


# SENATE OF PAKISTAN
## *HOUSE OF THE FEDERATION*

**Report No.17/2026**

REPORT OF SSC ON INTERIOR

REPORT OF THE SENATE STANDING COMMITTEE ON INTERIOR & NARCOTICS CONTROL ON THE BILL FURTHER TO AMEND THE PAKISTAN PENAL CODE, 1860 AND THE CODE OF CRIMINAL PROCEDURE, 1898 **"THE CRIMINAL LAWS (AMENDMENT) BILL, 2026** (INSERTION OF SECTION 328B IN PPC AND SUBSEQUENT AMENDMENT IN SCHEDULE II OF CR. PC) MOVED BY SENATOR SARMAD ALI, IN THE SENATE SITTING HELD ON 24TH AUGUST, 2026.

PRESENTED BY:

*SENATOR FAISAL SALEEM REHMAN*
*CHAIRMAN COMMITTEE*

## SENATE SECRETARIAT

## REPORT OF THE SENATE STANDING COMMITTEE ON INTERIOR & NARCOTICS CONTROL ON "THE CRIMINAL LAWS (AMENDMENT) BILL, 2026 (INSERTION OF SECTION 328B IN PPC AND SUBSEQUENT AMENDMENT IN SCHEDULE II OF CR. PC) MOVED BY SENATOR SARMAD ALI, IN THE SENATE SITTING HELD ON 24TH AUGUST, 2026.

I, 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) Bill, 2026 (Insertion of section 328B in PPC and subsequent amendment in Schedule-II of Cr. PC) moved by Senator Sarmad Ali, in the Senate Sitting held on 24th August, 2026, and referred to the Committee for consideration and report.

2. The composition of the Committee is as under:

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| 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 7th September, 2026, which was attended by the following Members, namely:-

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| 1. | Senator Faisal Saleem Rehman | Chairman |
| 2. | Senator Muhammad Talha Mahmood | Member |
| 3. | Senator Naseema Ehsan | Member |
| 4. | Senator Shahadat Awan | Member |

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| 5. | Senator Jam Saifullah Khan | 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 Dilawar Khan | Member |
| 11. | Minister of State for Interior | Ex-officio Member |
| 12. | Senator Sarmad Ali | Mover |
| 13. | Senator Bushra Anjum Butt | Mover |

4. Senator Sarmad Ali, Mover, while sharing the salient features and objectives of the Bill, apprised that domestic workers in Pakistan were among the most vulnerable groups and were often exposed to abuse, exploitation, and degrading treatment within private households. She stated that the existing provisions of the PPC relating to hurt, intimidation, and wrongful confinement did not adequately address the specific nature of abuse arising from a worker's dependency on the employer in a domestic setting. He further stated that the Bill sought to fill this gap by inserting Section 328B in the PPC to specifically criminalize abuse of domestic workers arising from such dependency and control, and that the Bill also amended the Cr.P.C. by inserting this offence in Schedule II to properly define its procedural status regarding arrest, bail, and trial by the Court of Session. He added that the Bill was in line with Articles 9, 11, and 14 of the Constitution of the Islamic Republic of Pakistan, 1973, and was aimed at ensuring protection of the dignity, life, and liberty of domestic workers.

5. The representative of the Ministry of Law and Justice stated that the proposed Section 328B substantially overlapped with existing provisions of the PPC relating to hurt, assault and criminal force, wrongful restraint/confinement, criminal intimidation, unlawful compulsory labour, sexual offences, and offences relating to insult and dishonour. He stated that the Bill, therefore, did not clearly identify a legislative lacuna warranting the creation of a separate offence of "abuse of domestic worker." He further stated that the proposed definition combined offences of substantially different nature and ingredients, while sub-section (5) sought to impose criminal liability upon an employer for acts committed by household members or staff, and that the proposed provision may consequently result in duplication, uncertainty, and unwarranted vicarious criminal liability. He concluded that the Bill, therefore, merited opposition.

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6. Senator Umar Farooq and Senator Muhammad Talha Mehmood were of the opinion that the Bill, if passed, could be misused. The Chairman Committee endorsed this view, as did the Minister of State for Interior.

Responding to a query of the Chairman Committee regarding legal aspects of the Bill, Senator Shahadat Awan informed the Committee that the Bill had been examined by the legal committee of his party and had been found to be in order.

The Chairman Committee suggested to first get prepared comparative statement of provisions of existing law with the proposed amendments of the Senator Sarmad Ali which would be submitted to the Members for thorough study and deliberations in the next meeting.

7. At that juncture, Senator Sarmad Ali urged the Chair to put the Bill to vote, thereafter, Chairman Committee put the Bill to vote. Senator Muhammad Talha Mehmood and Senator Umar Farooq recorded their dissent, whereas Senators Naseema Ehsan, Shahadat Awan, Jam Saifullah Khan, Saifullah Abro, Samina Mumtaz Zehri, Palwasha Muhammad Zai Khan and Dilawar Khan voted in favor of the Bill. Accordingly, the Committee by majority of the vote recommended that the Bill, as introduced in the Senate, be passed.

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

**(SENATOR FAISAL SALEEM REHMAN)**
Chairman (Committee)

Islamabad, the
**7th September, 2026.**

REPORT OF SSC OF INTERIOR

INTRODUCED ON:- 24-08-2026

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

A
BILL

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

**WHEREAS** it is expedient further to amend the Pakistan Penal Code, 1860 (XLV of 1860) and the Code of Criminal Procedure 1898 (V of 1898) for the purposes hereinafter appearing;

It is hereby enacted as follows:-

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

(2) It shall come into force at once.

**2. Insertion of Section 328(B), Act XLV of 1860.**- In the Pakistan Penal Code, 1860, after section 328(A), the following new section shall be inserted, namely:-

**"328B. Abuse of domestic worker.-(1) Whoever, being an employer, a member of the employer's household, or any person acting for the employer, abuses a domestic worker by taking advantage of their dependence for work, shelter, or livelihood, commits an offence under this section.**

**(2) "Abuse" means any of the following acts:**

1) **hitting, beating, or physical violence**
2) **sexual harassment or sexual abuse**
3) **threats, pressure, or intimidation**
4) **forcing the worker to work against their will**
5) **not paying wages or taking away earned wages**
6) **taking identity documents or stopping the worker from leaving**
7) **denying food, shelter, rest, or medical care**
8) **treating the worker in a humiliating or degrading way**

**(3) This section applies where the abuse happens in a domestic setting and is made possible because the worker depends on the employer for income or basic living conditions.**

**(4) Whoever commits this offence shall be punished with imprisonment which may extend to ten years and fine up to 100,000 rupees, and where the abuse results in serious injury or death, the offender shall be punished with imprisonment for life, fine up to 500,000 rupees or both.**

**(5) The employer will also be responsible for abuse done by household members or staff, unless they can show they took reasonable steps to stop it.**

(6) It is not a defence to say the worker agreed if that agreement was made because of pressure, fear, or lack of real choice.

(7) A person can still be charged under other laws for the same incident, but they cannot be punished twice for the same act or the same incident."

3. Amendment of schedule II, Act V of 1898. – In the Code of Criminal Procedure, 1898 (V of 1898), in schedule II, after the entries related to section 328A the following shall be inserted, namely:

| CHAPTER XVI. OFFENCES AFFECTING THE HUMAN BODY | | | | | | | |
|---|---|---|---|---|---|---|---|
| Of offences affecting Life | | | | | | | |
| 328B | Abuse of domestic worker | May arrest without warrant | Warrant | Non-Bailable | Non-Compoundable | imprisonment up to ten years and a fine up to 100,000 rupees.<br><br>For serious injury or death, the punishment may extend to life imprisonment fine upto 500,000 rupees or both. | Court of Session |

## STATEMENT OF OBJECTS AND REASONS

Domestic workers in Pakistan are among the most vulnerable groups and are often exposed to abuse, exploitation, and degrading treatment within private households. Existing provisions of the Pakistan Penal Code, 1860 relating to hurt, intimidation, and wrongful confinement do not adequately address the specific nature of abuse that arises from the worker's dependency on the employer in a domestic setting.

This Bill seeks to fill this gap by inserting Section 328B in the Pakistan Penal Code, 1860 to specifically criminalise abuse of domestic workers arising from such dependency and control.

The Bill also amends the Code of Criminal Procedure, 1898 by inserting this offence in Schedule II to properly define its procedural status regarding arrest, bail, and trial by Court of Session.

The Bill is in line with Articles 9, 11, and 14 of the Constitution of the Islamic Republic of Pakistan, 1973, and aims to ensure protection of dignity, life, and liberty of domestic workers.

2. The Bill is designed to achieve the aforesaid objective.

Sd/-
**Senator Sarmad Ali**
Member-in-Charge