal Procedure Code 1898 (Act V of 1898).

(3) Notwithstanding anything contained in any other law, the Council may, for contravention of the provision of the Ordinance, the rules and the regulations, impose the penalties prescribed by rules and if any person repeated the same offense more than three times, the council may suspend or cancel the license of registrant.

37. Annual report. – (1) The Council shall submit an annual report at the end of every fiscal year to the Division concerned covering the conduct of its affairs and shall also display it on its website, by end of September each year.

- (2) The Division concerned may, at any time require the Council to furnish it with–
 - (a) a report on any subject with which the Council is concerned;
 - (b) any return, statement, statistics or other information regarding any matter under the control of the Council; or
 - (c) a copy of any document in the charge of the Council, and the Council shall comply with every such requisition, and the Council shall be bound to act thereon.

38. Commission of Inquiry. (1) The Division Concerned, upon receipt of any information or complaint or on its own motion may constitute a Commission of Inquiry headed by an officer of the Division concerned not below the grade of BS-20 and one member; expert in the subject matter. The commission shall for the purpose of this Ordinance have the same power as vested in a Civil Court under Court of Civil Procedure 1908 (Act V of 1908) to conduct the proceedings relating to the following:

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- (a). summoning and enforcing the attendance of any person and examining him on oath;
 - (b). compelling the production of document including any digital evidence;
 - (c). receiving evidence on affidavits; and
 - (d). issuing commission for the examination of witnesses.

(2) The Commission shall fix the responsibility within ninety days of the inquiry and shall submit a report to the Secretary of the Division concerned for taking appropriate action.

(3) The Council shall provide the secretariat support to the Commission of Inquiry.

Provided that no inquiry shall be ordered by the Division concerned on false, frivolous, baseless or anonymous complaint or information. The Commission of Inquiry shall, before proceeding with the complaint, satisfy itself with regard to the genuineness and authenticity of the complaint.

39. Directives from the Federal Government.—The Federal Government may from time to time issue to the council such policies, directives and instructions as it may consider necessary for carrying out the purposes of this Ordinance and the Council shall be bound to act thereon.

40. Reporting, dissemination and confidentiality of data.— The real time data, information, SOPs, guidelines and reports as produced by the council shall be reported and regularly placed and updated on its public website for wider dissemination and sharing, English and national language, to keep the public informed.

41. Action done in good faith. (1) No suit or other legal proceedings shall lie against the Government, Council or any other committee constituted so, inspection teams, advisers, consultants, staff and officers or other persons appointed by the Council for anything done in good faith in the execution or purported execution of this Ordinance, rules or regulations made thereunder.

(2) No suit or other legal proceedings shall lie against the Council for any damage caused or likely to be caused for anything which is done with due care in good faith or intended to be done in pursuance of the provisions of this Ordinance.

42. **Quality improvement.** (1) The Council shall facilitate and support nursing institutes for continuous quality improvement.

(2) The Council shall develop and establish linkages with national and international relevant bodies or organizations in collaboration with Division concerned for this purpose.

43. **Fund of the Council.**— (1) There shall be established a fund to be known as the Pakistan Nursing and Midwifery Council Fund, hereinafter referred to as the Fund, which shall vest in the Council and shall be utilized by the Council to meet charges and expenses in connection with the affairs of the Council.

(2) The Fund shall consist of—

- (a) such sums, grants received from the Government or any other source;
- (b) donations from domestic and international donor agencies and other institutions;
- (c) grants of money and sums borrowed or raised by the Council for the purposes of meeting any of its obligations or discharging any of its duties;
- (d) fees, penalties, fines or other charges imposed under this Ordinance; and
- (e) all other sums which may in any manner become payable to or vested in the Council in respect of any matter incidental to the exercise of its functions and powers.

(3) The Council shall be responsible and accountable for management and disbursement of expenditure from the Funds, including the use of assets as prescribed under the Rules and such procedures defined in Regulations.

44. **Power to make regulations.**— The Council shall, make regulations for carrying out the purposes of this Ordinance interalia,-

- (a) management of the property of the Council and the maintenance and audit of its accounts;

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- (b) summoning and holding of the meetings of the Council or of a Board, the conduct of business thereof and the number of members necessary to constitute a quorum;
- (c) the functions of the Executive Committee, the summoning and holding of meetings thereof, the times and places at which such meetings shall be held, and the number of members necessary to constitute a quorum;
- (d) the conditions for admission to courses of training as aforesaid;
- (e) the standards of examination and other requirements to be satisfied for declaration of any qualification as recognized qualification or recognized higher qualification;
- (f) the manner in which the elections of the President and Vice-President; and
- (g) any other matter which is to be or may be prescribed.

45. **Powers to make Rules** —(1) The Federal Government, with the consultation of Division concerned, may make rules for carrying out the purposes of this Ordinance interalia,-

- (a) the powers and duties of the President and the Vice-President;
- (b) scope of practice for its registrants including regulating the practice of nurses, midwives, midwifery associate and nursing auxiliaries and for prohibiting persons not registered in the register from so practicing;
- (c) fees to be charged for registration or for any other purpose of the Ordinance;
- (d) fees for recognition of any institution or authority; and
- (e) a code of professional conduct and standard for practice and education for Nurses, Midwives and midwifery associate;
- (f) the functions of the Nursing and Midwifery provincial and regional Boards;
- (g) terms and conditions of service, the pay and allowances of the officers and servants and the powers and duties of the officers and supportive staff of the Council in conformity with the federal government pay and scale for the autonomous bodies;
- (h) financial and funds management of the council;
- (i) the procedure of holding Commission of inquiry;
- (j) procedure and timelines for inspection, accreditation and recognition of the institutes and reporting thereof;

- (k) procedure for removing all or any member of the Council including President and Vice President of the council;
- (l) prescribing conflict of interest;
- (m) any matter connected or ancillary there too under this Ordinance.

46. **Removal of difficulties.** If any difficulty arises in giving effect to any provision of this Ordinance, the Federal Government, through Division concerned, may make such orders not inconsistent with the provisions of this Ordinance as may appear to it to be necessary for the purpose of removing such difficulty.

47. **Repeal and Saving.**— (1) The Pakistan Nursing Council Act, 2023 (V of 2023) referred as the said Act is hereby repealed.

(2) Notwithstanding the repeal of the said Act, and without prejudice to section 24 of the General Clauses Act, 1987 (X of 1897).-

- (a) the Pakistan Nursing and Midwifery Council constituted under the said Act and functioning immediately before the commencement of this Ordinance shall cease to exist;
- (b) any scheme of reciprocity settled under the said Act and subsisting immediately before the commencement of this Ordinance shall continue in force and be deemed to be a scheme of reciprocity settled under the said Acts;
- (c) any register of nurses, midwives, health visitors, and nursing auxiliaries which was maintained immediately before the commencement of the said Act under the said Ordinance and the persons registered in such register shall be deemed to be the register-maintained persons registered therein under this Ordinance;
- (d) any qualification entered as a supplementary qualification in any register under the said Act shall be deemed to be the supplementary qualification entered in the register under this Ordinance, notwithstanding that such qualification is not a recognized higher qualification;
- (e) any regulation or bye-law made under the said Act and in force immediately before the commencement of this Ordinance shall be deemed to be, and continue in force, as made under this Ordinance;

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- (f) any officer or other employee, irrespective of his status, of the Pakistan Nursing Council appointed under the said Act and Rules, Regulations shall be deemed to be employee appointed, by the Council under this Ordinance;
- (g) all assets, rights, powers, authorities and privileges and all property, movable and immovable, and all interests therein and all debts, liabilities and obligations of the Pakistan Nursing Council constituted under the said Acts and subsisting immediately before the commencement of this Ordinance shall stand transferred to, and be deemed to be the assets, rights, powers, authorities, privilege, property and interests of the Council established under this Ordinance;
- (h) anything done or any action taken or any proceeding commenced under any of the provisions of the said Act shall continue in force and be deemed to have been done, taken or commenced under the corresponding provision of this Ordinance;
- (i) all decisions taken by the Council in the past, in good faith and with proven due diligence, before the commencement of this Ordinance shall be valid; and
- (j) all other actions of the Council including previous inspections authorized, approvals given, recognitions granted, registrations ordered and certifications made, subject to proven due diligence and in complete good faith, shall be deemed to be valid.

The First Schedule

[see Section 2 (xi, xii)]

Recognized Qualification

- (a) Bachelor's in Nursing: Four years Degree Course
- (b) Post RN Bachelor's in Nursing: Two years Degree Course
- (c) Master's in Nursing (MSN): Two years Degree Course
- (d) Doctorate in Nursing: Four years Degree course
- (e) Post Basic Specialization: 1 year diploma course in different disciplines e.g. Cardiac Care Nursing, Oncology Nursing etc.
- (f) Midwifery Associate
 - a. Lady Health Visitor (LHV): Twenty-seven months Diploma Course
 - b. Community Midwife (CMW): Two years Diploma Course
 - c. Associate Degree: (LHV): Two years Course
 - d. Associate Midwifery Degree: Two years Midwifery Course
 - e. Female welfare worker: two year program
- (g) Post Associate Bachelor's Degree for (LHV): Two years Degree Course
- (h) Post Associate Midwifery Degree (RM): Two-year Midwifery degree Course
- (i) Nursing auxiliary
 - a. Certified Nursing Assistant
 - b. Health Caregiver one year Diploma Course
 - c. Any other discipline as deemed appropriate by the Council.

The Second Schedule [see Section 18]

Recognized Institutions

The Third schedule [see Section 22]

Registered Foreign Qualification

ASIF ALI ZARDARI,
President.

RAJA NAEEM AKBAR,
Secretary.


HINA SAQIB
Printing & Publication Officer
Ministry of Law and Justice
Government of Pakistan
Islamabad

No.F.10-11/2025-A-IV-PNC
GOVERNMENT OF PAKISTAN
Ministry of National Health Services,
Regulations and Coordination

Islamabad, the 12th December 2025

STATEMENT OF OBJECTS AND REASONS

Pakistan Nursing and Midwifery Council Bill, 2025 is related to the registration, licensing, and training of nurses, nurse practitioners, midwives, midwifery associates, and nurse auxiliaries in Pakistan.

The previous governing laws, i.e., Pakistan Nursing Council Act, 1973 (XXVI of 1973) and its subsequent Amendment Act, 2023, were unable to address serious governance, administrative and financial challenges faced by the Council. The body became dysfunctional due to internal disputes, litigations and allegations of inefficiency and misconduct, resulting in a severe backlog in registration and licensing, thus affecting national service delivery in the nursing and midwifery sectors.

To restore effective regulation, ensure transparency, and align the nursing and midwifery profession with international standards, the Bill seeks to:

- a) Reconstitute the Council with balanced representation from public, private, and professional sectors.
- b) Introduce supervisory oversight by the Ministry of National Health Services, Regulations & Coordination to ensure accountability and continuity.
- c) Ensure financial transparency through audits conducted by registered Chartered Accountant firms.
- d) Establish digital mechanisms for real-time data collection and monitoring of nursing and midwifery human resources.
- e) Institutionalize National Registration and Licensing Examinations (NRE/NLE) to standardize competence evaluation.
- f) Recognize institutions and qualifications through transparent, third-party accreditation.

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- g) Align national nursing and midwifery standards with global best practices healthcare and education.

The Bill has been designed to achieve the aforesaid objects.



(Minister-in-Charge

Ministry of National Health Services,
Regulations & Coordination