

# Kosi Calamity: Rehabilitation and Reconstruction Policy



**Government of Bihar**  
**Department of Planning & Development**



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**Department of Planning and Development.**

**Resolution**

**Subject :- Kosi Calamity: Rehabilitation and Reconstruction Policy**

1. Kosi is a tributary of river Ganga which flows from Nepal to Bihar, its catchment area is approximately 69,300 square k.m. in Nepal. It traverses from the west of the Kanchanjanga Hills of Nepal to Bhimnagar and enters the plains of Bihar. It is a perennial river which had discharged 9.13 cusec water in the year 1968. The flow of river contains heavy siltation, resulting in changing the course, during previous centuries, in between Purnia district in the east and Darbhanga and Mandubani districts in the west. Owing to this, it becomes the cause of devastation in the whole of the north Bihar. Ultimately in 1955 a decision was taken to construct a barrage over it to regulate Kosi, which was completed in 1963. Due to the flow of silt every year in the river Kosi, the bed level of the river has become higher than the level of land outside the embankment.

2. This year on 18<sup>th</sup> August, 2008 a breach occurred in the embankment at 12th km. from Kosi barrage. Widening the breach, the river started flowing in a new course. At that time, the discharge of water was 1.66 lakh cusec in the new course as against only 25,744 cusec in the usual course. In this new course, the breadth of the river was 15 to 20 km and length was 150 km from north to south. The damage started occurring in approximately 3,000 sq km area due to this new course of the river. Houses, schools, roads, hospitals all were damaged due to the flow of the river. The total population of 33,45,545 living in 993 villages of 412 panchayats of 35 blocks of 5 districts was affected. A total of 3,40,742 houses were damaged and 7,12,140 animals were affected. A total of 239 humans and 1,232 animals lives were lost.

3. The rescue and relief work was immediately started by the State government. The action was taken in a planned manner for the establishment of relief camps, carrying relief materials to remote areas by helicopter, making the boats available in large numbers, providing the health facilities in the affected areas and in the camps, etc. Various Non-Governmental Organisations have praised the Government for executing the relief works on such a large scale.



4. Although helping hands were extended by the Central Government, the private sector and the NGOs to the State Government and the relief camps are still running, even though, when people return to home after this calamity, then the State government will have to help the affected population for the long term rehabilitation. The people of that area, who exhibited their courage, resilience and the capability to face the difficult situation, will have to be assisted in their pursuit of starting a better life.

5. A sudden responsibility has fallen on the State government owing to this calamity and showing proper sensitivity, the State Government has also prepared a plan as per the requirements of the rehabilitation. Rehabilitation and Reconstruction plan has to be implemented with the contributions from own resources, assistance of the Central government and that of the private sector and NGOs and of course with the people's participation. Starting a new life, out of this catastrophe will instil a good feeling amongst the people.

6. **Purpose-** Kosi Rehabilitation and Reconstruction Project is a comprehensive multi sectoral Project, whose main purpose is to reconstruct the houses, to provide community facilities, complete restoration of infrastructure, livelihood support based on the policy of sustained economy and environment, etc. for the people affected by the calamity.

The main objective of this project shall be

- (a) Treating it not merely as a calamity but an opportunity to be utilised in building a strong social and economic environment.
- (b) To undertake social and economic activities for rehabilitation and reconstruction of public/private assets of the affected areas.
- (c) Building, retro fitting, repairing and reconstruction of houses for the people and public buildings affected by natural calamities through appropriate technology in accordance with policies of the State government.
- (d) Reviving the local economy by providing assistance for agriculture, fisheries, dairy, industries, small business and handicrafts and restores livelihoods of the people.
- (e) Re-building and upgrading the community and social infrastructure, improve education and health system and empowerment of women and weaker sections of the population.



- (f) Formulation of quality standards and guidelines for infrastructures in affected areas.
- (g) Providing helpline to support the people affected by the natural calamity on long term basis and provides psychological counselling.
- (h) Restoring lifeline infrastructure, road network and utility infrastructure like power, water supply in the affected area.
- (i) Supporting gender empowerment through involvement of women in programme implementation.
- (j) Supporting the integrated nutrition and education for children.
- (k) Reducing vulnerability through long term mitigation programme.
- (l) Developing programmes involving people & representatives of institutions reflecting the aspiration of the community and also encourages participation of private sector, NGOs & other institutions.

7. **Guiding principles-** The main objective of Rehabilitation and Reconstruction Project, going beyond the priorities of immediate reconstruction, is more centred on the economic and social aspects such as social development and empowerment. Following principles shall be kept in view during implementation:

- Affected people and concerned institutions like Panchayati Raj Institutions and urban local bodies will be included in this new process, and outline of schemes will be prepared according to their needs and priorities.
- Implementation system based on co-operation and participation shall be made responsible to strengthen the women groups, non-governmental agencies and Panchayati Raj Institution. Along with this, the poor section shall be benefited from fairness and empowerment.
- Making the beneficiaries aware of the new anti earthquake technology and new means and process of construction, facilities for construction shall be provided to them as per their requirements.
- Private Institutions, NGOs and expert Institutions shall be encouraged to participate in the implementation of Rehabilitation and Reconstruction programme.
- For transparency and responsibility in implementation, a process shall be institutionalised.



**8. There shall be following components of the Project Programme**

- (a) Housing
- (b) Removal of debris and salvage
- (c) Construction of temporary shelter
- (d) Construction of permanent houses
- (e) Repair and reconstruction of public buildings and staff quarters
- (f) Generation of livelihood programmes
- (g) Infrastructure – physical as well as social
- (h) Social and community development
- (i) Reconstruction of hospitals/PHCs and Health Sub Centres
- (j) Re-construction of Anganwadi centres and ICDS godowns
- (k) Reconstruction and repair of Primary and Secondary schools
- (l) Repair and reconstruction of Institutions of Higher and Technical Education
- (m) Reconstruction of public and private monuments and heritage centres
- (n) Panchayat Bhawan, high rise Shelters

**• The following points shall be ensured while implementing.**

- (a) Quality norms
- (b) Involvement of urban local bodies and panchayati raj institutions
- (c) Women's Empowerment.
- (d) Social Participation and Provision for social audit.
- (e) Hazard-resistant technology
- (f) Institutional arrangement for monitoring the progress of implementation.

**9. Social Participation**

- (i) Social participation is the process of strengthening in the Rehabilitation Programme through which society shall have the opportunity of Rehabilitation and Reconstruction as per its own wishes and priority. From the view points

of fairness and responsibility, with the social participation, the social and economic benefit of the programmes shall be available to the weaker sections according to their entitlements. Implementing agencies could also be made more responsible for improvement in quality of execution through social participation.

(ii) Adopting the process of implementation of the programmes with social consultation, the suggestions of all the sections of society would be available for the programme of Rehabilitation and Reconstruction and the beneficiaries shall have the feeling of ownership and satisfaction. Therefore, institutional arrangement is needed for social participation.

(iii) **Objective**

- (a) To ensure the participation of all the sections of society and all the implementing agencies in the process of preparation of plan, formulation of policy and implementation of programmes.
- (b) In the preparation of the draft for the rehabilitation plan at village level, total opportunity should be available to all the members of society for the participation in the process of consultation and the project should of housing and economic and social rehabilitation reflect their priority.
- (c) Rehabilitation Plan should be according to the needs and entitlements of the people, local conditions and life style.
- (d) There is the need for interaction of all groups of people with government and non-governmental institutions so that, we get the benefit of people's knowledge and expert opinion.
- (e) In the whole project area, the level and quality of social participation should be the same and of the high order.

#### **10. Participation of Private Sector and Non-governmental Sector**

- (i) Since the economic development process has been adversely affected due to calamity, it becomes the responsibility of private and non-governmental sectors that, along with the government effort, they should take part in reconstruction and rehabilitation programme. In democratic society, each of three stakeholders - government, market and the civil society have their own strengths and limitations. There is a scant possibility of success, if these three organisations



operate independently. On the other hand if they act in tandem, not only the possibility of success will increase, but they shall prove to be more affective.

**(ii) Objective**

The private sector may supplement the government in its effort in the following ways:-

- (1) To assist in construction of social and economic infrastructure for successfully tackling the calamity in future.
- (2) Implementation of Projects for ensuring effective response in calamity by dovetailing the development process with disaster management.

**(iii) Programme Area**

1. To reduce and eradicate the hazards
2. To be prepared to tackle calamity
3. Immediate response for rescue and relief

**(iv) Reconstruction Programme**

1. Training and capacity building
2. Research and documentation
3. Implementation of show-piece projects
4. Support campaign for policies
5. Assistance in design and construction to lessen or eradicate the impact of calamity.
6. Assistance in building code and Standard code
7. Land utilization plan
8. Hazard Control

**(v) Shortcomings in training and capacity building**

- (a) Assistance may be extended to all institutions on the basis of their core competency in the private sector for the following:-

1. Personnel
2. Materials
3. Technology
4. Management
5. Finance



- (b) For this, the opportunity shall be given to establish the coordination at district level and for policy matter interaction networking with State government. Preparation of project and its implementation by private institutions may be done independently or in combination.
- (c) The beneficiaries may be assisted to have technical assistance or technical information to prepare in a better manner to face the disaster. The private sector and NGOs may make substantial contribution for the preparation of research and documentation, arrangement of think tank, comprehensive action plan, etc., to lessen the effect of calamity.
- (d) Reconstruction of public assets shall be done by the government itself, but the private sector and NGOs may give their assistance in the construction of new community assets like- community hall, high rise evacuation centres, panchayat bhawans, establishment of internal communication and other common facilities at village level. If any private sector institution or NGOs wants to undertake all infrastructures, construction of residential houses etc., on the basis of floods and designs resistant to earthquake for the whole village or habitation, they may be allotted the land by the district administration. For this purpose, the list of beneficiaries shall be made available by the district administration. The inspection and monitoring of the execution by the private sector and the NGOs may be done by the monitoring committee constituted at the district level.

**11. Financing** - The total of 14,808.59 crore rupees has been estimated for Kosi rehabilitation and reconstruction project. Other than calamity relief fund, the components of this project may be executed under various central sector schemes and state plan. The action may be taken to arrange the multilateral funding for the balance. In addition some components of the programmes may be executed with the assistance of private sector and NGOs.

**12. Implementation strategy** - Implementation strategy shall be formulated by the government as per the above mentioned guiding principles. Safety measures of earthquake and keeping in view the need for immediate reconstruction, social participation may also be included in this strategy. The following are the main components of this project.

- 1. **Assessment of damage** – A comprehensive assessment of damage to buildings, public assets and infrastructure due to Kosi calamity shall be done by the



government. On the basis of this, the assessment of the need of the rehabilitation and the adoption of engineering and construction strategy shall be finalised. At the village level rehabilitation and reconstruction plan shall be prepared after the assessment by separate teams. In this process, apart from government servants, NGOs shall also be included.

2. **Public Private Partnership**– Keeping in view the challenges of quick reconstruction, the government considers the necessity of engaging the important institutions of civil society in the preparation and implementation of reconstruction plan on the basis of trust, reciprocity and mutuality. For this purpose, necessary guidelines shall be issued.
3. **Reconstruction of private houses**-The policy of build better shall be adopted keeping in view the characteristics of the Kosi area. Reconstruction of private houses shall be beneficiary driven. Land shall be acquired to settle the families of SC and ST having no homestead land. The size of the programmes for social and mental development shall depend on the status of local knowledge and capacity. The arrangements shall also be made for skill development.
4. **Technique of social participation system**- Government considers the need of the participation of society for reconstruction in rural and urban areas with both in formal and informal manner. For this, necessary encouragement shall be given according to defined structure and execution shall be ensured with responsibility and honesty.
5. **Propagation of rehabilitation and reconstruction programme**-Wide publicity shall be arranged by the government about the entitlements and various types of assistance. The co-operation of the society is especially important for adoption of the technique of fire fighting and for active participation in rehabilitation plan. Therefore, elected members at different levels, media, and academia shall be engaged in all the programmes of publicity by the government.
6. **Social development and women empowerment**-The social and community development in rehabilitation and reconstruction programme is considered very important by the government. For this the empowerment and participation of women are absolutely essential.



7. **Assistance for House Construction-** The government shall prepare a comprehensive programme for all sections of people affected by Kosi calamity for reconstruction of houses according to newly developed earthquake resistant technique and calamity resistant design and shall announce the relief package/packages.
8. **Material Bank-** Since more than three lakh private houses, public assets and other infrastructure are to be reconstructed, there shall be requirement of massive quantity of cement, iron, bricks and other construction materials. The government shall ensure that at Panchayat level, these materials are available and a situation of exploitation and profiteering at local level does not arise. To make available the skilled labours in large number, they have to be identified and trained for their skill development.
9. **The protection of women's right –** The registration of houses constructed with the help of government, shall be ensured in the joint name of husband and wife. In the case of widows the facility concerning house shall be given directly to them, and not to the other male members of the family.
10. **Urban area rehabilitation-** In urban areas, the reconstruction shall be planned along with the community facilities, keeping in view the protection of the interests of the beneficiaries and the principle "build better". The assistance of the local bodies shall be taken in the matter of site selection, inspection, monitoring, etc. for the execution of the schemes. In the case of private houses the system adopted in rural areas i.e. beneficiaries-driven construction, shall be followed. In the same manner, the arrangement shall be made for framing guidelines and technical supervision etc. for ensuring quality of materials.
11. **Calamity-resistant construction technique-** It has been decided by the government that all the private and public houses shall be reconstructed on the basis of earthquake-resistant design and from the point of view to fight the floods situation in a better manner, in the future. For this, institutional arrangements shall be done for promoting the use of calamity-resistant techniques, necessary technical training, retrofitting, publicity of new construction techniques and the arrangement of material. Inspections necessary for ensuring quality of construction shall be arranged from time to time.



## **12. Measures for revival of livelihood**

- i) The main purpose of rehabilitation programme is revival of the livelihood of the people affected by the calamity. Various kinds of economic programmes shall be launched by the State government, so that masons, entrepreneurs and self employed people get the maximum benefit. The maximum support shall be given for the revitalization of Dairy, Handicraft, Handloom and Small Industries. For this purpose, provision for working capital and the arrangement of other facilities and loan from the financial institutions shall be made.
- ii) To re-start livelihood, finance shall be obtained from the government of India and multilateral funding agencies. The active co-operation of commercial banks is also vital for the execution of the plan. The training for skill development of masons and self help groups shall be arranged. The self help groups shall be organised and they shall be engaged in the work of house construction; they will also be covered under Swarn Jyanti Gram Swa Rojgar Yojna for the benefit of developing livelihood.
- iii) Short term Assistance- Arrangements will be made through financial institutions for the consumption loan, conversion of the existing loans of those affected by the calamity and assistance to weavers and artisans for the materials and the workshed.
- iv) Long term Plan- A comprehensive plan shall be prepared for the formation of co-operative societies and self help groups in dairy sector, construction of chilling centres, and arrangement of dairy processing, establishment of handloom and Handicraft Park for weavers and artisans and the arrangement of marketing.

**13. Revitalization programmes in agriculture sector-** In Kosi calamity affected areas, the activities of silt removal, input subsidy; arrangement of shielding etc shall immediately be carried out. For the agricultural development of the Kosi area, national level institutions such as ICAR shall be encouraged for study and preparation of development plan as a long term strategy. At the regional level agriculture collage situated at Saharsa shall be strengthened. Keeping in the view the potential of fisheries in this area, a special plan shall be prepared for its development. The co-operative institutions attached with agriculture sector shall be strengthened.



14. **Infrastructure-** In calamity affected areas roads and bridges shall be repaired for immediate traffic. Construction of new roads, renovation and repair of irrigation canals shall be done following calamity-resistant techniques as per the plan of strengthening and revitalising. In rural areas repair and strengthening of approximately 2000 km roads and constructions of bridges shall be carried out afresh in coming 2-3 years. The plans for capacity building and upgradation of the departments shall be made for better and rapid execution and monitoring, by the technical departments in this area. BRRDA shall be strengthened so that the works of rural road construction go unhindered.
15. **Energy-** All sub-stations and public assets pertaining to energy sector shall be repaired and renovated by the government. As an intermediate measures all equipments, transmission lines and transformers shall be replaced, so that the system gets corrected and works successfully. All these works shall be completed in 3-4 years.
16. **Public Buildings-** All the offices and public buildings viz, schools and hospitals shall be repaired and retrofitting shall be done as per the needs, by the Government. The construction of panchayat bhawan, high rise shelters, cattle shelters etc., shall be carried out with the help of state plan/central plan/multilateral funding /private sector, in which calamity-resistant techniques shall be adopted.
17. **Water Supply-** The renovation work plan of water supply system in rural areas shall be taken up immediately so that people of that area could get healthy and pure water supply. As an intermediate measure, the water supply shall be arranged in urban areas and damaged public assets (like tube wells, motor pumps, etc.), shall be repaired. Water storage arrangement at rural level, arrangement of water supply network, establishment of pipe line system in urban and rural areas at a large scale, the arrangement of pumping and captive pumps water system shall be made in coming 2-3 years.
18. **Social and Community Development-**For reconstruction of services and social and community capital, the programmes of health, education and women development shall be executed in Kosi calamity affected area. The focus of all these programmes shall be on women and their empowerment and renovation of livelihood would be made more effective.



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19. **Health**-The infrastructure services concerning health shall again be restarted. There would be the need of running continuous health services for most of the people affected by the calamity. Therefore, there would be the need for strengthening it. The arrangement for health and sanitation, management of education, community training etc., shall be done for the short span of time so that epidemic does not breakout. Better facilities shall be brought about in primary health centers, sub divisional and district hospitals so that the arrangement could be made according to the increasing number of the patients. It shall include the arrangement of intensive care unit at district hospitals, intensive care unit for new born, Nutritional rehabilitation centre and to provide the pathological and radiological tests facilities upto primary health centres, etc. Under the pulse polio and routine immunisation programme special round shall be conducted in flood affected areas. Along with this the de-worming shall also be carried out. Anganwadi centers shall further be strengthened and immunisation of pregnant mothers and new born babies and the arrangement of health training shall also be strengthened.
20. **Education**-The programme shall be started in calamity affected areas for making the educational intuitions functional again. Priority shall be given to repair and reconstruction of schools. The buildings of technical intuitions like I.T.I, Polytechnic, etc. shall be repaired and strengthened so that the programme of capacity development can also be executed from these centres.
21. **Participation of Panchayti Raj Institutions**-The cooperation of panchayti raj institutions in rehabilitation and reconstruction of damaged infrastructures in Kosi calamity areas shall be solicited.
22. **Women's empowerment**-The main plank of rehabilitation plan shall be the empowerment of women through the activities of income generation, education and training. For handloom and other economic activities, special training for women shall be organised and supported by government. The plan on the formation of self helps groups and through them the organisation of thrift and credit etc. shall be implemented. The programme of social services and reconstruction of centres through anganbadi workers, social workers and also through the NGOs, Mahila Samakhya, women development corporation and others reputed non governmental organisations shall be implemented.



## **23. Institutional Arrangement for execution of projects**

### **(a) Kosi Rehabilitation and Reconstruction High Level Committee**

- (i) The working plan prepared for the reconstruction and other policy decisions shall be approved by the Kosi Rehabilitation and Reconstruction High Level Committee constituted under the chairmanship of Chief Minister, in which following shall be the members, apart from the Deputy Chief Minister-cum-Finance Minister:-

Minister, Rural Development Department.

Minister, Agriculture Department.

Minister, Animal & Fish Resources Department.

Minister, PHED.

Minister, Urban Development Department.

Minister, Panchayati raj Department.

Minister, Industries Department.

Minister, Health Department.

Minister, Education Department.

Minister, Social Welfare Department.

Minister, SC & ST Welfare Department.

Minister, Backward and Most Backward classes' welfare Department.

Minister, Minority Welfare Department.

Minister, Road Construction Department.

Minister, Rural Works Department.

Minister, Planning & Development Department.

Minister, Disaster Management Department.

Minister, Water Resources Department

Chief Secretary, Bihar



Development Commissioner, Bihar

Principal Secretary, Finance Department

Principal Secretary, Disaster Management Department

- (ii) Two experts, reputed in the field of technique, earthquake and construction
- (iii) Members of Disaster Management Authority.
- (iv) Principal Secretary/ Secretary of the departments concerned shall be invited members. Principal Secretary/ Secretary, Department of Planning & Development shall be the member-secretary of this Committee.

On the issue of policy decision and inter-departmental coordination, the directions for necessary plan modification on the basis of review and guidelines may be given by the above referred committee.

- (b) Plan Formulation and Resources-The Plan shall be formulated by the Department of Planning and Development under the guidance of Development Commissioner. Department shall assess the availability of funds from different sources for Rehabilitation and Reconstruction Plan in a Financial Year and against the available resources formulate the plans for various sectors and obtain the approval of high level committee on that.
- (c) Kosi Rehabilitation and Reconstruction Plan Empowered Committee-All the schemes under the plans for Kosi Rehabilitation and Reconstruction shall require the approval by the newly constituted empowered committee. Principal Secretary, Department of Finance/ Additional Finance Commissioner, Principal Secretary/ Secretary, Department of Disaster Management and Principal Secretary/Secretary, Department of Planning & Development and Principal Secretary/ Secretary of the department concerned shall be the members of the above committee. The experts could be invited to help the committee constituted under the Chairmanship of Development Commissioner.

After the recommendation of empowered committee the sanction order shall be issued by the department as per the existing procedure and delegated power. For the approval of the schemes related to Kosi Rehabilitation and Reconstruction, the delegation of power to the department shall be considered modified to that extent.



The schemes under the approved programmes can be executed by the department from its own budget provision or Chief Minister Relief Fund or the funds obtained from Bihar Foundation. From the Funds for special schemes obtained from either Chief Minister Relief Fund or Bihar Foundation concerned, departments, as executing agencies, would be able to execute the schemes. The execution of schemes shall be carried out through the existing arrangement of the department concerned.

Monthly monitoring of the schemes shall be done by the empowered committee constituted and referred above.

- (d) Under the Chairmanship of Minister in charge, the district monitoring committee shall be constituted at district level in which local MPs, MLAs, MLCs, representatives of the recognised political parties, Zila Prishad Chairman, Chairman of the district level local urban body and district level officers of executing departments and Deputy Development Commissioner shall be the members. District Magistrate shall be the convenor of this committee.

By the order of Governor

*dc*  
19/11/2008

(Rameshwar Singh)

Principal Secretary

Memo No: Yo5/misc.-08/08 3720-/PD,Patna, Dated 19.11.08

Copy to: Secretary to Chief Minister and Personal Secretary to Minister, Rural Development / Public Health Engineering / Urban Development / Panchayati Raj / Industry / Health / Education/Social Welfare / Backward and Most Backward Welfare / Road Construction / Rural Works / Planning and Development / Disaster Management / Agriculture / Animal and Fisheries Resources / SC and ST Welfare / Minority Welfare for information and necessary action.

*dc*  
19/11/2008

Principal Secretary



Memo No: Yo5/misc.-08/08 3720-/PD,Patna, Dated 19.11.08

Copy to: Chief Secretary, Bihar, Patna / Development Commissioner, Bihar, Patna /  
Principal Secretary/Secretary of all Departments, for information and necessary action.

dc  
19/11/2008

Principal Secretary

Memo No: Yo5/misc.-08/08- 3720 - /PD,Patna, Dated 19.11.08

Copy to: Divisional Commissioner, Kosi / Purnia / District Magistrate, Madhepura,  
Saharsa, Supaul, Araria, Purnia / Deputy Development Commissioner, Madhepura, Saharsa,  
Supoul, Araria, Purnia for information and necessary action. District Magistrates are  
requested to make a copy of this resolution available to MP / MLA / MLC / Chairman Zila  
Parisad / Nagar Parisad of the District.

dc  
19/11/2008

Principal Secretary