

SENATE OF PAKISTAN



House of the Federation

REPORT OF THE SENATE STANDING COMMITTEE ON SCIENCE & TECHNOLOGY ON THE PAKISTAN GENERAL COSMETICS BILL, 2026

PRESENTED BY

**SENATOR KAMIL ALI AGHA
CHAIRMAN COMMITTEE**

SENATE SECRETARIAT

REPORT OF THE STANDING COMMITTEE ON SCIENCE AND TECHNOLOGY ON THE PAKISTAN GENERAL COSMETICS BILL, 2026

I, Senator Kamil Ali Agha, Chairman Standing Committee on Science and Technology, have the honour to submit, on behalf of the Committee, this report on the Bill to regulate the manufacture, import, export and sale of general cosmetics [The Pakistan General Cosmetics Bill, 2026], introduced in the Senate sitting held on 25th August, 2026. The House referred back the same along with the amendments to the said Bill moved by Senator Saleem Mandviwalla in the Senate sitting held on 14th October, 2026, for re-consideration and report.

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

(1)	Senator Kamil Ali Agha	Chairman
(2)	Senator Husna Bano	Member
(3)	Senator Nadeem Ahmed Butto	Member
(4)	Senator Muhammad Aslam Abro	Member
(5)	Senator Dr. Afnan Ullah Khan	Member
(6)	Senator Ahad Khan Cheema	Member
(7)	Senator Musadik Masood Malik	Member
(9)	Senator Anwaar ul Haq	Member
(10)	Senator Faisal Javed	Member
(13)	Minister for Science & Technology	Ex-Officio Member

3. The Committee considered the said Bill in its meetings held on 9th September, 20th and 26th October, 2026. The last meeting was attended by the following: -

(1)	Senator Kamil Ali Agha	Chairman
(2)	Senator Husna Bano	Member
(3)	Senator Dr. Afnan Ullah Khan	Member
(4)	Minister for Science & Technology	Ex-Officio Member
(5)	Minister for Defence Production	Special Invitee

4. During the meeting held on 9th September, 2026, the Minister for Defence Production informed the Committee that the Pakistan General Cosmetics Regulatory Authority (PGCRA) had been established under the Pakistan General Cosmetics Act, 2023 (Act No. XLIII of 2023), promulgated on 3rd August, 2023. He apprised the Committee that the Cabinet Committee on Rightsizing of the Federal Government, in its meeting held

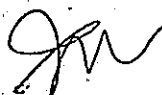


on 1st January, 2025, had decided to wind-up the PGCRA. Subsequently, the Honourable Prime Minister of Pakistan constituted a Ministerial Committee, chaired by the Federal Minister for Law and Justice, with the Federal Minister for Defence Production and the Federal Minister for Science and Technology, among others, as its members, to review the proposed winding-up of the Authority.

6. The Minister for Defence Production further apprised the Committee that the Ministerial Committee was mandated to examine the background, legal status and functions of the PGCRA; assess its relevance, benefits and continued necessity for trade and industry; and evaluate the implications of its restructuring, reform or continuation. Following detailed deliberations and consultations with all relevant stakeholders, the Ministerial Committee submitted its report to the Honourable Prime Minister, who was pleased to approve its recommendations and direct the Ministry to implement the same. These recommendations included the winding-up/closure of the PGCRA and the preparation of a comprehensive proposal for the establishment of a new autonomous Cosmetics Regulatory Authority through fresh legislation, with a clearly defined mandate, governance structure and regulatory framework, in accordance with the decision of the Cabinet Committee on Rightsizing. He further stated that, accordingly, the Pakistan General Cosmetics Bill was being introduced in the public interest to provide a comprehensive regulatory framework for general cosmetics, including provisions relating to standardization, certification, labelling and marking, with a view to ensuring their suitability for human use, as well as for matters connected therewith and ancillary thereto.

7. The Committee appreciated the intent and spirit of the proposed legislation and underscored the need for an effective regulatory authority to monitor and regulate the manufacture of cosmetics, particularly to curb the illegal production and sale of substandard and harmful cosmetic products that may adversely affect human skin and pose serious health risks, including the potential risk of skin cancer.

8. The subject report was referred back to the Committee, together with the amendments to the said Bill moved by Senator Saleem Mandviwalla during the Senate sitting held on 14th October, 2026, for reconsideration and report. Accordingly the Committee held its meetings on 20th and 26th October, 2026 and re-considered its report along with the said amendments and also the Pakistan General Cosmetics Bill, 2026, clause by clause. During the deliberations, most of the proposals of the mover were adopted by the Committee and made part of the Bill, however, some of the proposals were



withdrawn by the mover himself. After due deliberations, the Committee proposed the following amendments to the said Bill:—

CLAUSE 2

i. that in Clause 2 of the said Bill:—

- a. in paragraph (o), the word **“and”** occurring at the end, shall be deleted;
- b. in paragraph (p), after the word **“distributed”**, the words **“including online sales”**, shall be inserted;
- c. after paragraph (p), a following new paragraphs (q) and (r) shall be added, namely:—

“(q) “importers association” means an association registered under the applicable laws, engaged in the importing of general cosmetics products under this Act; and

(r) “proprietor of the trade mark” means the person or entity in whose name a trade mark is registered under the Trade Marks Ordinance, 2001, and includes an exclusive licensee of such mark in Pakistan.”

CLAUSE 4

ii. that in Clause 4 of the said Bill, in sub-clause (1), in the Table:—

- a. for serial number 5 and entries relating thereto in column (2)& (3), the following shall be substituted.

“

5.	Chairman Association nominee	of or	the his	-Member
-----------	---	------------------	--------------------	----------------

”

- b. after serial number 8, the following new serial number 9 and entries relating thereto in Column (1) & (2), shall be added, namely:—

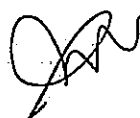
“

9.	One member nominated by Importers Association	-Member
-----------	--	----------------

”

CLAUSE 5

- iii. that in Clause 5 of the said Bill, in sub-clause (1), for the words **“twice in a year”**, the words **“once in every quarter of the financial year”**, shall be substituted.



CLAUSE 6

- iv. that in Clause 6 of the said Bill, in sub-clause (1):-
- a. in paragraph (a), after the word "**cosmetics**", the words "**including the ban of counterfeit products**" shall be added; and
 - b. in paragraph (d), for the words "**and domestic trade**", the expression "**, domestic**" shall be substituted.

CLAUSE 7

- v. that in Clause 7 of the said Bill, in sub-clause (2), for the expression "**related experience in the field of pharmaceuticals, medicine, finance or commerce**", the words "**experience in the relevant field**" shall be substituted.

CLAUSE 10

- vi. that in Clause 10 of the said Bill:-

- a. in sub-clause (4), after the first proviso, for the full stop at the end, a colon shall be substituted and thereafter the following new proviso shall be added, namely:-

"Provided further that the registration period specified under this section shall commence upon the publication of rules made under this Act."

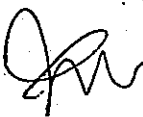
- b. after sub-clause (5), the following new sub-clauses (6), (7), (8), (9), (10) & (11), shall be added, namely.-

"(6) Where a cosmetic bears a trade mark which is registered in Pakistan, an application for registration of that cosmetic under this section may be made only by:-

(a) the proprietor of the trade mark; or

(b) a person authorized in writing by the proprietor of the trade mark, whether as licensee, distributor or agent.

(7) Whether no trade mark in respect of a cosmetic is registered in Pakistan, the preceding sub-section shall not apply, and an application for registration of that cosmetic may be made by any importer or manufacturer thereof.



(8) The Authority shall maintain a register of brands and of the persons authorized in respect of each such brand, in such form as may be prescribed, and the said register shall be made available to the officers of customs for the purposes of clearance under the Customs Act, 1969.

(9) A brand shall be entered in the register referred to in the preceding sub-section only upon the request in writing of the proprietor of the trade mark, and may be withdrawn from the said register upon his request in writing.

(10) Where an authorization is withdrawn, any registration already granted in respect of the cosmetic shall continue in force until its expiry or for a period of ninety days from the date of withdrawal, whichever is earlier, and no cosmetic shipped or consigned to Pakistan before the date of withdrawal shall be affected thereby.

(11) Any person aggrieved by a refusal of registration on the ground that he is not entitled to apply under this section may prefer an appeal to the Authority within thirty days of such refusal, and the Authority shall decide the same within sixty days."

CLAUSE 11

- vii. that in Clause 11 of the said Bill, in sub-clause (3), after the word "**such**", the word "**a**", shall be inserted, and thereafter for the word "**rule**", the word "**rules**" shall be substituted.

CLAUSE 14

- viii. that in Clause 14 of the said Bill,

- (a) for sub-clause (1), the following shall be substituted, namely,—

"(1) Any person who contravenes with the provisions of this Act shall be liable for imprisonment for a period which may extend up to seven years, or a fine up to five million rupees, or both." ; and

- (b) in sub-clause (2), for word "**these**", the words "**counterfeit cosmetics or spurious general cosmetics**" shall be substituted.

CLAUSE 15

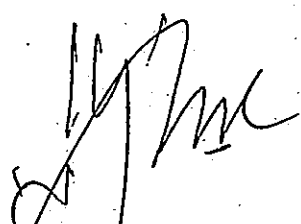
- ix. that in Clause 15 of the said Bill, in sub-clause (1), after the word **"person"**, the words **"or any authorized officer of the Authority"**, shall be added.

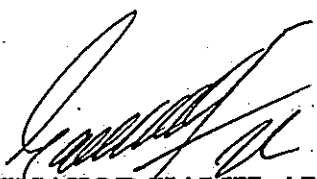
CLAUSE 18

- x. that for Clause 18 of the said Bill, the following shall be substituted, namely, –

"18. Power to make Rules.– The Federal Government shall, within six months, by notification in the official Gazette, make rules to carry out the purposes of this Act."

9. The Committee recommends that the Bill, as reported by the Committee, may be passed by the Senate. The Bill, as reported by the Committee, is at Annex-A, the Bill, as introduced in the Senate, is at Annex-B and the amendments moved by Senator Saleem Mandviwalla are at Annex-C. The Committee also gave approval for presentation of this report to the House.


(KAMAL AHMAD FEROZ)
Secretary (Committee)


(SENATOR KAMIL ALI AGHA)
Chairman (Committee)

[AS REPORTED BY THE STANDING COMMITTEE]**A****BILL**

to regulate the manufacture, import, export and sale of general cosmetics

WHEREAS it is expedient to regulate the import, export and sale of general cosmetics to ensure the quality and safety for human use;

AND WHEREAS it is in the public interest to establish a regulatory framework for general cosmetics to ensure standardization, certification, labelling, marking to ensure suitability for human use and matters connected therewith and ancillary thereto;

It is hereby enacted as follows:

1. Short title, extent and commencement.- (1) This Act shall be called the Pakistan General Cosmetics Act, 2026.

(2) It extends to the whole of Pakistan

(3) It shall come into force at once.

2. Definitions. - In this Act, unless there is anything repugnant in the subject or context, -

(a) "Association" means the Pakistan Cosmetics Manufacturers Association registered under the Trade Organizations Act, 2013 (II-of 2013);

(b) "Authority" means the Pakistan General Cosmetics Regulatory Authority established under section 3 of this Act;

(c) "certificate of registration" means the certificate of registration issued by the Authority under this Act to the manufacturer for factory establishment, import of general cosmetics and e-business of general Cosmetics;

- (d) "Chairman" means the Chairman of the Authority;
- (e) "Code" means the Code of Criminal Procedure, 1898 (Act V of 1898);
- (f) "conformity standard license" means a conformity standard license of product issued by the Pakistan Standards and Quality Control Authority under the Pakistan Standards and Quality Control Act, 1996 (VI of 1996);
- (g) "counterfeit cosmetics" means general cosmetics manufactured, processed and packed in violation of the registered trademarks, label, design, patent, industrial designs, trade secrets and any intellectual property right under the applicable law;
- (h) "Division concerned" means the division to which the business of this Act stands allocated;
- (i) "free sale certificate" means a certificate issued by the Authority for export of the general cosmetics;
- (j) "general cosmetics" shall mean any product intended for beautification or other cosmetic purpose and includes any substance or mixture intended to be applied to the external parts of the human body, including the skin (epidermis), hair, nails, lips, or to the teeth and mucous membranes of the oral cavity, with the primary or exclusive purpose of cleaning, perfuming, altering appearance, protecting, maintaining them in good condition, correcting body odors, or for any other purpose as may be prescribed but does not include pharmaceutical cosmetic products;
- (k) "Government" means the Federal Government of Pakistan;
- (l) "laboratory" means any accredited public or private testing facility notified by the Authority from time to time and includes an appellate laboratory;
- (m) "prescribed" means prescribed by rules made under this Act;
- (n) "Regulations" means regulations made under this Act;

- (o) "Rules" means rules made under this Act;
- (p) "spurious general cosmetics" means any general cosmetic or related cosmetic product that is deliberately manufactured, processed, packaged, labeled or distributed **including online sales** with intent to deceive as to its identity, origin, quality, composition or regulatory approval and whose falsely or misrepresentation poses or is reasonably capable of posing a danger to public health or consumer safety;
- (q) **"importers association" means an association registered under the applicable laws, engaged in the importing of general cosmetics products under this Act; and**
- (r) **"proprietor of the trade mark" means the person or entity in whose name a trade mark is registered under the Trade Marks Ordinance, 2001, and includes an exclusive licensee of such mark in Pakistan.**

3. Establishment of the Authority:-(1) The Division concerned shall, within sixty days of the commencement of this Act, by notification in the Official Gazette, establish an Authority to be known as the Pakistan General Cosmetics Regulatory Authority for carrying out the purposes of this Act.

(2) The Authority shall be a body corporate having perpetual succession and a common seal with power to acquire, hold and dispose of property and shall sue and be sued in its own name.

(3) The head office of the Authority shall be at Islamabad and the Authority may establish regional or such offices in such other parts of Pakistan, as it may deem necessary.

4. Composition of the Authority. - (1) The Authority shall consist of the following members, namely: -

Table

Sr. No.	Name	Designation
(1)	(2)	(3)
1.	Chairman	-Member
2.	One member from the Division concerned with the affairs of the National Health Services, Regulations and Coordination not below the rank of BPS-20	-Ex-Officio Member
3.	One member from the Division concerned with the affairs of Commerce not below the rank of BPS-20	-Ex-Officio Member
4.	One member from the Division concerned with the affairs of Science and Technology not below the rank of BPS-20	-Ex-Officio Member
5.	Chairman of the Association or his nominee	-Member
6.	President of the Federation of Pakistan Chambers of Commerce and Industry or his nominee	-Member
7.	One Dermatologist shall be appointed by the Division concerned on the recommendations of the College of Physicians and Surgeons of Pakistan	-Member
8.	One General Chemist, possessing a Ph.D degree in Chemistry and having not less than fifteen years' experience in the field of cosmetics, shall be appointed by the Division concerned on the recommendations by the	-Member

	Ministry of National Health Services, Regulations and Coordination.	
9.	One Member nominated by Importers Association	-Member

(2) An officer of the authority not below the rank of BPS-17 or equivalent nominated by the Chairman of the Authority shall act as secretary of the Authority.

(3) The Authority may determine its procedure for meetings and related affairs.

(4) The division concerned shall call first meeting of the Authority within thirty days after its constitution under sub-section (1).

(5) A member, other than an ex-officio member, shall hold office for a term of three years from the date on which the member enters upon office and may be re-nominated for one further term of three years.

(6) A member, other than an ex-officio member, may, at any time, resign from writing under his hand addressed to the Chairman.

5. Meetings of the Authority. - (1) The Authority may meet either on the requisition of the Chairman or at requisition of at least fifty per cent of the members but shall meet at least **once in every quarter of the financial year.**

(2) The quorum of the Authority's meeting shall be fifty per cent of the total membership.

(3) A meeting of the Authority shall be presided over by the Chairman. In the absence of the Chairman, a member nominated by the Chairman shall preside over the meeting. A meeting of the Authority may also be convened virtually.

(4) The Secretary shall, at least five days prior to the meeting, circulate to all the members working papers of each agenda item to be discussed in the meeting along with proposed actions on which decisions of the Authority is required. All decisions in the meeting shall be made with majority of the members present. The Chairman or the member presiding the meeting, as the case may be, shall not have second vote.

6. Functions of the Authority. - The functions of the Authority shall be -

- (a) to regulate and monitor all matters relating to the manufacture, import, export, sale and quality of general cosmetics **including the ban of counterfeit products;**
- (b) to enforce the standards of general cosmetics as may be prescribed from time to time;
- (c) to grant, renew, suspend or revoke certificate of registration in accordance with this Act;
- (d) to formulate policies for the development, standardization, regulation and promotion of the general cosmetics sector, including matters relating to import, export, **domestic** and international trade;
- (e) to notify a list of those general cosmetics which are prohibited for use or which may be used subject to such restrictions and conditions as may be specified in the said notification;
- (f) to facilitate the research and development for advancement, modernization and up-gradation of the general cosmetics sector in order to meet national and international standards;
- (g) to approve the annual budget of the Authority;
- (h) to ensure that no department or authority interferes in the affairs of the Authority except in accordance with law; and
- (i) to perform such other functions as may be necessary for carrying out the purposes of this Act.

7. Chairman of the Authority. - (1) There shall be a Chairman of the Authority to be appointed by the Prime Minister for a term of three years on such terms and conditions as may be prescribed by regulations. The Chairman shall be eligible for reappointment for another similar term or terms, as the case may be.

(2) The Chairman shall be a professional of known integrity and eminence with a minimum of fifteen years of **experience in the relevant field.**

(3) The Chairman shall not be removed from the office prior to the expiry of the term unless he is guilty of gross misconduct; or is incapable of properly performing the duties of his office by reason of physical or mental incapacity:

Provided that no proceedings under this sub-section shall be initiated unless a show cause notice, including an opportunity of being heard, is given to such person.

(4) The Chairman may tender his resignation under his own hand to the Prime Minister.

(5) In the absence of the Chairman, any other member with the consent of the majority of the members, may perform functions of the Chairman under this Act.

8. Functions and powers of the Chairman. - The Chairman shall exercise general control and supervision over the affairs of the Authority and shall ensure that the provisions of this Act, and the rules, regulations, policies and directions of the Authority are duly and properly carried out.

9. Appointment of officers, staff etc., by the Authority.-(1) The Authority, may create posts and appoint such officers, staff, experts or consultants, on contract basis in accordance with the Government policy, on such terms and condition as may be prescribed from time to time.

(2) The Authority shall provide for the appointment, promotion and transfer of its officers, staff, experts and consultants, their terms and conditions of service including additional financial incentives such as special salaries and allowances, in the manner, as may be prescribed from time to time.

10. Registration of general cosmetics. - (1) Every manufacturer, importer or exporter of general cosmetic shall apply for and obtain certificate of registration from the Authority in the manner prescribed by Rules.

(2) No cosmetics shall be manufactured, imported or distributed, offered for sale or otherwise placed on the market in Pakistan or outside the Pakistan, unless it is registered under this Act.

(3) The Authority shall prescribe by Rules procedures for the grant, renewal, imposition of fee, suspension or cancellation of certificate of registration.

(4) Every manufacturer, importer and exporter within one year from the commencement of this Act, shall apply and obtain certificate of registration from the Authority under this section:

Provided that upon the expiry of the period specified above, the Authority may, for reasons to be recorded in writing, extend the registration for a further period not exceeding one year:

Provided further that the registration period specified under this section shall commence upon the publication of rules made under this Act.

(5) The power to grant certificate of registration shall vest solely in the Authority under this Act.

(6) Where a cosmetic bears a trade mark which is registered in Pakistan, an application for registration of that cosmetic under this section may be made only by,—

- (a) the proprietor of the trade mark; or**
- (b) a person authorized in writing by the proprietor of the trade mark, whether as licensee, distributor or agent.**

(7) Whether no trade mark in respect of a cosmetic is registered in Pakistan, the preceding sub-section shall not apply, and an application for registration of that cosmetic may be made by any importer or manufacturer thereof.

(8) The Authority shall maintain a register of brands and of the persons authorized in respect of each such brand, in such form as may be prescribed, and the said register shall be made available to the officers of customs for the purposes of clearance under the Customs Act, 1969.

(9) A brand shall be entered in the register referred to in the preceding sub-section only upon the request in writing of the proprietor of the trade mark, and may be withdrawn from the said register upon his request in writing.

(10) Where an authorization is withdrawn, any registration already granted in respect of the cosmetic shall continue in force until its expiry or for a period of ninety days from the date of withdrawal, whichever is earlier, and no cosmetic shipped or consigned to Pakistan before the date of withdrawal shall be affected thereby.

(11) Any person aggrieved by a refusal of registration on the ground that he is not entitled to apply under this section may prefer an appeal to the Authority within thirty days of such refusal, and the Authority shall decide the same within sixty days.

11. Procedure for inspection, sampling and seizure. - (1) Any authorized officer of the Authority after prior notice may inspect any premises where general cosmetics are manufactured, stored or sold and take samples.

(2) Testing and verification of general cosmetics shall be carried out through laboratories.

(3) In case during the inspection, non-compliance with the provisions of this Act is found, the designated officer of the Authority may order the seizure, recall or confiscation, as the case may be, in such a manner as may be prescribed by the rules.

(4) Fees may be charged for the functions performed under this Act in the manner as may be prescribed by the Authority from time to time.

12. Grant or refusal of certificate of registration. - (1) The Authority may, upon receipt of an application for the grant of a certificate of registration and if satisfied that the applicant fulfills the requirements as may be prescribed by the rules, issue the certificate within thirty days.

(2) The applicant may prefer review to the Authority, within thirty days, if such application under sub-section (1) is refused.

(3) Any party aggrieved with the decision of the review under sub-section (2) may prefer a representation before the Secretary of the Division concerned.

13. Prohibitions. - No person shall -

- (a) manufacture, sell, distribute or import or export any general cosmetics which is not registered under this Act;
- (b) manufacture or sell sub-standard, spurious or counterfeit general cosmetics; or
- (c) falsely label or misbrand any product of any other registered product under this Act.

14. Offences and penalties. - (1) Any person who contravenes with the provisions of this Act shall be liable for imprisonment for a period which may extend up to seven years, or a fine up to five million rupees, or both.

(2) The premises, where **counterfeit cosmetics or spurious general cosmetics** products are produced, handled or stored shall be sealed and the machinery shall also be confiscated.

15. Cognizance and prosecution.- (1) Cognizance of the offence shall be taken in accordance with the Code on the complaint received from an aggrieved person or any authorized officer of the Authority.

(2) The trial of an offence under this Act shall be conducted by the Magistrate of the first Class.

16. Funds of the Authority.- The Authority shall have its own fund, to be called as "The Pakistan General Cosmetics Authority Fund" comprising-

- (a) grants or loans from the Federal Government;
- (b) fees collected under this Act;

- (c) income from testing or certification services;
- (d) donations from Association; and
- (e) such loans, donations or aid from national or international agencies which are approved by the Federal Government.

17. Accounts and Audit. - The accounts of the Authority shall be maintained in accordance with the Regulations and audited by the Auditor General of Pakistan annually.

18. Power to make Rules. - The Federal Government **shall, within six months, by notification in the official Gazette,** make rules to carry out the purposes of this Act.

19. Power to make Regulations. - The Authority may, in consultation with the Division concerned and with the prior approval of the Federal Government, by notification in the official Gazette, make regulations not inconsistent with this Act or the rules made thereunder.

20. Provisions of this Act to Prevail.- Notwithstanding anything contained in any other law for the time being in force, the provisions of this Act shall prevail in case of conflict with any other law.

21. Protection of acts done in good faith.- No suit, prosecution, or other legal proceedings shall lie against any person for anything done in good-faith under this Act.

22. Repeal.- The Pakistan General Cosmetics Act, 2023 (XLIII of 2023) shall stand hereby repealed.

23. Power to remove difficulties. - The Federal Government may, by order published in the official Gazette, make such provisions as may appear necessary for removing any difficulty in giving effect to the provisions of this Act.

STATEMENT OF OBJECTIVES AND REASONS

Pakistan General Cosmetics Regulatory Authority (PGCRA) was established under the act of parliament i.e. the Pakistan General Cosmetics Act, 2023 (XLIII of 2023) promulgated on 03.08.2023. The Cabinet's Committee on Rightsizing of the Federal Government decided to wind-up PGCRA in its meeting held on 01.01.2025. However, the Honorable Prime Minister of Pakistan constituted a Ministerial committee to review the winding up of PGCRA, chaired by the Federal Minister for Law and Justice with Federal Minister for Defence Production and Federal Minister for Science and Technology as members alongwith others. The Committee was mandated to review the background, legal status, and functions of the PGCRA, and assess the benefits, relevance, and continued need of PGCRA for the trade and industry and to examine pros and cons of restructuring, reform, or continuation of PGCRA. After thorough consultation and deliberation with all the stakeholders, the committee presented its report to the Honorable Prime Minister. The Prime Minister has very kindly approved the recommendations of the Committee and directed this Ministry for implementation of the recommendations including winding-up/closure of PGCRA and formulation of a comprehensive proposal for establishment of a new autonomous Cosmetics Regulatory Authority through fresh legislation with clearly defined mandate, governance structure and regulatory framework in accordance with the decision of the Cabinet Committee on Rightsizing.

Accordingly, this Bill is being introduced to in the public interest to establish a regulatory framework for general cosmetics to ensure standardization, certification, labelling, marking to ensure suitability for human use and matters connected therewith and ancillary thereto. **"The Pakistan General Cosmetics Act, 2023 (XLIII of 2023)"** will be repealed by the enactment of this Bill as **"The Pakistan General Cosmetics Act, 2026"**.

The Bill seeks to achieve the above said objects.

(Khalid Hussain Magsi)
Minister for Science & Technology

AS
[TO BE INTRODUCED IN SENATE]

A

Bill

to regulate the manufacture, import, export and sale of general cosmetics

WHEREAS it is expedient to regulate the import, export and sale of general cosmetics to ensure the quality and safety for human use;

AND WHEREAS it is in the public interest to establish a regulatory framework for general cosmetics to ensure standardization, certification, labelling, marking to ensure suitability for human use and matters connected therewith and ancillary thereto;

It is hereby enacted as follows:

1. **Short title, extent and commencement.**- (1) This Act shall be called the Pakistan General Cosmetics Act, 2026.

(2) It extends to the whole of Pakistan.

(3) It shall come into force at once.

2. **Definitions.**- In this Act, unless there is anything repugnant in the subject or context,—

(a) "Association" means the Pakistan Cosmetics Manufacturers Association registered under the Trade Organizations Act, 2013 (II of 2013);

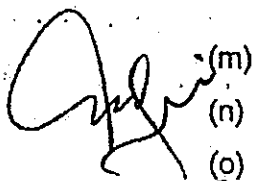
(b) "Authority" means the Pakistan General Cosmetics Regulatory Authority established under section 3 of this Act;

(c) "certificate of registration" means the certificate of registration issued by the Authority under this Act to the manufacturer for factory establishment, import of general cosmetics and e-business of general Cosmetics;

"Chairman" means the Chairman of the Authority;


Muhammad Mureed Rahimoon (d)
Joint Secretary (Org)
Ministry of Science & Technology
Government of Pakistan
Islamabad

- (e) "Code" means the Code of Criminal Procedure, 1898 (Act V of 1898);
- (f) "conformity standard license" means a conformity standard license of product issued by the Pakistan Standards and Quality Control Authority under the Pakistan Standards and Quality Control Act, 1996 (VI of 1996);
- (g) "counterfeit cosmetics" means general cosmetics manufactured, processed and packed in violation of the registered trade marks, label, design, patent, industrial designs, trade secrets and any intellectual property right under the applicable law;
- (h) "Division concerned" means the division to which the business of this Act stands allocated;
- (i) "free sale certificate" means a certificate issued by the Authority for export of the general cosmetics;
- (j) "general cosmetics" shall mean any product intended for beautification or other cosmetic purpose and includes any substance or mixture intended to be applied to the external parts of the human body, including the skin (epidermis), hair, nails, lips, or to the teeth and mucous membranes of the oral cavity, with the primary or exclusive purpose of cleaning, perfuming, altering appearance, protecting, maintaining them in good condition, correcting body odors, or for any other purpose as may be prescribed but does not include pharmaceutical cosmetic products;
- (k) "Government" means the Federal Government of Pakistan;
- (l) "laboratory" means any accredited public or private testing facility notified by the Authority from time to time and includes an appellate laboratory;
- (m) "prescribed" means prescribed by rules made under this Act;
- (n) "Regulations" means regulations made under this Act;
- (o) "Rules" means rules made under this Act; and


Muhammad Mureed Rahimoon
Joint Secretary (Org)
Ministry of Science & Technology
Government of Pakistan
Islamabad

- (p) "spurious general cosmetics" means any general cosmetic or related cosmetic product that is deliberately manufactured, processed, packaged, labeled or distributed with intent to deceive as to its identity, origin, quality, composition or regulatory approval and whose falsely or misrepresentation poses or is reasonably capable of posing a danger to public health or consumer safety.

3. **Establishment of the Authority.**- (1) The Division concerned shall, within sixty days of the commencement of this Act, by notification in the Official Gazette, establish an Authority to be known as the Pakistan General Cosmetics Regulatory Authority for carrying out the purposes of this Act.

(2) The Authority shall be a body corporate having perpetual succession and a common seal with power to acquire, hold and dispose of property and shall sue and be sued in its own name.

(3) The head office of the Authority shall be at Islamabad and the Authority may establish regional or such offices in such other parts of Pakistan, as it may deem necessary.

4. **Composition of the Authority.**- (1) The Authority shall consist of the following members, namely:-

Table

Sr No.	Name	Designation
(1)	(2)	(3)
1.	Chairman	Member
2.	One member from the Division concerned with the affairs of the National Health Services, Regulations and Coordination not below the rank of BPS-20.	- Ex-Officio Member
3.	One member from the Division concerned with the affairs of	- Ex-Officio Member


Muhammad Mureed Rahimoon
Joint Secretary (Org)
Ministry of Science & Technology
Government of Pakistan
Islamabad

	Commerce not below the rank of BPS-20	
4.	One member from the Division concerned with the affairs of Science and Technology not below the rank of BPS-20	- Ex-Officio Member
5.	One member nominated by the Association	- Member
6.	President of the Federation of Pakistan Chambers of Commerce and Industry or his nominee.	- Member
7.	One Dermatologist shall be appointed by the Division concerned on the recommendations of the College of Physicians and Surgeons of Pakistan	- Member
8.	One General Chemist, possessing a Ph.D degree in Chemistry and having not less than fifteen years' experience in the field of cosmetics, shall be appointed by the Division concerned on the recommendations by the Ministry of National Health Services, Regulations and Coordination.	- Member

(2) An officer of the authority not below the rank of BPS-17 or equivalent nominated by the Chairman of the Authority shall act as secretary of the Authority.

(3) The Authority may determine its procedure for meetings and related affairs.

(4) The division concerned shall call first meeting of the Authority within thirty days after its constitution under sub-section (1).

(5) A member, other than an ex-officio member, shall hold office for a term of three years from the date on which the member enters upon office and may be re-nominated for one further term of three years.

A member, other than an ex-officio member, may, at any time, resign from

writing under his hand addressed to the Chairman.

Muhammad Nureed Rahimoon
Joint Secretary (Org) (6)
Ministry of Science & Technology
Government of Pakistan
Islamabad

5. **Meetings of the Authority.-** (1) The Authority may meet either on the requisition of the Chairman or at requisition of at least fifty per cent of the members but shall meet at least twice in a year.

(2) The quorum of the Authority's meeting shall be fifty per cent of the total membership.

(3) A meeting of the Authority shall be presided over by the Chairman. In the absence of the Chairman, a member nominated by the Chairman shall preside over the meeting. A meeting of the Authority may also be convened virtually.

(4) The Secretary shall, at least five days prior to the meeting, circulate to all the members working papers of each agenda item to be discussed in the meeting along with proposed actions on which decisions of the Authority is required. All decisions in the meeting shall be made with majority of the members present. The Chairman or the member presiding the meeting, as the case may be, shall not have second vote.

6. **Functions of the Authority.-** The functions of the Authority shall be—

- (a) to regulate and monitor all matters relating to the manufacture, import, export, sale and quality of general cosmetics;
 - (b) to enforce the standards of general cosmetics as may be prescribed from time to time;
 - (c) to grant, renew, suspend or revoke certificate of registration in accordance with this Act;
 - (d) to formulate policies for the development, standardization, regulation and promotion of the general cosmetics sector, including matters relating to import, export and domestic trade and international trade;
 - (e) notify a list of those general cosmetics which are prohibited for use or which may be used subject to such restrictions and conditions as may be specified in the said notification;
- to facilitate the research and development for advancement, modernization and up-gradation of the general cosmetics sector in order to meet national and international standards;


Muhammad Nureed Rahmoon
Joint Secretary (Org)
Ministry of Science & Technology
Government of Pakistan
Islamabad

- (g) to approve the annual budget of the Authority;
- (h) to ensure that no department or authority interferes in the affairs of the Authority except in accordance with law; and
- (i) to perform such other functions as may be necessary for carrying out the purposes of this Act.

7. **Chairman of the Authority.** - (1) There shall be a Chairman of the Authority to be appointed by the Prime Minister for a term of three years on such terms and conditions as may be prescribed by regulations. The Chairman shall be eligible for reappointment for another similar term or terms, as the case may be.

(2) The Chairman shall be a professional of known integrity and eminence with a minimum of fifteen years of related experience in the field of pharmaceuticals, medicine, finance or commerce.

(3) The Chairman shall not be removed from the office prior to the expiry of the term unless he is guilty of gross misconduct; or is incapable of properly performing the duties of his office by reason of physical or mental incapacity:

Provided that no proceedings under this sub-section shall be initiated unless a show cause notice, including an opportunity of being heard, is given to such person.

(4) The Chairman may tender his resignation under his own hand to the Prime Minister.

(5) In the absence of the Chairman, any other member with the consent of the majority of the members, may perform functions of the Chairman under this Act.

8. **Functions and powers of the Chairman.** - The Chairman shall exercise general control and supervision over the affairs of the Authority and shall ensure that the provisions of this Act, and the rules, regulations, policies and directions of the Authority are duly and properly carried out.

9. **Appointment of officers, staff etc., by the Authority.** - (1) The Authority, may create posts and appoint such officers, staff, experts or consultants, on contract basis, in accordance with the Government policy, on such terms and condition as may be prescribed from time to time.


Muhammad Muneer Rahim
Joint Secretary
Ministry of Science & Technology
Government of Pakistan
Islamabad

(2) The Authority shall provide for the appointment, promotion and transfer of its officers, staff, experts and consultants, their terms and conditions of service including additional financial incentives such as special salaries and allowances, in the manner, as may be prescribed from time to time.

10. Registration of general cosmetics.- (1) Every manufacturer, importer or exporter of general cosmetic shall apply for and obtain certificate of registration from the Authority in the manner prescribed by Rules.

(2) No cosmetics shall be manufactured, imported or distributed, offered for sale or otherwise placed on the market in Pakistan or outside the Pakistan, unless it is registered under this Act.

(3) The Authority shall prescribe by Rules procedures for the grant, renewal, imposition of fee, suspension or cancellation of certificate of registration.

(4) Every manufacturer, importer and exporter within one year from the commencement of this Act, shall apply and obtain certificate of registration from the Authority under this section:

Provided that upon the expiry of the period specified above, the Authority may, for reasons to be recorded in writing, extend the registration for a further period not exceeding one year.

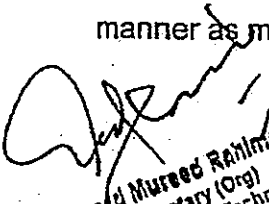
(5) The power to grant certificate of registration shall vest solely in the Authority under this Act.

11. Procedure for inspection, sampling and seizure.- (1) Any authorized officer of the Authority after prior notice may inspect any premises where general cosmetics are manufactured, stored or sold and take samples.

(2) Testing and verification of general cosmetics shall be carried out through laboratories.

(3) In case during the inspection, non-compliance with the provisions of this Act is found, the designated officer of the Authority may order the seizure, recall or confiscation, as the case may be, in such manner as may be prescribed by the rule.

(4) Fees may be charged for the functions performed under this Act in the manner as may be prescribed by the Authority from time to time.


Muhammad Muneed Rahimoon
Joint Secretary (Org)
Ministry of Science & Technology
Government of Pakistan
Islamabad

12. **Grant or refusal of certificate of registration.**- (1) The Authority may, upon receipt of an application for the grant of a certificate of registration and if satisfied that the applicant fulfills the requirements as may be prescribed by the rules, issue the certificate within thirty days.

(2) The applicant may prefer review to the Authority, within thirty days, if such application under sub-section (1) is refused.

(3) Any party aggrieved with the decision of the review under sub-section (2) may prefer a representation before the Secretary of the Division concerned.

13. **Prohibitions.**- No person shall—

- (a) manufacture, sell, distribute or import or export any general cosmetics which is not registered under this Act;
- (b) manufacture or sell sub-standard, spurious or counterfeit general cosmetics; or
- (c) falsely label or misbrand any product of any other registered product under this Act.

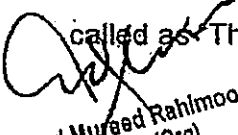
14. **Offences and penalties.**- (1) Any person who contravenes any provision of this Act shall be liable to imprisonment for a term which may extend to seven years, or a fine up to five million rupees, or both.

(2) The premises, where these products are produced, handled or stored shall be sealed and the machinery shall also be confiscated.

15. **Cognizance and prosecution.**- (1) Cognizance of the offence shall be taken in accordance with the Code on the complaint received from an aggrieved person.

(2) The trial of an offence under this Act shall be conducted by the Magistrate of the first Class.

16. **Funds of the Authority.**- The Authority shall have its own fund, to be called as "The Pakistan General Cosmetics Authority Fund" comprising—
grants or loans from the Federal Government;


Muhammad Muneed Rahimoon(a)
Joint Secretary (Org)
Ministry of Science & Technology
Government of Pakistan
Islamabad

- (b) fees collected under this Act;
- (c) income from testing or certification services;
- (d) donations from Association; and
- (e) such loans, donations or aid from national or international agencies which are approved by the Federal Government.

17. Accounts and Audit.- The accounts of the Authority shall be maintained in accordance with the Regulations and audited by the Auditor General of Pakistan annually.

18. Power to make Rules.- The Federal Government may, by notification, make rules to carry out the purposes of this Act.

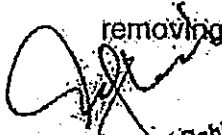
19. Power to make Regulations.- The Authority may, in consultation with the Division concerned and with the prior approval of the Federal Government, by notification in the official Gazette, make regulations not inconsistent with this Act or the rules made thereunder.

20. Provisions of this Act to Prevail.- Notwithstanding anything contained in any other law for the time being in force, the provisions of this Act shall prevail in case of conflict with any other law.

21. Protection of acts done in good faith.- No suit, prosecution, or other legal proceedings shall lie against any person for anything done in good faith under this Act.

22. Repeal.- The Pakistan General Cosmetics Act, 2023 (XLIII of 2023) shall stand hereby repealed.

23. Power to remove difficulties.- The Federal Government may, by order published in the official Gazette, make such provisions as may appear necessary for removing any difficulty in giving effect to the provisions of this Act.

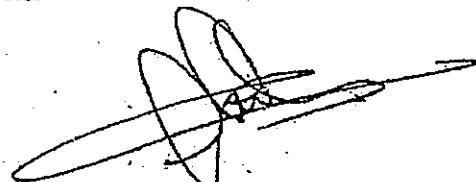

Muhammad Mureed Rehman
Joint Secretary (Org)
Ministry of Science & Technology
Government of Pakistan
Islamabad

STATEMENT OF OBJECTIVES AND REASONS

Pakistan General Cosmetics Regulatory Authority (PGCRA) was established under the act of parliament i.e. the Pakistan General Cosmetics Act, 2023 (XLIII of 2023) promulgated on 03.08.2023. The Cabinet's Committee on Rightsizing of the Federal Government decided to wind-up PGCRA in its meeting held on 01.01.2025. However, the Honourable Prime Minister of Pakistan constituted a Ministerial committee to review the winding up of PGCRA, chaired by the Federal Minister for Law and Justice with Federal Minister for Defence Production and Federal Minister for Science and Technology as members alongwith others. The Committee was mandated to review the background, legal status, and functions of the PGCRA, and assess the benefits, relevance, and continued need of PGCRA for the trade and industry and to examine pros and cons of restructuring, reform, or continuation of PGCRA. After thorough consultation and deliberation with all the stakeholders, the committee presented its report to the Honourable Prime Minister. The Prime Minister has very kindly approved the recommendations of the Committee and directed this Ministry for implementation of the recommendations including winding-up/closure of PGCRA and formulation of a comprehensive proposal for establishment of a new autonomous Cosmetics Regulatory Authority through fresh legislation with clearly defined mandate, governance structure and regulatory framework in accordance with the decision of the Cabinet Committee on Rightsizing.

Accordingly, this Bill is being introduced to in the public interest to establish a regulatory framework for general Cosmetics to ensure standardization, certification, labelling, marking to ensure suitability for human use and matters connected therewith and ancillary thereto. "The Pakistan General Cosmetics Act, 2023 (XLIII of 2023)" will be repealed by the enactment of this Bill as "the Pakistan General Cosmetics Act, 2026".

The Bill seeks to achieve the above said objects.



(Khalid Hussain Magsi)
Minister for Science & Technology

Senate Secretariat

Dated: Islamabad 13th October, 2026

Subject: NOTICE OF AMENDMENTS TO BE MOVED IN THE PAKISTAN GENERAL COSMETICS BILL, 2026

I hereby gave notice to move that the following amendments to be made in the Pakistan General Cosmetics Bill, 2026.

1. That in clause 2, after the existing sub-clauses, the following new sub-clauses shall be inserted, namely:—

“() “Importers Association” means the All Pakistan Color Cosmetics & Toiletries Import Association;

() “proprietor of the trade mark” means the person or entity in whose name a trade mark is registered under the Trade Marks Ordinance, 2001, and includes an exclusive licensee of such mark in Pakistan;”

2. That in clause 4, in the Table, after the last existing entry, the following new entries shall be added, namely:—

“() One member nominated by the Importers Association — Member

() The Director General, Pakistan Standards and Quality Control Authority, or his nominee not below BPS-20 — Member

() The Chairman, Pakistan Council of Scientific and Industrial Research, or his nominee not below BPS-20 — Member”

3. That in clause 10, in sub-section (2), at the beginning, the following shall be inserted, namely:—

“Subject to sub-section (4),”

4. That in clause 10, in sub-section (4), the following provisos shall be added at the end, namely:—

“Provided that the said period of one year shall be reckoned from the date on which the rules made under this Act are notified in the official Gazette:

Provided further that nothing in sub-section (2) shall apply to any cosmetic shipped or consigned to Pakistan before the commencement of this Act.”

5. That in clause 10, after the last existing sub-section, the following new sub-sections shall be added, namely:—

“() Where a cosmetic bears a trade mark which is registered in Pakistan, an application for registration of that cosmetic under this section may be made only by—

(a) the proprietor of the trade mark; or

(b) a person authorised in writing by the proprietor of the trade mark, whether as licensee, distributor or agent.

() Where no trade mark in respect of a cosmetic is registered in Pakistan, the preceding sub-section shall not apply, and an application for registration of that cosmetic may be made by any importer or manufacturer thereof.

() The Authority shall maintain a register of brands and of the persons authorised in respect of each such brand, in such form as may be prescribed, and the said register shall be made available to the officers of customs for the purposes of clearance under the Customs Act, 1969.

() A brand shall be entered in the register referred to in the preceding sub-section only upon the request in writing of the proprietor of the trade mark, and may be withdrawn from the said register upon his request in writing.

() Where an authorisation is withdrawn, any registration already granted in respect of the cosmetic shall continue in force until its expiry or for a period of ninety days from the date of withdrawal, whichever is earlier; and no cosmetic shipped or consigned to Pakistan before the date of withdrawal shall be affected thereby.

() Any person aggrieved by a refusal of registration on the ground that he is not entitled to apply under this section may prefer an appeal to the Authority within thirty days of such refusal, and the Authority shall decide the same within sixty days.

() An application for registration of a cosmetic shall not be entertained where the trade mark borne by the cosmetic is identical with, or deceptively similar to, a trade mark already registered in Pakistan in respect of the same or similar goods in the name of another person, notwithstanding that an application for registration of the first-mentioned mark may be pending; and where such a conflict comes to the notice of the Authority after registration, the Authority may suspend the registration pending the decision of the Registrar of Trade Marks or of a court of competent jurisdiction.

() Nothing contained in the preceding sub-sections shall derogate from the provisions of the Trade Marks Ordinance, 2001, the Customs Act, 1969, or the Competition Act, 2010."

6. That in clause 10, after the sub-sections inserted by amendment No. 5, the following new sub-section shall be added, namely:—

"() The testing, sampling and technical evaluation of a cosmetic for the purposes of registration under this section shall be carried out by the Pakistan Standards and Quality Control Authority and the Pakistan Council of Scientific and Industrial Research, or by such laboratories as the Authority may notify on their recommendation; and the standards to be applied shall be the Pakistan Standards notified under the Pakistan Standards and Quality Control Authority Act, 1996."

7. That in clause 14, for sub-section (2), the following shall be substituted, namely:—

"(2) An authorised officer may seal any premises or detain any goods where he has reason to believe that an offence under this Act has been or is being committed, by an order in writing stating the grounds therefor; a copy whereof shall be delivered to the person in charge of such premises or goods at the time of the sealing or detention.

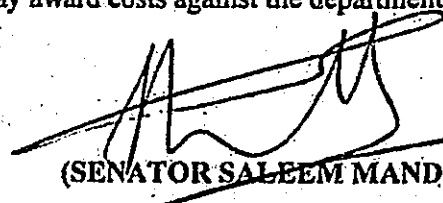
(2A) Every order made under sub-section (2) shall be reported to the Authority within forty-eight hours of its making.

(2B) The Authority shall, after affording the person affected an opportunity of being heard, confirm, modify or set aside the said order within seven days of receipt of the report; and where the order is not confirmed within the said period, it shall cease to have effect, and the premises shall forthwith be unsealed and the goods released.

(2C) The Authority may at any time permit the resumption of operations at the sealed premises, or direct the release of the detained goods, upon such security or bank guarantee as it may consider sufficient.

(2D) No plant, machinery, equipment or apparatus shall be confiscated except upon conviction, by an order of the court recording the reasons therefor, and every such order shall be appealable.

(2E) The officer who made an order under sub-section (2) shall not take part in its consideration under sub-section (2B); and where the Authority finds that such order was made without reasonable grounds, it may award costs against the department concerned."

A handwritten signature in black ink, appearing to be 'Saleem Mandviwalla', written over a horizontal line.

(SENATOR SALEEM MANDVIWALLA)

STATEMENT OF REASONS

(for the convenience of Members; not part of the amendments)

1. Supplies the definitions upon which amendments 2 and 5 depend. Clause 2 already names the manufacturers' association; naming the importers' body is symmetrical.
2. Importers bear a large share of the fees and have no representation upon the Authority. The technical seats are placed with the two bodies that already hold the standards, port and laboratory capacity, and that both fall under the Ministry promoting this Bill.
3. A drafting correction. Sub-section (2) takes effect upon commencement while sub-section (4) allows one year to register. Without this insertion every cosmetic lawfully in the market becomes unlawful on the day the Act commences.
4. Ensures that the year is capable of being used. The rules carry no deadline of their own, and a year reckoned from commencement could expire before registration is possible. The second proviso protects consignments already shipped.
5. The Bill registers persons and not brands, so that a person unconnected with a brand owner may register that brand and import it lawfully — the route by which counterfeit stock acquires documentation at the port. The restriction applies only where a mark is registered or pending in Pakistan, so that unbranded goods, and brands having no representation here, remain registrable by any importer or manufacturer. The run-off period and the right of appeal prevent the provision from being used to strand compliant stock or to restrain trade. The bar upon entertaining an application where the mark conflicts with one already registered in the name of another person closes the practice whereby an application for registration of an existing brand is filed in order to obtain documentation for counterfeit goods.
6. Places technical assessment with the Pakistan Standards and Quality Control Authority and the Pakistan Council of Scientific and Industrial Research, both under the Ministry of Science and Technology, so that the Authority is not dependent upon the capacity of another Division.
7. Preserves the power to seal, which enforcement requires, while providing a remedy that does not depend upon the courts: the order lapses by operation of law if it is not confirmed within seven days, and operations may resume against security. Confiscation of plant, being irreversible, is left to follow conviction.