

SENATE OF PAKISTAN



REPORT NO # 06

REPORT OF THE SENATE FUNCTIONAL COMMITTEE ON HUMAN RIGHTS

ON

*MOTION 218 TITLED "THE GENDER BASED VIOLENCE (GBV) IN THE
COUNTRY AND FAILURE OF ADMINISTRATIVE AND JUDICIAL
MACHINERY TO ADMINISTER JUSTICE TO WOMEN"*

PRESENTED BY

SENATOR SAMINA MUMTAZ ZEHRI
CHAIRPERSON COMMITTEE

SENATE SECRETARIAT

REPORT OF THE SENATE FUNCTIONAL COMMITTEE ON HUMAN RIGHTS ON MOTION 218 TITLED "THE GENDER BASED VIOLENCE (GBV) IN THE COUNTRY AND FAILURE OF ADMINISTRATIVE AND JUDICIAL MACHINERY TO ADMINISTER JUSTICE TO WOMEN"

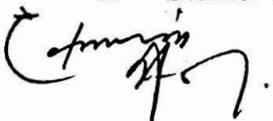
I, Senator Samina Mumtaz Zehri, Chairperson of the Senate Functional Committee on Human Rights, have the honor to present on behalf of the Committee, this report on consideration of motion under rule 218 of the Rules of Procedure and Conduct of Business in the Senate, 2012 titled "The Gender Based Violence (GBV) in the country and failure of Administrative and Judicial machinery to administer Justice to Women" moved in the Senate of Pakistan in its sitting held on 18th August 2025 by Senator Sherry Rehman, and referred to the Committee for consideration and report.

2. The composition of the Committee is as under:-

1.	Senator Samina Mumtaz Zehri	Chairperson
2.	Senator Aimal Wali Khan	Member
3.	Senator Mohammad Humayun Mohmand	Member
4.	Senator Khalil Tahir	Member
5.	Senator Syed Ali Zafar	Member
6.	Senator Poonjo Bheel	Member
7.	Senator Dost Muhammad Khan	Member
8.	Senator Syed Masroor Ahsan	Member
9.	Senator Qurat-UI-Ain Marri	Member
10.	Senator Hafiz Abdul Karim	Member
11.	Senator Raja Nasir Abbas	Member
12.	Senator Atta UI Haq	Member
13.	Senator Mashal Azam	Member
14.	Minister for Human Rights	Ex-Officio Member

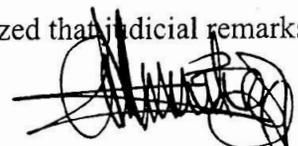
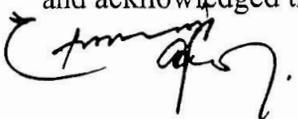
3. The Committee considered the Bill in its meetings held on 27th November 2025 and then on 18th December 2025, which was attended by the following members.

1.	Senator Samina Mumtaz Zehri	Chairperson
2.	Senator Khalil Tahir	Member
3.	Senator Poonjo Bheel	Member
4.	Senator Masroor Ahsan	Member
5.	Senator Atta UI Haq	Member
6.	Senator Qurat-UI-Ain Marri	Member
7.	Senator Sherry Rehman	Mover



4. In the meeting held on 27th November 2025, the Committee was briefed by Senator Sherry Rehman on the prevailing situation of Gender Based Violence (GBV) in the country. She apprised the Committee that despite more than two decades of legislation, establishment of 480 GBV courts nationwide and creation of specialized institutions, including the Federal Ombudsperson Secretariat for Protection against Harassment (FOSPAH), the pendency of cases remains high while conviction rates continue to be unacceptably low. She informed that approximately 70 percent of GBV incidents remain unreported and that the overall conviction rate in reported cases stands at around 5 percent. The Committee was further briefed on the reported 32,617 GBV cases during 2024, with province wise data reflecting negligible convictions across all provinces and Islamabad Capital Territory. Expressing serious concern over the high acquittal rate, the Committee observed that despite substantial public investment in specialized courts, outcomes on ground remain unsatisfactory. The Chairperson stressed that the gravity of the issue necessitates urgent and coordinated corrective measures, and accordingly the Committee recommended effective enforcement of existing laws, strengthening of investigation and prosecution mechanisms, improvement in evidence collection and medico legal procedures, enhanced training and sensitization of police personnel particularly women police officers and focused attention on the increasing incidence of child abuse, while directing that police, prosecution and social welfare departments from all provinces be called to identify gaps and propose concrete remedial actions.

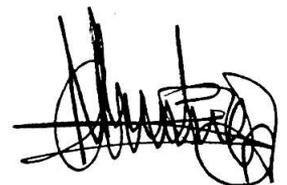
5. In the meeting held on 18th December 2025, the Committee thoroughly deliberated upon the issue of Gender Based Violence (GBV) in the country, including failures in reporting, investigation, prosecution, and conviction, as well as prevailing social attitudes and institutional shortcomings. Senator Sherry Rehman noted that a very high percentage of GBV cases remained unreported due to fear, stigma and victim blaming, while in most of the reported cases too, the culprits don't get convicted. She observed that women are often judged on the basis of their clothing, marital status, or being divorced, which discourages victims from approaching law enforcement agencies. Referring to a television drama currently being aired, she highlighted how such narratives reflect and reinforce societal attitudes. She further informed the Committee that the conviction rate in rape cases is approximately 0.5% and noted with concern that in certain honour killing cases, perpetrators are praised rather than condemned by society. The Chairperson remarked that discussion on GBV frequently diverts toward allegations of affairs and moral judgments against women, which shifts focus away from accountability of perpetrators. She stated that GBV is not limited to women alone and acknowledged that men may also be victims. The Chairperson emphasized that judicial remarks



play a critical role in shaping public perception and legal outcomes. In this context, Senator Quratulain Marri referred to a judicial observation in a case where a victim was described as being in an “open relationship,” and noted with concern that such remarks demonstrate systemic bias and undermine justice for victims. Senator Khalil Tahir raised concerns regarding conflicts of interest within the justice system and the tendency of judiciary to declare void the laws enacted by the parliament based on people’s aspirations and through collective wisdom.

6. In the briefing by the Secretary, Ministry of Human Rights, extremely low conviction rates were again highlighted. The Chairperson, while noting gaps in data, expressed serious concern about the incessant increase in GBV cases across the country, adding that low conviction rates were a result of serious investigative and prosecutorial weaknesses. The Committee observed that such poor conviction rates were unacceptable, adding that similar briefings had been presented over the last several years without producing meaningful results. The Chairperson noted that even some women police officers lacked proper training to deal sensitively with GBV victims. Senator Masroor Ahsan and Senator Poonjo Bheel highlighted that many FIRs are lodged due to pressure from cases of 22-A and 22-B and accordingly challans were also presented but since the litigation is false to begin with, it doesn’t stand the trial, is disposed of under section 265-K CrPC and hence no conviction in the end. Senator Khalil Tahir highlighted instances of negligence in evidence handling, including improper custody of critical items.

7. The Chairperson Committee invited concise remarks from representatives of police, home, prosecution and other departments – pinpointing core challenges and suggesting workable solutions. The representatives acknowledged some deficiencies and constraints in investigation and evidence handling. They also highlighted that a large number of cases failed because victims withdrew their statements or entered into compromises, for many reasons. It was pointed out that convictions in honour-killing cases had increased following the application of section 311 PPC, which prohibits compromise in such cases. It was also highlighted that the victims often do not own the material collected by police and prosecution. They recommended amendments in Section 164 CrPC, rules relating to video evidence, pre-trial and post-challan statements, and relevant High Court rules and orders. Chairperson National Commission on the Status of Women (NCSW) highlighted coordination gaps and victim protection concerns, maintaining that low capacity of IOs, a thana-culture that taunts and looks down upon the victims and absence of gender-sensitiveness at all levels were the main contributing factors. She also suggested that transgenders should also be included in the GBV debate



because they've also been seriously victimized. Vice Chancellor Health Services Academy asserted that instead of focusing primarily on post-crime actions, prevention of crimes should be prioritized and for that mental health interventions can play a key role because the prevalence of anxiety and stress in Pakistani society has reached alarming levels. He also shared a paper on GBV, its reasons, policy measures and evidence-based responses, for Committee's perusal.

8. The Chairperson, Senator Samina Mumtaz Zehri, concluded that persistently low conviction rates in GBV cases reflected serious issues in investigation, prosecution, and implementation of laws. She added that more forensic labs should be established so as to make testing process easy and prompt. Upon being pointed out by Senator Sherry Rehman and Senator Qurrat ul Ain Marri, the Chairperson directed that the Law Ministry should ensure effective legislative follow-up and implementation in accordance with Committee's recommendations. Accordingly, the Committee recommended that all concerned departments submit written, practical, and implementable recommendations to the Ministry of Human Rights, which would compile and analyze the submissions.

9. The Functional Committee, thereon, concluded and disposed of the Motion under rule 218 with the recommendation that a committee be constituted to suggest reforms, including legal amendments, capacity-building of police and prosecutors, victim-centric procedures, and improved inter-ministerial coordination. The Ministry of Human Rights would take lead and invite officers from relevant Ministries/Divisions and departments, who have had extensive experience in dealing with GBV cases, as well as representatives from judicial institutions, and submit recommendations to the Functional Committee. The Secretary Human Rights supported the formation of the proposed committee and invited Members to provide their valuable input and recommendations as well.


(HARIS REHMAN)
JS/Secretary Committee


(SENATOR SAMINA MUMTAZ ZEHRI)
Chairperson Committee