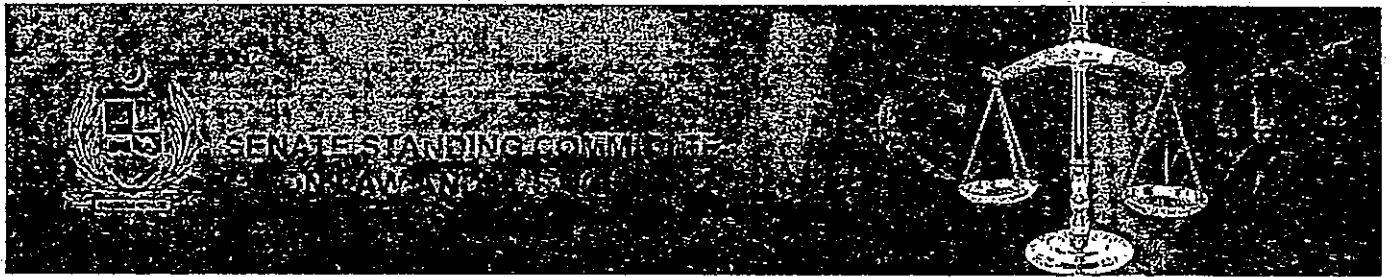




## **SENATE SECRETARIAT**

**Report No. 18**

### **REPORT OF THE SENATE STANDING COMMITTEE ON LAW AND JUSTICE**



### **“THE CONSTITUTION (AMENDMENT) BILL, 2025” (AMENDMENT OF ARTICLE 228)**

#### **PRESENTED BY**

**Senator Farooq Hamid Naek  
Chairman  
Standing Committee on Law and Justice**

## SENATE SECRETARIAT

### REPORT OF THE STANDING COMMITTEE ON LAW AND JUSTICE ON "THE CONSTITUTION (AMENDMENT ) BILL, 2025" (AMENDMENT OF ARTICLE 228)

I, Chairman of the Standing Committee on Law and Justice, have the honour to present report on "The Constitution (Amendment ) Bill, 2025" (Amendment of Article 228) introduced by Senator Zeeshan Khan Zada in the Senate sitting held on 19-05-2025. The Bill, upon introduction, was referred to the Standing Committee for consideration and report.

2. The composition of the Standing Committee on Law and Justice is as under:-

1.	Senator Farooq Hamid Naek	Chairman
2.	Senator Shahadat Awan	Member
3.	Senator Zamir Hussain Ghumro	Member
4.	Senator Rana Sana Ullah Khan	Member
5.	Senator Muhammad Tallal Badar	Member
6.	Senator Khalil Tahir	Member
7.	Senator Ahad Khan Cheema	Member
8.	Senator Mohammad Abdul Qadir	Member
9.	Senator Syed Ali Zafar	Member
10.	Senator Kamran Murtaza	Member
11.	Senator Hamid Khan	Member
12.	Senator Rubina Naaz	Member
13.	Senator Mohammad Azam Khan Swati	Member
14.	Minister for Law and Justice	Ex-Officio Member

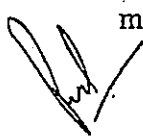
3. The Committee considered the Bill in its meetings held on 4<sup>th</sup> September, 2025 and 3<sup>rd</sup> February, 2026, respectively under the Chairmanship of Senator Farooq Hamid Naek. Final consideration of the Bill was held in the meeting dated 3<sup>rd</sup> February, 2026, which was attended by the following hon'ble Members:-

1.	Senator Farooq Hamid Naek	Chairman
2.	Senator Shahadat Awan	Member
3.	Senator Kamran Murtaza	Member
4.	Senator Mohammad Abdul Qadir	Member
5.	Minister of State for Law and Justice	Ex-Officio Member

4. The Member-in-charge of the Bill briefed the Committee that Pakistan ranked second lowest, ahead only of Afghanistan, on the Gender Gap Index as per the World Economic Forum's Global Gender Gap Report, 2022. He further stated that women account for only 4.5 per cent of senior, managerial, and legislative positions in the country. While women constitute nearly half of Pakistan's population, their representation in the National Assembly stands at approximately 20 per cent. Of the 70 women Members of the National Assembly, 60 are elected on seats reserved for women and non-Muslims, whereas only 10 women, constituting around 3 per cent of the total membership, have been directly elected on general seats. It was further highlighted that women's representation within political parties, both at the national and provincial levels, remains markedly low. In this context, the Bill seeks to amend Article 228 of the Constitution to enhance the number of female members in the Council of Islamic Ideology (CII) from one to three.

5. The Minister of State for Law and Justice briefed the Committee that the intent of the mover of the Bill was to ensure the presence of at least three women members in the Council of Islamic Ideology. Article 228 of the Constitution of the Islamic Republic of Pakistan does not bar the appointment of women as members of the Council, provided they possess the qualifications prescribed therein. It was further stated that, notwithstanding the absence of any constitutional restriction, at least one woman member is already ensured in practice. Accordingly, any woman meeting the requisite qualifications may be appointed to the Council under the existing constitutional provisions, and therefore, no constitutional amendment is required to achieve the stated objective.

6. The Committee also decided to seek input from the Council of Islamic Ideology. In this regard, Dr. Ishfaq Ahmad, Senior Research Officer, Council of Islamic Ideology, informed the Committee that an almost identical proposal had been placed before the Council in its 209th meeting held on 17th January, 2018. The Council had concluded that Article 228(3) of the Constitution does not restrict the appointment of more than one female member to the Council, and consequently, no constitutional amendment was necessary to increase the number of female members. The Council, however, recommended that while preparing the summary for appointments, the Ministry of Law and Justice should propose the names of at least three qualified women members.

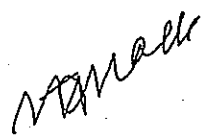


7. The Committee noted that the Member-in-charge of the Bill had been afforded ample opportunity in the previous meeting to defend and explain the legislative proposal; however, he did not attend the present meeting owing to a boycott. The Committee further observed that it had already sought extensions in the prescribed time period for presentation of its report on three occasions under the Rules of Procedure, and that any further extension would be unwarranted.

8. The Committee, after taking into consideration the views of the Council of Islamic Ideology and the Ministry of Law and Justice, examining the constitutional position, and while fully acknowledging that the representation of women is essential in all walks of life in Pakistan, was of the considered view that the objective sought to be achieved can be effectively realized within the existing constitutional framework. The Committee observed that constitutional amendments should be undertaken only where a clear constitutional bar or deficiency exists. Since Article 228 does not restrict the appointment of women as members of the Council of Islamic Ideology, the proposed amendment would be declaratory in nature and constitutionally unnecessary.

9. Accordingly, the Committee recommends that "The Constitution (Amendment) Bill, 2025" (Amendment of Article 228), as introduced in the Senate, may not be passed by the House. (Copy of Bill is annexed).

  
(RABEEA ANWAR)  
A.S / Secretary Committee

  
( SENATOR FAROOQ HAMID NAEK )  
Chairman

**[TO BE INTRODUCED IN THE SENATE]**

**A**

**BILL**

*further to amend the Constitution of the Islamic Republic of Pakistan*

**WHEREAS** it is expedient further to amend the Constitution of the Islamic Republic of Pakistan for the purposes hereinafter appearing;

It is hereby enacted as follows:-

**1. Short title and commencement.-** (1) This Act may be called the Constitution (Amendment) Act, 2025.

(2) It shall come into force at once.

**2. Amendment of Article 228 of the Constitution.-** In the Constitution of the Islamic Republic of Pakistan, in Article 228, in clause (3), in paragraph (d), for the expression "one member is a woman", the expression "three members are women" shall be substituted.

**STATEMENT OF OBJECTS AND REASONS**

Pakistan ranks second worst, better only than Afghanistan, on the Gender Gap Index in the 2022 World Economic Forum's Global Gender Gap Report. It is the country in which women have the smallest share of senior, managerial and legislative roles, at 4.5 per cent. Today, women constitute nearly half of the population of Pakistan, but they comprise only 20 per cent of the National Assembly. Of those 70 women 60 are in the seats reserved for women and religious minorities (by appointment), while only 10 women, just 3 percent of parliamentarians, have been elected to a general seat.

2. The state of representation of women within political parties, at the national and provincial levels, is also dismal. Hence, this Bill.

**SENATOR ZEESHAN KHAN ZADA  
MEMBER-IN-CHARGE**