



Ministry of Planning  
Development & Special Initiatives  
Government of Pakistan



# REPORT ON ICT Governance Model

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Governance Model

Ministry of Planning, Development  
& Special Initiatives

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## Message from the Chairperson

Over the past three decades, Islamabad has transformed before our eyes. When this city became my second home after I was elected to the National Assembly in 1993, Islamabad was still a quiet administrative capital: a small, bureaucratic city nestled against the Margalla Hills. Its avenues served its needs, its institutions were compact, and its population limited largely to historic rural settlements and those supporting the functions of the government and diplomatic communities.



Today, Islamabad is no longer merely a seat of government. It has evolved into a vibrant and rapidly growing metropolis that is home to 2.42 million citizens from every province and background. It is a city of students, entrepreneurs, professionals, artists, diplomats, and dreamers. In many ways, today's Islamabad is a microcosm for Pakistan itself: youthful, diverse, ambitious, and full of promise; a city where people from every province, culture, and background come together to shape a shared national future. With this transformation come new opportunities, but also new challenges that require a governance system suited to the realities of a modern capital city in the twenty-first century. Recognizing the growing needs of the Federal Capital, the Honourable Prime Minister constituted a Committee to review Islamabad's governance framework and propose a future-ready model capable of meeting the demands of a rapidly changing urban landscape.

It gives me great pleasure to present this report on the Islamabad Capital Territory (ICT) Governance Model. This effort reflects our collective commitment to ensuring that Islamabad evolves into a capital that is efficient, inclusive, environmentally sustainable, technologically advanced, and responsive to the aspirations of its citizens. This report is the result of almost two years of consultations, deliberations, and engagement with public institutions, elected representatives, experts, civil society, and citizens.

As Islamabad has expanded, many of its governance structures have struggled to keep pace. Fragmented responsibilities, overlapping mandates, and administrative constraints have often limited the city's ability to function as a truly modern federal capital. Our objective has therefore been not only to diagnose these challenges, but to present a practical and forward-looking roadmap for reform. This report envisions Islamabad as a SMART capital — one that combines technology, sustainability, efficient governance, and citizen-centric public service. At the heart of this vision is the belief that a successful capital city is not defined only by its infrastructure or buildings, but by the quality of life it offers its people and the strength of the institutions that serve them. Islamabad possesses extraordinary natural beauty, a rich and diverse cultural character, and immense untapped potential.

I would like to express my sincere appreciation to all those especially the Members of the Committees including sub-committee members who contributed to this important national effort. The future of Islamabad cannot be shaped by government alone. It requires partnership, public trust, and collective ownership to deliver as per aspiration of its citizens. As someone who has witnessed Islamabad's journey over the last four decades, I firmly believe that the city now stands at an important crossroads. With thoughtful reforms, strong institutions, and a shared national vision, Islamabad can emerge not only as an effective federal capital, but as a model city for Pakistan and for the wider region. To this end, I invite citizens from all walks of life to share their

feedback and suggestions. Together, we can ensure that Islamabad stands as an example of transformative governance for the entire nation.

**Prof. Ahsan Iqbal**

**Federal Minister for Planning, Development, and Special Initiatives**

## Acknowledgements

This report was prepared under the guidance and oversight of the Committee on ICT Governance Reform, constituted to deliberate upon institutional, administrative, and governance reforms relating to the Islamabad Capital Territory (ICT). The Committee comprised distinguished public representatives, senior federal officials, and governance experts whose contributions and deliberations significantly enriched the report.

### 1.1 Committee to Review and Formulate ICT Governance Model

- Ahsan Iqbal — Chair
- Rana Sana Ullah Khan — Member
- Syed Mohsin Raza Naqvi — Member
- Musadik Masood Malik — Member
- Secretary, Cabinet Division — Member
- Secretary, Ministry of Interior — Member
- Secretary, Ministry of Finance — Member
- Secretary, Ministry of National Health Services, Regulations & Coordination — Member
- Secretary, Federal Education and Professional Training — Member
- Additional Secretary, Ministry of Interior — Member/Secretary
- Muhammad Ali Randhawa, Chairman CDA / Chief Commissioner ICT — Member

The Committee further constituted a Sub-Committee headed by Barrister Zafarullah Khan, which undertook consultation and deliberation with key stakeholders and proposed recommendations. The input of the sub-committee further enriched the report.

### 1.2 Sub-Committee

- Barrister Zafarullah Khan — Chairman
- Raja Khurram Shehzad Nawaz, MNA — Member
- Mr. Ajum Aqeel Khan, MNA — Member
- Mr. Nazar Muhammad Bozdar, AS IFS, MoINC — Member
- Mr. Muhammad Ali Randhawa, Chairman CDA/Chief Commissioner ICT - Member

The Ministry of Planning, Development and Special Initiatives served as the Secretariat, supported by the technical team under the direction of Prof. Ahsan Iqbal. Sincere appreciation is extended to the Governance Section, including Dr. Adnan Rafiq (Member, Governance, Innovation & Reforms), Mr. Javed Sikander (Chief, Governance), Mr. Nadeem Khan (Assistant Chief), Dr. Sauleha Kamal (Consultant, Governance and Innovation), and Ms. Barira Hanif (Sector Specialist, Innovation). Acknowledgement is also due to the Young Development Fellows (YDFs) — Ms. Sumreen Fatima, Ms. Javeria Rahim, Ms. Rida Fatima, and Ms. Pashmina Abid — as well as Research Associates Mahin Aziz and Qaisar Iqbal, and Ms. Fareena Aslam (Communications Expert), for their dedicated support and contributions.

The report also benefited from the valuable engagement and support of federal ministries and divisions, attached departments, the ICT Administration, government representatives, and elected political leadership from the Islamabad Capital Territory.

## Executive Summary

Islamabad Capital Territory (ICT), as the Federal Capital of Pakistan, occupies a unique constitutional, administrative, and symbolic position within the federation. Over the past several decades, Islamabad has evolved from a planned administrative capital into a rapidly expanding metropolitan city with a population exceeding 2.42 million, driven by sustained migration, demographic growth, and expanding economic activity. However, the governance and institutional framework of ICT has not evolved in proportion to these changes. Authority over planning, municipal services, social sectors, and regulatory functions remains dispersed among multiple federally controlled entities, including the Capital Development Authority, Islamabad Capital Territory Administration, federal line ministries, and frequently restructured local government systems. This fragmentation has resulted in overlapping mandates, weak coordination, inconsistent service delivery, limited accountability, and constrained long-term urban planning.

The absence of a stable and empowered territorial government has significantly undermined Islamabad's capacity to function as an efficient capital city. Core public services, particularly health, education, social welfare, environmental management, tourism development, and municipal services—operate under disjointed institutional arrangements without relevant area experts, and with limited fiscal autonomy and weak performance oversight. Urban-rural service disparities have widened, infrastructure systems remain overstretched, and institutional instability has weakened citizen confidence. Despite its constitutional status equivalent to a province, ICT remains the only federating unit without a permanent elected legislature exercising meaningful authority over devolved subjects, resulting in democratic deficits and policy discontinuity.

In view of these challenges, the Prime Minister constituted a high-level Committee to review the existing governance arrangements of the Islamabad Capital Territory and to propose a future-ready model aligned with constitutional principles, democratic norms, and international best practices. The Committee's work, supported by a dedicated Sub-Committee on ICT Governance, involved extensive consultations with federal ministries, elected representatives, sectoral institutions, and technical experts. The Committee concluded that incremental administrative adjustments would be insufficient and that

comprehensive institutional reform was essential to enable Islamabad to perform its role as a modern federal capital.

Based on these consultative processes, the Committee has recommended the establishment of a representative **Islamabad Capital Territory Government (ICTG)** with administrative and financial autonomy comparable to provincial governments, while preserving the special federal character of the capital. The proposed governance framework includes the **creation of an elected Islamabad Capital Territory Assembly comprising 27 members, including twenty-one (21) directly elected members and five (5) reserved seats for women and One (1) reserved seat for minorities.** The Assembly shall elect its Chief Executive, to be titled Chief Minister or Mayor as determined by the Federal Government. All subjects shall be devolved to the ICT Government except law and order and master planning, which shall remain with the Federation in view of Islamabad’s capital status. With the exception of master planning functions and law and order all operational responsibilities of the relevant Ministries/Division/Organization including CDA pertaining to Islamabad Capital Territory will be transferred to the ICT Government to eliminate duplication and institutional overlap.

Upon approval of the recommendations, a Legislative Committee, potentially comprising the Law Minister, one ICT MNA, Secretaries of Law and Interior, CDA Chairman, and co-opted members—will draft the required laws. Minimal new financial arrangements are needed, as the focus is on restructuring existing institutions except ICTA; a Finance Committee, led by the Minister for Planning and Development and including one ICT MNA, Secretaries of Finance, Planning, and Interior, CDA Chairman, and co-opted members, will finalize resource allocation mechanisms from the federal government to ICT, including local tax utilization. Once the new legal architecture is in place, a Transition Committee—constituted by the Act and potentially headed by the Minister for Parliamentary Affairs with one ICT MNA, Secretary Interior, CDA Chairman, and co-opted members—will manage the handover, ensuring an efficient rollout leveraging current structures.

To provide legal certainty and institutional stability, the reform framework proposes enactment of a unified Islamabad Capital Territory Government Act, consolidating

existing local government and development laws into a single coherent legislative instrument. The ICT Government shall operate under its own Rules of Business, with clearly defined departmental groupings, administrative hierarchy, and financial authority. This legal and institutional restructuring is intended to create clarity of mandates, strengthen accountability, and enable medium- to long-term planning for the Federal Capital.

Building upon the proposed governance reforms, a comprehensive Islamabad Smart City Model has been proposed aiming to transform the Federal Capital into a technologically advanced, environmentally sustainable, and citizen-centric smart city. The model recognizes that technology alone cannot resolve governance failures and therefore places institutional reform at its core. Digital transformation is envisioned as an enabler of transparency, efficiency, and integration across government functions, supported by data-driven decision-making and real-time performance monitoring.

The Islamabad Smart City vision positions the city as a destination capital anchored in three strategic pillars: development of Islamabad as a nature capital through eco-tourism and environmental conservation; promotion of culture, heritage, and creative industries as drivers of civic identity and economic activity; and establishment of an open, inclusive, and accessible capital that encourages public participation, vibrant urban life, and international engagement. Economic analysis indicates that adoption of a unified Destination Islamabad strategy has the potential to substantially increase tourism receipts, generate employment, stimulate private investment, and enhance local revenue mobilization over the medium term.

To operationalize the Islamabad Smart City Model and address chronic service-delivery fragmentation, establishment of six specialized, professionally managed authorities under the ICT Government have been proposed. These include the ICT Health Authority, ICT Education Authority, Social Welfare and Inclusion Authority, Tourism and Culture Authority, Environment and Climate Authority, and the Digital and E-Governance Authority. Each authority shall function under independent governance structures, staffed by qualified professionals including professional CEO, supported by sustainable financing mechanisms, and subject to performance-based accountability. Collectively,

these authorities will enable sector-specific planning, standardized service delivery, and integration of research, innovation, and digital solutions.

Central to the reform agenda is the development of an integrated digital governance ecosystem for Islamabad. This includes unified platforms for land and property management, licensing and taxation, identity verification, citizen grievance redressal, service tracking, and open data dashboards. Building upon existing Safe City infrastructure and national digital initiatives, the proposed digital backbone will allow interoperability across departments, reduce transaction costs, enhance transparency, and significantly improve citizen experience in accessing public services.

The reforms will be implemented through a phased and fiscally responsible approach. Dedicated legislative, finance, and transition committees shall oversee enactment of required laws, finalization of fiscal transfer mechanisms, and orderly transfer of functions and personnel. These reforms are primarily based on restructuring and consolidation of existing institutions rather than creation of parallel systems, thereby minimizing additional fiscal burden while maximizing efficiency gains. Implementation is proposed over a five-year horizon, beginning with legal and institutional transition, followed by establishment of authorities, digital integration, and consolidation of performance systems.

The proposed reforms are fully aligned with Uraan Pakistan, the Digital Pakistan Policy, the National Urban Policy Framework, and the Sustainable Development Goals, particularly those related to inclusive cities, strong institutions, innovation, and sustainable growth. By combining democratic governance, institutional clarity, sectoral specialization, and digital transformation, the report provides a coherent and implementable roadmap for transforming Islamabad into Pakistan's first truly smart capital. The successful implementation of the proposed recommendations will not only enhance service delivery and citizen trust within the Federal Capital but will also establish Islamabad as a national model for metropolitan governance and public sector modernization.

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## List of Acronyms

AEPAM	Academy of Educational Planning & Management
AJK	Azad Jammu & Kashmir
ALP	Accelerated Learning Programme
BISP	Benazir Income Support Programme
BECS	Basic Education Community Schools
CDA	Capital Development Authority
CIA	Crime Investigation Agency (Islamabad Police)
CPO	Central Police Office (Islamabad Police)
CTD	Counter Terrorism Department
DGRE	Directorate General of Religious Education
DGSE	Directorate General of Special Education
EAC	Emergency & Accident Centre (PIMS Emergency)
FATA	Federally Administered Tribal Areas (erstwhile)
FDE	Federal Directorate of Education
FGPC	Federal Government Polyclinic
FGH	Federal General Hospital
HEC	Higher Education Commission
ICT	Islamabad Capital Territory
ICTA	Islamabad Capital Territory Administration/ ICT Assembly
ICTG	Islamabad Capital Territory Government (proposed)
ICTLGA	Islamabad Capital Territory Local Government Act 2015
ICTP	Islamabad Capital Territory Police
IESSI	ICT Employees Social Security Institution
ITP	Islamabad Traffic Police
LG	Local Government
MCI	Metropolitan Corporation Islamabad
MoFE&PT	Ministry of Federal Education and Professional Training
MoNHSR&C	Ministry of National Health Services, Regulations and Coordination
MCI	Municipal Corporation Islamabad
MLR	Martial Law Regulation
NA	National Assembly
NAVTTTC	National Vocational & Technical Training Commission
NCHD	National Commission for Human Development
NEAS	National Education Assessment System
NEET	Not in Employment, Education or Training
NEF	National Education Foundation
NIRM	National Institute of Rehabilitation Medicine
NPA / PNCA	Pakistan National Council of Arts
PBS	Pakistan Bureau of Statistics
PEIRA	Private Educational Institutions Regulatory Authority
PIE	Pakistan Institute of Education
PIMS	Pakistan Institute of Medical Sciences
PPP	Public-Private Partnership
SDG	Sustainable Development Goal
ToRs	Terms of Reference
TVET	Technical and Vocational Education and Training
UC	Union Council

## Chapter 1: Introduction

Islamabad Capital Territory (ICT), as the Federal Capital of Pakistan, occupies a distinct administrative and governance position under the Constitution. In recent years, increasing urbanization, population growth, and expanding service delivery requirements have posed significant challenges to the existing governance and administrative arrangements of ICT. These developments have necessitated a comprehensive review of the current framework with a view to ensuring efficient administration, improved service delivery, and effective local governance in the Federal Capital.

In this context, the Prime Minister constituted a high-level Committee, titled “Committee to Review and Formulate ICT Governance Model”, vide Prime Minister’s Office Notification No. 261/DS(IA-I)/2024, dated 07 August 2024 (**Annex-I**). The Committee was constituted under the Chairmanship of the Federal Minister for Planning, Development and Special Initiatives, with representation from relevant federal ministries and divisions, including Interior, Finance, Cabinet Division, and other stakeholders. The Chairman, Capital Development Authority / Chief Commissioner, Islamabad Capital Territory, was included as a Member of the Committee. The Ministry of Interior was assigned the responsibility of providing secretarial support to the Committee.

The Terms of Reference (ToRs) of the Committee are as under:

- i. To study international models for Capital city governance and suggest a viable governance model of ICT with administrative and financial autonomy at par with provincial governments;
- ii. To undertake capacity assessment of local administration of ICT for efficient delivery in all devolved subjects including Health and Education etc;
- iii. To prepare a transition plan for ICT management, organizational structure, financial resources with clear timelines;
- iv. To review legislative framework of local government of ICT; Any other issue deemed essential by the Committee.
- v. The Ministry of Interior shall provide secretarial support to the Committee and the Committee shall submit its report within 30 days to this Office for the perusal of the Prime Minister.

The Committee reviewed the existing legal, administrative, and institutional arrangements governing ICT, examined capacity and service delivery issues, and studied relevant international practices. This report presents the proceedings, findings, and recommendations of the Committee for consideration and perusal of the Prime Minister.

### 1.3 Committee Proceedings

In pursuance of the assigned Terms of Reference (ToRs), the Committee undertook an extensive consultations and deliberations to review and formulate an appropriate governance model for the Islamabad Capital Territory (ICT). To finalize its recommendations, the Committee held six meetings, supported by constitution of a dedicated sub-committee, and with the active participation of all relevant stakeholders. These included federal ministries and divisions, attached departments, the ICT Administration, government representatives, and elected political leadership from ICT.

The chronology and substance of the Committee’s deliberations are summarized below:

**First Meeting - 19<sup>th</sup> September 2024:** The inaugural meeting of the Committee was held on 19<sup>th</sup> September 2024 under the chairmanship of the Minister for Planning, Development and Special Initiatives. The Committee undertook an initial review of Islamabad’s existing administrative and governance structure and identified key reform imperatives. Particular attention was drawn to ICT’s unique constitutional and administrative challenges arising from the absence of a provincial assembly, resulting in persistent federal–local overlaps among the Capital Development Authority (CDA), Metropolitan Corporation Islamabad (MCI), local government institutions, and the Ministry of Interior.

The Committee noted significant weaknesses in the management and performance of the health and education sectors, and emphasized that any proposed ICT governance model must integrate principles of good governance, effective service delivery, and modern public administration. The Chief (Governance), Ministry of Planning, presented an overview of global capital-city governance models, including centralized (e.g., Berlin), decentralized (e.g., Singapore and Tokyo), and metropolitan variants. Administrative arrangements in cities such as Washington, D.C., Singapore, Tokyo, Paris, and New Delhi were discussed for possible adaptation to ICT, subject to local socio-economic realities.

Deliberations further examined the balance between administration and political oversight under the Ministry of Interior, the respective roles of CDA and MCI within a local government framework, and the feasibility of conferring provincial-like powers on ICT through a federal cabinet decision. The Committee also considered the desirability of placing health, education, and technical education functions at the ICT level. Minutes of this meeting are placed at **Annex-II**.

**Second Meeting - 24<sup>th</sup> October 2024:** The second meeting, held on 24<sup>th</sup> October 2024, focused on diagnosing structural inefficiencies stemming from the fragmented management of ICT through four principal entities—ICT Administration, ICT Police, CDA, and MCI—all operating under the Ministry of Interior. The Committee identified challenges such as delays in federal decision-making, functional overlaps, inadequate financing, and persistently weak delivery in health and education sectors.

Various reform proposals were discussed, including the creation of specialized authorities for solid waste management, water supply, and Rescue 1122; establishment of an ICT Revenue Authority; and selective legislative delegation. Alternative governance models were debated, including the formation of an ICT Council chaired by the Interior Minister with the appointment of a Governor. Elected MNAs from ICT strongly advocated for revival of the Capital Administration and Development Division, establishment of a separate elected assembly with integrated local government, and enhanced public representation within CDA and key social sectors.

The Ministry of Interior favored an agency-centric approach consistent with ICT's federal character, while the Cabinet Division emphasized functional specialization and the need for statutory amendments. The Ministry of Education proposed a hybrid arrangement with federal oversight of police and administration through a Governor. Concluding the discussion, the Chair directed preparation of two to three alternative governance models for consideration in the next meeting, invited the Secretary, Law and Justice Division for legal input, and instructed that the subsequent meeting be scheduled with the participation of the Minister for Interior. Minutes are placed at **Annex-III**.

**Third Meeting - 5<sup>th</sup> December 2024:** The third meeting of the Committee was held on 5<sup>th</sup> December 2024, reviewed two principal governance options a provincial-style government model and a mayor-led local government model along with the

administrative structure of New Delhi. The Committee examined CDA's evolving role in establishing sector-specific authorities and noted the continued overlap between CDA and MCI.

The Minister for Inter-Provincial Coordination underscored the necessity of clear functional delineation and avoidance of overlapping mandates. The Minister for Petroleum stressed the importance of empowering an elected Mayor, consistent with democratic practices in countries such as the United States, while affirming that policing should remain under the Ministry of Interior. ICT MNAs highlighted rural-urban service disparities, weak inter-ministerial coordination, and unregulated urban growth arising from outdated master planning, and proposed establishment of a district-level assembly to ensure accountability.

Legal questions were raised by the Legal Adviser, CDA regarding potential constitutional implications under Articles 1 and 175, while Barrister Zafarullah Khan argued for minimal retention of federal powers under an elected territorial government. Following extensive deliberations, the Committee constituted a Sub-Committee, convened by Barrister Zafarullah Khan and comprising ICT MNAs, representatives from the Ministry of Interior, ICT Administration, MCI, CDA, and co-opted experts, to submit concrete recommendations within one week. Minutes are placed at **Annex-IV**.

**Fourth Meeting - 12<sup>th</sup> February 2025:** At the fourth meeting, held on 12<sup>th</sup> February 2025, the Sub-Committee presented its report proposing the establishment of an Islamabad Capital Territory Government (ICTG) with an elected ICT Assembly (ICTA) comprising 25 members. The proposed model envisaged the ICTA as the legislative body, with a Mayor elected by the Assembly serving as Chief Executive overseeing grouped departments (social, economic, development, and general). A Chief Minister or Governor type arrangement was also proposed, with law and order, policing, and master planning retained at the federal level.

The Sub-Committee further recommended independent authorities for education, health, and revenue, amendments to the ICT Local Government Act, 2015, transfer of most CDA functions to ICTG, and enactment of a comprehensive ICT Government Act, 2026, supported by revised federal Rules of Business. The Chair directed the Sub-Committee to further refine the proposals in light of the Interior Minister's review and to submit the

finalized recommendations for onward presentation to the Prime Minister. Minutes are placed at **Annex-V**.

**Sixth Meeting - 17<sup>th</sup> June 2025:** The Sixth meeting of the Committee was held on 17<sup>th</sup> June 2025, reviewed the revised Sub-Committee recommendations emphasizing devolution of powers to a representative ICT Government while preserving ICT's federal capital character. The Committee agreed on the establishment of an elected ICT Assembly with a Chief Executive, finalizing the Assembly's strength at 30 members, including 21 directly elected members (three from each National Assembly constituency), seven seats reserved for women, and two for minorities.

It was agreed that law and order and master planning would remain federal subjects, while all other functions would be devolved to the ICT Government through detailed Rules of Business. The Chair instructed the Sub-Committee to update the recommendations accordingly for submission to the Interior Division and onward transmission to the Prime Minister. Minutes are placed at **Annex-VI**.

**Seventh Meeting - 6<sup>th</sup> August 2025:** The final meeting of the Committee was, held on 6<sup>th</sup> August 2025, concluded the Committee's work. The Assembly size was rationalized to 27 members, comprising 21 directly elected members, five reserved seats for women, and one for minorities. The proposal for a metropolitan corporation was dropped in favor of a provincial-style electoral arrangement. While a constitutional amendment was identified as the preferred route, it was noted that Article 258 of the Constitution could provide an interim mechanism through presidential action.

The Committee approved the establishment of **Constitutional**, Legislative, Transition, and Financial Committees to oversee implementation, removed references to the Delhi model, and left the final determination of the Chief Executive's title (Chief Minister or Mayor) to the Prime Minister. The finalized recommendations were directed for immediate submission, with no further meetings scheduled. Minutes are placed at **Annex-VII**.

In the subsequent sections, the report presents a detailed profile of the Islamabad Capital Territory, reviews relevant international best practices in capital-city governance, and

sets out a comprehensive, forward-looking governance, administrative, and legislative framework for ICT.

## Chapter 2: Islamabad Capital Territory

Islamabad Capital Territory (ICT) was established as the Federal Capital with the objective of serving as the administrative, political, and diplomatic center of the country. Owing to its special status, the governance and administrative arrangements of ICT differ from those of the provinces, with the Federal Government retaining primary responsibility for legislation, administration, and service delivery, as stipulated under Article 258 of the Constitution of Pakistan. Over time, however, the scope and complexity of governance functions in ICT have expanded considerably due to rapid population growth, urban development, and increasing public expectations for efficient and responsive service delivery.

### 2.1 History

Islamabad Capital Territory (ICT) is a federally administered area created in the 1960s to host Pakistan's new planned capital, located mainly with Rawalpindi District and formalized as a separate territory in 1967. It replaced Karachi as the seat of government so that the capital would be closer to the country's geographic and military centre and located in a cooler, more defensible upland setting near the Margalla Hills.

The site had a long earlier history as part of ancient trade and cultural routes around Taxila and the Potohar plateau, later used by Buddhist, Hindu, and Muslim rulers. In 1959 Pakistan's leadership selected this area for a new capital, and from 1961 a modern, sector-based city was built using an international master plan, with government institutions shifting there through the mid-1960s.

### 2.2 Geography & Master Plan

Islamabad Capital Territory is bordered by Khyber Pakhtunkhwa to the west and by Punjab province on the remaining sides, with nearby towns including Murree, Taxila and Haripur. The northern and north-eastern parts of Islamabad are dominated by the Margalla Hills, which form the foothills of the Himalayas and are largely protected as the Margalla Hills National Park. In contrast, the southern portions of the territory consist of the undulating plains of the Potohar Plateau, dissected by streams and rivers such as the Korang and Soan.

The Territory covers an area of approximately 906 square kilometres (about 350 square miles), of which roughly 220 square kilometres are planned urban sectors and about 466 square kilometres are rural areas, with the remainder comprising hills and protected zones.

Under the Capital Development Authority (CDA) Ordinance of 1960, the CDA was established and entrusted with responsibility for managing and developing the city, including powers conferred under Martial Law Regulation (MLR) 82. In 1992, the CDA issued the Zoning Regulations 1992, dividing Islamabad into five zones: in Zone 1, only the CDA may acquire land for development; in Zones 2 and 5, private housing societies are permitted to undertake development; Zone 3 is reserved land; and Zone 4 is designated for multiple uses, including a national park, agro-farming, educational institutions, and research and development activities.

Islamabad was planned as a low-density administrative city. C. A. Doxiadis was hired as a development consultant more than an architect.

Constantinos Apostolou Doxiadis was a Greek architect/town planner and the lead architect of Islamabad, the new capital of Pakistan. In 1951, he founded the private consultancy firm – Doxiadis Associates – and undertook projects in many developing countries of the world. “A crucial element in Doxiadis’s modus operandi was his attempt to shore up business success through the excessive branding and mystification of his personality and work. His theoretical discourse abounded in neologisms and unique technical terms – ‘Ekistics’, ‘ecumenopolis’, ‘machine’, ‘shell’, ‘dynapolis’, etc. – which were meant to lend an air of distinctiveness to proposals that often shared more with prevailing architectural fashions than he was ready to admit” (Daechsel 2015). But from all of the projects, he considered Islamabad as his best town planning. Islamabad plan was conceived in 1959 and it took 4 years to complete the plan.

Doxiadis designed Islamabad according to a grid-iron plan. The primary grid, measuring 2,000 by 2,000 metres, divides the city into 84 sectors, complemented by a secondary, “natural” grid formed by the network of ravines traversing the site. Each sector is further subdivided into five sub-sectors: four residential sub-sectors and one commercial sub-sector (the Markaz), which is encircled by vehicular routes and internally served by

a system of pedestrian pathways. Each sector was intended to remain low-rise in character and to consist predominantly of single-family houses, reflecting an American-style suburban residential model. The master plan of Islamabad overlooked several key realities, including the provision of housing for low-income groups, adequate space for universities, and designated areas for industry, as a result of which no effective linkage with the labour market was established.<sup>1</sup>

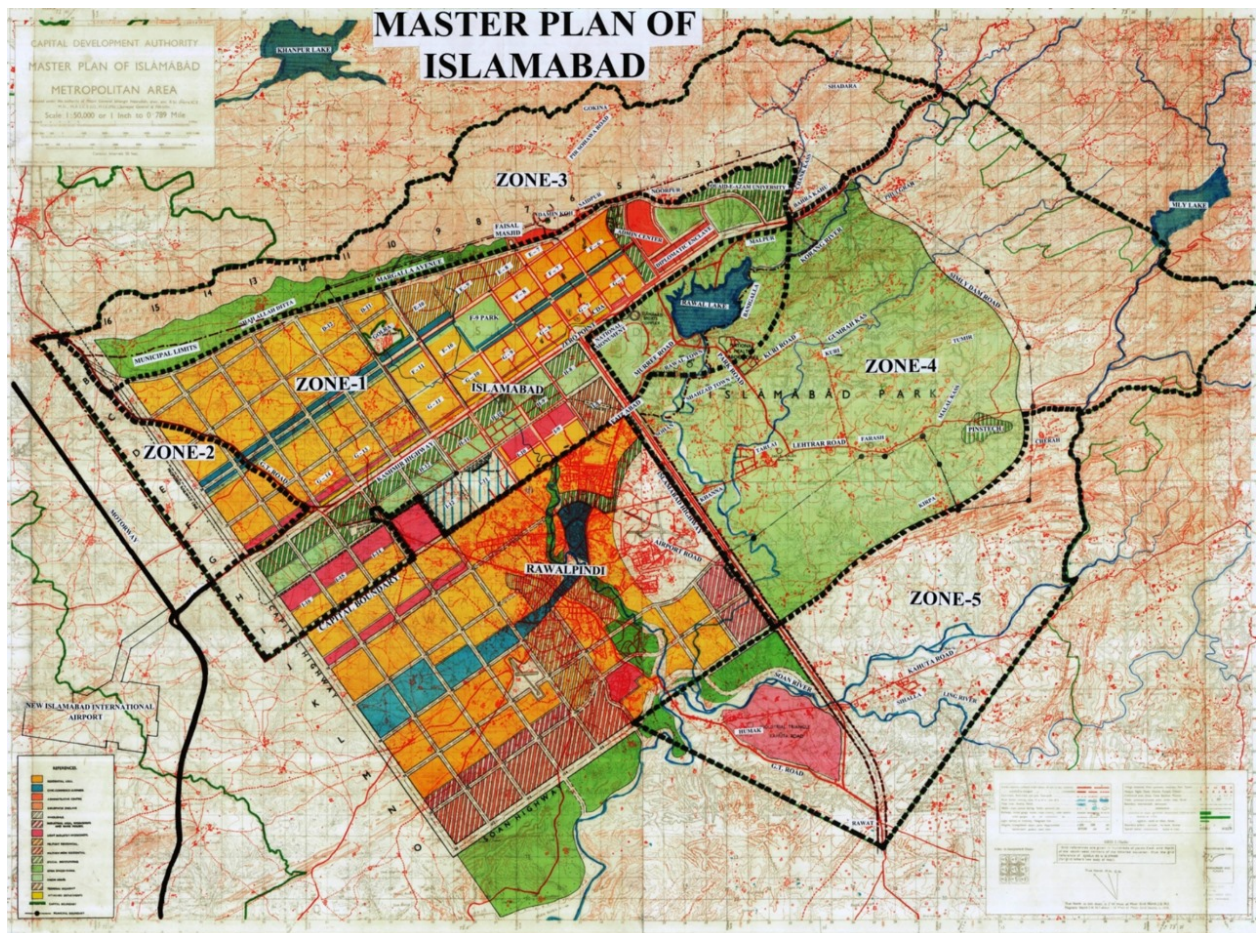


Figure 1: Islamabad Master Plan

### 2.3, Demography

The 7<sup>th</sup> Population and Housing Census 2023 provides a critical evidence bases for the governance of Islamabad Capital Territory (ICT). The data reveals a territory characterized by rapid growth, a youthful population, and significant socioeconomic diversity, alongside clear disparities in access to services. This demographic profile

<sup>1</sup> The Islamabad Master Plan, PIDE. <https://pide.org.pk/research/the-islamabad-master-plan/>

underscores both the capital's strategic importance and the pressing need for targeted policy interventions to ensure sustainable and inclusive development<sup>2</sup>.

Table 1: Total Population and Annual Average Growth

Region/ Province	Population (Million Nos.)			Annual Growth Rate (%)		
	1998	2017	2023	1998	2017	2023
Pakistan	132.35	207.68	241.49	2.69	2.40	2.55
Punjab	73.62	109.98	127.68	2.64	2.13	2.53
Khyber Pakhtunkhwa	20.92	35.50	40.85	2.72	2.82	2.38
Sindh	30.44	47.85	55.69	2.80	2.41	2.57
Balochistan	6.57	12.34	14.89	2.47	3.37	3.20
Islamabad	0.81	2.01	2.36	5.19	4.91	2.81

**Population Structure and Growth Dynamics:** According to 2023 Census, ICT is home to a population of 2.36 million, projected to be 2.42 million at the onset of 2026. The territory has experienced substantial growth, recording an increase of over 360,000 persons (+14.0%) since 2017, equivalent to an annual growth rate of 2.8%. This growth underscores ICT's continued role as a key destination for internal migration and necessitates forward-looking planning in urban management and service delivery.

Table 2: Area, Population Density and Average Household size by Administrative Units

Administrative Unit	Area (Sq. Km)	Population 2017		Population 2023		Population Density	Household Size
		Number	Percent	Number	Percent		
Pakistan	796,096	207,684,626	100	241,499,431	100	303.4	6.26
Khyber Pakhtunkhwa	101,741	35,501,964	17.09	40,856,097	16.92	401.6	6.92
Punjab	205,345	109,989,655	52.96	127,688,922	52.87	621.8	6.39
Sindh	140,914	47,854,510	23.04	55,696,147	23.06	395.2	5.63
Balochsitan	347,190	12,335,129	5.94	14,894,402	6.17	42.9	6.43
ICT	906	2,003,368	0.96	2,363,863	0.98	2609.1	5.75

**Age Structure and Youth Dynamics:** A defining demographic feature is the significant youth bulge. Approximately 28.8% of the population is aged between 15 and 29 years. While this represents a substantial potential demographic dividend, a critical governance challenge is highlighted by the fact a very high proportion of youth aged 15-24 are

<sup>2</sup> <https://census23.pbos.gov.pk/>

classified as Not in Employment, Education, according to PBS-based internal analysis of youth. Addressing this gap is imperative for leveraging human capital and ensuring social stability. As per 2023 Census, an estimated 7.1% of Islamabad Capital Territory’s total population is unemployed, indicating a significant level of joblessness that demands targeted labour-market and skills interventions.

Admin Unit	TOTAL			Rural			Urban		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
PAKISTAN	40.70	23.92	58.41	42.91	25.03	61.54	37.33	22.26	53.56
KHYBER PAKHTUNKHWA	47.87	25.17	63.90	45.52	25.88	65.64	37.54	21.45	54.47
PUNJAB	36.93	20.99	53.60	39.01	21.93	56.66	34.03	19.67	49.25
SINDH	42.56	25.58	61.05	44.49	26.72	63.48	41.00	24.68	59.05
BALUCHISTAN	46.61	33.40	60.68	46.45	33.18	60.60	46.96	33.87	60.85
ISLAMABAD	33.34	22.56	45.98	34.39	23.30	46.96	32.15	21.74	44.83

**Source:-Census-2023**

Figure 2: ICT Not in Education and Employment

**Cultural and Linguistic Composition:** ICT serves as a national microcosm. Punjabi is the predominant mother tongue (50.6%), followed by Pashto (18.2%) and Urdu (15.7%), with several other languages represented. This diversity is a cultural asset but also indicates varied community needs that must be considered in public communication and service design.

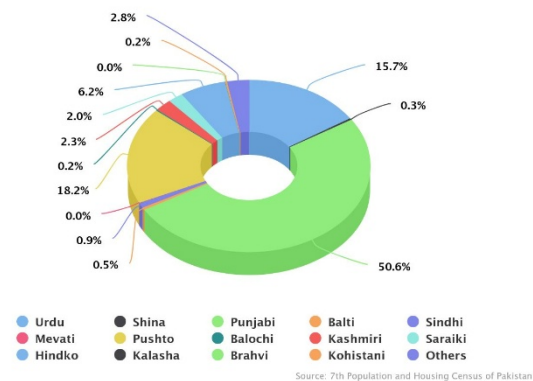


Figure 3: Ethnic Composition in ICT

**Human Capital Development:** The Territory reports a high literacy rate of 84% for individuals aged ten and above. However, a persistent gender gap exists, with male literacy at 88.2% compared to female literacy at 79.1%<sup>3</sup>. Furthermore, while educational attainment is widespread at intermediate levels, only approximately 17% of the population holds a graduate degree, indicating a potential ceiling for advanced skill development<sup>4</sup>.

<sup>3</sup> [https://pakistan.unfpa.org/sites/default/files/pub-pdf/2025-05/Gender%20Parity%20Report%20ICT.cdr\\_\\_0.pdf](https://pakistan.unfpa.org/sites/default/files/pub-pdf/2025-05/Gender%20Parity%20Report%20ICT.cdr__0.pdf)

<sup>4</sup> <https://gallup.com.pk/post/39440>

Table 3: Islamabad Literacy Rates by Gender and Urban/Rural Breakdown

	Male			Female			Overall		
	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total
<b>Islamabad</b>	87.19	89.13	88.23	77.87	80.16	79.13	82.91	84.88	83.97

**Infrastructure and Living Conditions:** Disparities in access to essential utilities present a key governance challenge:

- **Water Security:** A significant portion of households lacks reliable access to drinking water (19.35% in urban and 21.92% in rural areas).
- **Energy Access:** Disparities are evident in gas connections, lacking in 15.30% of urban and 23.17% of rural households.
- While housing stock is largely comprised of permanent (pucca) structures with basic sanitation facilities, these utility gaps highlight priorities for infrastructure investment and equitable resource distribution.

**Economic and Employment Landscape:** The overall unemployment rate stands at 7.1%. The workforce is distributed across various employment types, including paid employees, self-employed individuals, and employers. The presence of a foreign resident community ( $\approx 2.5\%$ ) further aligns with ICT's status as an international diplomatic and administrative center.

## 2.4. Islamabad Governance Framework

At present, the governance framework of ICT comprises multiple federal entities, including the ICT Administration, Capital Development Authority (CDA), law enforcement agencies, and various federal ministries responsible for devolved subjects such as health and education. While these arrangements have evolved through executive orders and legislative instruments like Presidential Order No. 18 of 1980 and the Islamabad Capital Territory Local Government Act of 2015, the absence of a clearly defined and integrated governance model has resulted in overlapping mandates, fragmented decision-making, and diffusion of accountability. The lack of an effective local government system in ICT has further contributed to gaps in municipal service delivery and limited citizen representation at the local level.

#### 2.4.1. Local Governments

Two predecessor legal frameworks existed prior to the enactment of the Islamabad Capital Territory Local Government Act, 2015 (ICTLGA 2015). The first was the Federal Capital Territory Local Government Ordinance, 1979, which envisaged elected local governments in the federal capital and required the Federal Government to appoint an Election Authority responsible for delimitations and the conduct of local elections; however, no elections were held under this law and the framework remained inoperative.

In 2002, a new set of ordinances was promulgated to provide a more detailed structure for local governance in the Islamabad Capital Territory. The ICT Local Government Ordinance, 2002 established the substantive system of local government, while the ICT Local Government Elections Ordinance, 2002 prescribed the procedures for local elections; under this framework, the Zila Nazim was designated as the head of the local government and the Chairman, Capital Development Authority (CDA), was required to report to the Nazim, yet no elected local governments were constituted and the scheme remained dormant.

Following the Eighteenth Constitutional Amendment, which reinforced constitutional protections for local governments, the provinces proceeded to enact new local government laws, while Islamabad was the last federating unit to adopt such legislation. In August 2015, Parliament enacted the ICTLGA 2015, establishing the Metropolitan Corporation Islamabad (MCI) and introducing a new institutional and electoral architecture for local governance in the Islamabad Capital Territory

Pursuant to the ICTLGA 2015, municipal functions were transferred from CDA to MCI; however, unlike the 2002 ordinances, CDA was not placed under the formal legal authority of the elected Mayor. Notwithstanding this statutory position, the first elected Mayor, Sheikh Anser Aziz, was subsequently appointed as Chairman CDA through an executive order, a measure that lay outside the express scheme of the ICTLGA 2015.

#### **ICTLGA has undergone following four changes**

**2015 Amendment:** Adopted by Parliament in 2016, revised provisions on delimitations, the number of Deputy Mayors, and polling stations.

**2021 Ordinance:** In 2021, a new local government ordinance proposed a different structure with a directly elected Mayor and transfer of certain CDA and ICT Administration functions to the MCI; it was not approved by Parliament and was declared void by the Islamabad High Court, restoring the ICTLGA 2015 framework.

**2023 Amendment:** Parliament approved an amendment revising the number of union councils to 125, giving statutory effect to an earlier executive notification.

**2024 Amendment:** Parliament amended the composition of union councils by raising general members from six to nine, reducing reserved seats for women from two to one, and introducing indirect elections for reserved seats and for the offices of Chairman and Vice Chairman

**2026 Amendment Ordinance:** On 10th January, 2026, Islamabad Capital Territory Local Government (Amendment) Ordinance, 2026 promulgated, restructuring Islamabad's local government system by abolishing the Metropolitan Corporation Islamabad and creating three Town Corporations.

#### **Latest Development**

On 10th January, 2026, the Islamabad Capital Territory Local Government (Amendment) Ordinance, 2026 promulgated, restructuring Islamabad's local government system by abolishing the Metropolitan Corporation Islamabad and creating three Town Corporations, each broadly aligned with one of the capital's three National Assembly constituencies. Each Town Corporation will be headed by one mayor, two deputy mayors, all Union Council Chairmen within its jurisdiction as general members, and eight reserved seats, including four women and one seat each for peasants/workers, youth, traders/businessmen, and non-Muslims. The Ordinance also strengthens the role of the government-appointed administrator by removing the previous six-month limit on the administrator's tenure and authorising the administrator, in the absence of an elected local government, to remain in office until new councils are elected and to levy local taxes, fees, rates, rents, tolls and surcharges.

## 2.4.2. Capital Development Authority

In the absence of a functioning local government, governance of the city was divided among federal agencies. The Capital Development Authority (CDA), created under the CDA Ordinance of 1960,<sup>5</sup> remained the primary municipal body for Islamabad's urban areas. The CDA managed urban planning, land development, building control, sanitation, environment, and estate management, but was firmly under federal government control, with its Chairman and members appointed by the centre. Even during General Pervez Musharraf's devolution reforms in the 2000s, when city development authorities elsewhere (e.g., Karachi, Lahore) were merged into local governments, the CDA remained intact in Islamabad.

### 2.4.2.1. Administration Wing

The Administration Wing of the Capital Development Authority (CDA) is responsible for ensuring that CDA has the right personnel, resources, and internal support systems to perform its municipal, development, and regulatory functions effectively across Islamabad. It also manages the allocation of official residences/quarters to employees and, through its secretariat role, oversees municipal functions to ensure compliance with relevant municipal by-laws. Administration

#### 2.4.2.1.1. Capital Hospital

Capital Hospital is a tertiary-care facility of CDA, established to provide safe, high-quality and cost-effective healthcare to residents of Islamabad as well as CDA employees and their families. It offers a full range of services including emergency ambulance and ER care, surgeries, maternal and child health, critical care, rehabilitation, outpatient specialist clinics, and inpatient services, with a focus on combining modern medical technology with patient-centred care in a comfortable environment.

### Human Resource Directorate (HRD)

The Human Resource Directorate manages major personnel functions for CDA staff from recruitment to retirement and pension. It administers appointments, postings,

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<sup>5</sup> CDA Ordinance 1960, Capital Development Authority, updated December 15, 2024, <https://www.cda.gov.pk/cdaOrdinance#gsc.tab=0>

promotions, service records and retirement benefits, helping ensure that the Authority is staffed, managed and supported in line with its rules and policies.

#### [CDA Training Academy \(CTA\)](#)

The CDA Training Academy's primary objective is to plan and promote effective use of training resources for the professional growth of CDA employees. It designs and conducts training programmes aimed at upgrading staff skills, improving service delivery, and supporting organizational development across CDA directorates.

#### [Public Relations Directorate](#)

The Public Relations Directorate manages CDA's communication and public image, including media liaison and public information. Among its applied functions, it processes permissions for photo and video shoots at various locations in Islamabad and supports public outreach on CDA projects and services.

#### [Labour Relations / Union Section](#)

The Labour Relations Union Section has been established to manage relations between CDA and its employee unions, with the aim of promoting employee welfare while supporting organizational efficiency. It works on dispute resolution, dialogue mechanisms and policy implementation that help maintain a harmonious and productive work environment where employees' rights and interests are recognized and protected.

#### [Law Wing](#)

The Law Wing handles CDA's litigation and legal advisory work in civil courts, district courts, High Courts and the Supreme Court through CDA counsel and legal advisers. It is responsible for drafting and vetting legal documents and legislative measures, preparing defenses in court cases involving CDA, and providing day-to-day legal advice on matters arising from the Authority's operations.

#### [Security Directorate](#)

The Security Directorate is tasked with a broad range of security and protection functions for CDA/MCI offices, assets and activities. By ensuring physical security, access

control and related protocols, it plays a key role in maintaining the integrity, safety and smooth operations of CDA's institutions and facilities.

#### *2.4.2.2. Estate Wing*

The Estate Wing of the Capital Development Authority (CDA) manages land disposal, allotment and transfer of plots, and development of new sectors in Islamabad under the Islamabad Land Disposal Regulations. It oversees opening of new sectors, disposal of properties through balloting and open auction, and handles a significant portion of CDA's legal and revenue-related estate matters.

#### *Estate Management-I*

Estate Management-I deals with all residential plots and houses in Islamabad and is custodian of ownership records for over 75,000 residential units. It manages allotment and transfer, prepares lists of vacant/cancelled plots for auction, handles extension of construction periods, and processes inheritance transfers in favour of legal heirs. It also checks land use/misuse, issues notices for building by-law violations and defaults, and processes restoration of cancelled plots under the Restoration Policy, in coordination with the Law Wing for court cases.

#### *Estate Management-II*

Estate Management-II is custodian of the record of rights of all non-residential plots, including commercial, industrial, diplomatic and government plots. It primarily handles allotment, disposal (often via open auction) and revenue collection for these non-residential properties, making it one of CDA's major earning arms.

#### *Land & Rehabilitation Directorate (L&R)*

The Land & Rehabilitation Directorate manages all matters related to land acquisition and rehabilitation of affectees under the Conduct of Business Regulations and CDA procedure manuals. Its functions include preparing directives for land acquisition, obtaining revenue records, working out compensation rates, processing eligibility for rehabilitation/allotment (including agro farms and residential plots), and handling land-sharing and award settlements in multiple sectors.

#### *Sector Development Directorate*

The Sector Development Directorate is responsible for infrastructure development in newly opened sectors of Islamabad. It plans and oversees development works (roads, services and basic infrastructure), and engaged in development activities in sectors such as G-13, D-12 and E-12, ensuring that acquired and allotted land is made livable and serviceable in line with CDA plans.

#### 2.4.3. Islamabad Capital Territory Administration (ICTA)

The Islamabad Capital Territory Administration (ICTA), headed by the Chief Commissioner, was tasked with managing the rural areas and a wide array of devolved functions including agriculture, labour, health, and industry, but it suffered from persistent underfunding compared to CDA's relatively resource-rich urban jurisdiction.

There are 06 directorates and 25 departments working under ICT Administration. All departments report to the concerned Directorate under the supervision of Chief Commissioner Islamabad. List of departments under ICT Administration is as under:

##### 2.4.3.1. *Islamabad Police*

The Islamabad Capital Territory Police (ICTP) is the principal law enforcement agency responsible for maintaining peace, security, and public order in Pakistan's federal capital. ICTP protects over 2.42 million residents while ensuring the safety of federal institutions, 84 diplomatic missions, and international delegations. Islamabad Police also safeguards the city's commercial centers and ensures the safety and smooth transit of thousands of daily commuters.

ICTP operates through the Central Police Office (CPO), which comprises five core divisions: Operations, Security, Law & Order, Safe City, and Logistics. Together, these divisions manage frontline policing, administrative and resource management, strategic security coordination, and the city's technologically advanced surveillance infrastructure.

The organization is further supported by specialized units such as the Islamabad Traffic Police (ITP), Counter Terrorism Department (CTD), Special Branch, Dolphin Squad, Anti-Riot Unit, and the Crime Investigation Agency (CIA), each contributing to a multi-faceted and integrated policing framework. To ensure comprehensive coverage, ICTP administers 27 police stations across five zones: City, Saddar, Rural, Industrial Area, and Soan.

Committed to modern, citizen-centered policing, ICTP continues to expand technology-enabled services, including the Safe City Command & Control Center, Khidmat Markaz, Online Women Police Station, Pukar-15 emergency helpline, Taxi Verification System (TVS), 1-INFO, and the ICTP Mobile App.

### Challenges for Islamabad Police

- **Rising and evolving crime:** Despite recent reductions, Islamabad has experienced significant growth in reported crime over some periods, especially in property and violent offences such as burglary, robbery, theft, and crimes against persons (including murder, attempted murder, and kidnapping), with one assessment noting a roughly 141% increase in reported crimes in Islamabad Capital Territory between January–August 2021 and the same period in 2022, and a 26% rise in “crimes against persons,” which keeps constant pressure on preventive policing and investigations. At the same time, later official data show a decrease in serious crime cases from 269 in 2023 to 200 in 2024 and an 11% drop in recorded property crimes in 2024 compared to 2023, illustrating how crime patterns remain dynamic and require sustained effort to control<sup>678</sup>.
- **Resource and capacity constraints:** Security assessments emphasize that police forces in Pakistan, including in Islamabad, face constraints related to manpower, equipment, and training, which limit their ability to maintain continuous patrolling, rapid response, and thorough investigations in all areas. Growing needs for skills in areas such as cybercrime, digital forensics, and intelligence-led policing are outpacing institutional capacity, requiring increased investment in specialized training, technology, and analytical systems.
- **Public order and protests:** As the federal capital, Islamabad regularly hosts large political protests, marches, and sit-ins that require heavy deployment, road closures, and layered security cordons, significantly stretching police resources and complicating routine policing. Managing these events demands balancing crowd control and the protection of public and institutional buildings with respect

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<sup>6</sup> <https://www.app.com.pk/national/2024-round-up-islamabad-police-achieves-75-reduction-in-serious-crimes/>

<sup>7</sup> <https://www.dawn.com/news/1892816>

<sup>8</sup> <https://www.osac.gov/Content/Report/714cdee8-620f-4c9b-8a49-1cec2392dad8>

for rights of assembly and expression, a tension highlighted in accounts of major recent protests that blocked roads and led to clashes and arrests.

- **High Security Zone:** Islamabad's status as the seat of parliament, key ministries, and foreign diplomatic missions makes it a priority target in national and international security assessments, which note ongoing risks from militant and terrorist groups. Protecting these high-value targets requires extensive static and mobile deployments, checkpoints, and intelligence coordination, diverting personnel and resources from neighborhood-level policing and community engagement.
- **Public trust, human rights, accountability:** Persistent challenges of improving perception through effective communication, strengthened accountability and improved police-citizen interaction remain. Though serious efforts in this regard have been made by relevant authorities, consistent reform is needed to ensure better community relations translating into more effective community cooperation, crime reporting, witness testimonies, and durable partnerships needed for preventive, intelligence-driven community policing.

#### *2.4.3.2. Deputy Commissioner Office*

Deputy Commissioner, ICT executes diverse administrative and executive functions in accordance with various Federal and Provincial laws in Islamabad Capital Territory. Deputy Commissioner, ICT is also the District Magistrate under Cr.P.C. overseeing law and order and security of the district. Deputy Commissioner authorizes and regulates various activities and functions.

Following Additional Deputy Commissioners and Assistant Commissioners assist him for carrying out various administrative functions:

- Additional Deputy Commissioner – General
- Additional Deputy Commissioner – Revenue
- Additional Deputy Commissioner – East
- Assistant Commissioner (Secretariat)
- Assistant Commissioner (City)
- Assistant Commissioner (Rural)
- Assistant Commissioner (Industrial Area)

- Assistant Commissioner (Shalimar)
- Assistant Commissioner (Saddar)

#### 2.4.3.3. Revenue Department

The Revenue Department of the Islamabad Capital Territory Administration manages land- and property-related revenue matters for the federal capital and works under the supervision of the Chief Commissioner and Deputy Commissioner. It is responsible for maintaining and updating land records, handling land and property transfers (such as mutations), and running public-facing revenue centres that issue services like domicile, land transfer and related certificates.

In recent years, the department has also been involved in modernizing revenue services—such as digitizing land and revenue records and upgrading revenue centres—to improve transparency, reduce delays, and make access easier for citizens in urban and rural parts of ICT.

#### 2.4.3.4. Labour Department

The Labour Welfare Department, ICT is responsible for enforcing core labour laws in Islamabad, including legislation on factories, wages, shops and establishments, minimum wages, industrial relations, and workmen’s compensation. It inspects factories, shops, and commercial establishments; registers these workplaces; refers workers’ wage claims under the Payment of Wages Act, 1936; decides compensation cases under the Workmen’s Compensation Act, 1923; and works to eliminate child and bonded labour in the capital.

The Department’s main services are implementation of labour laws, enforcement of notified minimum wages, and checking of weights and measures in relevant workplaces to protect workers from exploitation and unfair practices.

Table 4: ICT Labour Welfare Department Facts & Figures

Indicator	Value
No. of factories registered	247
No. of shops & establishments registered	4,005
Total marble units in ICT	92
Registered marble units in ICT	68

#### *2.4.3.5. Industries Department*

The Industries and Mineral Development Department, ICT oversees industrial growth, mineral development, and registration of key private and non-profit entities in Islamabad. It implements laws relating to industrial establishment and expansion, mining and mineral concessions, registration and regulation of voluntary social welfare agencies, societies, and business partnerships.

Its core functions include development work related to industries, granting prospecting licenses and mining leases, registering firms, charitable societies and NGOs/NPOs, and monitoring and evaluating these organizations, including recommending suitable NGOs/NPOs to funding agencies. The main services provided are registration of firms and registration of NGOs.

#### *2.4.3.6. Cooperative Societies Department*

The Cooperative Societies Department, ICT supervises and regulates cooperative housing societies in Islamabad, conducting inspections and audits to safeguard members' interests. Under the Cooperative Societies Act, 1925, its core functions include registering cooperative societies, liquidating defunct ones, conducting annual and special audits, convening Annual General Meetings, and overseeing elections of managing committees. It also deals with arbitration, appeals, and revisions, orders inquiries and special measures where required, conducts recovery proceedings, and can supersede managing committees to protect the rights of members.

#### *2.4.3.7. Auqaf Department*

The Auqaf Department, ICT is responsible for managing and maintaining mosques and shrines in Islamabad under the Federal Auqaf (Control) Act, 1976, ensuring their proper upkeep and religious functioning. It oversees Auqaf mosques and shrines by appointing functionaries, providing physical facilities, and constituting mosque committees both in Auqaf and selected non-Auqaf mosques in urban areas.

Key functions include organizing Naat, Qirat, and Mehfil-e-Shabeena competitions, holding Urs and other religious events at Auqaf-managed shrines, and overseeing the

development of the complex of Hazrat Barri Imam (RA). The Department provides physical facilities to 89 Auqaf-managed mosques in Islamabad and pays their electricity and sui gas bills, while also arranging special prayers and illuminations on occasions like Independence Day, Pakistan Day, and Eid Milad un Nabi.

An Ulema Advisory Committee representing all four maslaks constituted in ICT to advise on issues related to mosques and their functionaries, offering collective guidance when needed. The Department also facilitates religious services for visitors (zaireen) at shrines and forwards registration cases of deeni madaris to the concerned departments for further processing.

#### *2.4.3.8. Civil Defense Department*

The Civil Defense Department, Islamabad Capital Territory (ICT) is mandated to protect citizens and state property and to foster a culture of preparedness and responsible citizenship in emergencies. It focuses on rescue services, crisis management, protection and contingency planning, enabling timely risk assessment and precautionary measures against biological, chemical, conventional and wartime threats through advance planning and preparedness. Its objectives are to minimize casualties and damage, reduce disruption of essential services, ensure continuity of industrial and business production, provide organized civilian support to national war efforts, and maintain high public morale and resilience. In pursuit of these objectives, the Department undertakes roles in war and man-made emergencies, enrolls volunteers as an auxiliary force, works on prevention of fire and other emergencies, carries out bomb-disposal tasks, specifies and oversees fire and civil defence measures, conducts safety inspections and delivers training in all these domains.

#### *2.4.3.9. Food Department*

The Food Department, ICT is responsible for regulating the business of food grains in Islamabad Capital Territory, covering purchase, storage, sale, transfer, milling, and quality control. It monitors the functioning of flour mills and atta/sugar dealers, conducts spot checks on quality, weights, and prices of wheat and its products, and ensures quality control of food items through raids, sampling, and court cases where needed.

The Department works to ensure equitable distribution of atta and other foodstuffs to shopkeepers and wholesalers in both rural and urban areas, and to maintain uninterrupted availability of atta, sugar, rice, pulses (dals), ghee, and other essential food items in the open market. It issues food grain and sugar licences to new flour mills and wholesale dealers, and coordinates wheat releases for ICT flour mills in liaison with the Food Department in Rawalpindi.

#### *2.4.3.10. Excise & Taxation Department*

Excise and Taxation Department, also known as Islamabad Excise, is a part of Islamabad Capital Territory Administration with the Deputy Commissioner who is also designated under as Director General Excise and Taxation. The powers of Secretary Excise are exercised by the Chief Commissioner.

The Department is headed by a Director Excise and Taxation, assisted by two Excise and Taxation Officers, and about 100 employees. Its primary responsibilities are collecting prescribed taxes and excise duties for the Government of Pakistan and handling motor vehicle registration and transfer. Key levies include Entertainment Duty, Professional Tax, Education Cess, Bed Tax, and Tobacco Vend Fee. The Department prioritizes building taxpayer confidence, promoting a tax-paying culture, and facilitating the general public.

#### *2.4.3.11. Local Government & Rural Development*

Local Government & Rural Development in Islamabad Capital Territory focuses on improving living conditions and basic infrastructure, especially in rural areas, where a significant share of the population resides. It plans, approves, and implements projects aimed at better rural infrastructure, while also working to improve socio-economic conditions, health, sanitation, and access to clean drinking water. The primary objectives include providing a hygienic environment, clean food and water, and improved health awareness, while reducing poverty and upgrading overall living standards for rural citizens. It also aims to narrow the gap between rural and urban communities by promoting equal opportunities for education, employment, and decent living standards, and by supporting development in technology, education, and services within an Islamic framework of values.

#### *2.4.3.12. Zakat & Usher Department*

The Zakat & Ushr Department in Islamabad Capital Territory is responsible for overseeing the collection and distribution of Zakat and Ushr funds to needy and eligible beneficiaries, in line with federal Zakat and Ushr laws and policies. Working under the overall administrative framework of the ICT Administration and federal Zakat legislation, it helps ensure that funds are collected, accounted for, and disbursed through designated Zakat committees in a transparent and Shariah-compliant manner.

#### *2.4.3.13. Agriculture Department*

The Agriculture Department, ICT, established in 1981, is responsible for providing agricultural extension services to the farming community of the capital territory, delivering first-hand technical guidance to increase crop production and promote adoption of new technologies. It works to strengthen linkages between farmers and research organizations so that improved agricultural technologies can be transferred effectively to the field.

The main functions include providing free services of trained staff and sprayers for crop protection in ICT, guiding farmers in the development and use of tunnel technology, supplying free inputs for demonstration plots, and organizing training for farmers and departmental staff. Among the key services offered are the introduction of high-value crops, facilitation of tunnel technology for off-season vegetables, training of farmers, household women, youth and nurserymen, establishment of demonstration plots at farmers' fields, and holding special field days in each season to showcase best practices and results.

#### *2.4.3.14. Livestock & Dairy Development*

The Livestock and Dairy Development Department, ICT is responsible for providing veterinary healthcare and artificial insemination services across Islamabad through a network of four veterinary hospitals (i.e. CVH Rawat, CVH Tarlai, CVH Barakahoo, CVH Bhimber Trar), nine veterinary centres i.e. (CVC Golra Sharif, CVC Noon, CVC Kurri, CVC Chiraah, CVC Shah Alla Dita, CVC Tumair, CVC Pind Bhagwal, CVC Sihala, CVC Sohan), and daily mobile livestock camps at farmers' doorsteps. Its mandate focuses on improving animal health, productivity, and farmers' incomes by making professional services accessible in both settled and remote areas.

The main functions include offering artificial insemination services to upgrade the genetic potential of existing livestock, motivating farmers to adopt better livestock management practices to enhance profitability, and designing and implementing need-based development schemes for stronger veterinary healthcare and breed improvement services. The Department also conducts awareness campaigns for livestock farmers and collaborates with national and international institutions (such as FAO, NARC, and NRSP) to organize training programmes aimed at controlling both contagious and non-contagious diseases, including Rinderpest, Avian Influenza, and Foot-and-Mouth Disease. Its main services are efficient veterinary healthcare, genetic up-gradation of low-producing indigenous animals through artificial insemination, and farmer training to help achieve optimal production potential.

#### *2.4.3.15. Water Management Department*

The Water Management Department, ICT works to transform rain-fed agriculture in rural Islamabad into more productive irrigated farming by improving how water is conveyed, stored, and used at farm level. Its functions include developing surface and groundwater potential, converting barani land to irrigated land through water conveyance networks and storage tanks, and providing technical support for operation and maintenance of schemes to raise water productivity and improve cropping patterns. The Department's services cover installing conveyance systems, constructing on-farm storage tanks, facilitating alternate energy for water pumping, mobilizing farmers through Water Users Associations, and supporting sustainable use of ground and surface water resources.

#### *2.4.3.16. Soil Conservation Department*

The Soil Conservation Department, ICT is responsible for protecting and improving agricultural land in Islamabad by providing farmers with heavy machinery—such as bulldozers, rig machines, tractors and laser land levellers—at subsidized rates, including up to about 85% subsidy under specific development schemes (figures as provided in your text). Its core objectives are to reclaim and rehabilitate eroded land where this is technically and economically feasible, maintain soil fertility, protect land against erosion, and minimize soil loss so that long-term productivity is preserved. The Department also aims to build farmers' capacity to adopt recommended farming technologies that can help them achieve the potential yield of their crops. Key services include making bulldozers available for land shaping and reclamation, providing rig machines for relevant on-farm

works, supplying tractors and laser land levellers to improve field layout and water-use efficiency, and extending substantial subsidies i.e. 85% of the cost to reduce farmers' cost burden and encourage soil-conserving investments.

#### *2.4.3.17. Fisheries Department*

The Fisheries Department, ICT is responsible for the development and conservation of fisheries in Islamabad Capital Territory, including major water bodies such as Rawal Dam, Simly Dam, M-I, M-II and the Kurrang–Sohan River. It promotes fish culture in both the public and private sectors, regulates and prevents illegal fishing, and manages the auction of commercial fishing rights in public waters. The Department provides angling facilities to the public, motivates and guides farmers for fish farming, and supplies fish seed and technical advice to private fish farmers.

#### *2.4.3.18. Women Development Wing*

The Women Development Wing of ICT operates eight multi-purpose Women Community Centres in rural areas of Islamabad to provide skills, education, and support services to women, children, and local youth, with the aim of reducing poverty, increasing women's employment, and improving their social status. Its core objectives include literacy and functional education, skills training for economic empowerment, linking communities with support services, creating awareness of rights and civic responsibilities, disseminating information about relevant laws and services, promoting peace, tolerance and inter-faith harmony, and strengthening institutional capacity.

The Wing offers a structured one-year skill development course (sewing, knitting, machine and hand embroidery, dress making and designing), a series of short courses of three to six months (such as beauty and care, basic health/first aid, glass painting, marble and mosaic work, micro-enterprise training, fabric painting, leather work, tilla/ada work, and food preservation), and a computer literacy programme covering basic and advanced computer skills, English language, web designing and graphic designing. These programmes are delivered through eight community centres located in Tarlai, Chirah, Humak, Rawat, Bhara Kahu, Sahiala, Kirpa and Tarnol, each led by designated focal persons responsible for local implementation and community outreach.

#### *2.4.3.19. Social Security Islamabad*

ICT Employees Social Security Institution (IESSI) provides health care facilities and cash benefits to secured workers employed in industries and commercial establishments in Islamabad, as well as to their dependents. Its primary objective is to extend benefits to eligible employees or their dependents in cases of sickness, maternity, employment injury or death, and to address related matters within the Capital Territory in line with applicable social security laws and regulations.

#### *2.4.3.20. Islamabad Boys Scout Association*

The Islamabad Boy Scouts Association functions as the Islamabad chapter of the Pakistan Boy Scouts Association. It helps deliver the national Scouting programme at the local level by organizing activities that build character, leadership, discipline, and citizenship among boys and young people in the Islamabad Capital Territory.

#### *2.4.3.21. Islamabad Sports Board*

Islamabad Sports Board is responsible for promoting and developing sports activities in Islamabad in coordination with other sports organizations. Its core functions are to organize, promote and develop sports, games and physical education in line with government policy, ensure mass participation in sports, arrange coaching and training programmes (subject to availability of funds), register sports associations and supervise their elections in ICT, and guide associations in framing bye-laws.

The Board also maintains liaison with Pakistan Sports Board, provincial sports boards, federations and associations, encourages sports up to club level, organizes annual youth competitions and inter-provincial, inter-district and local/club tournaments, and collaborates with national bodies in holding major sports events. Key services include promotion of sports in Islamabad, registration of sports associations, and organizing sports events at various levels.

#### *2.4.3.22. District Attorney Department*

The District Attorney Department, ICT serves as the principal legal office for the Islamabad Capital Territory Administration, providing both prosecution and advisory services for all attached offices, including the Chief Commissioner and Deputy Commissioner. It performs the functions of a prosecution department by scrutinizing

challans in criminal cases, rectifying curable defects, and conducting prosecutions in all criminal courts other than magistrates' courts.

On the civil side, the District Attorney prepares written statements, replies, and comments in civil suits, appeals, revisions, reviews, and petitions filed against the ICT Administration in all civil courts up to the Supreme Court of Pakistan, and pursues these cases before the district courts. The office also provides legal opinions on matters referred by the ICT Administration, drafts and vets laws (Acts, Ordinances, Rules, Regulations, Notifications) proposed for the Federal Capital, and represents the Administration before standing committees, the Law Ministry, Law Division, and the Ministry of Interior whenever required.

#### *2.4.3.23. Dengue Fever Control Centre*

The Dengue Fever Control Centre in Islamabad operates under the District Health Office as part of a city-wide dengue alert and response system focused on surveillance, vector control, and public awareness. It coordinates field teams that identify hotspots, conduct larval and adult mosquito surveillance, and implement control measures such as indoor residual spraying, outdoor fogging, and source-reduction activities in high-risk localities.

The Centre's functions include real-time case monitoring, rapid response to reported dengue cases, and targeted interventions around patients' residences and workplaces to break the transmission cycle. It also conducts community awareness sessions, distributes educational material on preventive measures (removal of stagnant water, use of repellents, protective clothing, screens and nets), and works with other city agencies to support cleanliness drives and drainage improvements in order to reduce mosquito breeding sites.

#### *2.4.3.24. District Polio Control Room (ICT)*

The District Polio Control Room (ICT) functions as the central coordination hub for polio eradication activities in Islamabad Capital Territory. Working under the ICT Administration and in close coordination with the District Health Office and national polio programme structures, it monitors polio cases and environmental surveillance data, coordinates vaccination campaigns, and oversees field teams to ensure high coverage of polio drops among eligible children.

#### 2.4.4. Federal Ministries/Divisions

Institutional complexity further extended after the 18th Amendment (2010), when the Capital Administration and Development Division (CADD 2010-2018) was established to manage devolved sectors such as education, health, social welfare, and population services in Islamabad. Through CADD, the federal government directly controlled more than 400 public schools and major tertiary hospitals.<sup>9</sup> This arrangement created additional overlapping mandates with CDA and ICTA, as CADD assumed functions that in other cities are typically under elected local bodies. By 2013, therefore, Islamabad's governance landscape was divided among CDA (urban planning and municipal services), ICTA (rural administration and regulatory functions), and CADD (social sectors), with oversight from the Ministry of Interior and other line ministries. Universities, airports, and metro bus services were also retained directly by the federal government rather than by any municipal authority.<sup>10</sup>

##### 2.4.4.1. *Ministry of Interior & Narcotics Control*

The Interior Division has a dual role in Islamabad Capital Territory (ICT): it performs its general federal mandates (immigration, passports, NADRA, police policy, FIA, etc.) and it directly governs and supervises ICT's local administration and civic bodies because ICT is a federal territory. The Rules of Business 1973 gives the following ICT related matters to Interior Division for regulation:

- Advocate General (ICT)
- Metropolitan Corporation Islamabad
- Capital Development Authority
- Management and distribution of zakat and ushr in Islamabad

##### 2.4.4.2. *Ministry of Federal Education and Professional Trainings*

The Ministry of Federal Education and Professional Training (MoFE&PT) was established in July 2011 following the 18th Constitutional Amendment. While provincial governments assumed primary responsibility for education, the Federal Government retained core functions related to policy formulation, regulation, inter-provincial coordination, and training. In the Islamabad Capital Territory (ICT), education governance is anchored in the Right to Free and Compulsory Education Act, 2012 and is

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<sup>9</sup> Kashif Abbasi, "Govt Moves to Abolish CADD," *Dawn*, March 28, 2015, <https://www.dawn.com/news/1172381>

<sup>10</sup> Murtaza and Rid, *Local Governance in the Federal Capital*.

centrally administered by MoFE&PT. The evolution of the ministry's title and mandate is summarised below:



The Ministry of Federal Education and Professional Training (MoFE&PT) provides overall strategic leadership and federal oversight of the education sector, with executive responsibility for ICT-related education. Its mandate includes formulating national education policies in coordination with provincial governments, setting and enforcing educational standards and quality assurance frameworks, promoting universal literacy and adult learning, overseeing technical, vocational, and professional training, managing federal ICT education through the Federal Directorate of Education, and regulating private and distance education institutions, including religious education integration and academic evaluation. The Ministry additionally oversees the Boy Scouts and Girl Guides, Youth Activities and Movements, the National Institute of Science and Technical Education in Islamabad, the Higher Education Commission, the National Vocational and Technical Education Commission (NAVTEC), the Federal College of Education in Islamabad, the Federal Government Polytechnic Institute for Women in Islamabad, and the Virtual University.

#### 2.4.4.2.1. Attached Departments

Following are the departments are attached under the Rules of Business 1973 with the Ministry of Education:

- **Federal Directorate of Education (FDE):** Established in 1967, FDE functions as an attached department of MoFE&PT and is responsible for managing federal government educational institutions in ICT. It administers 432 institutions serving more than 243,000 students from pre-school to postgraduate level, and manages over 13,000 employees. FDE oversees human resource management, academic and co-curricular programmes, as well as planning, development, financial management, and audit for its institutions. At present, the FDE is being run on adhoc basis by granting additional charge to a BS-20 or 21 civil servant who may

have the expertise to manage administrative and financial affairs of the educational institutions.

- **Basic Education Community Schools (BECS):** BECS implements non-formal basic education to reach out-of-school children through community-based schools with single-teacher, multi-grade classes (I–V). It provides teaching materials and textbooks and runs Accelerated Learning Programmes (ALP). In ICT, BECS operates 586 non-formal schools and has enrolled more than 10,000 out-of-school children under recent initiatives.
- **National Commission for Human Development (NCHD):** NCHD is a statutory autonomous body, originally established under Ordinance No. XXIX of 19 July 2002 and later placed under MoFE&PT’s administrative control after the 18<sup>th</sup> Amendment. It runs more than 1,100 non-formal education schools nationwide, including in ICT, and leads initiatives in basic education, literacy, and out-of-school children. NCHD supports adult literacy, community schools, and other community-based education programmes while remaining administratively attached to MoFE&PT.
- **National Education Foundation (NEF):** NEF was created by the Government of Pakistan in 1994 and reorganized under the National Education Foundation Ordinance, 2002 to promote basic education through public–private partnerships. After the 18<sup>th</sup> Amendment, it was transferred to the administrative control of the MoFE&PT to support federal priorities on access and quality. NEF facilitates the establishment of non-formal and community model schools, provides financial assistance to partner NGOs and community organizations, and supports literacy and basic education initiatives across underserved regions, including ICT, Azad Jammu and Kashmir (AJK), Gilgit-Baltistan, and the erstwhile FATA. According to official NEF statistics, it currently supports around 119 schools with approximately 9,165 students enrolled under its programmes, including community model schools and other initiatives, and runs three Khawajasaran centers in ICT as part of its activities.
- **Pakistan Institute of Education (PIE):** PIE functions as the executive/attached department of the Ministry of Federal Education and Professional Training (MoFE&PT), serving as the federal think tank for education statistics, assessment,

and research. It was approved as an attached/executive department under Cabinet Case No. 1080/37/2021 dated 9 November 2021 and formally inaugurated on 31 March 2022 to support evidence-based policymaking, planning, and monitoring of education, including Sustainable Development Goal 4 (SDG-4). PIE was created by merging the Academy of Educational Planning & Management (AEPAM) and the National Education Assessment System (NEAS), bringing together expertise in education planning, data, and assessments to compile and analyse national education data, undertake assessments, and strengthen research and policy guidance for the sector.

- Directorate General of Special Education (DGSE):** DGSE, established in 1985 by Presidential Directive, was initially under the Ministry of Health, Social Welfare and Special Education and was subsequently shifted to the Ministry of Human Rights before being transferred to MoFE&PT in July 2024. It is mandated to deliver special education, rehabilitation, and training services for persons with disabilities through a network of specialised centres. Its functions include establishing model institutions, curriculum adaptations, provision of therapeutic services (speech, physiotherapy, occupational therapy), and professional training for special educators and allied staff.

#### 2.4.4.2.2. Regulatory Bodies

Following are the regulatory bodies managed by the Ministry:

- Private Educational Institutions Regulatory Authority (PEIRA):** PEIRA was created under the Islamabad Capital Territory Private Educational Institutions (Registration and Regulation) Act, 2013 and operates as a statutory body under MoFE&PT. It registers and regulates private schools in ICT, enforces minimum standards, monitors compliance, and addresses complaints and grievances related to private

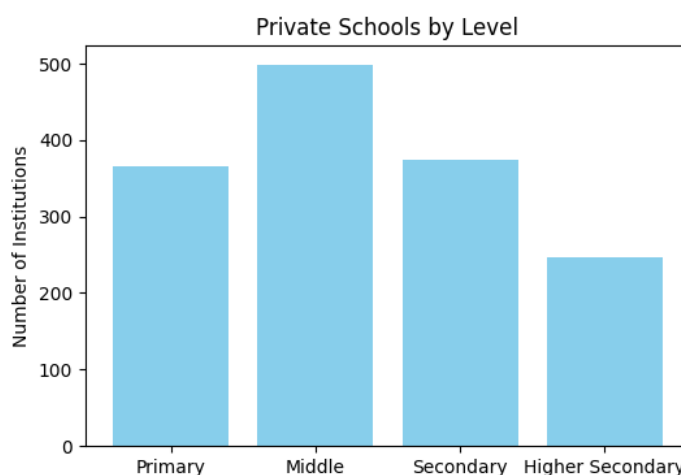


Figure 4: Private Schools Statistics

institutions. As of the latest records from PEIRA, the ICT hosts 1,487 registered private schools and colleges, with 289 located in urban areas and 1,198 in rural areas. These private institutions enroll 379,010 students, including 209,043 boys and 169,967 girls, reflecting the significant role of the private sector in providing education across ICT<sup>11</sup>.

- **Federal Board of Intermediate and Secondary Education (FBISE):** FBISE is an autonomous regulatory and examining board under MoFE&PT, established by law in 1975, overseeing secondary and higher secondary education within Pakistan (including Islamabad, cantonments, garrisons, and Gilgit-Baltistan) as well as Pakistani international schools abroad.
- **National Vocational & Technical Training Commission (NAVTTTC):** NAVTTTC, established under the NAVTTTC Act, 2011, is the federal apex body responsible for technical and vocational education and training (TVET) in Pakistan. It develops national occupational skill standards, maintains the National Qualifications Framework for TVET, accredits training institutions, and ensures that vocational training programs are aligned with labour-market needs. Headquartered in Islamabad, NAVTTTC has a nationwide mandate, coordinating TVET policies and initiatives across all provinces and regions. NAVTTTC has trained over 600,000 individuals nationwide, providing market-relevant technical and vocational skills.
- **Higher Education Commission (HEC):** Established under the Higher Education Commission Ordinance, 2002, HEC is a statutory body responsible for the regulation, funding, and quality assurance of higher education institutions in Pakistan. It advises the government on higher education policy, accredits universities and academic programs, ensures quality standards, and promotes research, innovation, and development across the higher education sector.
- **Directorate General of Religious Education (DGRE):** DGRE was established in December 2019 under MoFE&PT to mainstream religious seminaries (madaris) by facilitating registration, promoting curriculum integration, and supporting reform. It aims to align religious education with national standards and ensure quality in religious institutions; as of 8<sup>th</sup> January 2026, more than 19,000 madaris have been registered with DGRE.

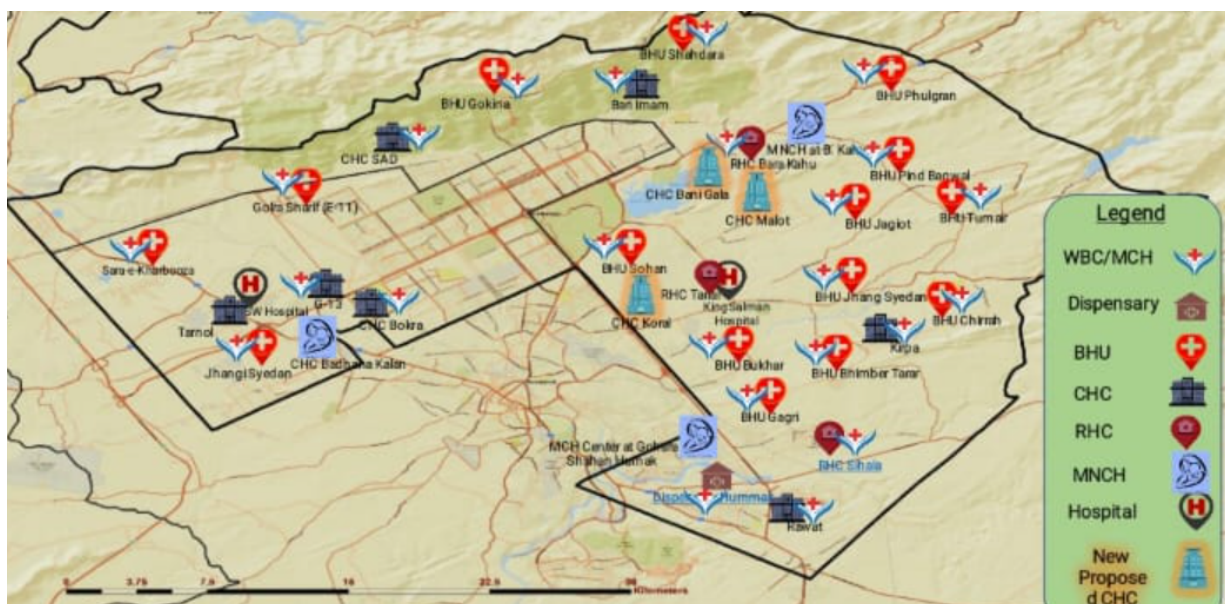
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<sup>11</sup> <https://peira.gov.pk/stats%20for%20web.htm>

#### 2.4.4.3. Ministry of National Health Services, Regulations and Coordination

The Ministry of National Health Services, Regulations and Coordination (MoNHSR&C) serves as the principal federal institution responsible for health governance in Pakistan. Following the 18th Amendment, which devolved most health service delivery functions to the provinces, the Ministry's role focuses on national policy formulation, regulation, and coordination of the health sector. In the Islamabad Capital Territory (ICT), which remains under federal jurisdiction for health services, the Ministry also exercises direct oversight of primary and secondary healthcare facilities, ensuring the delivery of essential health services and adherence to national standards.

Figure 5: Mapping of All Existing and New Health Facilities in Islamabad



##### 2.4.4.3.1. Pakistan Institute of Medical Sciences (PIMS)

Pakistan Institute of Medical Sciences (PIMS) is tertiary-care referral hospital for the ICT and its surrounding region, including Rawalpindi and patients arriving from Khyber Pakhtunkhwa, Azad Jammu & Kashmir, Gilgit-Baltistan, former FATA and North Punjab. As the primary public sector tertiary facility, PIMS manages a very high patient load on a daily basis while operating within constrained human and financial resources.

The hospital has a sanctioned human resource strength of 4,152 positions (BPS-01 to BPS-21), of which 2,756 are filled and 1,396 (~34%) remain vacant. Notably, around 42% of BPS-17 and above positions of (90% of them are doctors) are unfilled, creating acute leadership and specialist gaps. Despite this, PIMS handles over 515,000 patient contacts monthly—**more than 6.1 million annually**—across outpatient, emergency, indoor

admissions, and diagnostics. These figures underscore PIMS's critical role in the regional health system while highlighting the intense strain on existing staff and infrastructure.

Table 5: PIMS Human Resource Gaps

	<b>Sanctioned Strength</b>	<b>Filled</b>	<b>Vacant</b>	<b>% Vacant</b>
BPS-01 - BPS -16	3070	2128	942	~31%
BPS-17 - BPS -21	1082	628	454	~42%
<b>Total</b>	<b>4152</b>	<b>2756</b>	<b>1396</b>	<b>~34%</b>

Table 6: PIMS Patient Handling

<b>Service</b>	<b>Monthly volume</b>	<b>Annual volume</b>
OPD	123,693	1,484,316
Emergency (EAC)	24,949	299,388
Indoor	6,480	77,760
Surgical procedures	1,922	23,064
Pathology	319,491	3,833,892
Radiology	39,448	473,376
<b>Total patients</b>	<b>515,983</b>	<b>6,191,796</b>

In financial terms, recurring budget allocations have not kept pace with documented demand. For 2023-24, the hospital's recurring budget demand was 8,647.692 million, against an allocation of only 6,042.59 million. The gap widened in 2024-25 and 2025-26, with demands of 11,480.42 million and 15,576.80 million versus allocations of 8,509.01 million and 9,935.90 million, respectively. Development allocations show a similar pattern: the original development outlays (e.g., 1,536.45 million in 2023-24 and 3,900.00 million in 2024-25) were not fully released, constraining critical expansion and modernization initiatives.

Table 7: PIMS Annual Recurring Budget During Last Three Years

<b>Year</b>	<b>Demand (million PKR)</b>	<b>Allocation (million PKR)</b>	<b>Gap (million PKR)</b>
2023-24	8,647.692	6,042.59	- 2,605.10
2024-25	11,480.42	8,509.01	- 2,971.41
2025-26	15,576.80	9,935.90	-5,640.90

Table 8: PIMS Development Budget During Last Three Years

Year	Original allocation (million PKR)
2023-24	1,536.45
2024-25	3,900.00
2025-26	900.00

#### 2.4.4.3.2. Federal Government Polyclinic (FGPC)

The Federal Government Polyclinic (FGPC) serves as a tertiary-level referral federal hospital, also delivering secondary and primary care through specialized units like cardiology, neurology, nephrology, orthopedics, gastroenterology, ICUs, and advanced diagnostics (MRI, CT). It operates specialist OPDs, emergency services, general wards, basic surgery, dispensaries, and preventive programs including vaccinations, antenatal care, and chronic disease screening.

The Federal Government Polyclinic (FGPC) sustains exceptionally high utilization across core services, serving a diverse clientele from the Islamabad Capital Territory, Azad Jammu & Kashmir (AJK), Gilgit-Baltistan, and adjoining districts of Punjab and Khyber Pakhtunkhwa.

FGPC has 1,878 sanctioned positions (BPS-01 to BPS-21), with 1,495 filled and 383 (~20%) vacant—BPS-01 to -16 at 18% vacancies (244/1,345) and BPS-17 to -21 at 26% (139/533), straining specialist leadership. Despite this, FGPC handles 64,616 patient contacts monthly (775,397 annually), led by OPDs (43,838 monthly/526,052 yearly), ultrasounds (4,783/57,394), X-rays (9,793/117,513), and CT scans (111/1,330). Peak operations affirm its central role amid severe strain: daily OPDs reach 5,000–8,000 and emergencies 1,200–1,500; monthly admissions exceed 3,000 at 100% bed occupancy; pathology processes 40,000+ tests (1,300+ daily); surgeries top 1,000; and imaging hits 15,000 X-rays, 3,500 ultrasounds, 50 mammograms, and 100 CT scans.

Table 9: Federal Government Polyclinic (FGPC) Human Resource Gaps

	Sanctioned Strength	Filled	Vacant	% Vacant
BPS-01 - BPS -16	1345	1101	244	~26%
BPS-17 - BPS -21	533	394	139	~20%
<b>Total</b>	<b>1878</b>	<b>1495</b>	<b>383</b>	<b>~20%</b>

Table 10: Federal Government Polyclinic Patient Handling

Service	Ave. Monthly volume	Yearly volume (2024)
Ultrasounds (All type)	4783	57,394
X-Ray (All type)	9793	117,513
Mammograms	27	325
CT Scan	111	1,330
OPD's	43838	526,052
ECG	5443	65,321
ETT	106	1,271
ECO	505	6,063
Nuclear Scan	11	128.00
<b>Total patients</b>	<b>64,616</b>	<b>775,397</b>

As an extension of the Federal Government Polyclinic (FGPC) operations, its dispensary network functions as essential filter clinics to enhance primary care accessibility. The inaugural dispensary was established in 1970 at Sectors G-7/1 and G-7/2, followed by another in 1974 at the Pakistan Secretariat's A&P Block. Presently, the network comprises 30 dispensaries, including one medical center and two MCH centers, of which 16 hold sanctioned status and 14 operate on a non-sanctioned basis.



Figure 6: FGPC Sector Wise Location of Dispensaries

Table 11: Federal Government Polyclinic Recurring Budget During Last Three Years

Year	Demand (million PKR)	Allocation (million PKR)	Gap (million PKR)
2023-24	3,353.331	3,103.107	250.22
2024-25	3,938.416	3,799.980	138.44
2025-26	8,463.712	4,445.820	4,017.89

Table 12: Federal Government Polyclinic Development Budget During Last Three Years

Year	Original allocation (million PKR)
2022-23	1,757.09
2023-24	2,400.19
2024-25	1351.01

#### 2.4.4.3.3. Federal General Hospital (FGH)

Federal General Hospital (FGH) is a public sector facility located on Park Road, Islamabad, established to provide accessible and free healthcare services to the surrounding rural community since 2012. The hospital has steadily expanded from a modest setup to a multi-department institution offering emergency, outpatient, diagnostic, and inpatient services, supported by a mission to deliver affordable, quality care with compassion and professional excellence.

The hospital's human resource profile reveals critical capacity gaps, with 318 of 376 sanctioned posts filled and 58 vacant, corresponding to an overall vacancy rate of roughly 15 percent. At the same time, the FGH is experiencing a rising patient load, with monthly turnover reaching 77,291 in October 2025 and an average annual volume of about 927,492 patients. The vacant vacancies and sustained high volume of patient underscores FGH's growing role in the federal health system and highlights the need for scalable governance and resource-planning mechanisms.

Table 13: Federal Government Hospital Human Resource Gaps

	Sanctioned Strength	Filled	Vacant	% Vacant
BPS-01 - BPS -16	197	177	20*	10%
BPS-17 - BPS -21	179	130	49*	27%
Total	376	307	69	22%

\*Pending in FPSC.

Table 14: Federal Government Hospital Patient Handling

	Monthly volume	Yearly volume
Total patients	45,000	540,000

Table 15: Federal Government Hospital Recurring Budget During Last Three Years

Year	Demand (million PKR)	Allocation (million PKR)	Gap (million PKR)
2023-24	800 Million	731 (including supplementary grants)	69
2024-25	928 Million	504 (including supplementary grants)	424
2025-26	991 Million	546 (Regular)	445

Table 16: Federal Government Hospital Development Budget During Last Three Years

Year	Original allocation (million PKR)	Actual allocation (million PKR)
2023-24	Nil	-
2024-25	60 Million	60 million
2025-26	Nil	-

#### 2.4.4.3.4. National Institute of Rehabilitation Medicine (NIRM)

The National Institute of Rehabilitation Medicine (NIRM) is a federal tertiary-care facility established in 1987 through a Presidential Order, originally as a 60-bedded “National Institute for Handicapped” and later expanded to 160 beds after the October 2005 earthquake. Its mandate is to provide comprehensive, largely free, long-term rehabilitation and medical care to persons with disabilities, while also treating entitled patients free of cost and charging private patients according to approved tariffs.

NIRM functions as a specialized, non-acute hospital receiving referrals from across Pakistan for chronic disabilities, including visual, hearing, physical and mental impairments; accordingly, it does not operate a conventional emergency department but relies on extended inpatient stays supported by round-the-clock medical and nursing cover and specialists on call. Clinical services span orthopedics, eye, ENT, pediatric medicine and surgery, psychiatry, anesthesia, urology and dentistry, complemented by diagnostic pathology and radiology and by rehabilitation disciplines such as psychology, speech therapy, physiotherapy, and orthotics and prosthetics.

For 2023-24 NIRM reported 151,870 outpatient visits, 1,255 admissions and 1,621 surgeries, indicating a high intensity of specialized interventions relative to bed capacity and underscoring the importance of robust information systems for tracking complex,

long-stay case mixes. Financially, 641.879 million PKR has been allocated for 2025-26, of which 251.879 million PKR covers employee-related expenses and 390.000 million PKR non-ERE costs, providing a baseline for ICT-enabled budget monitoring and future service expansion, including planned scaling of beds from 160 to 300 and establishment of additional orthopedic and eye (corneal transplant) units.

*Table 17: NIRM Recurring Budget during Last Three Years*

<b>Year</b>	<b>Demand (million PKR)</b>	<b>Allocation (million PKR)</b>	<b>Gap (million PKR)</b>
2023-24	492.214	408.086	84.128
2024-25	690.743	590.943	99.8
2025-26	760.037	641.879	118.158

*Table 18: NIRM Development Budget during Last Three Years*

<b>Year</b>	<b>Original allocation (million PKR)</b>	<b>Actual allocation (million PKR)</b>
2023-24	93.000	93.000
2024-25	307.601	307.601

#### 2.4.4.3.5. District Health Office

The District Health Office (DHO) Islamabad presents a broad primary healthcare network of 39 facilities that collectively underpin frontline service delivery across the Territory. These include 3 Rural Health Centres, 6 Community Health Centres, 13 Basic Health Units, a dispensary, a dedicated Mother and Child Health Hospital, 3 Reproductive Health Centres, and 12 Family Welfare Centres, each reporting sanctioned staff strength and average monthly patient load.

Facilities such as the Rural Health Centre Bhara Kahu, with 72 staff catering to around 14,374 patients per month, and RHC Tarlai, with 49 staff seeing nearly 11,980 patients monthly, illustrate the intensity of demand on these units. Taken together, the figures indicate that many rural and peri-urban facilities are operating under sustained high caseloads relative to their human resources, pointing to significant pressure on Islamabad’s primary healthcare system and the need for continued investment in staffing and capacity at the first level of care.

The ICT Health Department's recurrent allocation remained at Rs 508.375 million in 2022–23 and 2023–24, before rising to Rs 588.035 million in 2024–25. In parallel, the development portfolio financed a range of primary-care and system-strengthening interventions—including the establishment of additional BHUs and CHCs, a Mother and Child Health Centre at Gohra Shahan, enhancement of 24/7 EmONC services at Bhara Kahu, up-gradation of rural health facilities, a general hospital at Tarlai, and health-system-strengthening initiatives—with total development outlays increasing from approximately Rs 399.67 million in 2022–23 to Rs 898.62 million in 2023–24 and Rs 940.06 million in 2024–25. Collectively, these trends demonstrate a progressively expanding investment envelope in the ICT health sector, underpinning an extensive primary-care network and reflecting the growing service demand being managed at sub-district level.

#### *2.4.4.4. Ministry of Poverty Alleviation and Social Safety*

The Ministry of Poverty Alleviation and Social Safety is the federal government's lead institution for reducing poverty and strengthening social protection in Pakistan. It is mandated to ensure that poor and vulnerable households have access to basic necessities such as food and shelter, secure livelihoods, and investments in human capital, while also overseeing how anti-poverty policies and strategies are implemented across federal and provincial institutions.

For Islamabad Capital Territory's governance, the Ministry is particularly important because it steers the country's main safety-net organizations including Benazir Income Support Programme (BISP), Pakistan Bait-ul-Maal (PBM), Pakistan Poverty Alleviation Fund (PPAF) and Trust for Voluntary Organizations (TVO) and is responsible for the collection and distribution of Zakat to provinces and other areas. Governance framework in the federal capital can therefore leverage the Ministry's beneficiary data, payment systems and monitoring mechanisms to better target urban and peri-urban poverty, align local social services with national programmes, and improve accountability in the delivery of social safety initiatives.

##### *2.4.4.4.1. Benazir Income Support Programme (BISP)*

Benazir Income Support Programme (BISP) carried out a comprehensive National Socio-Economic Registry survey in Islamabad Capital Territory, covering 269,711

households to underpin targeted social protection. For ICT, the recent three-year record of the Benazir Kafaalat unconditional cash transfer shows 7,927 beneficiaries receiving Rs. 305.895 million in 2023-24, 9,020 beneficiaries receiving Rs. 432.960 million in 2024-25, and 6,277 beneficiaries paid Rs. 84.7395 million up to November 2025 in 2025-26.

Financial year	Beneficiaries	Disbursement (Rs)
2023-24	7,927	305,895,000
2024-25	9,020	432,960,000
2025-26*	6,277	84,739,500
*2025-26 data up to November 2025		

Table 19: BISP Kafaalat Unconditional Cash Transfer

#### 2.4.4.5. Ministry of Religious Affairs and Interfaith Harmony

The Ministry of Religious Affairs and Interfaith Harmony oversees key functions under Pakistan's Rules of Business 1973, including Hajj policy formulation, arranging pilgrimages like Hajj, Umrah, Ziarat, and visits to India, plus ensuring pilgrims' welfare through Hajj Directorates domestically and in Jeddah. It promotes Islamic studies, research, seminars in federal areas, training for Ulemas and Khatibs, Tabligh, Ruet-e-Hilal, moral standards observance, and error-free Quran printing/publishing specifically in the Islamabad Capital Territory (ICT). The ministry also handles international scholar exchanges, conferences, and donations for Islamic propagation abroad.

In the federal capital, the ministry's mandate extends to regulating marriage, divorce, and minor adoptions. It further champions interfaith harmony through policy/legislation, international agreements for all faiths, UN representation on minority discrimination, the Minorities Welfare Fund, National Commission for Minorities, and Evacuee Trust Property Board, safeguarding rights and properties nationwide.

#### 2.4.4.6. Ministry of Human Rights

The Human Rights Division, as allocated business under the Rules of Business, 1973 (as amended), is entrusted with reviewing the overall human rights situation in the country, including the implementation of relevant laws, policies and measures, and with coordinating human rights-related work among Federal Ministries, Divisions and

Provincial Governments. It is mandated to undertake initiatives for harmonization of national legislation, regulations and practices with international human rights covenants and agreements to which Pakistan is a party, to obtain and examine information and reports on alleged human rights violations, and to refer and recommend investigations and inquiries into incidents of violations, including those affecting disadvantaged persons and children. The Division is also tasked with pursuing or defending human rights issues, complaints and representations before governmental and non-governmental bodies and forums within Pakistan and, in consultation with the Foreign Affairs Division, before international organizations, foreign governments and non-governmental organizations.

Under the Rules of Business, the Division is further assigned functions for developing and conducting information programmes to foster public awareness of human rights, particularly the rights of labour, women and children, as well as for formulating programmes for the teaching of human rights in educational institutions and for providing facilities for professional and technical training at national and international levels. It has administrative control of the Tribunal for disadvantaged persons, deals with matters relating to human rights NGOs, and is responsible for the administration of the National Commission on the Status of Women Act 2012, the National Commission for Human Rights Act 2012 and the National Commission for Child Welfare and Development Resolution 1981. Its remit also extends to social welfare and special education, including the welfare, development, rehabilitation, training and education of children and persons with disabilities in the Federal areas, agreements in the field of social welfare with other countries and international organizations, the conferment of specified presidential medals, and matters relating to the National Commission for Minorities.

#### *2.4.4.7. Ministry of Climate Change and Environmental Coordination*

The Climate Change and Environmental Coordination Division's mandate, as allocated under the Rules of Business, 1973 (as amended), is accurately captured in the list you provided. These Rules assign to the Division responsibility for: the Pakistan Environmental Protection Council; the Pakistan Environmental Protection Agency; the Global Environmental Impact Study (often referred to as Global Change Impacts Studies) Centre in Islamabad; national policy, plans, strategies and programmes relating to disaster management, environmental protection, preservation, pollution, ecology, forestry, wildlife, biodiversity, climate change and desertification; coordination,

monitoring and implementation of environmental agreements with foreign governments and international organizations; policy formulation, coordination and reporting on human settlements including urban water supply, sewerage and drainage; and matters relating to the Islamabad Wildlife Management Board.

#### *2.4.4.8. National Heritage and Culture Division*

The National Heritage and Culture Division is a federal entity created through post-18th Amendment restructuring of the former Ministry of Culture, with its mandate reflected in the Rules of Business, 1973 (as amended). It emerged after most cultural subjects were devolved to the provinces, while a set of nationally significant organizations and functions were retained at the federal level, initially distributed among multiple Divisions and later consolidated—first in the Ministry of National Heritage & Integration, then within the Ministry of Information, Broadcasting and National Heritage, and ultimately re-designated as the National Heritage and Culture Division in 2020. This evolution reflects the federal government’s responsibility for heritage, literary and cultural institutions and policies that are national in character and extend across provincial boundaries, including activities located in and administered from Islamabad as the Federal Capital.

Under the Rules of Business, the Division is entrusted with matters relating to international agreements and assistance in the field of archaeology, national museums and historical monuments declared to be of national importance, many of which are managed or coordinated from Islamabad. It oversees key federal institutions such as the Quaid-e-Azam Papers Wing, Quaid-e-Azam Academy, Quaid-e-Azam Mazar Management Board, Quaid-e-Azam Memorial Fund, Aiwan-i-Iqbal and Iqbal Academy Pakistan, as well as the Pakistan Academy of Letters, National Library of Pakistan, National Institute of Folk and Traditional Heritage (Lok Virsa), Pakistan National Council of Arts and the National Academy of Performing Arts. It also deals with the National Language Authority, Urdu Dictionary Board and Urdu Science Board, and with “national and other languages used for official purposes,” a function with direct implications for federal language and documentation practices centered in Islamabad. In addition, it manages cultural pacts and protocols with other countries and the Federal Government’s Artists’ Welfare Fund, positioning the Division as the principal federal custodian and promoter of national

heritage, culture, literature and languages, with many of its institutions headquartered, regulated or funded from Islamabad as the seat of the Federal Government.

## 2.5. Legislative Complexity

Islamabad Capital Territory (ICT) is expressly recognized in the Constitution of the Islamic Republic of Pakistan as the Federal Capital, at par with the Provinces, and its residents are entitled to the same democratic rights and guarantees of participation as citizens of Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh. Although Islamabad Capital Territory is constitutionally recognised at par with the Provinces, legislation relating to its administrative affairs is subject to enactment by both the National Assembly and the Senate of Pakistan, resulting in a comparatively cumbersome process which may delay or otherwise affect timely administrative adjustments for the Islamabad Capital Territory Administration. This constitutional placement underscores the imperative that governance in ICT be representative and participatory, aligned with the principles set out in the Preamble and read with Article 140A, which envisages the further devolution of political, administrative and financial responsibility to elected local governments.

Prior to the promulgation of the Islamabad Capital Territory Local Government Act, 2015, the governance of the Federal Capital was characterised by predominant federal control and fragmented institutional arrangements, with limited space for elected local representation. The initial local government scheme introduced in 1980 under the then military regime was confined largely to the rural peripheries, whereby approximately 130 villages located mainly in Zones IV and V were organised into 12 rural Union Councils, while the urban Zones I and II remained outside the ambit of this framework. Consequent to the reorganisation in 1981, administrative control of these rural areas was transferred from the Capital Development Authority (CDA) to the Islamabad Capital Territory Administration (ICTA), which, however, continued to operate with relatively constrained financial resources as compared to CDA, which retained significant funding for civic infrastructure in the urban sectors. Frequent amendments to, and restructuring of, the legislative framework on local government in ICT have further contributed to institutional uncertainty, constraining long-term planning and impeding effective coordination between federal entities and local governance structures in the Federal Capital.

Islamabad is expressly included in the constitutional framework as the Federal Capital, with Article 1(2)(b) recognising the Islamabad Capital Territory (ICT) alongside the provinces and thereby affirming that its residents enjoy the same democratic rights and guarantees of participation as citizens in Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh. This placement within the constitutional scheme underscores a normative requirement that governance in Islamabad be representative and participatory, consistent with the principles articulated in the Preamble and read with Article 140A, which obliges the State to devolve political, administrative and financial responsibility to elected local governments.

Prior to the enactment of the Islamabad Capital Territory Local Government Act, 2015, however, the governance of the federal capital was marked by strong federal control and fragmented institutional responsibilities, with very limited space for elected local representation. The first substantive experiment with local government in ICT was introduced under General Zia-ul-Haq in 1980 and applied almost exclusively to the rural peripheries: around 130 villages, largely in Zones IV and V, were grouped into 12 rural Union Councils, while the urbanised Zones I and II remained entirely outside this framework. Administrative control over these rural areas shifted from the Capital Development Authority (CDA) to the Islamabad Capital Territory Administration (ICTA) in 1981, but ICTA operated with significantly fewer financial resources than CDA, which continued to receive larger allocations for urban civic infrastructure and services. This history, combined with frequent amendments and restructuring of the local government framework in ICT, has produced legislative and institutional instability, undermining continuity, long-term planning and effective coordination between federal institutions and local governance arrangements in the capital.

## 2.6. ICT Governance Challenges

Islamabad Capital Territory (ICT) faces a distinct set of governance challenges arising from its dual character as the federal capital and a constitutionally recognized territory at par with provinces, but without a stable, empowered local government and with highly fragmented institutional arrangements.

### 2.6.1. Structural and Institutional Fragmentation:

The overall governance framework of ICT is divided among multiple federal entities—CDA, ICT Administration, various federal ministries, and sectoral agencies—without an integrated, clearly defined city governance model. This leads to overlapping mandates, duplication of functions, and diffusion of accountability, particularly in-service delivery sectors such as urban planning, health, education, and social protection. Key structural issues include:

- CDA controlling urban planning, land development, and key municipal services, but remaining a federally controlled authority rather than being subordinated to elected local government.
- ICT Administration overseeing rural areas and a wide range of devolved functions with significantly fewer financial resources than CDA, entrenching an urban–rural governance and resource divide within the same territory.
- Federal ministries (Interior, Education, Health, Climate Change, Poverty Alleviation, etc.) directly running schools, hospitals, social safety nets, and regulatory bodies in ICT, functions that in other federating units typically fall under provincial or local governments.

### 2.6.2. Local Government Instability and Democratic Deficit

Despite the constitutional recognition of ICT at par with provinces (Article 1(2)(b)) and the spirit of Article 140A on devolution, Islamabad has experienced decades of weak, intermittent, and unstable local government. Earlier frameworks (1979, 2002) for local councils in ICT largely remained dormant, with no elected bodies actually operationalized under them. Persistent challenges include:

- Late introduction of an operative local government law (ICTLGA 2015), making Islamabad the last federating unit to legislate a post-18th Amendment local government framework.
- Disjointed implementation of ICTLGA 2015, with municipal functions nominally transferred from CDA to the Metropolitan Corporation Islamabad (MCI) but without placing CDA under the legal authority of the elected Mayor, resulting in a dual municipal order and constant jurisdictional disputes.

- Frequent legal and institutional changes (amendments in 2015, 2021, 2023, 2024 and now the 2026 Ordinance) that repeatedly alter the structure, composition and powers of local institutions, undermining continuity, long-term planning, and local political ownership.
- The January 2026 amendment abolishing MCI and creating three Town Corporations, while simultaneously strengthening the unelected administrator by removing tenure limits and authorizing the administrator to levy local taxes in the absence of elected councils, raising concerns about durable democratic representation and fiscal accountability at the local level.

### 2.6.3. Legislative Complexity and Slow Adaptation

Because ICT's administrative affairs are legislated by both the National Assembly and the Senate, ordinary adjustments to governance or local structures often require a full federal legislative process, which can be slower than provincial law-making. This constitutional positioning, while symbolically elevating ICT to the level of a province, creates a cumbersome pathway for timely reforms in city management, local government powers, or institutional realignments. This legislative complexity interacts with:

- Recurrent executive reliance on ordinances to restructure local government (e.g., 2021 and 2026 ordinances), which are vulnerable to judicial challenge and political contestation, further contributing to institutional instability.
- Difficulty in harmonizing federal sectoral laws, city by-laws, and local government legislation, particularly where mandates of CDA, ICT Administration, and federal ministries intersect (planning, zoning, health facility management, education regulation, environmental protection).

### 2.6.4. Service Delivery Pressures and Unequal Capacities

Rapid demographic growth (over 2.42 million residents and annual growth around 2.8%) and internal migration have expanded the demand for urban services, but institutional and fiscal arrangements have not kept pace. Persistent service delivery challenges include:

- Infrastructure and utilities gaps, with notable proportions of households lacking reliable drinking water and gas connections, especially in rural ICT, despite proximity to the federal seat of power.

- High dependence on a small number of federally managed tertiary and secondary hospitals (PIMS, FGPC, FGH, NIRM), which face human-resource shortage (e.g., around 34% at PIMS and 20% at FGPC) and recurrent budget gaps between demand and allocation, leading to overcrowding and strained quality of care.
- Fragmentation of education governance between MoFE&PT, FDE, multiple non-formal systems (BECS, NCHD, NEF) and a large, heavily rural private school sector regulated by PEIRA, complicating unified standards, oversight, and equitable resource allocation across ICT.

These pressures are intensified by ICT's federating role: the capital's hospitals, schools, and security institutions serve not only ICT residents but also surrounding districts and, in health especially, patients from provinces and regions such as KP, AJK, Gilgit-Baltistan and ex-FATA.

#### 2.6.5. Security, Public Order, and Federal Capital Status

As the seat of Parliament, key ministries, and 80-plus diplomatic missions, Islamabad is simultaneously a local jurisdiction and a critical national/international security zone. This dual status creates a persistent governance challenge for balancing local citizen needs with high-security imperatives. Major issues include:

- The Islamabad Police must secure federal institutions, diplomatic missions, and frequent high-profile political protests and sit-ins, which require large deployments, checkpoints, and multi-layered cordons. This often diverts personnel and attention away from routine neighborhood policing and community engagement.
- Evolving security threats (terrorism, organized crime, cyber-crime) require specialized capacity, technology, and inter-agency coordination, but police and related services face resource and skills constraints in areas such as digital forensics and intelligence-led policing.
- Persistent concerns regarding human rights, use of force, and politicization of law-enforcement operations risk eroding public trust, complicating community-based policing and cooperation that are critical in a dense capital setting.

#### 2.6.6. Planning, Land Management, and Informality

Islamabad's original master plan, designed as a low-density administrative city, did not adequately anticipate housing needs of low-income groups, space for universities, or industrial areas, weakening linkages between residence and labour markets. Over time, this has produced multiple governance challenges:

- Lasting pressure between planned sectors and unplanned or under-planned expansion in Zones 2, 4, and 5, where private housing societies and informal settlements have proliferated, often outpacing regulatory capacity of CDA, ICT Administration, and the Cooperative Societies Department.
- Complex land acquisition and rehabilitation issues managed by CDA's Land & Rehabilitation Directorate, frequently involving disputes over compensation, awards, and allotments, leading to litigation and delays in sector development.
- Difficulties in enforcing zoning regulations, building by-laws, environmental protections, and forest/wildlife conservation (e.g., Margalla Hills National Park) in the face of urban sprawl and real-estate pressures, which require coordinated action between CDA, ICT Administration, and federal climate/environment authorities.

#### 2.6.7. Socioeconomic Inclusion and Human Capital

ICT's demographic profile exhibits a youth bulge and relatively high literacy, but also reveals important inclusion and labour-market challenges. Key persistent issues are:

- A very high share of youth aged 15–24 classified as NEET (Not in Employment, Education or Training), which limits the demographic dividend and raises risks of exclusion and social tension if not addressed through coordinated education, skills, and employment policies.
- Gender disparities in literacy and economic participation, despite overall high literacy, requiring targeted interventions in education, skills development, and labour-regulation enforcement.
- Pockets of urban and peri-urban poverty within ICT that must be addressed through effective use of national social protection instruments (e.g., BISP Kafaalat) and better alignment of federal poverty-alleviation programmes with local data, targeting, and service networks.

#### 2.6.8. Federating Role and Coordination with Provinces

As the federal capital, ICT's governance is tightly interwoven with the broader federal system and inter-provincial coordination. Its institutions serve national functions and interface continuously with federating units, which generates additional, persistent challenges:

- Coordinating service delivery and mobility with adjacent Punjab and KP districts (e.g., cross-boundary commuting, policing, food supply chains, health referrals), where jurisdictional boundaries do not match functional urban and labour-market regions.
- Managing the expectations of national political actors and institutions that view ICT both as a showcase of federal governance performance and as a contested political arena, which can drive frequent institutional redesigns and politicization of administrative reforms.
- Ensuring that the federal government's direct control in ICT does not undermine the principle of devolution promoted for provinces, but instead models a coherent, representative, and accountable metropolitan governance system consistent with Pakistan's constitutional commitments.

#### 2.6.9. Tourism Governance

Tourism in Islamabad is spread across federal, CDA, and ICT Administration domains, which dilutes clear ownership of strategy, branding, and site management. Key challenges include:

- Multiple authorities over key attractions (Margalla Hills National Park, Shakarparian, Lok Virsa, museums, trails, shrines), making it difficult to implement unified visitor management, conservation, and revenue policies.
- Weak integration between tourism planning and transport, land-use, and environmental regulation, so parking, trail crowding, signage, waste management, and informal vending around popular sites are managed piecemeal rather than through a coordinated city-tourism plan.

### 2.6.10. Culture and Heritage

Islamabad is administratively “new” but sits within an ancient cultural landscape linked to Taxila, Potohar heritage, and rich religious and linguistic diversity, yet no single local tier has clear, sustained responsibility for cultural development. Challenges include:

- Dependence on federal cultural bodies (e.g., Lok Virsa, PNCA, heritage wings) and CDA for cultural infrastructure, with the local government tier either weak or in flux, resulting in limited community-level cultural programming, especially in rural ICT.
- Tension between rapid urban development and preservation of heritage and religious sites (including shrines under Auqaf and older villages), where planning, Auqaf management, and conservation laws are not always aligned, leading to ad-hoc decisions and encroachments or commercialization pressures.

### 2.6.11. Entertainment and public spaces

Entertainment, recreation, and nightlife in Islamabad are also shaped by its security-sensitive capital status, with implications for how public spaces are planned and regulated. Persistent issues include:

- Security-driven controls (checkpoints, cordons, early closures, event restrictions) that can limit evening economy, cultural events, and use of public spaces, especially during high-alert periods or political protests.
- Uneven provision and management of parks, sports grounds, and community centres across urban and rural ICT, reflecting CDA-ICT Administration resource disparities and the absence of a stable, empowered metropolitan tier to plan and operate inclusive entertainment and recreational facilities for youth and families.

Overall, Islamabad’s governance challenges are rooted less in the absence of institutions and more in their fragmentation, instability, and misalignment with the territory’s demographic growth, service demands, and special status as the federal capital and a federating unit in its own right.

## Chapter 3: International Best Practices

International best practices on capital city governance demonstrate that there is no single “ideal” model; instead, successful arrangements are those that balance national interests with strong, accountable and adequately resourced local institutions, tailored to each country’s constitutional and political context. The experiences of major capitals show that clarity of roles, fiscal autonomy matched with robust oversight, citizen participation, and integrated metropolitan planning are common features of effective capital governance, regardless of whether the structure is centralized, federal, decentralized or mixed.

### 3.1. Governance Models

Globally, capital cities tend to fall into a small set of recurring governance models: centralized governance, direct federal control, decentralized local governance, metropolitan governance, direct-democracy-oriented governance, and models that rely heavily on public-private partnerships (PPPs). In practice, many capital cities combine elements of more than one model, adapting them to local political history, administrative capacity and spatial form (for example, where the capital is part of a much larger metropolis).

#### 3.1.1. Centralized Governance Model

In centralized models, political and administrative authority over the capital is concentrated in central government institutions or a single tier of executive authority, with limited formal autonomy for local structures. Capitals such as Singapore, and to a degree Paris and Hanoi, illustrate this approach, where central ministries and national planning bodies exercise decisive control over land use, finance and key urban services.

#### Pros

- Uniform policy implementation across the capital, aligning urban decisions closely with national priorities.
- Strong capacity for rapid, large-scale resource allocation and flagship infrastructure projects.
- Potentially greater macro-political stability, as local political contestation has less impact on strategic decisions.

#### Cons

- Limited local input, which can weaken responsiveness to neighbourhood-level needs and undermine perceived legitimacy.
- Risk of bureaucratic delays, as all significant decisions are routed through central processes.
- Local issues may be overshadowed by national agendas, leading to service gaps or uneven attention across city districts.

### 3.1.2. Direct Federal Control Model

Under a direct federal control model, the capital is treated as a federal district or territory under the primary jurisdiction of national institutions, with local bodies operating under clear legal subordination. Washington, D.C., Brasília and Canberra are classic examples: each has elected local institutions, but key budgetary, legislative or oversight powers remain with the federal legislature or executive.

#### **Pros**

- Consistent national standards and regulations, particularly for security, macro-planning and symbolically sensitive areas.
- Centralised distribution of resources can support priority investments and reduce duplication.
- Potential for leaner administration where overlapping provincial or state competences are removed.

#### **Cons**

- Reduced local autonomy and limited discretion for locally elected bodies to shape policy or budgets.
- Risk of citizen disengagement if residents perceive that real decisions are taken “elsewhere”.
- Federal decision-makers may not fully appreciate local conditions, producing delayed or sub-optimal responses.

### 3.1.3. Decentralized Local Governance Model

In a decentralized model, local authorities, often led by a mayor and council, enjoy significant policy, administrative and fiscal autonomy, subject to broad national legal frameworks. Cities such as Berlin, Madrid and Sydney (and elements of Tokyo) follow this pattern, with elected local governments responsible for most municipal functions, and in some cases exercising powers comparable to those of a state or Land.

#### **Pros**

- Strong local representation and accountability, fostering citizen engagement and tailored policy responses.
- Capacity to innovate and pilot new solutions suited to the capital’s specific social, economic and environmental challenges.
- Better alignment between local tax effort, service preferences and spending choices.

#### **Cons**

- Potential fragmentation of authority where multiple local entities operate without clear coordination mechanisms.
- Resource disparities between districts or boroughs, especially if local revenue bases differ substantially.
- Political rivalry between local and higher-level leaders may impede coherent policy implementation.

### 3.1.4. Metropolitan Governance Model

Metropolitan models treat the capital not as a single municipality, but as the core of a wider functional urban region, governed through metropolitan authorities or formal inter-municipal coordination arrangements. The Tokyo Metropolis, Greater London Authority and Greater Toronto Area illustrate how a metropolitan tier can manage transport, regional planning and strategic services across multiple jurisdictions.

#### **Pros**

- Integrated planning across urban and peri-urban zones, crucial for transport, housing, environment and economic development.
- Opportunities for resource sharing and economies of scale in service provision.
- Stronger capacity to address cross-boundary issues such as congestion, air quality, and regional infrastructure corridors.

#### **Cons**

- Complex coordination among multiple municipal and regional actors, with potential for bureaucratic gridlock.
- Disputes over resource distribution and representation between core city and surrounding municipalities.
- Risks that politically weaker or poorer areas receive less attention or investment.

### 3.1.5. Direct Democracy–Oriented Model

A direct democracy model does not define a separate institutional tier but emphasises citizen referenda and participatory mechanisms for key fiscal and policy decisions. Capitals such as Bern and Reykjavik provide prominent examples where tax changes, bond issues and significant projects are subject to popular votes or extensive deliberative processes.

#### **Pros**

- High citizen engagement and ownership of major decisions, strengthening trust in public institutions.
- Policy choices can better reflect community preferences when information and participation are well designed.
- Enhanced transparency due to open, issue-specific public debate.

#### **Cons**

- Time-consuming and resource-intensive processes that can slow decision-making.
- Risk of short-term, populist choices that may conflict with long-term sustainability or fiscal discipline.
- Participation and information gaps can skew outcomes if not carefully managed.

### 3.1.6. Public-Private Partnership (PPP)–Intensive Model

In PPP-intensive models, capital city development and service delivery heavily utilise partnerships between public authorities and private entities, especially for infrastructure, transport, housing and technology. Dubai and Singapore (for selected projects) illustrate the use of PPPs as part of broader capital governance and finance strategies.

#### **Pros**

- Access to private capital, reducing immediate fiscal pressure on public budgets.
- Potential gains in efficiency, innovation and project delivery timelines.
- Job creation and private-sector development linked to major urban investments.

#### **Cons**

- Tension between commercial profit motives and public interest, requiring strong regulatory and contractual safeguards.
- Risk of unequal service access if projects focus on commercially attractive areas or populations.
- Potential conflicts of interest and long-term contingent liabilities for the public sector.

## 3.2. Capital City Models: Country Experiences

The following section examines selected international capital cities and their respective governance mandates:

### 3.2.1. Washington, D.C. (United States)

Washington, D.C. is a federal district with a locally elected mayor and council but remains under the ultimate authority of the U.S. Congress, which approves the city's budget and can override local laws; the District raises revenue through property, sales and income taxes, operates under strict financial oversight, and is known for strong transparency and citizen participation in local policymaking, with strengths including high levels of fiscal and legal oversight, robust regulatory frameworks and active public engagement that support fiscal discipline and accountability, and challenges arising from its limited ultimate autonomy and Congressional control, which can constrain local priorities and foster perceptions of a democratic deficit among residents.

### 3.2.2. Berlin (Germany)

Berlin combines the roles of city and federal Land, with a directly elected House of Representatives and Senate and decentralised borough administrations that carry significant local responsibilities, financed through a budget that blends locally generated revenue (including property and business taxes) with federal transfers and is subject to rigorous auditing for transparency and fiscal discipline at both city and borough levels, with strengths including strong local autonomy, integrated social and economic planning, and a clear emphasis on sustainability and citizen engagement, and challenges centred on balancing city-level strategic priorities with borough autonomy and managing fiscal stress in the context of high social spending.

### 3.2.3. Singapore

Singapore, a city-state in which the capital is synonymous with the state itself, operates a highly centralised and technocratic governance system led by the Prime Minister and cabinet, with the Urban Redevelopment Authority responsible for long-term urban planning and development. The state maintains substantial reserves, balanced budgets and disciplined public finances, financed through a mix of indirect and direct taxes and returns from sovereign wealth funds, which underpin exceptional policy coherence, strong long-term planning capacity, low corruption and high-quality infrastructure and services, while at the same time the limited formal local autonomy and strong top-down orientation can constrain local political pluralism and bottom-up experimentation.

### 3.2.4. Ottawa (Canada)

Ottawa functions within a multi-level governance framework in which a mayor and city council manage local services, while the provincial and federal governments retain responsibilities for broader policy, intergovernmental finance and national capital functions, and the city's budget is derived from property taxes, user fees and intergovernmental transfers subject to stringent audits and reporting requirements at multiple levels, resulting in strengths such as cooperative federal-provincial-municipal arrangements, comprehensive public services and a strong focus on sustainability, but also challenges including complex inter-governmental coordination and a dependence on transfers that may limit local fiscal flexibility.

### 3.2.5. Tokyo (Japan)

The Tokyo Metropolitan Government (TMG), headed by an elected governor and assembly, governs a large metropolitan region that includes 23 special wards with their own administrative structures, and finances its operations through a diverse tax base comprising business, income and property taxes, supplemented by local enterprise revenue and anchored in long-term fiscal planning that supports major infrastructure and transport investments. This model's strengths lie in advanced urban planning, efficient public services and a strong, integrated public transport system backed by robust fiscal capacity, while its key challenges include managing inequality between wards and outer areas and reconciling intensive development pressures with environmental protection and overall liveability objectives.

### 3.2.6. Paris (France)

Paris is governed by a mayor and city council, while many key functions and regulatory competences continue to be shaped or constrained by the national government, reflecting the city's central symbolic and political role in France. Its budget is financed through a combination of local taxes and transfers from the national government, with public-private partnerships (PPPs) used extensively to fund and deliver major infrastructure and urban redevelopment projects, which underpin strong public participation, sophisticated infrastructure and social services, and innovative financing but also create complex overlaps between municipal and national responsibilities and expose the city to long-term fiscal risks associated with PPP commitments.

### 3.2.7. Copenhagen (Denmark)

Copenhagen operates under a municipal governance system with an elected city council and mayor, anchored in Denmark's broader welfare-state and environmental policy framework. The city finances its extensive public services through income and property taxes, national grants and municipal service revenues, using long-term budget planning to prioritise green infrastructure, climate action and social welfare, which yields high social welfare standards, integrated sustainability policies and transparent financial management but also poses challenges in maintaining fiscal balance as expectations for welfare provision and climate-related investments continue to grow.

### 3.2.8. Stockholm (Sweden)

Stockholm functions as a self-governing municipality within Sweden's national welfare and environmental policy architecture, with an elected council responsible for local services, planning and development. Its revenues are drawn primarily from local income taxes, state grants and fees for municipal services, and its budgeting is explicitly oriented toward social inclusion and environmental objectives, resulting in strong social welfare outcomes, ambitious sustainability programmes and clear financial reporting, alongside the recurring challenge of preserving fiscal stability in the face of rising demands for both welfare services and climate-related investment.

### 3.2.9. Canberra (Australia)

Canberra is both a city and a self-governing territory, with a Legislative Assembly and Chief Minister that jointly exercise local and regional responsibilities, and its finances are supported by a mix of local taxes and federal transfers, underpinned by a strong emphasis on long-term urban planning and sustainable development, giving it strengths such as a clear institutional identity, integrated planning and relatively streamlined federal–local relations, but also challenges arising from continued reliance on federal funding and the need to balance local priorities with national capital functions.

### 3.2.10. Kuala Lumpur (Malaysia)

Kuala Lumpur is governed by Kuala Lumpur City Hall under the overall supervision of the Federal Territories Ministry, reflecting strong federal influence over the city's governance and strategic direction. Its finances are supported by a mix of local taxes, federal government support and revenues from public enterprises, while major infrastructure projects are funded through a blend of public expenditure, public-private partnerships and, increasingly, green and sustainable financing instruments, leading to significant investment in transport and housing backed by strong central support for strategic schemes but also posing challenges in terms of limited local democratic control and the need to further strengthen financial autonomy and accountability mechanisms.

### 3.2.11. Seoul (Republic of Korea)

Seoul Metropolitan Government, led by an elected mayor and council, governs a large metropolitan area through autonomous districts and places strong emphasis on smart-city innovation and citizen participation, funding its operations through property,

income and corporate taxes supplemented by national transfers and extensive use of PPPs for infrastructure. This model's key strengths include technological innovation, an extensive public transport system and broad use of digital tools for participation and service delivery, while its main challenges relate to managing social and spatial inequality and balancing heavy infrastructure investment with long-term fiscal sustainability.

### 3.2.12. New Delhi (India)

New Delhi, as part of the National Capital Territory of Delhi (NCTD), operates under a complex, multi-layered governance structure in which the elected Government of NCTD, headed by a Chief Minister and Legislative Assembly, administers a wide range of state-type subjects, while the Union Government—acting through the Lieutenant Governor and central ministries—retains control over land, police and public order and plays a decisive role in core national-capital functions. Within this framework, the New Delhi Municipal Council (NDMC) governs the core Lutyens' area that houses the principal organs of the Union Government, alongside other urban local bodies and the Municipal Corporation of Delhi, which manage civic services in the wider metropolis, resulting in strengths such as high political visibility and substantial national investment in key infrastructure, but also persistent challenges arising from overlapping mandates, recurrent centre–territory domain disputes and a high dependence on central funding that can impede coherent, timely and locally responsive urban management.

### 3.2.13. Kathmandu (Nepal)

Kathmandu, the capital of Nepal, is governed as a metropolitan city headed by an elected mayor and city council, yet many key functions and decisions remain under the authority of the central government, reflecting the country's still-evolving federal structure. Local governance is gradually transitioning toward greater autonomy as Nepal implements its federal constitutional arrangements, but significant powers over finance, major infrastructure and regulatory matters continue to be exercised by central institutions. The current model therefore combines centralized governance with ongoing local reforms aimed at enhancing decentralization and municipal autonomy, with city finances drawn from a mix of local taxes, central government allocations and international development assistance. However, limited fiscal autonomy for Kathmandu Metropolitan City continues to pose challenges for effective urban financial management, leaving the municipality

heavily reliant on higher-level transfers even as decentralization efforts seek to strengthen local decision-making and accountability.

### 3.3. Cross-Cutting Lessons for International Best Practice

Capital-city governance experiences point to several key lessons for designing an effective model. While institutional arrangements differ according to political systems, culture and history, the most successful capitals converge around common principles of transparency, efficiency, citizen participation and sustainable development.

First, a resilient capital-city model requires a stable and diversified revenue base. Most well-performing capitals rely on a mix of income, property and business taxes, complemented by service fees and, where appropriate, targeted transfers from national or provincial governments. This combination reduces vulnerability to single-source shocks and allows local governments to align spending more closely with residents' needs.

Second, strong financial oversight is central to public trust. Capitals such as Berlin, Ottawa and Washington, D.C. demonstrate that rigorous budgeting rules, multi-level audits and transparent reporting can significantly enhance accountability and reduce the scope for fiscal mismanagement. These practices also help sustain investor confidence and lower the long-term cost of borrowing.

Third, carefully structured public-private partnerships (PPPs) can be powerful instruments for infrastructure delivery when embedded in clear regulatory and contractual frameworks. Cities like Paris and Copenhagen show that PPPs, used selectively, can leverage private capital and expertise while maintaining public control over service standards and strategic assets. However, this requires robust capacity to assess risks, negotiate contracts and monitor performance.

Fourth, integrating financial policy with sustainability objectives is increasingly a hallmark of advanced capital governance. Stockholm, Copenhagen and Canberra illustrate how budgeting, investment decisions and revenue instruments can be aligned with green initiatives, climate resilience and compact, transit-oriented growth, turning fiscal policy into a driver of long-term environmental goals rather than a constraint.

Finally, the experiences of New Delhi and Kathmandu highlight the limitations of incomplete devolution and over-reliance on central funding. Complex, overlapping governance structures and constrained local revenue authority can undermine coherence, delay investments and weaken local accountability, even when significant resources are flowing. For capitals in similar situations, the lesson is that formal political status must be matched by clear functional assignments, predictable intergovernmental finance and meaningful local fiscal autonomy if governance outcomes are to improve.

For Islamabad, international experience suggests that the governance framework for the Federal Capital should balance the constitutional and security interests of the Federation with the need for effective and accountable local self-government, based on a clear allocation of political, administrative and fiscal powers at the capital-city level. Devolved responsibilities should be matched by predictable local revenues and a transparent, rules-based system for federal transfers, supported by strong arrangements for financial control, audit and public disclosure.

In addition, as the Islamabad–Rawalpindi urban area functions as a single metropolitan region, the framework should include coordinated arrangements for transport, land use, environmental management and major urban services across existing boundaries. Given the social and political sensitivities of the Federal Capital, it is also important to establish structured mechanisms for citizen participation, ensure fair access to municipal services for all communities and create stable arrangements for managing relations between the Centre and the Capital so that day-to-day urban management remains as insulated as possible from political instabilities.

## Chapter 4: ICT Governance Model

The proposed ICT governance model emerges from an extensive, multi-tiered consultative process, reflecting both technical analysis of the available data and robust deliberations among constitutional and political stakeholders. The recommendations crystallize the outcomes of formal committee proceedings in which federal ministries, Islamabad Capital Territory Administration, sectoral regulators, and representatives of local government bodies participated alongside experts in urban planning, public finance, and social policy. These deliberations underscored the imperative of a coherent, territorially tailored governance architecture capable of responding to rapid demographic expansion, complex service-delivery needs, and the capital's strategic national role.

Particular emphasis was placed on structured engagements with elected representatives from Islamabad, including Members of the National Assembly (MNAs) elected from the ICT constituencies, whose inputs were central in aligning the governance model with constituency-level priorities and political accountability requirements. Within this framework, a dedicated sub-committee led by Barrister Zafar Ullah Khan provided specialized legal and institutional analysis, reviewing existing statutes, overlaps in federal territorial mandates, and options for harmonizing metropolitan governance with constitutional provisions. The sub-committee's technical recommendations were subsequently endorsed in principle by the main committee inform the proposed delineation of functions, oversight mechanisms, and inter-governmental coordination arrangements that underpin the reformed governance model for Islamabad Capital Territory. The sub Committee Recommendations are at **Annex-VIII**.

### 4.1. Recommendations of Sub-Committee on ICT Governance Model

#### 4.1.1. Recommendations

1. The general principles underlying the proposed new governance model in the Islamabad Capital Territory (ICT) are:
  - 1) Devolution of power from federation to ICT as federating unit
  - 2) Representative government for democratic control
  - 3) Existing Governance structures to be employed
  - 4) Special considerations for ICT as the Capital

2. In the light of the above principles, it is proposed that:
  - 1) There shall be Islamabad Capital Territory Government (ICTG).
  - 2) There shall be elected ICT Assembly (ICTA) to act as ICT legislature (like Provincial Assemblies) except for subjects of Law and Order and Master Planning.
  - 3) The membership of the ICTA shall consist of 27 members as under:
    - a) 21 directly elected
    - b) 05 Women reserve seats
    - c) 01 Minority
  - 4) Each constituency of National Assembly shall have 07 constituencies for ICTA.
  - 5) Articles 62 and 63 shall apply to members of ICTA.
  - 6) Election Commission of Pakistan to hold elections of ICTA.
  - 7) The ICTA shall elect its leader, to be called Chief Minister/Mayor who shall be Chief Executive of ICTG, accountable to the ICTA.
  - 8) The ICT departments shall be on the pattern of provincial departments, though less in number, to be divided in groups (as in previous Local Government laws) by the Rules of Business. (Lists of departments is provided in Schedules).
  - 9) All the Departments shall function under the ICTG except Law and Order and Master Planning.
  - 10) The departments of Law and Order and Master Planning shall function under federal government that shall exercise powers and functions through relevant Federal Minister; or may appoint a Governor of ICT.
  - 11) Except Master Planning, all the functions of CDA shall be transferred to the ICTG.
  - 12) ICT local government shall consist of Union Councils only and UC to work with Local Government Department of ICTG. All functions of other institutions under Local Government Act 2015 to be entrusted to the ICTG.
  - 13) There shall be Chief Secretary (Chief Commissioner now), and four Secretaries in charge of each group of departments. The nomenclature can be changed under Rules of Business.
  - 14) The Law and Order and Master Planning departments, shall report to the Minister/ Governor, through Chief Secretary of ICT.
  - 15) The ICTG shall have all administrative and financial autonomy like a provincial government.

- 16) All institutions already working or to be set up for ICT shall be for the whole ICT area, and not limited to the urban areas, and shall function under ICTG.
- 17) The federal institutions established for the whole Pakistan shall continue to work in ICT as these are working within other provinces.
- 18) There shall be only one unified piece of legislation for the above purposes: Islamabad Capital Territory Government Act 2025 and it shall include all the required provisions of ICT Local Act 2015 and Capital Development Authority Ordinance 1960 Ordinance after required constitutional amendment.
- 19) ICTG shall make its Rules of Business to conduct its affairs.
- 20) The federal government Rules of Business 1973 shall be changed accordingly.

#### 4.1.2. Consequential Actions

1. When the recommendations are approved, a Legislative Committee may be constituted for drafting of required law. The proposed Committee can be:
  - a. Law Minister
  - b. One MNA of ICT
  - c. Secretary Law
  - d. Secretary Interior
  - e. Chairman CDA
  - f. Any co-opted member
2. Not much new financial arrangements will be needed as it is mostly restructuring of existing institutions except ICTA. However, a suitable mechanism for required resource allocation, from federal government to the ICT, including utilization of local taxes have to be worked out. A Finance Committee may be constituted to finalize these arrangements. The proposed Committee can be:
  - a. Minister for Planning and Development
  - b. One MNA of ICT
  - c. Secretary Finance
  - d. Secretary Planning
  - e. Secretary Interior
  - f. Chairman CDA
  - g. Any co-opted member

3. After the new legal architecture is in place, transition can be managed by a Transition Committee so constituted by the Act. The proposed Committee can be:
  - a. Minister for Parliamentary Affairs
  - b. One MNA of ICT
  - c. Secretary Interior
  - d. Chairman CDA
  - e. Any co-opted member

#### **Schedule A**

##### **Departments with Federal Government**

1. Law and Order
2. Master Planning

#### **Schedule B**

##### **Departments with ICT Government**

(may be renamed, grouped, added, deleted, in Rules of Business)

1. Agriculture and Livestock
2. [Auqaf, Zakat, and Religious Affairs](#)
3. [Communications and Works](#)
4. [Cooperatives](#)
5. Disaster Management and Civil Defence
6. [Education](#)
7. [Energy](#)
8. [Environment Protection](#)
9. [Excise and Taxation](#)
10. [Finance](#) and Revenue
11. [Food](#)
12. [Forestry, Wildlife and Fisheries](#)

13. [Health](#)
14. [Housing and Public Health](#)
15. [Industries and Commerce](#)
16. [Information and Culture](#)
17. [Irrigation](#)
18. [Labour and Human Resource](#)
19. Land and Revenue
20. [Law, Human Rights and Prosecution](#)
21. [Local Government](#)
22. [Planning and Development](#)
23. Services and General Administration
24. Social and [Population Welfare](#)
25. [Transport](#)
26. Youth and Sports

## Chapter 5: Islamabad Smart City Model

The objective of the proposed Islamabad Smart City Model is to transform Islamabad into a globally competitive, technologically advanced, environmentally sustainable, and citizen-centric smart capital, leveraging digital innovation, integrated governance, and data-driven decision-making to deliver efficient public services, enhance quality of life, promote inclusive economic growth, and ensure transparency, resilience, and sustainability for present and future generations. The transformation plan is aligned with the proposed ICT Governance Model and will ensure effective delivery of public services which is imperative to pursue the development of a smart city anchored in deep institutional reform. This requires the establishment of specialized, professionally managed authorities in key sectors including health, education, social welfare, tourism, culture, and environmental management, each operating with clearly defined mandates, qualified human resources, and robust accountability mechanisms. Recent policy announcements to position Islamabad as Pakistan's first smart city and to integrate core public services through unified digital platforms offer an important foundation. However, this transformation will be meaningful only if it is firmly linked to resolving underlying governance, equity, and sustainability challenges, and if technology is deployed as an enabler of transparency, inclusion, and improved service delivery rather than as an end in itself.

### 5.1. Vision for Islamabad as a Destination City

The proposed strategic vision for Islamabad is explicitly structured around the three foundational pillars identified below, designed to convert the city's latent potential into tangible economic and social value. These pillars are informed by key research findings: high latent demand for heritage and nature tourism, and a significant hospitality supply gap that must be addressed to capture visitor spending.

#### 5.1.1. Nature Capital / Eco-Tourism

This pillar is dedicated to positioning Islamabad as Pakistan's premier eco-adventure destination by curating an integrated *Green Corridor* connecting the Margalla Hills, Rawal Lake, and Shakarparian landscapes as an eco-mobility loop, serviced by electric buses, cycling tracks, and interpretive rest areas. This initiative aims to turn Islamabad's stunning natural landscapes into inviting, well-managed spaces where everyone can

explore and connect with nature. Clearly marked trails for hiking and cycling, guided paragliding adventures, and outdoor learning experiences, all designed with visitor comfort and safety in mind.

This pillar is inspired by places like Ras Al Khaimah’s Jebel Jais and Cape Town’s Table Mountain, where thoughtful outdoor infrastructure has drawn more visitors and created meaningful local opportunities. Islamabad destination strategy envisions visitors spending more time exploring, moving from a quick stop to a memorable multi-day stay. This will open doors for local guides, small businesses, and communities to grow alongside the city’s outdoor revival.

Delivery will be achieved through three coordinated actions:

- i. **Establish the Margalla National Park Experience (MNPE):** This involves creating a graded network of sign-posted trails, a digital trail-pass system for access and safety, and eco-friendly rest points with interpretive signage.
- ii. **Launch the Islamabad Adventure Sports Centre:** A public-private partnership will develop a climbing and paragliding hub near Pir Sohawa. Annual flagship events like the Islamabad Marathon will be hosted and promoted digitally.
- iii. **Implement Environmental and Safety Governance:** Carrying-capacity guidelines and operator certification will be developed; 50 park rangers and safety guides will be trained to ensure sustainable operations.

### 5.1.2. Culture & Heritage

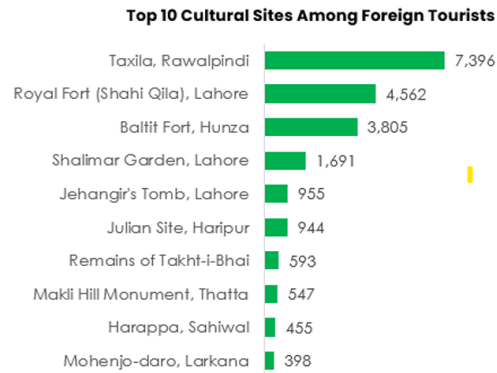
This pillar is built on the strong foundation of the region's existing cultural tourism. Research shows that the Islamabad-Taxila cluster accounts for a dominant share of foreign museum visits in Pakistan (see Figure 3.31). In 2022, the Taxila Museum alone attracted 7,369 foreign visitors, more than any other museum in the country. Additionally, open-air sites like Taxila and the Julian Buddhist site are among the top ten most visited by foreign tourists (see Figure 3.32). These numbers demonstrate a clear demand for heritage experiences that the Faith and Heritage Corridor will formalize and enhance. Delivery shall be executed through four primary interventions:

- i. **Develop the Faith and Heritage Corridor:** This involves mapping, upgrading, and thematically linking sites from Saidpur to Taxila with enhanced signage, guided tours, and digital interpretation. Interpretive centers will be established at key nodes, and a "Unified Heritage Pass" will be introduced for visitor access.
- ii. **Reimagine Lok Virsa as a Living Heritage Village:** The museum will be transformed from a static exhibition into an active cultural venue featuring live artisan demonstrations, regular folk performances ("Lok Nights"), and a dedicated market for local crafts and gastronomy.
- iii. **Institute the Diplomatic Food and Culture Festival:** This annual event will showcase international cuisines and cultures to position Islamabad as a soft power hub.
- iv. **Support the Creative Economy:** Partnerships will deliver targeted training in cultural interpretation and service standards.
- v. and bolster the city's conference tourism offering



**Source:** Gallup Pakistan / Department of Archaeology & Museum, Government of Pakistan

*Figure 7: Top 10 Museum Sites Among Foreign Tourists*



Source: Gallup Pakistan / Department of Archaeology & Museum, Government of Pakistan

Figure 8: Top 10 Cultural Sites Among Foreign Tourists

### 5.1.3. Open Capital

This pillar reimagines Islamabad as an inclusive and participatory capital, embodying the concept of a capital “for everyone.” It is founded on ensuring civic access through structured "Open Capital" programmes. Delivery will be structured around four key mechanisms:

- i. **Implement the Open Capital Program:** This will provide guided public access to Parliament, the Supreme Court, and key ministries through a digital booking platform. It includes establishing interpretation centres and developing educational "Constitution Avenue Walks" and civic labs for students.
- ii. **Modernize the Pakistan-China Friendship Centre:** The facility will be retrofitted into a world-class Convention and Exhibition Complex with hybrid technology, sustainable (LEED) design, and facilities for youth parliaments and innovation fairs.
- iii. **Launch Islamabad Civic Week:** An annual flagship festival will feature institutional open houses, policy dialogues on global themes, and student simulations, built through partnerships with think tanks and international development partners.

**Enable Business Events Infrastructure:** A single-window online licensing system will be established to streamline event permits. Policy incentives, such as tax rebates, will be introduced to encourage private investment in conference-standard venues.

## 5.2. Justification of the Proposed Islamabad Smart City Model

Islamabad’s existing governance problems overlapping mandates among the Capital Development Authority (CDA), Islamabad Capital Territory (ICT) Administration, federal line ministries, and an unstable local government tier have produced a fragmented system in which residents experience uneven service quality and blurred accountability, particularly across the urban–rural divide. These issues have been documented consistently in analyses of ICT’s local government evolution and institutional framework, which note the coexistence of municipal, developmental and regulatory functions in multiple entities with weak horizontal coordination. Technology-driven “smart city” initiatives alone cannot correct these structural defects; the core challenge is to re-design institutions so that digital tools support a coherent, citizen-facing metropolitan governance system rather than adding new layers to an already complex bureaucracy. An integrated city-governance architecture (a strong metropolitan tier or clearly empowered town corporations) that coordinates land use, transport, social services, and environment across the whole Territory.

The vision, therefore, is to move from a fragmented capital to an integrated smart metropolis, anchored in a metropolitan-scale governance architecture with clearly assigned functions, dedicated professional authorities, and strong mechanisms for inter-agency coordination. This would entail either (i) a robust metropolitan tier with direct responsibility for land use, transport, basic services and environmental management, or (ii) clearly empowered town-level corporations operating within a unified regulatory and planning framework for the whole Territory, including rural ICT. In both cases, the model must be supported by up-to-date spatial and demographic evidence from the 7th Population and Housing Census 2023, which underscores rapid population growth, internal migration into ICT, and persistent differences in access to infrastructure and services between urban sectors and surrounding villages.

Central to this vision is deep digitalization of public services and decision-making, building on Islamabad’s existing Safe City infrastructure and the federal government’s broader digital-governance agenda. A comprehensive “Smart Islamabad” framework should integrate identity management, land and property records, licensing, taxation, social services and civic complaints into interoperable platforms that operate in real time

and provide open performance data to citizens and oversight bodies. International experience from cities such as Singapore, Seoul and Tallinn shows that when clearly mandated metropolitan institutions are combined with secure digital ID systems, integrated service portals and open-data regimes, governments can significantly reduce transaction costs, improve predictability for citizens and businesses, and tackle fragmentation across agencies.

### 5.3. Economic Opportunity of the ICT Smart City

An analysis based on WTTC, UNWTO, PTDC, and PBS data suggests that a unified “Destination Islamabad” strategy could raise tourism receipts from roughly USD 150 million in 2024 to over USD 1.3 billion by 2029, driven by a three-fold increase in arrivals and a four-fold increase in visitor spending. This would generate thousands of new jobs across hospitality, retail, and creative industries, while adding PKR 6–8 billion annually in local fiscal revenue. Furthermore, visitor spending (Domestic and foreign) in Pakistan is expected to rise from US 16.3BN in 2024 to US 26.4BN by 2034 (see Figure 6 below). Islamabad needs to be well positioned to take advantage of this rise.

Pakistan Visitor Spending			
2019	2023	2024 (E)	2034 (F)
<b>International Visitor Spending:</b>			
<b>PKR273.6BN</b> (USD 967.5MN) 3.4% of total exports	<b>PKR459.5BN</b> (USD 1.6BN) Annual Change: <b>40.7%</b> (67.9% vs 2019)	<b>PKR473.3BN</b> (USD 1.7BN) Annual Change: <b>3.0%</b> (73.0% vs 2019)	<b>PKR561.5BN</b> (USD 2.0BN) 5.6% of total exports CAGR (2024 - 2034): <b>1.7%</b>
<b>Domestic Visitor Spending:</b>			
<b>PKR3.34TN</b> (USD 11.8BN)	<b>PKR3.85TN</b> (USD 13.6BN) Annual Change: <b>5.1%</b> (15.2% vs 2019)	<b>PKR4.12TN</b> (USD 14.6BN) Annual Change: <b>7.0%</b> (23.2% vs 2019)	<b>PKR6.91TN</b> (USD 24.4BN) CAGR (2024 - 2034): <b>5.3%</b>

Figure 9: World Travel and Tourism Council: 2024 Annual Research Highlight

#### 5.3.1. Characteristics of Destination Cities Globally

Destination cities that perform well do more than “market” themselves; they align **identity, lived experience, and governance** into a coherent offer. Global evidence in the literature used in this chapter points to four recurring characteristics:

- i. **A clear and authentic city story (identity rooted in reality):** A destination brand holds when it reflects what the city is and what it is becoming. A city’s image is shaped by the physical environment, culture, and lived experiences. For

Islamabad, authenticity means leveraging strengths (greenery, serenity, safety, setting by the Margalla Hills) while addressing perceived gaps such as governance fragmentation and limited nighttime culture.

- ii. **Experience-first branding (moving beyond “functional” appeal):** City branding has evolved from communication into a tool of urban governance and economic positioning. Islamabad’s existing reputation is described as a largely “functional brand” (orderly avenues, greenery, safety), but global practice suggests competitiveness increasingly depends on being **remembered for experience**, not simply admired for design.
- iii. **Culture and creativity as core destination infrastructure:** Culture is treated as a powerful driver of destination identity. In European Capitals of Culture arts and local creativity deepen civic pride and differentiate brands, and modern cities repurpose underused spaces into cultural hubs, support grassroots creativity, and use participatory engagement methods to activate residents, linking destination identity to everyday urban life.
- iv. **Coordination that makes the narrative “deliverable”:** Evidence cited (WTTC and UNWTO) highlights that high-performing city brands typically combine narrative coherence with institutional coordination: they link tourism, culture, and investment promotion; use signature experiences to extend stays; and activate community participation, turning residents into brand ambassadors.
- v. **Implication:** the shift required is from a perception of serenity alone toward a broader narrative built around experience, adventure, culture, and diplomacy, supported by tangible improvements that make the brand credible

#### 5.4. Establishment of Authorities

To address long-standing institutional fragmentation and to operationalize/ actualize the Vision of Smart Islamabad, specialized, professionally managed authorities in six areas initially under the Islamabad Capital Territory Government (ICTG) will be established. Later on, more authorities will be established as per needs to strengthen the service delivery system within the ICT. These authorities will function within the framework of the ICT Government Act and the ICTG Rules of Business, and will operate under policy oversight of the Islamabad’s Capital Territory elected government while enjoying operational autonomy. Each authority will be governed by an independent board headed

by relevant secretaries comprising, domain experts, representatives of the private sector and civil society, and will be headed by a full-time professional Chief Executive Officer recruited on merit from open market. The authorities will be territory-wide in mandate, covering both urban and rural areas, and will be fully integrated through a unified digital backbone to ensure coordination, transparency and performance monitoring.

#### 5.4.1. ICT Health Authority

Health governance in Islamabad is presently fragmented across the federal Ministry of National Health Services, Regulations and Coordination, attached departments, and individual hospital and primary-care managements, leading to duplication, variable standards, and weak system-wide stewardship. Islamabad's hospitals also serve patients from surrounding districts and provinces, which intensifies pressure on facilities without a single authority responsible for planning capacity, financing, and referrals at the scale of the entire Islamabad Capital Territory (ICT).

The proposed shift is toward a unified ICT Health Authority, established under a clear legal mandate and led by a highly competent professional with demonstrable technical, managerial, and ethical credentials rather than purely administrative seniority. This Authority would integrate federal tertiary hospitals, teaching institutions, and primary and secondary facilities into a single, territory-wide service, referral, and financing network, with common clinical standards, unified budgeting, and performance-based contracts for facility heads. A centralized health information system, built around shared electronic health records, tele-consultation platforms, and real-time disease-surveillance—would enable better emergency response, predictive analytics for outbreaks, and active management of patient flows, recognizing ICT's role as a referral hub for the wider region.

Under this model, the Ministry would retain its national policy and regulatory role, while the ICT Health Authority would assume responsibility for day-to-day service delivery, territory-level planning, and coordination with other ICT authorities (e.g., for environment, education and social welfare) on determinants of health. The Authority's leadership would be appointed through a transparent, merit-based process, with a fixed-term contract, measurable performance indicators, and explicit accountability to both the elected ICT representatives and relevant federal oversight bodies, ensuring that

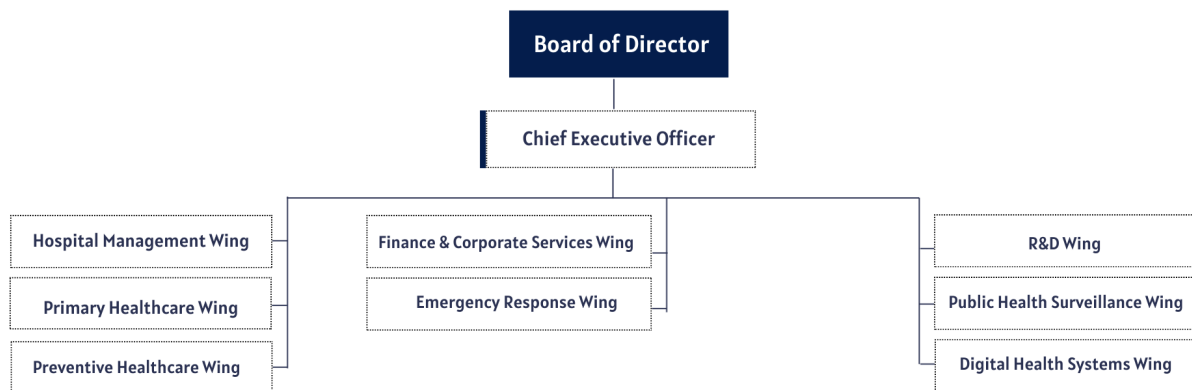
professional competence rather than institutional overlap, drives health outcomes for residents and the wider catchment population that relies on Islamabad's system.

Internationally, city-scale health systems provide useful reference points. London's National Health Service (NHS) regional commissioning structures have moved toward integrated care systems that pool budgets and align providers around population health outcomes; the Dubai Health Authority coordinates public and private providers through unified licensing, facility standards and digital health platforms; and Singapore's integrated health-care clusters use common IT systems and outcome-based contracts to manage patient flows and workforce distribution. These models demonstrate that metropolitan health authorities can use shared digital platforms and performance-linked contracting to reduce vacancies in critical cadres, smooth referral pathways, and maintain quality when facilities serve both residents and large commuter or visitor populations, which is directly relevant to Islamabad's role as a federal and diplomatic hub.

#### 5.4.1.1. Governance Structure for Health Authority

The Islamabad Capital Territory Health Authority will be established as an apex institution responsible for planning, regulation and management of the entire health system within ICT. Its structure will integrate currently dispersed health functions performed by the ICT Health Department, federal health facilities operating within the territory, and primary healthcare services previously managed under fragmented arrangements. The Authority will be governed by a board chaired by the Secretary Health Division, with representation from finance and planning Divisions, medical universities and public-health experts. The CEO of the authority will act as secretary of the board. Operationally, the Authority will comprise specialized wings for hospital management, primary and preventive healthcare, public health surveillance, human resource management, emergency response, and digital health systems. This structure will enable unified administration of hospitals and health facilities, standardized service delivery protocols, coordinated disease surveillance, and evidence-based health planning supported by electronic medical records and real-time data dashboards. By separating policy oversight from professional management, the Authority will improve efficiency, accountability and quality of health care while reducing pressure on major tertiary care hospitals.

#### 5.4.1.2. Organizational Structure



The proposed flat structure minimizes bureaucracy, enabling agile responses to crises like pandemics. ICTHA will deal urbanization-driven demands, cross-border patient flows, climate-related outbreaks, and workforce shortages through innovative mechanisms.

- **Digital Backbone:** Mandate a unified Electronic Health Record (EHR) system with AI-driven predictive analytics for bed allocation, outbreak forecasting (e.g., dengue via real-time surveillance), and teleconsultations. Integrate with national platforms like Sehat Sahulat and regional referral apps, reducing no-shows by 20-30% as seen in Singapore.
- **Workforce Innovation:** Performance-based contracts for hospital heads, with incentives for retention (e.g., bonuses tied to vacancy fill rates). Partner with universities for "Health Corps" rotations and AI-assisted triage to ease doctor shortages.
- **Resilience & Equity:** Cross-sector MOUs with ICT environment and transport authorities for air quality monitoring linked to respiratory alerts. Equity dashboards track service access for low-income and migrant populations.

#### 5.4.1.3. Financial Management

Sustainable financing pools federal transfers, provincial referrals, insurance reimbursements, and innovations to avoid over-reliance on budgets.

#### 5.4.1.4. Research and Innovation Integration

ICTHA positions ICT as a health innovation hub, leveraging its federal status.

- **Dedicated Research Directorate:** 5% of budget for R&D, partnering with NIH, Aga Khan University, and international bodies (e.g., WHO).
- **Focus areas:** AI for predictive epidemiology, localized biotech for tropical diseases.
- **Innovation Labs:** Pilot zones in hospitals for telemedicine trials, genomic surveillance, and blockchain for drug supply chains.
- **Knowledge Sharing:** Mandate open-access publications and annual "ICT Health Summit" under Assembly patronage, fostering PPPs.

#### 5.4.2. ICT Education Authority

Education governance in Islamabad is currently managed primarily by federal institutions rather than a unified territory-wide authority, so any proposed "Capital Education Authority" must be clearly presented as a reform option, not as an existing body. Public-sector schools in Islamabad fall under the Ministry of Federal Education and Professional Training and its Federal Directorate of Education (FDE) which are being managed through an adhoc system by granting additional charge to the serving civil servant of BS-20 or 21 having no professional competency. While private schools are regulated separately through the Islamabad Capital Territory Private Educational Institutions Regulatory Authority (ICT-PEIRA) under the ICT-PEIRA Act 2013; parallel non-formal and skills programmes add further layers to this fragmented landscape. As a result, there is no single entity that consolidates planning, regulation and data across all education providers in the Islamabad Capital Territory.

Current efforts to restructure education governance in Islamabad are oriented toward improving coordination, monitoring and evidence-based decision-making, as reflected in recent policy discussions and reform announcements. However, these initiatives have not yet produced a fully operational, legally constituted Capital Education Authority with a consolidated mandate over all tiers and types of education provision.

Within this context, any forward-looking proposal that envisages an authority "with specialized human resources" overseeing federal schools, non-formal programmes and private institutions, and operating a unified city-wide EMIS, digital attendance systems and standardized learning assessments should be explicitly framed as a recommended future education governance model. Such a model would be aligned with ongoing reform

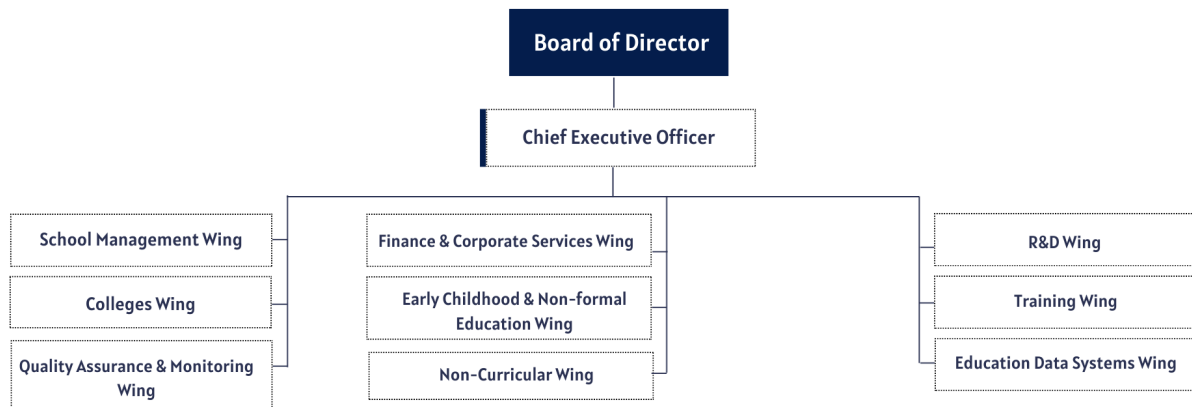
debates and strategic intentions but should not be described as part of the current legal and administrative framework for education in Islamabad.

Substantively, the proposed Capital Education Authority would consolidate planning and regulation across federal schools, FDE institutions, non-formal programmes and private schools, using integrated EMIS, digital attendance and common learning-assessment tools to drive equity and quality. Although this design is aspirational for Islamabad, it is consistent with international practice: municipal or city-region education authorities in Helsinki, Shanghai and Tallinn use robust data on school performance and equity to reduce gaps between schools, expand early-childhood access and align skills development with local labour-market needs, illustrating the potential benefits of such a reform if implemented.

#### 5.4.2.1. Governance Structure for Education Authority

The Islamabad Capital Territory Education Authority will serve as the central institution for education governance, consolidating responsibilities presently divided among the Federal Directorate of Education, non-formal education programmes and regulatory bodies overseeing private schools. The Authority will be governed by a representative board led by the Secretary Education Division, with representation from Finance and Planning Divisions, education sector experts supported by academics and private-sector representatives. The professional CEO of the authority will act as secretary of the board. Internally, it will be organized into distinct wings responsible for school education management, early childhood and non-formal education, quality assurance and assessment, teacher development, curriculum coordination, and education data systems. A dedicated Education Management Information System (EMIS) unit will maintain real-time data on enrolment, attendance, learning outcomes and infrastructure needs. This integrated structure will allow consistent standards across public and private institutions, equitable resource allocation, professional development of teachers, and long-term education planning aligned with labour-market and skills requirements of the capital.

#### 5.4.2.2. Organizational Structure



This lean setup fosters rapid responses to issues like teacher shortages or digital divides. ICTEA tackles urbanization, private-public disparities, tech integration, and labor market shifts through forward-thinking tools.

- **Digital Backbone:** Unified Education Management Information System (EMIS) with AI analytics for real-time attendance, dropout prediction, and personalized learning paths. Digital assessments standardize outcomes; integrate with national portals for seamless transitions.
- **Equity & Access:** Bridge public-private gaps via common standards enforced by ICT-PEIRA integration. "Equity Fund" subsidizes low-income access, targeting 95% enrollment as in Tallinn.
- **Skills Alignment:** Labor-market dashboards link curricula to ICT job needs (e.g., tech, green economy); mandatory vocational tracks from grade 9.

#### 5.4.2.3. Financial Management

A blended financing mechanism ensures the long-term financial sustainability of the ICT Education Authority, mitigating dependence on federal grants and enabling robust investment in infrastructure, digital systems, and equity initiatives. Revenue would be diversified as follows: 55% derived from allocations by the Federal Government and ICT Assembly to cover foundational operations; 25% generated through oversight of private school fee structures and public-private partnerships (PPPs) for facility development and upgrades; and 20% sourced from skills development levies imposed on relevant

industries, international development assistance, and licensing revenues from educational technology platforms.

Performance-based incentives, including outcome-linked disbursements (e.g., for enrollment targets or standardized assessment improvements), would be integrated, complemented by centralized e-procurement to achieve cost efficiencies of 15-20%, in line with international benchmarks such as those in Shanghai's municipal education systems.

Mechanisms:

- Performance budgeting: Schools gain bonuses for metrics like pass rates >85%.
- School Bonds: For smart classrooms, backed by enrollment growth.
- E-procurement: Cuts costs 15-20%, emulating efficient Asian models.
- Board approves plans; Assembly reviews annually.

#### 5.4.2.4. Research and Innovation Integration

ICTEA drives evidence-based reform, positioning ICT as an edtech hub.

- Research Directorate: 4% budget allocation for studies on learning outcomes, partnering with HEC, Agha Khan Foundation, and globals like UNESCO. Priorities: AI tutoring, hybrid learning post-COVID.
- Innovation Hubs: Pilot "Smart Schools" with VR labs, open-source platforms; annual "ICT EduTech Expo."
- Data Sharing: Public dashboards on performance; incentivize research via grants.

#### 5.4.3. Social Welfare and Inclusion Authority

Social Welfare and Inclusion Authority is proposed for ICT that would function as the local delivery arm of federal safety-net and social-protection programmes, while also managing city-level services such as shelters, disability support, child protection, drug-treatment and skills programmes. The Authority would use localized social-registry data and integrated case-management systems to identify and support vulnerable households and individuals, enabling more precise interventions tailored to specific neighborhoods and villages and helping bridge the urban-rural divide within ICT.

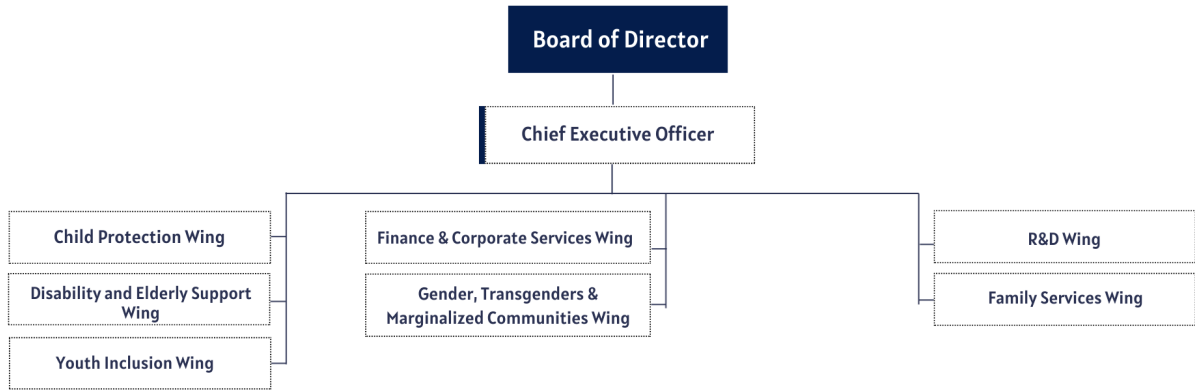
Internationally, cities such as **Barcelona** and **New York** have applied similar approaches like combining social registries, case workers and digital tools, to reduce fragmentation between agencies and improve access for marginalized groups, providing useful reference points for the design of such an institution in Islamabad.

#### 5.4.3.1. Governance Structure

The Social Welfare and Inclusion Authority will be established to unify social protection and welfare services that are presently scattered across multiple federal and territorial institutions. Governed by a multidisciplinary board and headed by Secretary Poverty Alleviation Division, with representative from Finance and Planning Divisions, area experts, Secretary, BISP, Chairman, Pakistan Bait-ul-mal etc. The CEO of the authority will act as secretary of the board who will be the operational head of the authority. The Authority will operate through specialized wings covering social protection delivery, child protection, gender and family services, disability and elderly support, youth inclusion, and rehabilitation services. A central feature of its structure will be an integrated social registry and case-management system, enabling the Authority to identify vulnerable households, coordinate assistance across programmes, and monitor outcomes at neighbourhood and village levels. By combining cash-transfer facilitation, institutional care services, skills development and community-based support under a single organizational framework, the Authority will strengthen inclusion, reduce duplication, and ensure targeted, transparent and responsive delivery of social interventions to local needs.

#### 5.4.3.2. Organizational Structure

ICTSWIA employs ICTHA's hybrid board-executive model, informed by Barcelona's integrated welfare systems and New York's social services hubs, emphasizing data-driven coordination.



The proposed structure will streamline services, reducing overlaps in current silos. ICTSWIA confronts urban-rural divides, migrant vulnerabilities, digital exclusion, and crisis response (e.g., floods) via innovative tools.

- Digital Backbone: Centralized social registry with AI for need prediction, integrated case management apps for real-time tracking, and mobile outreach portals. Links to national systems for seamless federal aid.
- Holistic Support: Neighborhood caseworkers bridge urban slums and peri-urban villages; rapid-response teams for evictions or disasters.
- Inclusion Focus: Tailored programs for women, disabled, and addicts, with equity dashboards monitoring access gaps.

#### 5.4.3.3. Financial Management

A blended financing framework shall be adopted to ensure the long-term financial sustainability of the ICT Social Welfare and Inclusion Authority and to reduce excessive reliance on federal grants. Under this framework, approximately 55 percent of the Authority’s resources shall be met through regular budgetary allocations from the Federal Government and the ICT Assembly to support core operational and statutory functions. A further 25 percent shall be mobilized through regulated public-private partnerships for the establishment and operation of shelters, rehabilitation and skills centres, supplemented by philanthropic contributions and corporate social responsibility (CSR) financing from the private sector. The remaining 20 percent shall be generated through innovative instruments such as social impact bonds, concessional international assistance and programmatic support, as well as cost-recovery from selected value-added services including vocational certification and specialized training. Performance-linked

disbursement mechanisms shall be introduced, whereby a portion of funds is contingent upon the achievement of agreed output and outcome indicators, and centralized electronic procurement shall be employed to secure measurable efficiency gains in line with established good practice.

#### 5.4.3.4. Research and Innovation Integration

ICTSWIA advances evidence-based welfare as an inclusion hub.

- Research Directorate: 4% budget for studies on vulnerability trends, partnering with PIDE, SDPI, federal ministries, and globals like UNICEF. Focus: Predictive analytics for at-risk families, rehab efficacy.
- Innovation Labs: Pilots for blockchain aid distribution, VR skills training; annual "ICT Inclusion Forum."
- Data Dissemination: Open dashboards; grants for community-led research.

#### 5.4.4. Tourism and Culture Authority

Tourism and cultural functions related to Islamabad's natural and heritage assets are currently distributed across several federal and local bodies (for example entities overseeing the Margalla Hills, museums and national cultural institutions), which can result in dispersed branding, uneven programming and inconsistent conservation practices. Given Islamabad's distinctive geography, national political role and cultural significance, a consolidated Tourism and Culture Authority is proposed as a forward-looking option, not an existing entity. Its mandate would encompass integrated management of trails and the Margalla Hills, museums, heritage villages and shrines, supported by unified branding, digital ticketing, visitor-flow analytics and strong conservation rules, as well as year-round cultural programming in partnership with PNCA, Lok Virsa, universities and private venues, deliberately extended to rural ICT to avoid an overly elite, sector-bound culture scene.

Experiences from cities such as **Vienna, Barcelona** and **Istanbul** illustrate how unified culture and tourism agencies, staffed by professionals and guided by long-term strategies, can protect heritage while generating sustainable economic activity. These agencies increasingly rely on digital platforms for promotion, crowd-management and visitor

feedback, allowing them to balance visitor numbers with conservation needs and to target cultural offerings to diverse communities.

International and domestic evidence indicates that destination performance improves when planning, branding, product development, and event coordination are consolidated within a single institutional platform, even where asset ownership remains distributed. The implementation approach proposed here follows this principle: central coordination without centralization of assets.<sup>12</sup> Singapore Tourism Board operates as a unified agency for destination strategy, branding, and major events, enabling integrated delivery across cultural attractions, urban experiences, and business tourism through strong coordination rather than institutional expansion. In 2024, Singapore recorded 16.5 million international visitor arrivals and S\$29.8 billion in tourism receipts (a record high), as reported by STB and reflected in Singapore's official statistics.<sup>13</sup> Ras Al Khaimah Tourism Development Authority (RAKTDA) follows a lean, partnership-driven model, managing eco-adventure tourism and conference events through a compact core team focused on coordination, private-sector facilitation, and outcome-based performance. RAKTDA reports 1.22 million overnight arrivals in 2023 (a record for the emirate), up 8% year-on-year, with international visitors up 24%.<sup>14</sup>

These benchmarks demonstrate that a small, empowered coordination body can effectively deliver multi-pillar destination strategies by aligning institutions, sequencing investments, and enforcing accountability principles directly reflected in the proposed mandate and structure of the authority.

The Tourism and Culture Authority will position Islamabad as an international destination by adopting integrated management practices, coordinating delivery across nature, culture, and events without duplicating asset ownership.

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<sup>12</sup> UN World Tourism Organization (UNWTO). 2021. *City Tourism Performance Research, Vol. 2: Benchmarking Capitals*. Madrid: UNWTO. <https://www.unwto.org>.

<sup>13</sup> Singapore Tourism Board. "Singapore Achieves Historical High in Tourism Receipts in 2024." *Singapore Tourism Board*, February 4, 2025. <https://www.stb.gov.sg/about-stb/media-publications/media-centre/singapore-achieves-historical-high-in-tourism-receipts-in-2024/>

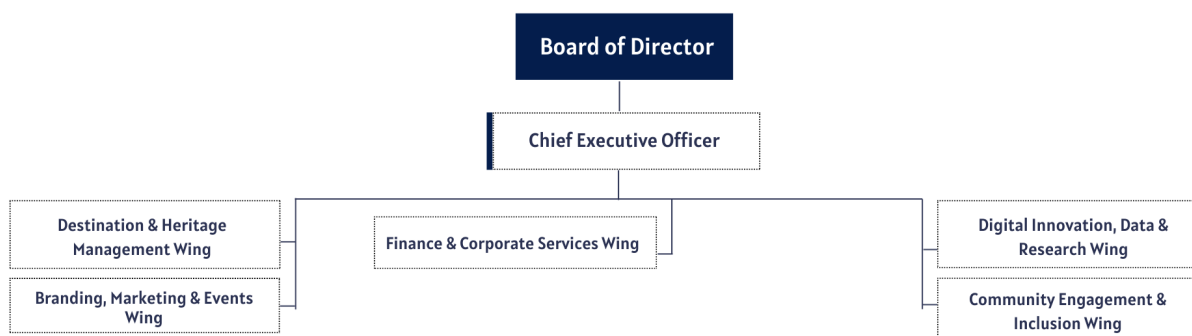
<sup>14</sup> Ras Al Khaimah Tourism Development Authority. "Ras Al Khaimah Breaks Record With 1.22 Million Tourists In 2023." *Ras Al Khaimah Tourism Development Authority Corporate Website*, January 8, 2024. <https://raktda.com/press-release-ras-al-khaimah-breaks-record-with-1-22-million-tourists-in-2023/>

Adapting these lessons to Islamabad would require appropriate legislation, clear lines of accountability and strong coordination with environmental, urban-planning and social-welfare institutions, but they demonstrate the potential benefits of moving toward more citizen-centric and integrated governance in social welfare, tourism and culture.

#### 5.4.4.1. Governance Structure

The Islamabad Tourism and Culture Authority will be responsible to manage tourism development, heritage conservation and cultural promotion within the ICT. At present, these functions are dispersed across several federal and local bodies, resulting in weak branding and inconsistent site management. The proposed Authority will be overseen by a governing board head by Secretary National Heritage and culture, including experts from culture, tourism, environment sectors, including representative from Finance, IPC and Planning Divisions etc. and private stakeholders. Its internal structure will comprise wings for tourism planning and promotion, destination and site management, heritage conservation, cultural programming, and digital tourism systems. This integrated institutional design will enable unified branding of Islamabad as a destination, professional management of trails, museums and heritage sites, coordinated cultural festivals, and the use of digital tools for ticketing, visitor analytics and crowd management. The Authority will also facilitate public-private partnerships to stimulate investment while ensuring conservation and community participation.

#### 5.4.4.2. Organizational Structure



The proposed organizational structure will streamline decision-making, reduce overlaps between agencies, and allow the Authority to respond quickly to emerging challenges such as over tourism at specific sites, environmental stress, or shifts in visitor behaviour.

#### 5.4.4.3. Financial Management

A blended financing framework shall be adopted to ensure the long-term financial sustainability of the ICT Tourism and Culture Authority and to reduce excessive reliance on federal grants. Under this framework, approximately 55 percent of the Authority's resources shall be met through regular recurrent and development allocations from the Federal Government and the ICT Assembly, supporting core statutory functions, conservation obligations and essential operational costs. A further 25 percent shall be mobilized through regulated public-private partnerships for the development and operation of visitor centres, eco-lodges, cultural venues and events, supplemented by sponsorships and corporate social-responsibility financing from the hospitality, transport and corporate sectors. The remaining 20 percent shall be generated through own-source revenues and innovative instruments, including digital ticketing and user fees at museums, heritage sites and trails; concessions for guided tours, merchandising and branding; international cultural and heritage grants; and, where appropriate, destination-linked financial instruments to support sustainable infrastructure. Performance-linked disbursement mechanisms shall be introduced so that a portion of budgetary and PPP-related payments is contingent upon agreed output and outcome indicators—such as visitor-satisfaction scores, conservation-status ratings, local job creation and expansion of cultural programming into rural ICT—while centralized electronic procurement and framework contracts shall be employed to secure measurable efficiency gains in line with emerging good practice in metropolitan tourism and culture administration.

#### 5.4.4.4. Research and Innovation Integration

ICTTCA would embed research and innovation as core functions to support evidence-based, citizen-centred governance of tourism and culture in ICT. A dedicated Research and Innovation Unit, housed within the Digital Innovation, Data & Research Directorate, would operate a tourism and culture observatory responsible for collecting, analysing and disseminating data on visitor profiles, flows and spending; environmental and conservation indicators; cultural participation patterns; and the economic contribution of tourism and creative industries. The Unit would collaborate with universities, think tanks and international networks to conduct applied research on sustainable tourism, heritage management, creative-economy development and the

social impacts of cultural policies, and would pilot digital and technological solutions such as augmented-reality guides, smart-signage and crowd-management systems, and community-based tourism models. Findings from these activities would be reported periodically to the ICT Assembly and used to inform strategic planning, regulatory adjustments and programme design, ensuring that the Authority remains adaptive and responsive to modern-day challenges and opportunities in tourism and culture.

#### 5.4.5. Environment and Climate Authority

Islamabad faces significant environmental pressures, including tree loss linked to urban expansion, increasing stress on the Margalla Hills ecosystem, localised pollution, and recurrent flood risks, all of which heighten the Territory's climate vulnerability. These challenges have been highlighted in recent assessments and public debates, which point to weak enforcement of environmental regulations, fragmented responsibilities, and a tendency toward project-by-project approvals rather than coherent, long-term ecological planning. In this context, any proposed Environmental and Climate Authority for Islamabad should be clearly framed as a forward-looking governance reform, not as an institution that already exists in law or practice.

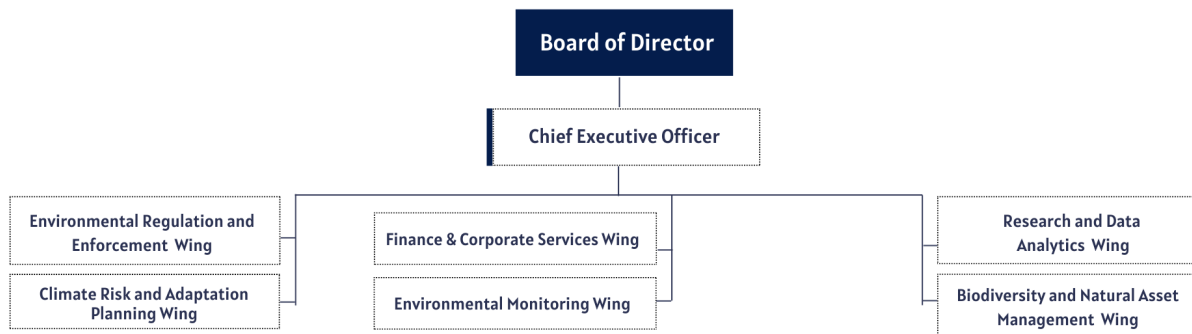
Environmental and Climate Authority for the Islamabad Capital Territory may be established as a strong, science-based body with clear statutory powers over environmental impact assessment, land-use and zoning standards, and continuous environmental monitoring. Its core functions would include maintaining a city-wide natural-assets register—covering forests, streams, wetlands, parks and green belts—with explicit “no-go” areas embedded in zoning and land-allocation systems; overseeing real-time monitoring of air and water quality and tree cover through open public dashboards; and requiring timely remedial actions from agencies and developers that breach environmental thresholds. The Authority would also lead climate-risk mapping to inform building codes, drainage upgrades and disaster-preparedness, especially in vulnerable valleys and foothill settlements where intense rainfall events and flash floods have already caused damage. The Authority will also promote eco-tourism, capitalizing on the unique landscape and biodiversity of the Margalla Hills, in close coordination with the proposed Tourism and Culture Authority to ensure that visitor access, conservation, and local economic benefits remain in balance.

International practice offers relevant guidance. Cities such as Curitiba, Copenhagen and Vancouver have shown that when environmental authorities are positioned at the centre of urban-planning and infrastructure decisions, and are backed by robust climate legislation, carbon-budgeting frameworks and nature-based solutions, urban development can proceed while preserving or even enhancing green cover and ecosystem services. For Islamabad, where large-scale tree felling and encroachment have raised public concern and climate projections indicate rising heat and flood risks, shifting from ad-hoc, project-specific approvals to an integrated “green governance” model is critical to sustaining both environmental quality and long-term urban resilience.

#### 5.4.5.1. Governance Structure

To respond effectively to environmental degradation and climate vulnerability, the Islamabad Environment and Climate Authority is proposed as a strong, science-based institution with clear statutory powers. The Authority will be governed by a board headed by Secretary Climate Change, including environmental experts, representatives from Finance, Planning Divisions and other relevant departments. The CEO of the authority will act as secretary of the board. The authority structured around specialized wings for environmental regulation and enforcement, climate risk and adaptation planning, biodiversity and natural asset management, environmental monitoring, and research and data analytics. A central function of this structure will be the maintenance of a comprehensive natural-assets register covering forests, waterways, green belts and ecologically sensitive zones. Real-time air, water and noise monitoring systems, supported by GIS-based planning tools, will allow proactive enforcement and transparent public reporting. By integrating environmental considerations into urban development and infrastructure decisions, the Authority will shift ICT from project-based approvals to long-term ecological governance and climate resilience planning.

#### 5.4.5.2. Organizational Structure



The proposed structure would streamline responsibilities, reduce overlaps among existing entities, and enable ICTECA to respond more rapidly and coherently to deforestation, encroachment, pollution incidents and climate-related emergencies.

- Digital and Monitoring Backbone: ICTECA would establish an integrated digital platform linking remote-sensing data, ground-based sensors and field inspections to provide real-time information on air and water quality, noise levels, tree cover and land-use change, with open public dashboards and alerts.
- Enforcement and Remedial Action: Automated triggers from monitoring systems would be tied to graduated enforcement responses, including notices, penalties and mandatory remediation plans for agencies and private developers, with progress tracked through the same digital backbone.

#### 5.4.5.3. Financial Management

A blended financing framework shall be adopted to ensure the long-term financial sustainability of the ICT Environment and Climate Authority and to reduce excessive reliance on federal grants. Under this framework, approximately 55 percent of the Authority’s resources shall be met through regular budgetary allocations from the Federal Government and the ICT Assembly to support core regulatory, monitoring and statutory functions and essential staffing and infrastructure. A further 25 percent shall be mobilized through regulated public-private and community partnerships for green-infrastructure and ecosystem-restoration projects—such as urban forestry, wetland rehabilitation, sustainable drainage, and nature-based flood-protection measures—supplemented by contributions from corporate environmental-responsibility

programmes and green-bond or similar instruments issued for climate-resilient infrastructure. The remaining 20 percent shall be generated through innovative instruments and own-source revenues, including environmental fees and charges (e.g., pollution levies, impact-assessment fees), payments for ecosystem services where applicable, concessional international climate-finance and programmatic support, and cost-recovery for specialist services such as environmental audits and testing. Performance-linked disbursement mechanisms shall be introduced, whereby a portion of funds is contingent upon the achievement of agreed output and outcome indicators such as improvements in key air- and water-quality indices, increases in protected green cover, reductions in population exposed to high flood risk, and compliance rates, while centralized electronic procurement shall be employed to secure measurable efficiency gains in the procurement of monitoring systems, restoration works and related services.

#### 5.4.5.4. Research and Innovation Integration

ICTECA would advance evidence-based environmental and climate governance as a core function.

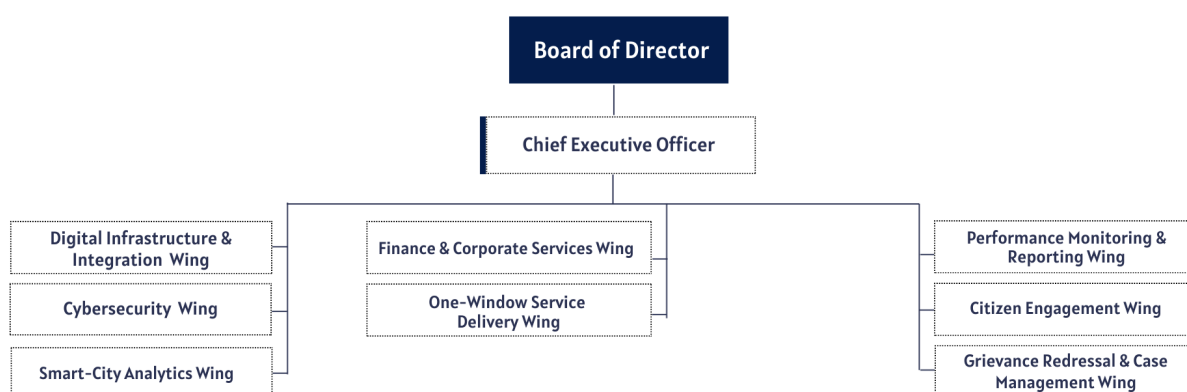
- **Research Directorate:** A dedicated Research and Analytics Directorate would manage an annual research programme, with at least a defined share of the Authority’s budget earmarked for studies on climate-risk scenarios, ecosystem services valuation, effectiveness of regulatory and restorative interventions, and socio-economic dimensions of environmental change, in collaboration with national research institutions, universities and international partners. Key focus areas would include heat-island mitigation, urban-flood modelling, air-quality management and the design of nature-based solutions adapted to ICT’s geography.
- **Innovation Labs:** The Authority would host or support innovation labs to pilot digital and technological tools such as advanced remote-sensing and AI-based land-use-change detection, smart sensors for real-time pollution monitoring, community-based reporting apps, and low-cost, nature-based flood- and erosion-control measures, in partnership with local start-ups, academia and international networks.
- **Data Dissemination:** Open data and communication would be central, with publicly accessible dashboards, periodic “State of the Environment and Climate

Risk” reports, and support for community-led research and citizen-science initiatives. These outputs would inform policy-making, strengthen public awareness and enable the ICT Assembly and citizens to hold institutions accountable for environmental and climate outcomes.

#### 5.4.6. Digital and E-Government Authority

At the core of the proposed governance framework will be the Digital and E-Government Authority, which will function as the foundational enabling institution for all other authorities. The proposed Authority will be overseen by a governing board head by Secretary Information Technology, including representatives from NADRA, Passport Office, area experts, and representative from Finance and planning Divisions etc. and private stakeholders. The CEOs of each authority will also be the member of Digital Authority. The authority will be responsible for digital infrastructure development, system interoperability, data governance, cybersecurity and citizen-engagement platforms. The Authority will house specialized units for one-window service delivery, integrated databases, smart-city analytics, grievance redressal and participatory governance tools. Through a unified portal and mobile application, citizens and businesses will access health, education, land, taxation, licensing and welfare services seamlessly. The Authority will also maintain performance dashboards for political leadership and the public, enabling real-time monitoring of service delivery and institutional outcomes. By embedding citizen feedback and digital participation mechanisms into governance, this Authority will ensure that technology strengthens accountability rather than merely automating existing inefficiencies.

##### 5.4.6.1. Organizational Structure



## 5.5. Overall Institutional Impact

Collectively, the proposed authorities will transform Islamabad's governance model from fragmented administrative control to integrated metropolitan management. Their structures emphasize professional leadership, functional clarity, data-driven decision-making and citizen accountability, while remaining firmly embedded within the constitutional framework of the Islamabad Capital Territory Government. Through these institutions, Islamabad can evolve into a modern, inclusive and resilient federal capital comparable with leading international cities, capable of delivering high-quality services while fulfilling its national role.

## Chapter 6: Conclusion

Islamabad’s governance challenges soar not from lack of institutions, but from their fragmentation, misalignment, and instability, which have barred the Capital Territory from functioning as a modern federal capital or like other provinces and territories. This contemporary arrangement marked by federal control over key services, a powerful but federally administered Capital Development Authority (CDA), an under-resourced ICT Administration, and often altered local government structures has caused in a persistent democratic deficit, uneven service delivery, and unclear accountability.

To address these organizational weaknesses, the report recommends a phased shift to an Islamabad Capital Territory Government (ICTG) anchored in democratic legitimacy and administrative coherence. The proposed model provides for an elected Islamabad Capital Territory Assembly (ICTA) and a directly accountable Chief Executive (Chief Minister/Mayor), supported by a streamlined set of grouped departments. A clear functional division is envisaged: law and order and master planning will remain with the Federation in recognition of Islamabad’s special status, while all other devolved subjects will vest in the ICTG. The Committee emphasizes that the ICTG must enjoy administrative and financial autonomy comparable to a provincial government, operate under its own Rules of Business, and exercise authority across the entire Territory—urban and rural—while federal institutions of national scope continue to function in ICT as elsewhere in Pakistan.

To ensure legal clarity and institutional stability, the report recommends enactment of a unified Islamabad Capital Territory Government Act, 2025, consolidating core provisions of the ICT Local Government Act, 2015 and the CDA Ordinance, 1960, alongside targeted amendments to the Federal Rules of Business, 1973. The Committee further proposes the establishment of three high-level bodies—a Legislative Committee, a Finance Committee, and a Transition Committee—to draft the new legal framework, define sustainable resource and local-tax arrangements, and manage the phased transition to the ICTG model.

It has been observed that institutional reform must be accompanied by digital governance and citizen-participation mechanisms, ensuring that “Smart Islamabad”

strengthens transparency, accountability, and inclusion rather than remaining a purely technological initiative. It also calls for integrated metropolitan planning with Rawalpindi and surrounding districts, enhanced environmental protection and climate resilience, and the creation of professional sectoral authorities for health, education, social welfare, tourism and culture, and environmental management.

The report concludes that a coherent, constitutionally grounded ICT Government, supported by digital systems and professional institutions, is essential to secure democratic representation, effective service delivery, and sustainable development befitting Pakistan's Federal Capital.

**PRIME MINISTER'S OFFICE**  
**ISLAMABAD**

Subject: **COMMITTEE TO REVIEW AND FORMULATE ICT GOVERNANCE MODEL**

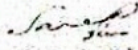
The Prime Minister has been pleased to constitute a committee comprising the following:

- |   |              |
|---|--------------|
| 1) Mr. Ahsan Iqbal Chaudhry, Minister for Planning<br>Development and Special Initiatives | Chair ✓      |
| 2) Rana Sana Ullah Khan, Minister for IPC /<br>Adviser to PM on Political Affairs & GB    | Member       |
| 3) Syed Mohsin Raza Naqvi, Minister for Interior  | Member       |
| 4) Mr. Musadik Masood Malik, Minister for Petroleum                                       | Member       |
| 5) Secretary, Cabinet Division  | Member       |
| 6) Secretary, Ministry of Interior  | Member       |
| 7) Secretary, Ministry of Finance   | Member       |
| 8) Secretary, MoNHSR&C  | Member       |
| 9) Secretary, Federal Education and PT  | Member       |
| 10) Additional Secretary, M/o Interior  | Member/Secy. |
| 11) Chairman CDA/Chief Com. ICT   | -Member      |
| 12) Any co-opted member, if required.   |              |

2. The Terms of Reference (ToRs) of the Committee is as under:

- i) To study international models for Capital city governance and suggest a viable governance model of ICT with administrative and financial autonomy at par with provincial governments;
- ii) To undertake capacity assessment of local administration of ICT for efficient delivery in all devolved subjects including Health and Education etc;
- iii) To prepare a transition plan for ICT management, organizational structure, financial resources with clear timelines;
- iv) To review legislative framework of local government of ICT;
- v) Any other issue deemed essential by the Committee.

3. The Ministry of Interior shall provide secretarial support to the Committee and the Committee shall submit its report **within 30 days** to this Office for the perusal of the Prime Minister.

  
( Sarah Aslam )  
Additional Secretary - I  
17-08-2024

**All Concerned**  
No. 261/DS(IA-I)/2024

**Annex-II**

**Most Immediate**

**GOVERNMENT OF PAKISTAN  
MINISTRY OF PLANNING, DEVELOPMENT AND SPECIAL INITIATIVES  
(GOVERNANCE SECTION)**

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F. No: 1(323)G/PC/2024

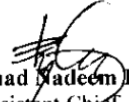
Islamabad, the 4<sup>th</sup> November, 2024

**OFFICE MEMORANDUM**

Subject: **MINUTES OF THE 1<sup>st</sup> MEETING OF COMMITTEE TO REVIEW AND FORMULATE  
ICT GOVERNANCE MODEL**

The undersigned is directed to enclose herewith minutes of the 1<sup>st</sup> meeting of the Committee constituted by the Prime Minister to Review and Formulate ICT Governance Model held on 19<sup>th</sup> September 2024 duly approved from the Minister for Planning, Development and Special Initiatives for further necessary action.

Encl: **As above**

  
(Muhammad Nadeem Khan)  
Assistant Chief  
051-9201207

**Joint Secretary (ICT),  
Interior Division,  
Islamabad**

**GOVERNMENT OF PAKISTAN  
MINISTRY OF INTERIOR**



**MINUTES OF THE MEETING**

**Subject: 1<sup>st</sup> MEETING OF COMMITTEE TO REVIEW AND FORMULATE ICT GOVERNANCE MODEL**

The 1<sup>st</sup> meeting of the Committee constituted by the Prime Minister to Review and Formulate ICT Governance Model was held under the chairmanship of Minister for Planning Development & Special Initiatives on 19<sup>th</sup> September 2024 at 10:30 hours in the Conference room, 3rd Floor, Block-P, MoPDSI, Pakistan Secretariat, Islamabad.

The meeting started with recitation of the Holy Quran. The chair introduced the subject issue and further stated that any governance reform in ICT will be a good scale model to replicate in the rest of the country, he then invited the participants for deliberations. The list of the participants is attached.

2. After having extensive discussions/deliberations with the participants of the meeting, the following salient were identified:

- ICT is not at par with provinces and it should have a robust governance matching that of a province.
- Whether a separate legislative assembly like provinces is required for ICT or the local governance can serve the purpose.
- There is lack of integration between ICTA, CDA, MCI & M/o Interior.
- Education and Health sectors are generally not properly managed at district level.
- Effective local government can help give people of ICT a voice in running the capital.
- Good governance, effective service delivery and modern administration should be synergized in the proposal for ICT governance model.

3. Chief (Governance), Ministry of Planning, Development and Special Initiatives presented the pros and cons of the following global Capital cities governance models:

- Centralized.
- Direct Federal Control.
- Decentralized governance.
- Metropolitan governance model.
- Direct democracy model.
- Public private partnership.

It was informed that these models are being applied based upon the local Socio-economic and political dispensation of any particular country.

4. Administrative and Governance structures of the following capitals were also presented:

- Washington DC
- Berlin

- Singapore
- Ottawa
- Tokyo
- Paris
- Stockholm
- Canberra
- Seoul
- New Delhi
- Kathmandu.

It was also explained in detail that every governance model in different cities is tailor made to that country's needs.

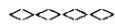
5. The discussion raised the following questions:

- How much autonomy is to be given to the Islamabad administration;
- Is there a need of Provincial Government (PG) or Local Government (LG);
- How to draw the balance between administration and police;
- What will be the role of federal ministries (especially Finance, Planning and the Ministry of Interior) if the provincial Government is introduced;
- What will be the role of CDA and MCI if Local Government is introduced.

6. Following broad options were discussed:

- There may be a provincial government with its cabinet and chief Minister (Elected), which was thought to be less feasible.
- Create a local government with a balance which should not be able to paralyze the Federal Government but should have sufficient powers.
- Health, Education and Technical Education may be strengthened at ICTA level.

7. It was also decided by the chair that the DC ICT shall consult three MNAs elected from Islamabad. The meeting was ended with a vote of thanks to the chair.



**LIST OF PARTICIPANTS WHO ATTENDED THE 1<sup>st</sup> MEETING OF COMMITTEE TO  
REVIEW AND FORMULATE ICT GOVERNANCE MODEL HELD ON THE  
19<sup>TH</sup> SEPTEMBER 2024.**

1. Minister for Planning, Development and Special Initiatives (Chair).
2. Coordinator to Prime Minister for National Health Services Regulations and Coordination.
3. Secretary Planning, Development and Special Initiatives.
4. Secretary Federal Education and PT.
5. Additional Secretary Interior Division
6. Additional Secretary Cabinet Division
7. Additional Secretary National Health Services Regulations and Coordination.
8. Deputy Commissioner ICT
9. Chief (Governance), MoPD&SI

**MOST IMMEDIATE**

**F.No. 5/12/2024-ICT-I  
GOVERNMENT OF PAKISTAN  
MINISTRY OF INTERIOR**  
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Islamabad the 4<sup>th</sup>, December, 2024

To,

Mr. Javed Sikander,  
Chief Governance  
Planning, Development and Special Initiatives,  
**Islamabad.**

Subject: - **MINUTS OF THE 2<sup>ND</sup> MEETING OF COMMITTEE TO REVIEW AND FORMULATE THE ICT GOVERNANCE MODAL.**

I am directed to enclose herewith **draft minutes of the meeting**, held on 24<sup>th</sup>, October, 2024 at 12:00 hrs, in the Conference Room, 3<sup>rd</sup> floor, Block-P, Pak Secretariat Islamabad, for perusal and approval of the Honorable Federal Minister for Planning, Development and Special Initiatives.

**Encl:** As above.

  
(Facho)  
Section Officer (ICT-I)  
☎ 051-9206355

Copy to:-

1. PS to Minister, M/o Interior Islamabad.
2. PS to Secretary, M/o Interior Islamabad.
3. PS to AS (IFS), M/o Interior Islamabad.

GOVERNMENT OF PAKISTAN  
MINISTRY OF INTERIOR



MINUTES OF THE MEETING

Subject: 2nd MEETING OF COMMITTEE TO REVIEW AND FORMULATE ICT GOVERNANCE MODEL

The second meeting of the Committee to review and formulate ICT Governance Model was held in the Ministry of Planning Development & Special Initiatives on 24<sup>th</sup> October 2024 at 12:00 hours in the Conference room, 3rd Floor, Block-P, Pakistan Secretariat, Islamabad. The list of the participants is attached.

2. The meeting started with recitation of the Holy Quran. Initiating the discussion, the Chair welcomed the participants and invited them to share their views. The Chief Commissioner, Islamabad presented an overview of the existing governance structure of Islamabad Capital Territory. He expressed that currently, four main organisations of ICT i.e ICT Administration, ICT Police, Capital Development Authority, and Metropolitan Corporation, Islamabad are catering to needs of Citizens of Islamabad, under the Ministry of Interior. Laws pertaining to all these organisations are sent to the Parliament. The legislative process in ICT is more tedious owing to conflicting priorities of legislation at National level compared to legislative process in provinces. The posting transfers of Chairman CDA/ Members of CDA Board and Administrator MCI require approval of Federal Government for which summaries are processed by Ministry of Interior. Posting transfers of officers to ICT Administration and Police are made through Ministry of Interior by Establishment Division. In terms of finances, ICT administration and Police are funded from Federal Budget while CDA and MCI generate their own revenues. The recurring expenditure and human resource requirements of MCI are met by CDA. Unlike other provinces, Islamabad Capital Territory does not have its own Revenue Authority. Chief Commissioner Islamabad, further highlighted that there was an overlap on key services like water resource, waste collection etc. between the CDA and MCI and careful deliberation was required to address this overlap.

3. Chief Commissioner ICT suggested that there was a dire need to remove existing in-efficiencies in the current governance structure and establish self-sustaining organizations while providing best services to the residents of Islamabad. It was proposed that legislation could be delegated to a sub-committee specifically for Islamabad Capital Territory including all elected MNAs from constituencies of Islamabad, Senators from Islamabad, Minister Law, Minister Interior, and Minister Finance. Minister for Interior and Secretary Interior may be empowered for all posting transfers including Members of CDA board etc. Furthermore, special purpose authorities/agencies/companies may be setup for Waste Management, Water Management, Rescue 1122, along with redefining the roles of MCI, Mayor and House of Mayor in the light of creation of newly proposed Authorities and limiting it to rural areas of Islamabad. To address the issue of revenue generation and its expenditure on ICT development, creation of a Revenue

Authority wherein, all devolved taxes are collected into an Islamabad specific consolidated fund was proposed.

4. Sharing his views on the proposals of Chief Commissioner, the Minister for Petroleum expressed that to address the people centric problems, administrative issues and their resolution have been suggested. It was more important to decide the question whether ICT needs a robust Local Government under a Mayor or a separate legislative assembly with a Chief Minister who are accountable to the people of Islamabad. All other departments can be made to work under that arrangement accordingly.

5. The Chair at this point expressed that existing arrangement of Federal Government directly running the Islamabad Capital Territory, with a divided boundary between CDA and MCI and weak linkage of Federal Health and Education ministries with ICT has left a vacuum in service delivery which can be filled if the moot point of having an effective local government or an independent legislative assembly with a Chief Minister is decided. The Chair was of the view that if 1% of around 7 bn expenditure incurred annually by Federal Government on Health and Education annually, is spent on putting up smart administrative arrangements (a PMU or independent Health and Education authorities for Islamabad Capital Territory), service delivery can be improved significantly. In fact, Islamabad Capital Territory can become a model in service delivery if the structural issues in its governance model are addressed. The Chair further expressed that the proposed legislative body for Islamabad can be in the form of Islamabad Capital Territory Council like GB and Kashmir Council, headed by Minister for Interior, Chief Minister or Mayor. To cater to the requirement of legislation of urgent nature i.e Ordinances etc., office of Governor for Islamabad can be created. At the functional level different departments/ authorities and companies can function simultaneously for provision of service delivery.

6. On invitation from the Chair the elected representatives from ICT also shared their views regarding the subject matter. Mr. Tariq Fazal Chaudhary, MNA expressed that as the discussion revolved around improving the efficiency of existing setup and how to govern it more efficiently in future, an effective arrangement in the form of Capital Administration and Development Division (CADD) was in place till 2018 wherein all departments in ICT worked under it. However, the same was disbanded which effected the service delivery especially in Health and Education sectors. He endorsed the proposal of a separate provincial assembly status/model along with a local government for ICT. Raja Khurram Nawaz MNA, citing his experience with the law making for ICT, also endorsed the idea of having a separate legislative assembly with a Chief Minister. Mr. Anjum Aqeel MNA called for more involvement of public representatives for resolution of issues of people of Islamabad especially in Health and Education Sectors. He suggested that elected representatives from ICT may also be represented at CDA Board.

7. The Chair also sought input of the Federal Secretaries present in the meeting. Secretary Interior was of the view any proposal regarding governance model for ICT must be in line with our ground realities. The size of Islamabad was not more than that of a Local

Government and establishing a provincial government with a huge infrastructure cost could be counterproductive. Likewise, strong linkage of Federal Government with the Federal Capital was required in our particular circumstances. Hence, to start with agency creation model with functional specialization, to be followed by any major structural changes, may be adopted. Secretary, Cabinet Division expressed that the major question involving governing Islamabad through Federal Government or a Provincial Government, in fact implied governing Islamabad through the representatives of the people of other provinces or the people of Islamabad only. However, there could be no uniformity in departments/ authorities/ companies to be setup under such government and functional specialization would be required. He further opined that all statutory provisions which required undue recourse to Federal Government for approvals could be amended by the Ministry of Interior. The Secretary, Ministry of Federal Education was of the view that agency creation model can be coupled with representative model. Like Delhi Model, Police and Administration in ICT can directly report to the Federal Government through Governor and Provincial Government can manage other subjects.

8. Summing up the discussion, the Chair expressed that formation of an ICT Council under the chair of Minister for Interior, with MNAs from ICT, Mayor MCI, 25 members of MCI, and three technocrats to be nominated by the Prime Minister as members can be considered. Along with this, the office of Governor was also required. It was decided that two or three models may be presented in the next meeting based on the above discussion. It was further decided that Secretary Law may be invited to attend the next meeting to discuss the legal aspects of various options deliberated in the meeting. Next meeting of the Committee will be held in the presence of Minister for Interior who could not attend the subject meeting being abroad.

9. The meeting ended with a vote of thanks to and by the Chair.

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**LIST OF PARTICIPANTS WHO ATTENDED THE 2<sup>nd</sup> MEETING OF COMMITTEE  
TO REVIEW AND FORMULATE ICT GOVERNANCE MODEL HELD  
ON THE 24<sup>th</sup> OCTOBER, 2024.**

<b>Sr</b>	<b>Name</b>	<b>Designation</b>	<b>Ministry/Division/Org</b>
1.	Prof. Ahsan Iqbal	Minister (Chair)	M/o PD&SI
2.	Musadik Masood Malik	Minister	Petroleum Division
3.	Dr. Tariq Fazal Choudhry	Member of National Assembly	
4.	Anjum Aqeel	Member of National Assembly	
5.	Raja Khurram Nawaz	Member of National Assembly	
6.	Kamran Ali Afzal	Secretary	Cabinet Division
7.	Muhammad Khurram Agha	Secretary	Interior Division
8.	Mohyuddin Ahmad Wani	Secretary	M/o FE&PT
9.	Kamran Rehman Khan	Additional Secretary	M/o PD&SI
10.	Syed Moazzam Ali	Additional Secretary	M/o of NHR&C
11.	Muhammad Ali Randhawa	Chief Commissioner	ICT Islamabad
12.	Tariq Salam	Joint Secretary	Interior Division
13.	Javed Sikander	Chief (Governance)	M/o PD&SI
14.	Talat Mahmood	Member (Administration)	CDA
15.	Irfan Nawaz Memon	Deputy Commissioner	ICT Islamabad
16.	Shakeel Ahmed	Director	CDA

**MOST IMMEDIATE**

No.5/12/2024-ICT-II  
GOVERNMENT OF PAKISTAN  
MINISTRY OF INTERIOR

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Islamabad, the 24<sup>th</sup> December, 2024

Mr. Javed Sikander,  
Chief Governance,  
Planning, Development and Special Initiatives,  
**Islamabad.**

Subject: - **MINUTES OF THE 3<sup>rd</sup> MEETING OF COMMITTEE TO  
REVIEW AND FORMULATE ICT GOVERNANCE MODEL**

I am directed to enclose herewith draft minutes of the meeting, held on 5<sup>th</sup> December 2024 in the Conference Room, 3<sup>rd</sup> Floor, Block-P, Pak Secretariat, Islamabad on the subject cited above, for perusal and approval of the Honorable Federal Minister for Planning, Development and Special Initiatives.

Encl: as above.

  
(AYESHA JAVED)  
Section Officer (ICT-I)  
Ph: 9208624

Copy to: -

1. Director to Minister for Interior, Islamabad.
2. SPS to Secretary, M/o Interior, Islamabad.
3. PS to AS(IFS), M/o Interior, Islamabad.

**GOVERNMENT OF PAKISTAN  
MINISTRY OF INTERIOR**

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**MINUTES OF THE MEETING**

Subject: - **3<sup>RD</sup> MEETING OF COMMITTEE TO REVIEW AND FORMULATE  
ICT GOVERNANCE MODEL**

The third meeting of the Committee to review and formulate ICT Governance Model was held under the Chairmanship of the Minister for Planning Development & Special Initiative on 5<sup>th</sup> December, 2024 at 1400 hrs. in the Conference Room, Ministry of Planning Development & Special Initiative 3<sup>rd</sup> Floor, Block-P, Pakistan Secretariat, Islamabad. The list of participants is attached.

2. The meeting started with recitation of the Holy Quran. Initiating the discussion, the Chair welcomed the participants and invited them to share their views.

3. The Deputy Commissioner, ICT presented an overview of two models of governance: the Provincial Government Model and the Mayor (Local Government) Model. Administrative and governance structure of New Delhi was also presented. It was pointed out that CDA is in the process of establishing different authorities. This steered the discussion towards comparison of pros and cons of each governance model.

- Minister for Inter-Provincial Coordination underscored the need for delineation and unambiguous assignment of responsibilities, without overlap. He further suggested that the process should be phased, while ensuring that the writ of the government is not compromised with Land, Administration and Police being the sole domain of the Federal government. He was of the view that Services and Development may be assigned to the elected representatives of the people for greater accountability and for this an intricate balance was required to be created. He further suggested making two lists for clear assignment of functions: (1) Development and Services (2) Administrative Functions.
- Minister for Petroleum highlighted the need to empower the Mayor, on the pattern of other democratic countries, such as the US. However, he stated that Police should be under Ministry of Interior, and separate from Mayor.
- Raja Khurram Nawaz, MNA pointed out discrimination between CDA controlled Islamabad and Rural Islamabad.
- The Chair also pointed out certain issues while highlighting the difference between Rural and Urban Islamabad. He expressed that the existing arrangement of the Federal Government directly running the Islamabad Capital Territory and an overlap between CDA and MCI leaves a vacuum in service delivery which can be filled if the moot

point of an effective governance model is decided. He further added that Elected Representatives can be held accountable if there is a proper forum, such as a district assembly.

- It was pointed out that Article 1 & 175 of the Constitution mentions ICT. The Legal Adviser, CDA raised the question of overhaul, and urged to decide if overhaul could be done without constitutional amendments. He further added that the character of ICT is different as it belongs to the whole of Pakistan and is an international city as well.
  - Barrister Zafarullah Khan highlighted the lack of devolution and too much fragmentation in current governance model of ICT. He was of the view that bare minimum powers should reside with the Federal Government while the rest falling under the umbrella of some elected body.
  - Minister for Inter Provincial Coordination, highlighted the need to define a final limit of ICT boundaries, in order to curb further uncontrolled spread of ICT. The Chair opined that ICT should move towards vertical growth. Raja Khurram Nawaz, further added that the necessary review of Model Plan was not done timely, resulting in the unregulated growth of ICT.
  - Dr. Tariq Fazal Chaudhary, MNA pointed out that the Departments of ICT are under multiple Ministries, marked by lack of coordination. These departments need to come under one roof for greater efficiency and effectiveness.
4. After having extensive discussion /deliberations, it was decided to constitute a Sub-Committee, with the following composition: -

i.	Barrister Zafarullah Khan	-	Convener
ii.	Three MNAs of ICT	-	Member
iii.	Additional Secretary, MoI	-	Member
iv.	Chief Commissioner, ICT	-	Member
v.	Mayor MCI	-	Member
vi.	Deputy Commissioner, ICT	-	Member
vii.	Representative of CDA	-	Member
viii.	Any member coopted by the Committee		

5. The Committee shall submit its recommendations within one week.
6. The meeting ended with a vote of thanks to the Chair.

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**List of Participants**

**Meeting of PM Committee to Review and Formulate ICT Governance Model  
5<sup>th</sup> December, 2024**

<b>Sr</b>	<b>Name</b>	<b>Designation</b>	<b>Ministry/Division/Or</b>
1.	Prof. Ahsan Iqbal	Minister (Chair)	M/o PD&SI
2.	Mr. Musadik Masood Malik	Minister	Petroleum Division
3.	Mr. Rana Sanaullah Khan	Minister/Advisor to PM	Inter-Provincial Coordination Division
4.	Mr. Anjum Aqeel	Member of National Assembly	
5.	Dr. Tariq Fazal Choudhry	Member of National Assembly	
6.	Mr. Zafar Ullah Khan	Ex-SA to Prime Minister	
7.	Mr. Kamran Ali Afzal	Secretary	Cabinet Division
8.	Mr. Awais Manzur Sumra	Secretary	M/o PD&SI
9.	Mr. Hassan Mehmood	Advisor Legislative	Law & Justice
10.	Mr. Nazar Muhammad Mr. Bozdar	Additional Secretary	Ministry of Interior
11.	Mr. Naeem Dar	Director General	CDA
12.	Mr. Muhammad Iqbal	Joint Secretary (Admin & Finance)	M/o of NHR&C
13.	Mr. Mumtaz Hussain Sheikh	Joint Secretary	Finance Division
14.	Mr. Javed Sikander	Chief (Governance)	M/o PD&SI
15.	Mr. Irfan Nawaz Memon	Deputy Commissioner Legal Advisor	ICT Islamabad CDA/ICT/MCI
16.	Barrister Qasim A. Chowhan		
17.	Mr. Shakeel Ahmed	Director (Coord)	CDA

**MOST IMMEDIATE**

No.5/12/2024-ICT-II  
GOVERNMENT OF PAKISTAN  
MINISTRY OF INTERIOR



Islamabad, the 21<sup>st</sup> February, 2025

Mr. Javed Sikander,  
Chief Governance,  
Planning, Development and Special Initiatives,  
**Islamabad.**

Subject: - **MINUTES OF THE 4<sup>th</sup> MEETING OF COMMITTEE TO REVIEW AND FORMULATE ICT GOVERNANCE MODEL**

I am directed to enclose herewith draft minutes of the 4<sup>th</sup> meeting, held on 12<sup>th</sup> February, 2025 in the Conference Room, 3<sup>rd</sup> Floor, Block-P, Pak Secretariat, Islamabad on the subject cited above, for perusal and approval of the Honorable Federal Minister for Planning, Development and Special Initiatives.

Encl: as above.

  
(FACHO)

Section Officer (ICT-I)  
Ph: 9208624

GOVERNMENT OF PAKISTAN  
MINISTRY OF INTERIOR AND NARCOTICS CONTROL



MINUTES OF THE MEETING

**Subject: 4<sup>th</sup> MEETING OF COMMITTEE TO REVIEW AND FORMULATE ICT GOVERNANCE MODEL**

The meeting of the Committee to review and formulate the ICT Governance Model was held under the chair of the Minister for Planning, Development & Special Initiatives on 12<sup>th</sup> February 2025 at 14:00 hours in the Conference Room, 3rd Floor, Block-P, Pakistan Secretariat Islamabad.

2. The meeting started with the recitation of the Holy Quran. Initiating the discussion, the Chair welcomed the participants and invited Barrister Zafar Ullah Khan to present his report as the chairman of the sub- committee. It was informed that sub-committee reviewed key principles for a new governance model for the Islamabad Capital Territory (ICT), emphasizing representative government to ensure democratic control and the integration of multiple institutions for streamlined governance. It was highlighted there is a need for the devolution of power from the federal government to the ICT government, establishing a structure that suits ICT as a federating unit while utilizing existing governance frameworks. Additionally, the model will consider the distinct requirements of the Federal Capital.

3. It was further informed that the report of the sub-committee proposed a key initiative for the establishment of an Islamabad Capital Territory Government (ICTG). This includes creating an elected ICT Assembly (ICTA) responsible for legislative functions, while a Mayor, elected by the ICTA, will serve as the Chief Executive, overseeing departments organized into social, economic, development, and general categories. There will also be a Chief Minister and Governor of the ICTG and the assembly will consist of 25 members. Despite the integration of most departments under the Mayor's authority, specific functions related to Home, Police, and Master Planning will report to the federal government. Additionally, it was proposed to grant the ICTG administrative and financial autonomy similar to that of provincial governments and to develop effective Rules of Business for its operations. For education, health, and revenue, there may be Independent Government Authorities.

4. It was proposed that two Municipal Corporations/Committees (MCs) would be formed to handle municipal functions within existing districts, necessitating amendments to the Local Government Act 2015, with all CDA functions transferred to these MCs. The proposed legislative actions include the enactment of the Islamabad Capital Territory

Government Act 2025 and amendments to the federal government Rules of Business 1973, specifically Schedule V, to align with the new governance model. Additionally, there is a suggestion to develop a unified framework for governance implementation.

5. The Chair directed the sub-committee to fine-tune the proposal after presenting it to the Minister for Interior and Narcotics Control and subsequently it will be presented before the Prime Minister of Pakistan. The following members of the sub-committee will fine-tune the proposal:

- Barrister Zafar Ullah Khan -Chairman
- Raja Khurram Shehzad Nawaz, MNA -Member
- Mr. Ajum Aqeel Khan, MNA - Member
- Mr. Nazar Muhammad Bozdar, AS IFS, MoINC - Member
- Mr. Muhammad Ali Randhawa, Chairman CDA/Chief Commissioner ICT -Member

6. The meeting concluded with a vote of thanks to and by the Chair.

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**GOVERNMENT OF PAKISTAN  
MINISTRY OF PLANNING, DEVELOPMENT AND SPECIAL INITIATIVES  
(GOVERNANCE SECTION)**

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F. No: I(323)G/PC/2024

Islamabad, the 21<sup>st</sup> July, 2025

**OFFICE MEMORANDUM**

Subject: **MINUTES OF THE 6<sup>th</sup> MEETING OF COMMITTEE TO REVIEW AND FORMULATE THE ICT GOVERNANCE MODEL**

The undersigned is directed to enclose herewith duly approved minutes of the 6<sup>th</sup> meeting of the Committee constituted by the Prime Minister to Review and Formulate ICT Governance Model held under the chairmanship of Minister for Planning, Development and Special Initiatives on 17<sup>th</sup> June, 2025 for information and further necessary action.

Encl: **As above**

**(Zahid Ashraf)**  
Research Officer  
051-9201207

**Joint Secretary (ICT),**  
Interior Division  
**Islamabad**

**GOVERNMENT OF PAKISTAN**  
**MINISTRY OF INTERIOR AND NARCOTICS CONTROL**

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**MINUTES OF THE MEETING**

**Subject: FINAL MEETING OF COMMITTEE TO REVIEW AND FORMULATE ICT GOVERNANCE MODEL**

The meeting of the Committee to review and formulate the ICT Governance Model was held under the chair of the Minister for Planning, Development & Special Initiatives on 17<sup>th</sup> June, 2025 at 14:00 hours in the Conference Room, 3<sup>rd</sup> Floor, Block-P, Pakistan Secretariat Islamabad.

2. The meeting started with the recitation of the Holy Quran. Initiating the discussion, the Chair welcomed the participants. The recommendations of the Sub-Committee were presented to the committee. It was informed that the sub-committee reviewed key principles for a new governance model for the Islamabad Capital Territory (ICT), emphasizing representative government to ensure democratic control and the integration of multiple institutions for streamlined governance. It was highlighted there is a need for the devolution of power from the federal government to the ICT government, establishing a structure that suits ICT as a federating unit while utilizing existing governance frameworks. Additionally, the model will consider the distinct requirements of the Federal Capital.

3. It was further informed that the report of the sub-committee proposed a key initiative for the establishment of an Islamabad Capital Territory Government (ICTG). This includes creating an elected ICT Assembly (ICTA) responsible for legislative functions. The ICTA will consist of total 31 members including 15 directly elected members, 12 Federal Government nominees and 04 reserved seats for women. There was detailed discussion on the number of members of the ICTA as proposed by the sub-committee, whether there should be nominated members in addition to elected members of the Assembly and what should be the ratio of nominated/reserved members to the elected members.

4. Further, it was also deliberated upon in detail what functions are to be retained by the Federal Government and what functions are to be delegated to the newly established ICTA and executive keeping in view the special position of the Federal Capital and political situation.

5. It was decided that the ICT Assembly will consist of 30 members including 21 directly elected members, 07 reserved seats for women and 02 reserved seats for minorities (to be elected as per procedure followed in National and Provincial Assemblies). Every National Assembly constituency in Islamabad will be divided into 07 constituencies for the purpose of election to the ICT Assembly. It was further decided that law and order and master planning will be retained by the Federal Government while rest of the subjects will be delegated to the ICT Assembly /Administration. Details of further arrangements will be settled in the Rules formulated for the purpose.

6. The Chair directed the sub-committee to incorporate the decisions taken in the meeting in its recommendations and submit its report to Interior Division accordingly. The Interior Division may submit report/summary to the Prime Minister through Minister for Planning, Development and Special Initiatives/Chairman of the Committee.

7. The meeting concluded with a vote of thanks to and by the Chair.

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GOVERNMENT OF PAKISTAN  
MINISTRY OF PLANNING, DEVELOPMENT AND SPECIAL INITIATIVES  
(GOVERNANCE SECTION)

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F. No: 1(323)G/PC/2024

Islamabad, the 27<sup>th</sup> October, 2025

**OFFICE MEMORANDUM**

Subject: **MINUTES OF THE 7<sup>th</sup> MEETING OF COMMITTEE TO REVIEW AND FORMULATE THE ICT GOVERNANCE MODEL**

The undersigned is directed to enclose herewith duly approved minutes of the 7<sup>th</sup> meeting of the Committee constituted by the Prime Minister to Review and Formulate ICT Governance Model held under the chairmanship of Minister for Planning, Development and Special Initiatives on 6<sup>th</sup> August, 2025 for information and further necessary action.

Encl: As above

  
(Zahid Ashraf)  
Research Officer  
051-9201207

Joint Secretary (ICT),  
Interior Division  
Islamabad

GOVERNMENT OF PAKISTAN  
MINISTRY OF INTERIOR AND NARCOTICS CONTROL



MINUTES OF THE MEETING

Subject: 7<sup>th</sup> MEETING OF COMMITTEE TO REVIEW AND FORMULATE ICT GOVERNANCE MODEL

The 7<sup>th</sup> meeting of the Committee to review and formulate the ICT Governance Model was held under the chair of the Minister for Planning, Development & Special Initiatives on 6<sup>th</sup> August, 2025 at 14:30 hours in the Conference Room, 3<sup>rd</sup> Floor, Block-P, Pakistan Secretariat Islamabad.

2. As per decision of the last meeting, the Chairman of the Sub-Committee Barrister Zafarullah Khan presented recommendations of the sub-committee. Starting the discussion Barrister Zafarullah Khan stated that ICT is one of the federating units of the State. However, unlike the Provinces it is still being run under Martial Law order of 1980. He stated that it might be the reason for formulation of the committee to give the ICT a democratic system. Chairman of the committee stated that alongwith that the main reason for formulation of the committee is that every legislation, irrespective of how minute it is, is being submitted to the Parliament.

3. Barrister Zafarullah Khan stated that rest of the issues have been settled in the previous meetings. However, the issue of members of the ICT Assembly is yet to be finalized. The sub-committee has proposed 29 members of the ICT Assembly including 21 directly elected, 07 reserved seats for women and 01 reserved seat for minorities. The number has been kept odd to cater for the ties in voting. Moreover, he mentioned that the percentage of reserved seats for women in ICT Assembly (33 %) is higher than that of the reserved seats for women in National Assembly and other Provincial Assemblies (17%).

4. After detailed discussion, it was decided that the ICT Assembly will consist of 27 members including 21 directly elected, 05 reserved seats for women and 01 reserved seat for minorities. As decided in the previous meeting every National Assembly Constituency will be divided into 07 constituencies for election into the ICT Assembly.

5. Responding to the question that instead of the ICT Assembly why not a Metropolitan Corporation is to be established. Barrister Zafarullah Khan stated that the ICT residents should have right to choose their representatives through election to the Local Bodies, Provincial Assembly and National Assembly like the residents of the Provinces.

6. It was also discussed that whether Constitutional amendment or Act of the Parliament would be required for implementing the ICT Governance Model. The sub-committee submitted that it would be best to carry out a constitutional amendment. However, Article 258 of the Constitution empowers the President of Pakistan to implement the desired system of governance.

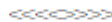
7. The Chairman of the sub-committee also presented two proposed committees i.e. the Constitutional Legislative Committee and A Transition Committee. The first committee would formulate Act of the new ICT Governance Model. The work of the transition committee would start subsequently. The Chairman of the Committee directed that the composition of the committees should also be added in the recommendations. He further directed that a Financial Committee should also be formulated and made part of the recommendations.

8. The Committee directed the sub-committee that reference to the term "Government of National Capital Territory of Delhi" (GNCTD) may avoided and removed from the Report.

9. Regarding the nomenclature of the Chief Executive of the new ICT Government whether it should be Chief Minister or Mayor, the Chair of the Committee directed that both would be presented to the Prime Minister and he would decide.

10. In the end, the Chair of the Committee directed the sub-committee to present a final document of recommendations at the earliest. He also informed that there would be no further meetings of the Committee.

11. The meeting concluded with a vote of thanks to and by the Chair.



## Report

### Sub-Committee on ICT Governance Model

#### 1. BACKGROUND

1. The **Islamabad Capital Territory (ICT)** is a federal territory of Pakistan. It is also capital of Pakistan. Article 1 of the Constitution of Islamic Republic of Pakistan reads:

*(1) Pakistan shall be Federal Republic to be known as the Islamic Republic of Pakistan, hereinafter referred to as Pakistan.*

*(2) The territories of Pakistan shall comprise— (a) the Provinces of Balochistan, the Khyber Pakhtunkhwa, the Punjab and Sindh;*

*(b) the Islamabad Capital Territory, hereinafter referred to as the Federal Capital; and (c).....*

2. The ICT covers an area of 906.5 square kilometers (350.0 sq mi) and has a population of over 2.3 million (2023 census).
3. ICT is represented in the National Assembly by three constituencies and four seats in the senate.
4. There is no democratic governance in the ICT and it is governed by ICT Administration, under Presidential Order No. 18 of 1980, issued by Martial Law authorities which confers powers of the Provincial Government upon the Chief Commissioner Islamabad.

5. Presidential order No. 18 was issued by the President purportedly under Article 258 of the Constitution that reads:

**258 . Government of territories outside Provinces.**  
*Subject to the Constitution, until Majlis-e-Shoora (Parliament) by law otherwise provides, the President may, by Order, make provisions for peace and good government of any part of Pakistan not forming part of a Province.*

6. All the federating units have democratic governance and it is high time that representative government may be introduced in ICT.

7. Honourable Prime Minister of Pakistan has constituted a Committee to suggest a democratic governance model for the ICT. The Committee has constituted a sub-committee and this sub-committee makes the following recommendations.

## **2. RECOMMENDATIONS**

3. The general principles underlying the proposed new governance model in the Islamabad Capital Territory (ICT) are:

- 5) Devolution of power from federation to ICT as federating unit
- 6) Representative government for democratic control
- 7) Existing Governance structures to be employed
- 8) Special considerations for ICT as the Capital

4. In the light of the above principles, it is proposed that:

- 1) There shall be Islamabad Capital Territory Government (ICTG) like Government of National Capital Territory of Delhi (GNCTD).

- 2) There shall be elected ICT Assembly (ICTA) to act as ICT legislature (like Provincial Assembly) except for subjects of Law and Order and Master Planning.
- 3) The membership of the ICTA shall consist of 27 members as under:
  - a) 21 directly elected
  - b) 05 Women reserve seats
  - c) 01 Minority
- 4) Each constituency of National Assembly shall have 07 constituencies for ICTA.
- 5) Articles 62 and 63 shall apply to members of ICTA.
- 6) Election Commission of Pakistan to hold elections of ICTA.
- 7) The ICTA shall elect its leader, to be called Chief Minister/Mayor who shall be Chief Executive of ICTG, accountable to the ICTA.
- 8) The ICT departments shall be on the pattern of provincial departments, though less in number, to be divided groups- (as in previous Local Government laws) by the Rules of Business. (**Lists of departments in Schedules**)
- 9) All the Departments shall function under the ICTG except Law and Order and Master Planning.
- 10) The departments of Law and Order and Master Planning shall function under federal government that shall exercise powers and functions through relevant Federal Minister; or may appoint a Governor of ICT.
- 11) Except Master Planning, all the functions of CDA shall be transferred to the ICTG.
- 12) ICT local government shall consist of Union Councils only and UC to work with Local Government Department of ICTG. All functions of

other institutions under Local Government Act 2015 to be entrusted to the ICTG.

- 13) There shall be Chief Secretary (Chief Commissioner now), and four Secretaries in charge of each group of departments. The nomenclature can be changed under Rules of Business.
- 14) The Law and Order and Master Planning departments, shall report to the Minister/ Governor, through Chief Secretary of ICT.
- 15) The ICTG shall have all administrative and financial autonomy like a provincial government.
- 16) All institutions already working or to be set up for ICT shall be for the whole ICT area, and not limited to the urban areas, and shall function under ICTG.
- 17) The federal institutions established for the whole Pakistan shall continue to work in ICT as these are working within other provinces.
- 18) There shall be only one unified piece of legislation for the above purposes: Islamabad Capital Territory Government Act 2025 and it shall include all the required provisions of ICT Local Act 2015 and Capital Development Authority Ordinance 1960 Ordinance after required constitutional amendment.
- 19) ICTG shall make its Rules of Business to conduct its affairs.
- 20) The federal government Rules of Business 1973 shall be changed accordingly.

### **C. CONSEQUENTIAL ACTIONS**

4. When the recommendations are approved, a Legislative Committee may be constituted for drafting of required law. The proposed Committee can be:

- a. Law Minister
- b. One MNA of ICT
- c. Secretary Law
- d. Secretary Interior
- e. Chairman CDA
- f. Any co-opted member

5. Not much new financial arrangements will be needed as it is mostly restructuring of existing institutions except ICTA. However, a suitable mechanism for required resource allocation, from federal government to the ICT, including utilization of local taxes have to be worked out. A Finance Committee may be constituted to finalize these arrangements.

The proposed Committee can be:

- a. Minister for Planning and Development
- b. One MNA of ICT
- c. Secretary Finance
- d. Secretary Planning
- e. Secretary Interior
- f. Chairman CDA
- g. Any co-opted member

6. After the new legal architecture is in place, transition can be managed by a Transition Committee so constituted by the Act. The proposed Committee can be:

- a. Minister for Parliamentary Affairs
- b. One MNA of ICT
- c. Secretary Interior
- d. Chairman CDA
- e. Any co-opted member

## **Schedule A**

### **Departments with Federal Government**

3. Law and Order
4. Master Planning

## **Schedule B**

### **Departments with ICT Government**

(may be renamed, grouped, added, deleted, in Rules of Business)

27. Agriculture and Livestock
28. [Auqaf, Zakat, and Religious Affairs](#)
29. [Communications and Works](#)
30. [Cooperatives](#)
31. Disaster Management and Civil Defence
32. [Education](#)
33. [Energy](#)
34. [Environment Protection](#)
35. [Excise and Taxation](#)
36. [Finance](#) and Revenue
37. [Food](#)
38. [Forestry, Wildlife and Fisheries](#)
39. [Health](#)
40. [Housing and Public Health](#)
41. [Industries and Commerce](#)
42. [Information and Culture](#)

43. [Irrigation](#)
  44. [Labour and Human Resource](#)
  45. Land and Revenue
  46. [Law, Human Rights and Prosecution](#)
  47. [Local Government](#)
  48. [Planning and Development](#)
  49. Services and General Administration
  50. Social and [Population Welfare](#)
  51. [Transport](#)
  52. Youth and Sports
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