

GOVERNMENT OF PAKISTAN
HOUSE OF THE FEDERATION

Report No.04/2026



REPORT OF THE SENATE STANDING COMMITTEE ON INTERIOR & NARCOTICS
CONTROL ON THE BILL FURTHER TO AMEND "THE CRIMINAL LAWS
(AMENDMENT), (HONOUR KILLINGS PREVENTION) BILL 2026" MOVED BY
SENATOR SAMINA MUMTAZ ZEHRI, IN THE SENATE SITTING HELD ON
19TH JANUARY, 2026

PRESENTED BY:
SENATOR FAISAL SALEEM REHMAN
CHAIRMAN COMMITTEE

SENATE SECRETARIAT

REPORT OF THE SENATE STANDING COMMITTEE ON INTERIOR AND NARCOTICS CONTROL ON THE CRIMINAL LAWS (AMENDMENT) (HONOUR KILLINGS PREVENTION), BILL 2026 MOVED BY SENATOR SAMINA MUMTAZ ZEHRI, IN THE SENATE SITTING HELD ON 19TH JANUARY, 2026.

1. Senator Faisal Saleem Rehman, Chairman, Standing Committee on Interior and Narcotics Control, have the honor to present this report, on behalf of the Committee, on the Bill further to amend the Pakistan Penal Code, 1860 and the Code of Criminal Procedure, 1898, "*The Criminal Laws (Amendment) (Honour Killings Prevention) Bill, 2026*", moved by Senator Samina Mumtaz Zehri, in the Senate sitting held on 19th January, 2026, and referred to the Committee for consideration and report.

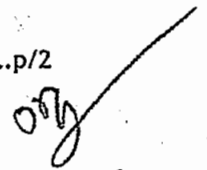
2. The composition of the Committee is as under: -

1.	Senator Faisal Saleem Rehman	Chairman
2.	Senator Syedaal Khan	Member
3.	Senator Syed Faisal Ali Sabzwari	Member
4.	Senator Shahadat Awan	Member
5.	Senator Naseema Ehsan	Member
6.	Senator Saifullah Abro	Member
7.	Senator Samina Mumtaz Zehri	Member
8.	Senator Umer Farooq	Member
9.	Senator Palwasha Muhammad Zai Khan	Member
10.	Senator Jam Saifullah Khan	Member
11.	Senator Muhammad Talha Mahmood	Member
12.	Senator Mir Dostain Khan Domki	Member
13.	Senator Dilawar Khan	Member
14.	Senator Abid Sher Ali	Member
15.	Minister for Interior	Ex-Officio Member

3. The Committee considered the Bill during its meeting held on 20th May, 2026, which was attended by the following Members, namely:-

1.	Senator Faisal Saleem Rehman	Chairman
2.	Senator Shahadat Awan	Member
3.	Senator Palwasha Muhammad Zai Khan	Member
4.	Senator Muhammad Talha Mahmood	Member
5.	Senator Jam Saifullah Khan	Member
6.	Senator Saifullah Abro	Member
7.	Senator Abid Sher Ali	Member
8.	Senator Samina Mumtaz Zehri	Member
9.	Senator Dilawar Khan	Member
10.	Senator Mir Dostain Khan Domki	Member
11.	Senator Sarmad Ali	Mover
12.	Senator Manzoor Ahmed Kakar	Mover
12.	Senator Abdul Qadir	Special Invitee
13.	Senator Nasir Mehmood Butt	Special Invitee

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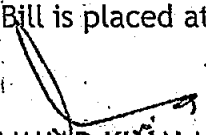
4. Senator Samina Mumtaz Zehri, Mover of the Bill, while sharing with the Committee the salient features and objectives of the Bill, stated that although the Criminal Law (Amendment) (Offences in the Name or Pretext of Honour) Act, 2016 was a landmark piece of legislation, it has not fully achieved its intended deterrent effect, as honour killings continue to persist with over 500 reported cases annually. Judicial records indicate that leniency in sentencing remains prevalent due to the admissibility of the defence of grave and sudden provocation and discretionary sentencing under Section 311 of the Pakistan Penal Code, while the existing legal framework fails to hold instigators accountable, particularly jirgas and family elders who sanction such crimes under the guise of social custom.

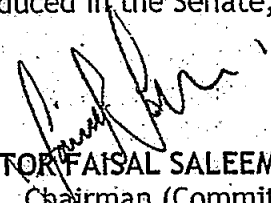
She also highlighted that this Bill seeks to address those deficiencies by eliminating legal defence loopholes, making life imprisonment mandatory, criminalising instigation and abetment through jirgas, and ensuring State-led prosecution to counter patriarchal bias. The Bill upholds Articles 9, 14, and 25 of the Constitution of Pakistan and aligns with Pakistan's international obligations under CEDAW and relevant United Nations Human Rights resolutions. Adding further, she shared that the Governments of Balochistan and the Azad Jammu and Kashmir had also supported the Bill, whereas replies from the other provincial governments were awaited.

5. The representative from the Ministry of Law and Justice opposed the Bill on several grounds. First, it was contended that the proposed Clause 2 curtails judicial discretion through the statutory exclusion of defences regardless of the facts and circumstances of each case, thereby violating the fundamental right to a fair trial and due process. With regard to Clause 3, it was noted that the terms "directs," "aids," and "sanctions" are not clearly defined, and that under Section 109 of the Pakistan Penal Code, the punishment for abetment is the same as that for the principal offence, whereas the proposed clause fixes the punishment for abetment solely as imprisonment for life. It was further observed that the proposed Sub-clause (2) of the said clause is a duplication of existing provisions. Proposed Clause 4 was similarly objected to as a duplication, given that provisions relating to murder, assault, and confinement already exist under the prevailing law. Finally, proposed Clause 5 was also considered redundant, as Sub-section (7) of Section 345 of the Code of Criminal Procedure already declares honour killing to be a non-compoundable offence.

6. Thereafter, the Chairman put the Bill to vote, and all Members present voted in favour. Consequently, the Bill was passed unanimously.

7. The Committee recommended that The Criminal Laws (Amendment) (Honour Killings Prevention) Bill, 2026, as introduced in the Senate, be passed. (The Bill is placed at Annexure-A).


(HAMMAD KHAN MARRI)
J.S / Secretary (Committee)


(SENATOR FAISAL SALEEM REHMAN)
Chairman (Committee)

Islamabad, the
20th May, 2026.

[TO BE INTRODUCED IN THE SENATE]

A
BILL

further to amend the Pakistan Penal Code, 1860 and the Code of Criminal Procedure, 1898

WHEREAS honour killings continue to claim the lives of hundreds of women and girls every year in Pakistan despite the passage of the Criminal Law (Amendment) (Offences in the Name or on Pretext of Honour) Act, 2016 (XLIII of 2016);

AND WHEREAS persistent judicial leniency, misuse of legal provisions and cultural complicity have prevented full realization of justice and deterrence envisaged under the said Act;

AND WHEREAS it is expedient further to amend the Pakistan Penal Code, 1860 (XLV of 1860) and the Code of Criminal Procedure, 1898 (V of 1898), to ensure stricter accountability and prevention of offences in the name or on the pretext of honour and that all honour crimes are treated as heinous, non-compoundable offences punishable by life imprisonment, and that no plea or compromise may reduce or mitigate accountability.

It is hereby enacted as follows:-

1. Short title and commencement. - (1) This Act may be called the Criminal Laws (Amendment) (Honour Killings Prevention) Act, 2026.

(2) It shall come into force at once.

2. Amendment of section 302, Act XLV of 1860. - In the Pakistan Penal Code, 1860 (XLV of 1860), hereinafter referred to as the said Code, in section 302, in clause (c), in the existing proviso, for the full-stop occurring at the end, a colon ":" shall be substituted and thereafter, the following second proviso shall be inserted, namely:-

"Provided further that no plea of grave and sudden provocation, loss of control, or moral outrage shall be admissible as a defence in any offence committed in the name or on the pretext of honour."

3. **Insertion of new section 311A, Act XLV of 1860.-** In the said Code, after section 311, the following new section shall be inserted, namely:-

"311A. Criminal liability for instigation, abetment, or sanction of honour killing.-(1) Any person, including a family member, relative, community elder, or participant of a *jirga* or *panchayat*, who instigates, directs, aids, abets, or sanctions the commission of an offence in the name or pretext of honour shall be deemed to have committed abetment of murder under Section 109 of the Pakistan Penal Code, 1860, shall be punishable with imprisonment for life.

(2) Any public servant who willfully fails to prevent, report, or investigate an offence under this section shall be punished with imprisonment up to five years and fine."

4. **Insertion of section 509A, Act XLV of 1860.-** In the said Code, after section 509, the following new section shall be inserted, namely:-

"509A. Gender-based aggravating circumstance. Any offence committed on the basis of gender, including an act of murder, assault, or confinement in the name or pretext of honour, **shall be punished with death or imprisonment or with fine as the case may be, as provided for the offences by any law in force for the time being.**"

5. **Amendment of section 345, Act V of 1898.-** In the Code of Criminal Procedure, 1898 (V of 1898), in section 345, after sub-section (7), the following new sub-section, shall be added, namely:-

"(8) No offence involving honour killing shall be compoundable or waivable by the heirs of the victim, and such offences shall be prosecuted exclusively by the State."

6. **Amendment of Schedule II, Act V of 1898.**- In the Code of Criminal Procedure, 1898 (V of 1898) in Schedule II, in column 1, after section 311, and corresponding entries relating thereto in columns 2 to 8, the following new section and entries related thereto shall be inserted, namely:-

311A	Criminal liability for instigation, abetment, or sanction of honour killing	May arrest without warrant	warrant	Non-bailable	Non-compoundable	imprisonment for life	Court of Session

STATEMENT OF OBJECTS AND REASONS

The Criminal Law (Amendment) (Offences in the Name or Pretext of Honour) Act, 2016, though historic, has not fully achieved its deterrent purpose. Honour killings continue unabated, with over 500 reported cases annually. Judicial records reveal persistent leniency due to admissibility of grave and sudden provocation, defences and discretionary sentencing under Section 311 of the Pakistan Penal Code.

The existing legal framework lacks accountability for instigators including jirgas and family elders who often sanction these crimes under social custom. This (Amendment) Bill seeks to eliminate defence loopholes, make life imprisonment mandatory, criminalize instigation and abetment through Jirga's, ensure State-led prosecution to counter patriarchal bias.

This Bill upholds Articles 9, 14, and 25 of the Constitution of Pakistan and aligns with Pakistan's international obligations under CEAW and UN Human Rights resolutions.

SENATOR SAMINA MUMTAZ ZEHRI
Member in-Charge