



**DECISION OF THE DISCIPLINARY & ETHICS COMMITTEE OF
PAKISTAN FOOTBALL FEDERATION (PFF)**

Passed on the 05th of April, 2025

PAKISTAN FOOTBALL FEDERATION DISCIPLINARY COMMITTEE

COMPOSED OF

ACTING/DEPUTY CHAIRPERSON Mr. Muhammad Ali

MEMBER: Mr. Malik Maqsood Khokhar

MEMBER: Mr. Zarak Zaman Khan

In the case of:

Muhammad Siddique and others vs Syed Zahir Ali Shah

(Complaint No.033/ZS-M/2025)

Muhammad Siddique, Treasurer, Sindh Football Association & Others

(Complainant)

Syed Zahir Ali Shah, President Khyber Pakhtunkhwa Football Association

(Respondent)



INTRODUCTION

1. This matter arises from a formal complaint submitted to the Pakistan Football Federation (PFF) Secretariat concerning grave and recurring violations of the PFF Constitution, the PFF Disciplinary & Ethics Code, and the regulatory instruments of the Fédération Internationale de Football Association (FIFA) and the Asian Football Confederation (AFC) by Respondent, Mr. Syed Zahir Ali Shah, a senior football administrator and elected Congress Member of the PFF from the Khyber Pakhtunkhwa Football Association.
2. The complaint, filed in March 2025 by multiple elected Congress Members of the PFF and supported through individually sworn affidavits, accuses the Respondent of serious misconduct during the run-up to, and following, the PFF Extraordinary Congress held on January 24, 2025. The allegations include direct opposition to the statutory amendments proposed by FIFA and AFC, coercion and undue influence exerted on fellow Congress Members to derail the amendment process, collusion with a banned official, and public statements calculated to undermine the authority of FIFA/AFC and the legitimacy of the PFF Secretariat.
3. The proceedings are situated against the backdrop of the suspension of the Pakistan Football Federation by FIFA on February 6, 2025, which followed the Congress's failure to adopt the constitutional reforms mandated by FIFA and AFC as a prerequisite for normalization and the restoration of full membership rights. The complaint asserts that the Respondent's actions were instrumental in obstructing these reforms and in fostering a hostile environment contrary to the spirit of institutional reform and international compliance.
4. In view of the seriousness of these claims and the extensive evidentiary record submitted in support thereof, the PFF Disciplinary & Ethics Committee deemed it appropriate to formally initiate proceedings under the PFF Code of Ethics and Disciplinary Code. The Committee, acting within the bounds of its jurisdiction as prescribed under the PFF Constitution and consistent with the binding authority of FIFA and AFC statutes, now proceeds to adjudicate upon the complaint through this reasoned decision.
5. The contents of the complaint and the procedural history leading to these proceedings are reproduced and examined in the paragraphs that follow.



THE COMPLAINT

6. This matter arises from a formal complaint filed before the Pakistan Football Federation (PFF) Secretariat in March 2025, invoking the jurisdiction of this Disciplinary & Ethics Committee under the PFF Disciplinary & Ethics Code. The complaint, supported by individually sworn affidavits and endorsed by multiple elected Congress Members of the PFF, relates to serious violations of the PFF Constitution, the FIFA Statutes, and the Asian Football Confederation (AFC) regulatory framework. The complaint is directed against a senior football administrator, Mr. Syed Zahir Ali Shah, an elected PFF Congress Member representing the Khyber Pakhtunkhwa Football Association (KPK FA), who has served in various capacities, including as Senior Vice President of the PFF Executive Committee.
7. The central thrust of the complaint pertains to Mr. Shah's alleged conduct surrounding the PFF Extraordinary Congress held on January 24, 2025. The complainants accuse Mr. Shah of orchestrating a concerted campaign to derail the passage of constitutional amendments proposed by FIFA and AFC, which were crucial for the normalization and democratic functioning of the PFF. It is contended that Mr. Shah used coercive means – including political pressure, inducements, and threats – to influence the voting behaviour of Congress Members in an attempt to block reforms aimed at aligning PFF governance with the FIFA Statute and international best practices.
8. The complaint also alleges that Mr. Shah collaborated with individuals previously banned by the PFF and FIFA, including Syed Sharafat Hussain Bukhari, to advance a parallel political agenda. This campaign culminated in the rejection of the proposed reforms by a majority of Congress Members during the January 24, 2025, session – an event which triggered the suspension of the Pakistan Football Federation by FIFA on February 6, 2025, as per Article 16 of the FIFA Statutes. FIFA cited this as a “serious violation of obligations” by the PFF Congress in failing to adopt the amended statutes as validated by FIFA and the AFC during the Lahore workshop held on November 18, 2024.
9. The factual substratum of the complaint is reinforced by multiple affidavits, complaints, and email statements submitted by elected Congress Members of the PFF to the Secretariat throughout March 2025. These documents provide first-hand accounts of the Respondent's alleged misconduct leading up to and following the PFF Extraordinary Congress held on January 24, 2025. For clarity and completeness, two of the representative affidavits are reproduced verbatim below:



AFFIDAVIT DATED 17TH MARCH, 2025

"I, _____ Son of _____, _____ member of Congress Pakistan Football Federation, do hereby solemnly affirm and undertake as under;

1. That before holding of Session of PFF Congress on 24th January 2025, the group members of Syed Zahir Shah on his behalf had enticed and provoked me and other congress members and also pressurized us through different means to cast vote against the FIFA's proposed amendment in PFF Presidential Election Rules. Due to which, 38th amendment could not be passed and FIFA banned Pakistan on 6th February.

2. That all the responsibility of above stated act / result lies upon the shoulder of Syed Zahir Ali Shah.

3- That Syed Zahir Ali Shah himself along-with his group members was involved in inciting and pressuring me to vote against the FIFA proposed amendments."

AFFIDAVIT OF MR. MUHAMMAD SIDDIQUE DATED MARCH 23, 2025

"I, _____, do hereby solemnly affirm and declare as follows:

I am a Congress Member of the Pakistan Football Federation (PFF) and have first-hand knowledge of the matters stated herein.

Syed Zahir Ali Shah has been a principal figure opposing the amendments that led to the suspension of the Pakistan Football Federation (PFF) by FIFA.

I have observed that Syed Zahir Ali Shah continues to exert pressure on me through political channels to influence voting against candidates contesting elections against him.

That Syed Zahir Ali Shah has repeatedly summoned us to the residences of ministers in

Karachi to further his nefarious agenda. He continues to offer us bribes to support his politically motivated campaign, which violates the charters of FIFA, AFC, and the PFF

Constitution. We feel unsafe due to these actions and urge the PFF Disciplinary Committee to take strict action against him.

Syed Zahir Ali Shah is collaborating with banned official Syed Sharafat Hussain Bukhari in this campaign.



Due to these actions, Pakistan faced suspension from FIFA on February 6, 2025, following the opposition to the amendments made on January 24, 2025, which violates FIFA directives. I respectfully request protection from the influence and political actions of Syed Zahir Ali Shah, as they undermine the integrity of football in Pakistan and contravene the FIFA Charter. I declare under penalty of perjury that the foregoing is true and correct. Executed on this 23rd March 2025 at Karachi."

10. In addition to the affidavits, one of the original complainants also submitted an email communication dated March 29, 2025, which supplements the core complaint. The email specifically references the language used by the Respondent during the Congress session and presents additional context regarding his conduct. The text of that email is reproduced below

"I would like to add the following as additional evidence to my case: During the Extraordinary Congress Meeting on January 24, 2025, Syed Zahir Ali Shah stated, "The Martial Law has been imposed..." This statement clearly demonstrates his disregard for the FIFA and AFC amendments, which are well-documented. The remarks made during the session can be verified through the official PFF NC records, as the entire meeting was duly recorded. This evidence alone is sufficient to indicate that he was actively pursuing his nefarious agenda.

Moreover, his lack of seriousness was further highlighted during the Extraordinary Congress held on February 27, 2025, where he made dismissive comments intended to humiliate the Honorable Women Congress Members. Followed by the similar derogatory words on session held on National Assembly Standing Committee on IPC

It is imperative that he be held accountable in accordance with the laws and regulations set forth by the PFF, FIFA, and AFC Constitution 2025."

11. In addition to the documentary evidence provided in the form of Affidavits, the Complainants to corroborate their allegations, have brought forth certain witnesses in support of their stance who have provided oral testimony, who deposed to the same during the course of the proceedings that took place 04.04.2025. The particulars of the witnesses are as follows:

(i) Muhammad Tahir Nasir – General Secretary, District Football Association Loralai

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(ii) Muhammad Sibtain – Private Witness (Appeared via Video Call)

12. In addition to the above, four other affidavits corroborating the abovementioned stance of the Complainants have also been filed, which have been considered by the Committee and taken on record.
13. The exact contents of the oral testimony, as deposed by Muhammad Tahir Nasir and Muhammad Sibtain on the proceedings that took place on 04.04.2024 are present on the record. The witnesses, who are closely associated with the process, have endorsed the version brought forth by the Complainants in totality. The complete record of their depositions is part of the record and has not been reproduced here for the sake of brevity.
14. Furthermore, during the course of these proceedings, the Complainants placed on record that the Respondent, Mr. Syed Zahir Ali Shah, had previously submitted an affidavit of undertaking as part of disciplinary proceedings before the Pakistan Football Federation. They submitted that the Respondent was conditionally reinstated for the purposes of contesting elections to the Khyber Pakhtunkhwa Football Association, pursuant to an appeal decision issued by the PFF Appeal Committee dated September 13, 2024, in Appeal No. 005/ A-Z/2024.
15. As per the said decision, the Respondent's eligibility to contest elections and to hold office was explicitly conditional upon his submission of a formal affidavit/undertaking, reaffirming his commitment to the Constitution, Rules, Regulations, and Code of Conduct of the PFF. The Appeal Committee had clearly stated:
- "2. The decision in Paragraph 1 above is contingent upon him submitting an Affidavit/Undertaking. Consequently, he is permitted to run in the 2024 elections of the Provincial Football Association (PFA) according to the Constitution, Rules, Regulations, and Code of Conduct of the Pakistan Football Federation, as well as the terms of the Affidavit/Undertaking. Further to this, their positions within their respective districts shall be reinstated."
16. The Complainants argued that the present proceedings arise directly from the Respondent's violation of that undertaking, by engaging in actions that undermine the institutional authority of the PFF and FIFA, obstruct the implementation of reforms approved by FIFA and AFC, and reflect continued association with individuals previously declared *persona non grata* under PFF statutes.



They submitted that such conduct constitutes a material breach of the Respondent's affidavit and a direct affront to the disciplinary jurisdiction of the Federation.

17. The relevant contents of the Respondent's Affidavit dated September 17, 2024 – which was brought to the Committee's attention and is hereby made part of the record – are reproduced verbatim as follows:

AFFIDAVIT SUBMITTED BY SYED ZAHIR ALI SHAH

Dated: September 17, 2024

"That I have filed an appeal before the Appeal Committee of the Pakistan Football Federation against the decision dated 27/08/2024 by the Disciplinary Committee of the Pakistan Football Federation. I accept the composition of the Appeal Committee and have no reservation whatsoever with the Chairperson as well as the Members of the Appeal Committee.

*That I, to the extent of my involvement, also tender an unconditional apology for all the events taken place in the past against the current Normalization Committee and/or any of the FIFA and AFC approved representatives of the Pakistan Football Federation. I have condemned the attack on Pakistan Football House previously also and continue to condemn the same publicly at all the forums, though I was never part of any such involvement in the past.**

*That I undertake that if given a chance by the Appeal Committee, I will in the future not be involved in any such activity which shall prejudice the best interests of the Pakistan Football Federation, or which shall be construed to be considered as a Parallel Association. I understand the consequences of forming a Parallel Association and shall not at any stage take part in any such.**

That I with the utmost humility apologize to the Normalization Committee and the Pakistan Football Federation and request the Appeal Committee to allow me a chance to contest the elections conditionally, and if at any stage, I violate any law, rule, regulation and/or get involved in creating a parallel association, then the Pakistan Football Federation shall have all the authority to declare me as Persona Non Grata."

*Deponent:
Syed Zahir Ali Shah*

18. The Complainants submitted that by acting in concert with individuals previously sanctioned by the PFF, opposing the reforms mandated by FIFA and AFC, and using inflammatory and derogatory language during formal Congress proceedings, the Respondent has failed to uphold the solemn obligations undertaken in his affidavit. They argued that the conditional reinstatement granted by the Appeal Committee stands vitiated by the Respondent's subsequent conduct and that he is once again liable to be declared *persona non grata*.



RESPONDENT/MR. SYED ZAHIR ALI SHAH'S CASE:

19. That the Respondent vide email dated 4th of April, 2025, submitted his detailed Response.
20. It is contended by the Respondent, the he along with other PFF Congress members, voted in favor of the PFF Constitution amendments at the PFF Extraordinary Congress on February 27, 2025. Any assertion that they opposed these amendments is legally irrelevant.
21. That the accusation of making derogatory remarks against female members is entirely baseless. The Respondent has consistently maintained that due process must be followed, including the requirement that elections be conducted for all positions.
22. That the allegations regarding the Respondent's involvement with suspended or banned individuals lack factual foundation and are deliberately misleading. Any suggestion that the Respondent played a role in the PFF's suspension from 2015 to 2025 is categorically false. On the contrary, the Respondent's contributions toward resolving governance issues in Pakistan football are well documented, including:
 - Engaging with the FIFA/ AFC Joint Mission in 2015 to address Pakistan football's crisis.
 - Supporting the establishment of the PFF Normalization Committee in 2019 to resolve governance conflicts.
 - Being exonerated by the PFF NC Appeals Committee in 2022 of any wrongdoing concerning the PFF takeover.
 - Advocating for the completion of the electoral process in 2025 to restore proper football governance.

EVIDENCE REVIEWED, REQUISITIONED, AND RECORDED

23. At this juncture, it is both appropriate and necessary to delineate the evidentiary matrix that guided the deliberations of this Committee. The nature, type, and threshold of proof required in disciplinary and ethical proceedings of this kind are informed by the foundational documents of the Pakistan Football Federation (PFF), as well as the binding regulatory frameworks of the Fédération Internationale de Football Association (FIFA) and the Asian Football Confederation (AFC).
24. In light of the grave allegations advanced in this matter—including obstruction of institutional reform, incitement to subvert FIFA-mandated constitutional amendments, association with banned



persons, and the use of coercive tactics to influence internal proceedings – the Committee concluded that both direct and circumstantial evidence would be required to form a legally and ethically sound basis for adjudication. In the exercise of its independent mandate, and pursuant to the powers conferred under the PFF Constitution and applicable Codes, the Committee proceeded to requisition all materials deemed material to the proceedings.

25. To that end, formal directions were issued to the PFF Secretariat to obtain and provide the following:

- (i) The complete minutes, video and audio recordings of the PFF Extraordinary Congress sessions held on January 24, 2025, and February 27, 2025, respectively, which form the basis of the allegations relating to inflammatory statements, procedural sabotage, and general misconduct by the Respondent;
- (ii) All notices, correspondence, working papers, and agenda summaries disseminated in connection with the said Congress sessions;
- (iii) The Respondent's complete disciplinary history, including decisions rendered by the Disciplinary and Appeal Committees in 2024, and most importantly, the Affidavit dated September 17, 2024, submitted pursuant to Appeal No. 005/A-Z/2024;
- (iv) Any and all internal meeting minutes, preparatory notes, transcripts, and email communications maintained by the PFF Secretariat regarding the adoption process for the 2025 amendments proposed by FIFA and AFC.

26. In addition to the above requisitioned material, the Committee also independently reviewed and admitted the following evidentiary items:

- (i) Sworn affidavits and statements submitted by various Congress Members between March 17 and March 29, 2025, including those reproduced in full earlier in this decision;
- (ii) The Affidavit of Undertaking submitted by the Respondent to the Appeal Committee on September 17, 2024, acknowledging past misconduct and undertaking to refrain from further violations;
- (iii) Email complaints submitted to the Secretariat, including one alleging that the Respondent made public reference to the imposition of "Martial Law" during the January 24, 2025 Congress session, suggesting contempt for FIFA-AFC directives;
- (iv) Records of the Respondent's public remarks at the Standing Committee on Inter-Provincial Coordination of the National Assembly of Pakistan;



- (v) Relevant extracts from FIFA circulars, directives, AFC correspondence, and the formal notification of PFF's suspension by FIFA dated February 6, 2025, which serve to contextualize the impact of the Respondent's alleged conduct.

27. In order to evaluate the admissibility, weight, and probative value of the evidence placed before it, this Committee is guided by the following statutory provisions, which collectively grant it wide discretion to accept, consider, and act upon a broad spectrum of evidentiary material:

PFF Code of Ethics

- **Article 100(1)** – “Any type of proof may be produced.”
- **Article 101(1)** – “The Judicial Bodies will have absolute discretion regarding proof.”

FIFA Code of Ethics

- **Article 45: Various Types of Proof** – “Any type of proof may be produced.”
- **Article 49: Evaluation of Proof** – “The Ethics Committee shall have absolute discretion regarding proof.”
- **Article 50: Standard of Proof** – “The members of the Ethics Committee shall judge and decide on the basis of their comfortable satisfaction.”
- **Article 51: Burden of Proof** – “The burden of proof regarding breaches of provisions of the Code rests on the Ethics Committee.”

28. This Committee, acting under the delegated disciplinary and adjudicatory authority of the Pakistan Football Federation, and subject to the binding jurisdiction of FIFA and AFC, is therefore empowered to consider all forms of evidence—documentary, testimonial and electronic. The operative evidentiary threshold in such proceedings is not that of “beyond reasonable doubt” as required in criminal jurisprudence, nor strictly the civil standard of “preponderance of probabilities.” Rather, under Article 50 of the FIFA Code of Ethics, the governing standard is that of “comfortable satisfaction”—a standard which allows this Committee to form conclusions based on the totality of the material presented, guided by logic, coherence, and the seriousness of the allegations.

29. Having applied this standard to the testimonial and documentary record presented in these proceedings—including but not limited to the affidavits submitted by Congress Members, authenticated meeting recordings, prior undertakings given by the Respondent, Secretariat documentation, and official communications from FIFA and AFC—the Committee is satisfied that the evidentiary threshold for adjudication has been met.

30. The evidence so reviewed is thus admitted as credible, relevant, and sufficiently probative for the purposes of determining the allegations brought against the Respondent. The Committee now proceeds to consider whether, in light of this record, the complaint is jurisdictionally maintainable



and whether the Respondent's conduct constitutes a breach of the applicable rules, principles, and ethical standards.

FINDINGS:

JURISDICTION AND MAINTAINABILITY

31. Before this Committee may proceed to adjudicate upon the factual allegations or render findings on the merits of the complaint, it is legally imperative and procedurally prudent to first determine whether the complaint is jurisdictionally maintainable. This entails a threshold inquiry into whether the Committee is duly empowered to exercise disciplinary oversight over the conduct and persons involved.
32. The resolution of this preliminary question necessitates a structured inquiry into three essential components:
- (i) Whether the Respondent falls within the personal and functional jurisdiction of the PFF disciplinary framework;
 - (ii) Whether the subject matter of the allegations is of the type contemplated under the applicable Codes and Constitution of the Federation; and
 - (iii) Whether the procedural and territorial conditions for the initiation of such complaints have been satisfied.

APPLICABILITY OF THE DISCIPLINARY FRAMEWORK TO THE RESPONDENTS

33. It is not disputed that the Respondent, Mr. Syed Zahir Ali Shah, has at all relevant times served in a senior official capacity within the governance framework of football in Pakistan, including as President of the Khyber Pakhtunkhwa Football Association and as an elected Member of the PFF Congress. His designation clearly places him within the scope of "officials" under the governing statutes.
34. The applicable provision is **Article 2 of the PFF Code of Ethics**, which states:
- "Any person who accepts or assumes the function of an official is bound by this Code. Players are subject to the following provisions by virtue of registering with an association, and players' agents by virtue of acquiring a license."



35. This conclusion is reinforced by **Article 3 of the PFF Disciplinary Code**, which further clarifies that the following natural and legal persons fall within its purview:

- a. PFF member associations;
- b. Members of these associations, in particular the clubs;
- c. Officials;
- d. Players;
- e. Match officials;
- f. Anyone with an authorization from PFF, in particular with regard to a match, competition or other events organized by PFF;
- g. Spectators.”

36. Additionally, under the **Definitions section** of the **PFF Constitution**, “Officials” is defined to include:

“All Congress/Executive Committee Members, committee Members, coaches, referees, as well as other people responsible for technical, medical, and administrative matters of FIFA, AFC, PFF, Provincial/Regional Football Associations, Unit, League or Club.”

37. In light of the above, the Committee is satisfied that the Respondent qualifies as an “official” within the meaning of the PFF Constitution and Codes, and therefore falls squarely within the personal and functional scope of this Committee’s disciplinary authority.

SUBJECT-MATTER JURISDICTION AND NATURE OF THE ALLEGATIONS

38. The next question concerns whether the conduct complained of is of a kind that falls within the material scope of the PFF’s disciplinary framework. In this regard, reference is made to **Article 2 of the PFF Disciplinary Code**, which provides:

“This Code applies to every match and competition organized by PFF. Beyond this scope, it also applies if a match official is harmed and, more generally, if the statutory objectives of PFF are breached, especially with regard to forgery, corruption and doping.”

39. The allegations in this case include:

- (i) Acts of incitement and obstruction in the context of the FIFA/AFC-mandated constitutional amendment process;
- (ii) Collusion with banned officials;
- (iii) Disruption of the integrity of PFF Congress sessions;



- (iv) Use of coercive and political influence against sitting Congress members; and
 - (v) Conduct undermining the institutional legitimacy of the PFF and its recognized governing structures.
40. These allegations, taken cumulatively, raise serious concerns of **breach of statutory objectives**, including the values of good governance, transparency, and institutional loyalty, which are fundamental to both the PFF Constitution and the FIFA/AFC Code of Ethics. The Committee therefore concludes that the subject matter falls within the substantive jurisdiction of this Committee.

PROCEDURAL AND TERRITORIAL MAINTAINABILITY

41. On the issue of procedural compliance, the Committee refers to **Article 113(2) of the PFF Disciplinary Code**, which states:
- “Any person or authority may report conduct that he or it considers incompatible with the regulations of PFF to the judicial bodies via the Secretariat. Complaints may not be made orally.”
42. In the present case, the original complaint was submitted in writing to the PFF Secretariat by a group of elected Congress Members and affiliated football clubs. The complaint was accompanied by signed affidavits and supporting documentation. It was duly processed through the internal Secretariat mechanism and formally referred to this Committee under the standing rules of procedure. Accordingly, there is no procedural defect in the manner of its filing or initiation.
43. The Committee also notes the clear affirmation of territorial and institutional jurisdiction under the PFF Constitution. In particular:
- Article 4: Jurisdiction** - “The jurisdiction of Pakistan Football Federation shall extend throughout Pakistan including AJ & K, GBFA, FATA and Islamabad Capital Territory.”
- Article 21(1): Bodies of the Federation** - “The Federation shall consist of Provincial Football Associations, services organizations, Pakistan Football Referees Association, AJK, ICT Islamabad, FATA and GBFA and any other Football body approved by the Congress from time to time.”
44. These provisions unequivocally demonstrate that both the subject matter and the actors involved fall within the territorial and institutional reach of the PFF’s disciplinary mechanisms, including this Committee.



CONCLUSION ON JURISDICTION AND MAINTAINABILITY

45. In view of the foregoing legal provisions and the uncontroverted factual record, this Committee is unanimously of the view that:
- (i) The Respondent is an “official” within the meaning of the PFF Constitution and is thereby bound by the PFF Code of Ethics and Disciplinary Code;
 - (ii) The allegations raised concern conduct that falls squarely within the statutory objectives and ethical obligations codified in the PFF and FIFA frameworks;
 - (iii) The complaint was filed in a manner that complies with all procedural prerequisites under the Code;
 - (iv) And that this Committee, as a duly constituted judicial body of the Federation, is territorially and institutionally competent to hear and determine this matter.
46. Accordingly, this Committee holds that the complaint is jurisdictionally maintainable and shall now proceed to examine the substantive allegations on their merits.

FINDINGS ON MERIT

47. This Committee has undertaken a detailed and systematic review of the full documentary, testimonial, and audio-visual record placed before it. The case at hand presents a grave instance of institutional sabotage, involving willful defiance of internationally mandated reform measures and a pattern of conduct fundamentally incompatible with the obligations of a senior football official under the PFF, FIFA, and AFC frameworks.
48. The evidentiary narrative begins with FIFA’s letter dated March 15, 2024, in which the Federation clearly mandated the PFF Normalisation Committee to propose and secure the adoption of constitutional amendments to democratize eligibility criteria for PFF Executive Committee elections. The relevant portion of the letter reads:

“...the FIFA and AFC administrations have concluded that, in order to guarantee that the upcoming PFF elections can be considered truly fair and democratic, a partial revision of the



PFF Constitution is needed... As a result, the Council also decided to include this additional task to the mandate of the normalisation committee.”

49. In furtherance of this mandate, the PFF Normalisation Committee initially convened an Extraordinary Congress for November 19, 2024. This session was eventually deferred due to objections raised by seven service organizations. Notably, however, the Complainants have alleged – with corroboration – that on November 18, 2024, the Respondent, in concert with a banned official, Syed Sharafat Hussain Bukhari, attempted to exert influence on Congress Members to reject the proposed amendments.
50. The allegations were not idle. In its communication dated November 27, 2024, FIFA confirmed that a constitutional workshop had been held on November 18, 2024, during which draft amendments were presented to Congress Members. FIFA expressed its expectation that the amendments would be approved in the January 2025 session:
- “...it is now expected that the PFF Constitution will be amended by the PFF Congress in January 2025... Once the new PFF Constitution has been approved... an elective PFF Congress will be convened...”
51. These expectations were reaffirmed through a second extension of the NC’s mandate on December 16, 2024, pushing the deadline to February 15, 2025. The message was clear: the future of Pakistani football hinged on the successful adoption of the constitutional amendments.
52. In compliance, the PFF NC scheduled an Extraordinary Congress for January 24, 2025. Prior to this meeting, however, multiple Congress Members reported being pressured by the Respondent to reject the amendments. On January 23, 2025, a group of Congress Members – led by or including the Respondent – formally conveyed to FIFA and the NC that they would not support the reforms.
53. The January 24 Congress was held virtually and fully recorded. Upon review of this audio-visual record, this Committee notes with particular concern the Respondent’s conduct and statements. When informed that the vote would concern the full package of amendments, he remarked:

“Martial law has been imposed on us (By FIFA)”

54. Given the highly charged constitutional context in which this statement was made, the Committee finds this remark inflammatory and institutionally destabilizing. It would be expedient at this juncture to consider a standard definition of the term “Martial Law.” According to **Black’s Law Dictionary**, Martial Law is defined as:



“The exercise of governmental control by military authorities over the civilian population of a designated territory, usually in response to an emergency or crisis where civil authorities are unable to function.”

52. The invocation of “Martial Law” within the framework of a democratic and procedurally valid Extraordinary Congress—held under the auspices of FIFA—was not only inappropriate but also suggested an underlying rejection of the reform process itself. Such rhetoric, coming from a senior office-bearer, served only to delegitimize the process, incite distrust in the NC, and further polarize the Congress.

53. The use of such language within an official PFF forum constitutes a breach of the standards of conduct expected of elected Congress Members. It also reflects a deeper disdain for institutional governance and collaborative reform, both of which are central to FIFA’s global statutes.

54. This Committee further notes that the proposed amendments were rejected by 19 votes to 6 during the January 24 session, resulting in the immediate suspension of the PFF by FIFA on February 6, 2025. The suspension letter from FIFA reads in part:

“...the Bureau acknowledged that it now appears that a large majority of PFF Congress members are unwilling to adopt the constitutional changes... jeopardizing the fairness and integrity of the upcoming PFF Executive Committee elections... the Bureau decided... to suspend the PFF with immediate effect...”

55. The PFF remained suspended until the same constitutional amendments were finally approved during the Extraordinary Congress held on February 27, 2025, which led to FIFA lifting the suspension on March 2, 2025. The chain of events directly supports the conclusion that the Respondent’s actions were instrumental in causing the initial failure to adopt the amendments, and thereby triggering the suspension.

56. Furthermore, the Committee has reviewed the Respondent’s disciplinary history. On August 27, 2024, he was declared persona non grata and permanently barred from football-related activity. He appealed this decision, and by order dated September 13, 2024, was conditionally reinstated, subject to strict compliance with a solemn undertaking. His affidavit dated September 17, 2024 stated:

“I... undertake that if given a chance by the Appeal Committee, I will in the future not be involved in any such activity which shall prejudice the best interests of the Pakistan Football Federation... I understand the consequences of forming a Parallel Association and shall not at any stage take part in any such...”



57. In this light, the Respondent's actions—campaigning against FIFA reforms, undermining constitutional order, and making inflammatory remarks—represent a direct violation of the undertakings he made. His conduct is not only inconsistent with his obligations under the PFF and FIFA Codes of Ethics, but also renders his affidavit hollow and disingenuous.

58. The Committee finds that these breaches meet the “comfortable satisfaction” standard under Article 50 of the FIFA Code of Ethics. The record includes:

- (i) Multiple sworn affidavits by Congress Members;
- (ii) Oral testimony provided by witnesses in support of the Complainant's stance
- (iii) Audiovisual evidence from the January 24 Congress;
- (iv) Communications from FIFA;
- (v) The Respondent's own signed affidavit;
- (vi) And a documented pattern of past misconduct.

59. The cumulative effect of these materials firmly establishes that the Respondent was central to the obstruction of the reform process that led to the suspension of Pakistan from international football. This is not merely a technical violation but a serious ethical failure with far-reaching national and international consequences.

60. The Respondent's actions have caused irreparable harm to the credibility, reputation, and operational standing of the PFF. These consequences extend beyond football to impact diplomatic and institutional relationships between Pakistan and global football governance bodies.

61. The Committee is compelled to observe that the misconduct attributable to the Respondent is not of an isolated or technical character. Rather, it demonstrates a sustained pattern of institutional sabotage, wilful defiance of governing statutes, and opportunistic engagement in factional politics that directly undermined the reform and normalization process mandated by FIFA and AFC. The Respondent was not merely a passive participant in the events that led to the failure of constitutional reform on January 24, 2025—he was, by credible and corroborated accounts, one of its principal architects.

62. Moreover, his actions are all the more egregious when viewed in light of his prior disciplinary history. Having previously been declared *persona non grata* by this Committee in August 2024, the Respondent had appealed that decision and was granted conditional leniency by the Honourable



PFF Appeal Committee in September 2024. This conditional reinstatement was not absolute – it was explicitly tied to his written undertaking to uphold the statutory integrity of the PFF and refrain from engaging in any parallel governance activity or conduct inimical to the interests of the Federation.

63. That affidavit, solemnly sworn and submitted on September 17, 2024, was not a mere formality; it was the legal and moral basis on which the Respondent was granted a second opportunity to contribute constructively to Pakistan's football governance. By orchestrating resistance to internationally mandated reforms, inciting inflammatory rhetoric during official proceedings, and being associated with a banned official known for parallel organizational efforts, the Respondent breached the terms of his undertaking in both letter and spirit.
64. It is also significant to recall that FIFA's decision to suspend the Pakistan Football Federation in February 2025 had widespread national consequences: it damaged Pakistan's global standing in football, halted the careers of countless players, froze international funding and development projects, and attracted negative attention from civil society, media, and Parliament. These consequences were the direct and proximate result of the Respondent's conduct – conduct which was not only unethical but institutionally devastating.
65. Therefore, the imposition of sanctions is not only justified but necessary – not as a punitive gesture, but as a measure of institutional self-preservation. It is essential that the Disciplinary & Ethics Committee act decisively in response to such violations, both to restore public confidence and to protect the Federation from future destabilization.
66. The Committee is of the unanimous view that the Respondent has:
 - (i) Breached the solemn undertaking given under disciplinary appeal;
 - (ii) Engaged in incitement against constitutional reforms mandated by FIFA;
 - (iii) Disrespected the integrity of the reform process by using inflammatory and delegitimizing language;
 - (iv) Violated Article 13 and 14 of the FIFA Statutes by resisting amendments endorsed by FIFA and AFC;
 - (v) Associated with a banned official in furtherance of an unlawful agenda;
 - (vi) Created a climate of coercion within the Congress;
 - (vii) Breached Article 70 of the PFF Constitution by engaging in conduct akin to fostering parallel governance.



TERMS OF THE DECISION:

67. In light of the foregoing findings and having regard to the seriousness, magnitude, and consequences of the violations established against the Respondent – particularly his role in obstructing reforms mandated by FIFA and AFC, his breach of a solemn undertaking, and his repeated conduct incompatible with the core principles of integrity, compliance, and good governance – the Committee is of the considered view that a substantial sanction is not only warranted but imperative.



68. Accordingly, and in exercise of its powers under the Pakistan Football Federation Code of Ethics and Disciplinary Code, read with the applicable provisions of the FIFA Code of Ethics and the PFF Constitution, the Disciplinary & Ethics Committee hereby imposes the following sanction:

- (i) **The Respondent, Mr. Syed Zahir Ali Shah, is hereby banned from taking part in any football-related activity at the national and international level (administrative, sporting, or any other) for a period of ten (10) years, effective immediately from the date of this decision.**
- (ii) **The Respondent is removed from all positions in the structure of PFF, its clubs and affiliated units, effective immediately.**


69. The Secretariat is directed to notify this decision to the Respondent and to all relevant stakeholders, including the Pakistan Football Federation, FIFA, and the AFC, and to ensure its immediate enforcement and registration in the disciplinary records of the PFF.



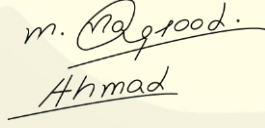
A copy of this Decision must be immediately communicated to all parties concerned. The PFF Secretariat is directed to apply for worldwide extension of sanctions in pursuance of Article 70 of FIFA Statute, after fulfilling of all Codal formalities.

Muhammad Ali
(Acting/Deputy Chairman)
Disciplinary Committee
Pakistan Football Federation



Zarak Zaman Khan
(Member)
Disciplinary Committee
Pakistan Football Federation



Malik Maqsood Ahmed
(Member)
Disciplinary Committee
Pakistan Football Federation



NOTE:

This reasoned decision of the Pakistan Football Federation (PFF) Disciplinary & Ethics Committee is appealable before the Honourable Appeal Committee of the PFF in accordance with the internal judicial mechanisms provided under the PFF Disciplinary Code and Constitution. Any party aggrieved by this decision may, within the prescribed limitation period, file an appeal before the competent forum designated by the Federation.

However, it is emphatically clarified that no recourse may be made to any civil, criminal, or constitutional court in Pakistan or elsewhere for challenging this disciplinary decision. Such an action would constitute a direct and grave violation of Article 69(2) of the PFF Constitution, which categorically bars individuals bound by the PFF statutes from approaching civil or ordinary courts in matters pertaining to internal football disputes. The relevant provision reads:

Article 69(2) – PFF Constitution:

“Any individual approaching civil or ordinary courts shall be suspended for five years by PFF, following disciplinary proceedings.”

This prohibition is also entrenched in Article 58(2) of the FIFA Statutes, which provides:

Article 58(2) – FIFA Statutes:

“Recourse to ordinary courts of law is prohibited unless specifically provided for in the FIFA regulations. Recourse to ordinary courts of law for all types of provisional measures is also prohibited.”

In further reinforcement of this principle, the Hon’ble High Court has on multiple occasions held that judicial interference in internal football governance—especially in disciplinary matters—is impermissible. The principle has been upheld in the following precedents:

- **W.P No. 55705 of 2024 – “Sardar Naveed Haider Khan v. Federation of Pakistan & Others”**
- **W.P No. 700 of 2024 – “Syed Liaqat Hussain Bukhari & Others v. Pakistan Football Federation & Others”**



- W.P No. 64341 of 2024 - "Muhammad Hamza Ghouri v. Pakistan Football Federation & Others"

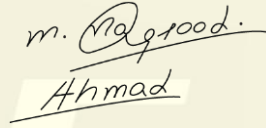
In view of the above, all parties are hereby put on notice that any attempt to challenge or frustrate the implementation of this decision before any forum other than the designated internal appellate body of the PFF may result in further disciplinary action, including suspension or expulsion, in accordance with the applicable rules.



Mohammad Ali
(Acting/Deputy Chairman)
Disciplinary Committee
Pakistan Football Federation



Zarak Zaman Khan
(Member)
Disciplinary Committee
Pakistan Football Federation





Malik Maqsood Ahmed
(Member)
Disciplinary Committee
Pakistan Football Federation



NOTE RELATING TO APPEALS:

1. The aggrieved party shall communicate their decision to file an appeal in writing within Fifteen Days of the communication of this decision.
2. As per inter-alia Article 127 of PFF Disciplinary Code And Ethics, the aggrieved party shall transfer the Appeal Fees within the PFF Designated Account within a period of Seven (7) Days to formalize the appeal. Otherwise the appeal is inadmissible without this deposit [Art.127(2)].



Failure to do so will result in the decision becoming final and binding.

Mohammad Ali
(Acting/Deputy Chairman)
Disciplinary Committee
Pakistan Football Federation



Zarak Zaman Khan
(Member)
Disciplinary Committee
Pakistan Football Federation

Malik Maqsood Ahmed
(Member)
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