



**REPORT OF THE
COMMISSION OF INQUIRY**

**Home Department, J&K Government
SRO. 39 Dated 30th January, 1965**

**SRINAGAR
JUNE 30, 1967**

REPORT OF THE COMMISSION OF INQUIRY

**Constituted under S.R.O.—39 Dated 30th January, 1965
issued by the
HOME DEPARTMENT J & K GOVERNMENT
to inquire into
certain charges of misconduct against
SHRI BAKHSHI GHULAM MOHAMMAD**

Comparative table indicating the pages and paragraphs in which the allegations set out in the notification are dealt with.

Serial No. of the Allegation in the Notification	Paragraph of the Report Part III		Pages of the Report
1	35	..	697 to 710
2	25	..	483 to 514
3	26	..	514 to 522
4	2	..	106 to 113
5	15	..	325 to 339
6	16	..	339 to 348
7	3	..	114 to 128
8	Rejected as not disclosing a PRIMA FACIE case.		
9	21	..	420 to 442
10	22	..	443 to 456
11	24	..	470 to 483
12	30	..	621 to 670
13	Dropped by the Government.		
14	17	..	348 to 372
15	18	..	372 to 387
16	5	..	135 to 166
17	4	..	129 to 135
18	1	..	99 to 106
19	23	..	456 to 470
20	20	..	404 to 420
21	7	..	182 to 196

[b]

Serial No. of the Allegation in the Notification	Paragraph of the Report Part III	Pages of the Report
22	6	.. 167 to 182
23	10	.. 227 to 246
24	11	.. 247 to 255
25	12	.. 256 to 271
26	13	.. 272 to 287
27	14	.. 287 to 324
28	Rejected as not disclosing a PRIMA FACIE case	
29	27	.. 523 to 569
30	8	.. 197 to 220
31	28	.. 570 to 603
32	19	.. 387 to 404
33	9	.. 220 to 226
34	34	.. 688 to 697
35	31	.. 671 to 675
36	33	.. 679 to 688
37	29	.. 604 to 621
38	32	.. 675 to 679
Conclusion	36	.. 711 to 720

TABLE OF CONTENTS

<i>Subject</i>	<i>Paragraphs</i>	<i>Pages</i>
Introduction		—ix

PART I

Proceedings of the Commission	A.1—A.113	1
Notification constituting the Commission dated 30-1-1965		I(a)—I(t)
Erratum 20-2-65		I (B)
Narration of the proceedings from 1-2-1965 to 30-6-1967		2—47

ANNEXURE TO PART I

Annexure I

Report of the proceedings of the sitting dated 7-8-1965	47(i)—47(x)
---	-------------

Annexure II

Copy of the order dated 11-7-1966 on Misc. petition 58/66	47(xi)—47(XXXIII)
---	-------------------

Annexure III

Copy of the order dated 10-1-1967 on Misc. petition 66/1966	47(XXXIV)—47(XLIV)
---	--------------------

PART II

Assets and pecuniary resources of Bakshi Ghulam Mohammad and the members of his family in October, 1947 and in October, 1963.

Frame of question (1) of the Notification	B.1—B.3	51
(a) Assets of the members of the family in October, 1947	B.4—B.10	51—55
(b) Assets of the members of the family in October, 1963—lists filed by Government	B.11	55

<i>Subject</i>	<i>Paragraphs</i>	<i>Pages</i>
Group I		
Enumeration of the members of the family of Bakhshi Ghulam Mohammad	B.12	55
Assets of the members of this group :—		
(i) Residential buildings	B.13—B.18	55—57
(ii) Commercial buildings	B.19—B.20	57—58
(iii) Vacant plots of building land	B.21—B.24	58—59
(iv) Investments in business	B.25—B.29	59—60
(v) Movable property including vehicles, furniture, fixtures and jewellery	B.30—B.32	60—61
(vi) Cash and Bank balances etc.	B.33—B.36	61—62
Total of the six heads of assets of Bakhshi Ghulam Mohammad and his family members	B.37	62
Group II		
Members of Bakhshi Ghulam Nabi's family	B.38	62
Assets of the members of this group :—		
(i) Residential buildings	B.39—B.41	62—63
(ii) Commercial buildings	B.42—B.44	63—64
(iii) Plots of vacant land fit for building purposes	B.45—B.46	64—65
(iv) Investments in business	B.47—B.52	65—67
(v) Movable property—vehicles etc.	B.53	67
(vi) Movable property—Cash, Bank balances, deposits and securities etc.	B.54	67
Total of the six heads of assets of Bakhshi Ghulam Nabi and his family members	B.55	68

[III]

<i>Subject</i>	<i>Paragraphs</i>	<i>Pages</i>
Group III		
Members of the family of Bakhshi Ali Mohammad	B.56—B.57	68
Total value of assets of Bakhshi Ali Mohammad	B.58	68
Group IV		
Classification of assets of Bakhshi Wali Mohammad and the members of his family	B.59	68
Assets of the members of this group :—		
(i) Residential buildings	B.60	68
(ii) Commercial buildings	B.61	69
(iii) Vacant plots of land fit for building	B.62—B.63	69—70
(iv) Investments in business	B.64	70
(v) Movable properties—vehicles etc.	B.65	70
Total of the five heads of assets of Bakhshi Wali Mohammad and his family members	B.66	70
Group V		
Classification of the items of Bakhshi Abdul Majid's pecuniary assets	B.67	70
(i) Residential buildings	B.68—B.69	70—71
(ii) Commercial buildings	B.70—B.76	71—72
(iii) Vacant plots of land fit for building	B.77—B.87	72—74
(iv) Investments in business	B.88—B.93	74—75
(v) Movable property—vehicles furniture etc.	B.94—B.97	75—76
(vi) Cash deposits in Banks and shares	B.98—B.101	76—78

<i>Subject</i>	<i>Paragraphs</i>	<i>Pages</i>
Total value of the six heads of assets of Bakhshi Abdul Majid and his family members	B.108	78

Group VI

Classification of items of assets of Bakhshi Abdul Hamid and his family members	B.109	79
(i) Residential buildings	B.110—B.111	79
(ii) Vacant plots of land fit for building purposes	B.112	79—80
(iii) Movable properties— vehicles etc.	B.113	80
(iv) Cash in Banks	B.114	80
Total of the four heads of assets of Bakhshi Abdul Hamid and his family members	B.115	80

Group VII

Classification of items of assets of Bakhshi Abdul Rashid and his family members	B.116	80
(i) Residential buildings	B.117—B.120	80—81
(ii) Vacant plots	B.121—B.124	81—82
(iii) Investments in business	B.125	82
(iv) Movables including vehicles	B.126	82
Total of the four heads of assets of Bakhshi Abdul Rashid and his family members	B.127	82

Group VIII

Classification of the items of assets of Bakhshi Ghulam Ahmed and his family	B.128—B.129	82—83
(ii) Plots of vacant land fit for building purposes	B.130	83

<i>Subject</i>	<i>Paragraphs</i>	<i>Pages</i>
(iii) Movable property— vehicles etc.	B.131	83
(iv) Investments in business	B.132	83

Total of the four heads of assets of Bakhshi Ghulam Ahmed and his family	B.133 .	83
--	---------	----

Group IX

Classification of the items of assets of Bakhshi Ghulam Hussain and his family members	B.134	83
(i) Residential buildings	B.135—B.138	83—84
(ii) Commercial buildings	B.139	84
(iii) Vacant plots fit for residential and commercial building purposes	B.140—B.142	84—85
(iv) Investments in business	B.143	85
(v) Personal movables including vehicles	B.144—B.145	85—86

Total of the five heads of assets of Bakhshi Ghulam Hussain and his family members	B.146	86
--	-------	----

Grand total of the nine groups of Bakhshi Ghulam Mohammad's family	B.147	86
--	-------	----

Possibility of the estimates being incomplete	B.148	86—87
---	-------	-------

Value of the several businesses not taken into account in the estimate in para B.147	B.149—B.163	87—92
--	-------------	-------

Intangible assets which are pecuniary resources of the several members not taken into account in the above	B.164	92
--	-------	----

Conclusion	B.165—B.167	92—93
----------------------	-------------	-------

<i>Subject</i>	<i>Paragraphs</i>	<i>Pages</i>
Tabular statement containing summary of the assets of each group classified under the various heads		94—95

PART III

Introduction and formation of Feroze & Co.	1.1—1.10	99—102
ALLEGATION 18	1.11—14.2	102—106
Feroze & Co. between 1948 and 1950	2.1—2.5	106—107
ALLEGATION 4	2.6—2.24	107—113
History of the family from 1950-1963	3.1—3.11	114—117
Voluntary disclosures of unaccounted money—general	3.12—3.13	117
ALLEGATION 7	3.14—3.40	117—128
Finding	3.40—3.41	128

ALLEGATION 17

Introductory—

“Sonawar House” property of the joint family	4.1	129
Voluntary disclosures in 1956—details	4.2—4.13	129—131
New businesses of the family 1955-1956	4.14—4.16	131—132
Finding	4.21	134—135

ALLEGATION 16

History of the family—1956-1957	5.1	135
Commencement of Fairdeal Motors	5.2—5.4	135—136
Introductory to Allegation 16	5.5—5.7	136—137
16 (a)	5.8—5.46	137—158
Finding	5.47	158—159

<i>Subject</i>	<i>Paragraphs</i>	<i>Pages</i>
16 (b)	5.48—5.50	159—162
Finding	5.51—5.52	162
16 (c)	5.53—5.58	162—165
Finding	5.59	165
Financial advantage to Bakshi Bashir Ahmed	5.61	166

ALLEGATION 22

Discussion	6.1—6.21	167—175
Finding	6.22—6.23	175—182
History of family between 1957-1960 . .	7.1—7.2	182

ALLEGATION 21 7.3—7.7 183—184

Finding regarding Regina Theatre . .	7.8	184
Jai Hind Theatre	7.9—7.20	185—191
Finding regarding Nasarullah	7.21	191
Improper purchase of Jai Hind	7.22—7.28	192—195
Finding	7.29—7.31	195—196

ALLEGATION 30 8.1—8.46 197—217

Acceptance of single tender considered . .	8.47	217—218
Impropriety in acceptance of Ghulam Nabi's tender	8.48—8.49	218—219
Finding	8.50	219—220

ALLEGATION 33 9.1 220—221

Finding	9.9—9.13	225—226
-------------------	----------	---------

ALLEGATION 23

Introductory

Differences in the family in 1960	10.1—10.2	227—229
Amicable settlement	10.3—10.5	229—230

<i>Subject</i>	<i>Paragraphs</i>	<i>Pages</i>
Award of Janki Nath Bhat . . .	10.6	230
Terms outside award . . .	10.12—10.13	232—233
Respondent's knowledge of the arrangements . . .	10.14—10.15	233—234
Order in which other charges would be dealt with . . .	10.17	234
Fairdeal Motors after 1-1-1961 . . .	10.18	234—235
Text of Allegation . . .	10.20	235—236
Assets of Fairdeal Motors . . .	10.30—10.35	240—243
Summary of the facts found . . .	10.36	243
Note of Raina rejected . . .	10.37	243
Defence of respondent . . .	10.38	243—244
Defence considered . . .	10.39—10.41	244—245
Finding . . .	10.42—10.43	245—246
Financial advantage . . .	10.44	246—247
ALLEGATION 24 . . .	11.1—11.4	247—248
Irregularities in the payment . . .	11.5	248—249
Defence . . .	11.6—11.7	249—250
Facts discussed . . .	11.8—11.12	250—251
Finding regarding spares . . .	11.13	252—253
Facts regarding order for chassis . . .	11.14—11.15	253—254
Finding regarding order for chassis . . .	11.16—11.17	254
Finding regarding abuse . . .	11.18	254—255
Gain to Bashir Ahmed by the advance	11.19	255
ALLEGATION 25 SET OCT . . .	12.1—12.2	256
Undisputed facts and charge . . .	12.3	256—257
Defence of Bashir Ahmed . . .	12.4	257

<i>Subject</i>	<i>Paragraphs</i>	<i>Pages</i>
Whether Nav Bharat belonged to Bashir Ahmed	12.5—12.19	257—265
Finding	12.20	266
Consideration of facts	12.21—12.23	266—267
Finding	12.24	267—268
Audit objection, and defence and finding	12.25—12.28	268—271
Pecuniary advantage	12.29—12.30	271
ALLEGATIONS 26 AND 27		
Introductory	13.1—13.5	272
ALLEGATION 26		
The charge as notified	13.6	273
Analysis of charge	13.7—13.8	273
Orders under Defence of India Rules	13.9—13.12	273—275
Facts discussed.	13.13—13.24	275—279
Irregularities summarised	13.25	279—280
Defence	13.26—13.27	280—281
Defence considered	13.28—13.29	281—282
Conclusion	13.30—13.31	282—284
Case regarding abuse by respondent	13.32—13.39	284—287
Finding and financial advantage	13.40—13.41	287
ALLEGATION 27		
Text of Allegation	14.1	287
Case of Government	14.2	287—288
Facts of Allegation 27	14.3	288—289
Points in and not in controversy	14.4—14.5	289
Preliminary facts	14.6—14.9	289—293

[x]

<i>Subject</i>	<i>Paragraphs</i>	<i>Pages</i>
Control of route permits	14.10—14.15	293—296
Documents produced by Respondent	14.16—14.25	296—299
Defence of Respondent	14.26	299
Documents 10-15 filed by Government	14.27—14.37	299—312
Documents 9 and 16—18 considered	14.38—14.50	312—320
Government withdrawing from oil transport business	14.51	320—321
Consideration of question of abuse by control of route permits	14.52—14.56	321—324
Finding of above	14.57	324
Improper financial advantage to Naw Bharat	14.58—14.60	324

ALLEGATION 5

General	15.1—15.4	325—326
Was there an encroachment on Shama-lat land	15.5—15.9	326—328
Encroachment on Forest land	15.10—15.21	328—334
Abuse of power and finding	15.22—15.30	334—338
Financial gain	15.31	339

ALLEGATION 6

Government's case	16.1—16.4	339—340
Defence	16.5	340—341
Examination of Government's case	16.6—16.11	341—346
Finding	16.12	347—348
Copy of Sketch B1		

ALLEGATION 14

Introduction	17.1—17.4	348—349
-------------------------------	-----------	---------

<i>Subject</i>	<i>Paragraphs</i>	<i>Pages</i>
Consideration of 14(b) and finding	17.5—17.8	349—351
14(a)		
(i) Noonawanan House and finding	17.9—17.15	351—354
(ii) Ishbar House and finding	17.16—17.19	351—356
(iii) House of Shamas Ahmed and finding	17.20—17.21	356—358
4(c) Considered—		
P.W.D. contracts of Abdul Gani Bhat and finding	17.22—17.27	358—361
Forest leases of Abdul Gani Bhat Bhat and finding regarding 14(c) generally	17.28—17.47	361—372
ALLEGATION 15(A)		
General	18.1—18.5	372—373
Nitcos and the other contracts	18.6—18.10	373—375
The three supplies in 15(a)	18.11—18.36	375—384
Finding regarding abuse regarding 15(a)(i) and (ii)	18.37	384—385
Finding regarding abuse regarding 15(a)(iii)	18.38—18.39	385—386
15(b) and finding thereon	18.40—18.44	386—387
ALLEGATION 32		
General	19.1—19.3	387—388
Extension to Ishbar House	19.4—19.13	388—394
Finding	19.14	394
Extension to Cheshmashahi House	19.15—19.29	394—401
Finding	19.30	401—402
Defence documents	19.31—19.36	402—404
Conclusion	19.37	404

<i>Subject</i>	<i>Paragraphs</i>	<i>Pages</i>
ALLEGATION 20		
Introductory	20.1—20.4	404—407
Application for transfer of lease . . .	20.5—20.7	407—409
Cabinet resolution	20.8	409
Comment on Cabinet decision	20.9—20.19	409—413
Abuse of power considered and finding	20.20—20.31	413—420
Financial advantage	20.32	420
ALLEGATION 9		
Introductory	21.1—21.3	420—421
Narration of facts	21.4—21.18	421—426
Rules of Business	21.19—21.24	426—428
Discussion regarding proceedings of Cabinet	21.25—21.32	428—431
Land Grants Act and Rules	21.33—21.50	431—435
Irregularities in the grant of the lease etc. and finding	21.51—21.53	435—436
Removal of Electric sub-station	21.54—21.56	436—437
Minor's contract	21.57	438
Consideration of defence and finding	21.58—21.72	438—442
Financial advantage	21.73	442
ALLEGATION 10		
Narration of facts	22.1—22.11	443—446
Irregularities in lease	22.12—22.13	446—447
Conduct of Mr. Mahajan	22.14—22.33	447—454
Abuse considered and finding	22.34—22.35	454—455
Extent of improper advantage and sub-lease of site	22.36—22.37	455—456

<i>Subject</i>	<i>Paragraphs</i>	<i>Pages</i>
ALLEGATION 19		
Narration of facts	23.1—23.6	456—459
Defence set up	23.7—23.11	459—461
Documents considered	23.12—23.21	461—464
Charge in 19(a)—		
Consideration and finding	23.22	464—465
Charge in 19(b)—		
Consideration and finding	23.23—23.34	465—470
ALLEGATION 11		
Facts	24. 1—24.16	470—478
Conduct of Mr. Mahajan	24.17—24.22	478—480
Part played by the respondent and finding	24.23—24.24	480—483
Encroachment and finding	24.25	483
ALLEGATION 2		
Introductory	25.1—25.15	483—485
Big Landed Estates Abolition Act 1950 and the amendments to it	25.6—25.85	485—487
Government's case	25.9—25.15	487—889
Case regarding infructuous agree- ments of sale	25.16—25.17	489—490
Applications for permission to sell with forged thumb impressions conduct of Mr Nassarullah and of Abdul Majid	25.18—25.39	490—500
Execution and registration of the sale deeds	25.40—25.42	500—503
Coercion and undue influence on tiller owners and finding	25.43—25.50	503—506
'Non-payment of full consideration	<u>25.51—25.54</u>	

<i>Subject</i>	<i>Paragraphs</i>	<i>Pages</i>
Sale at under value	25.56	510
Town Planning scheme	25.57	511
Finding	25.58	512
Abuse of power and finding	25.59—25.62	512—514

ALLEGATION 3

Facts	26.1	514
Defence	26.2—26.4	515—516
Consideration of defence	26.5—26.14	517—521
Value of properties encroached	26.15	521
Abuse of power	26.16	522

ALLEGATION 29

Introduction	27.1—27.5	523—524
Narration of facts	27.6—27.58	524—550
Defence of respondent	27.59—27.70	551—553
(1) Erratic bid	27.71	553
(2) Soil and climatic factors	27.72	554
(3) Methods for computing rot	27.73	554
(4) Mr. Nag's assessment	27.74	555
(5) Direction to Firdous	27.75	556
(6) The 13 documents relied on	27.76.27.90	556—558
(7) Estimate of rot at various stages	27.91—27.92	558—559
(8) Firdous	27.93—27.94	559—560
(9) Forest Commission	27.95	560
Flood loss	27.96—27.108	561—565
	27.109—27.112	565—567

<i>Subject</i>	<i>Paragraphs</i>	<i>Pages</i>
Financial gain by remission for flood loss	27.113	567
Abuse regarding remission for rot and financial gain	27.114—27.116	567—569
ALLEGATION 31		
Allegation stated	28.1	570
Questions arising in lease of 9-Rajwar	28.2	570
Narration of facts and discussion regarding lease of 9-Rajwar	28.3—28.31	571—584
Government's case considered	28.32—28.37	584—586
Finding	28.38	586
Flood relief	28.39	586
Lease of compartment in South Lolab- Facts regarding computation of rot percentage	28.40—28.61	586—599
Analysis of defence	28.62	599
Defence considered	28.63—28.67	600—602
Finding	28.68—28.69	602—603
Amount of unjust financial gain	28.70	603
ALLEGATION 37		
Points disputed and not in dispute	29.1—29.4	604
Narration of facts	29.5	605
Who made the allotment	29.6—29.10	605—607
Sale before registration completed	29.11—29.19	607—611
Non payment of price	29.20	611
Rule and practice regarding payment	29.21—29.22	612
Other cases of non-payment	29.23—29.24	612—614
Findings	29.25—29.34	614—620
Findings	29.35—29.36	620—621

<i>Subject</i>	<i>Paragraphs</i>	<i>Pages</i>
ALLEGATION 12		
Introductory	30.1 —30.4	621—623
Defence and points to be considered	30.5—30.20	623—630
Consideration of Jammu Scheme and its history	30.21—30.45	630—641
Propriety of allotments at Gandhinagar.		
(1) Plots 34 and 35	30.46—30.48	641—642
(2) Plots 36 and 37	30.49	642
(3) Plots 40 and 41	30.50	643
(4) Plots 38 and 39	30.51—30.52	643—644
(5) Plot 1—B	30.54	645
(6) Plot 27	30.55	645
Summary	30.56	646
Inadequate price	30.57	647
Allotments at Srinagar.		
History of Scheme	30.58—30.72	647—653
Propriety of allotments to :		
(1) Abdul Rashid and his group	30.73—30.77	654—655
(2) Allotment of 4 N. D. Rajbagh plots	30.78—30.87	655—660
Abuse regarding allotment of plots	30.88—30.90	660—662
(3) Plots items 4 to 10 Jawa-har nagar Extension	30.91—30.101	662—666
Estimate of pecuniary advantage	30.102	667—670

<i>Subject</i>	<i>Paragraphs</i>	<i>Pages</i>
ALLEGATION 35		
Facts	31.1—31.3	671—672
Defence	31.4	672
Consideration of allegation and findings	31.5—31.14	672—675
ALLEGATION 38		
Facts and finding	32.1—32.8	675—679
ALLEGATION 36		
Case of Government	33.1—33.6	679—680
Defence	33.7	680
Matters in controversy	33.8	681
Facts narrated	33.9	681
Consideration of rival versions .	33.10—33.11	681—683
Finding	33.12—33.22	683—687
Finding	33.23—33.24	687—688
Conclusion	33.25	688
ALLEGATION 34		
Facts	34.1—34.7	688—690
Discussion of facts	34.8—24.21	690—696
Summary	34.22	596
Finding	34.23	597
ALLEGATION 1 merely summarises the result of the other Allegations 2 to 38	35.1—35.3	697—698
Position in October 1947	35.4	698

[xviii]

<i>Subject</i>	<i>Paragraphs</i>	<i>Pages</i>
Summary of findings.		
1947—1956	35.5—35.6	698—700
1957—1960	35.7—35.9	700—701
1960—1963	35.10—35.26	701—709
Summing up and statements	35.27—35.29	709—710
Conclusion		
General remarks on the inquiry and suggestions for reform on certain matters	36.1—36.18	711—720