



## **ABSTRACT**

State Planning Commission – State Balanced Growth Fund – Restructuring – Reformulation - Implementation Guidelines - Orders - Issued.

### **Planning, Development and Special Initiatives (SPC) Department**

**G.O.(Ms).No.108**

**Dated: 15.09.2022**

**சுபகிருது - ஆவணி - 30**

**திருவள்ளூர் ஆண்டு - 2053.**

#### **Read:**

1. G.O.Ms.No13, Planning, Development and Special Initiatives (SPC) Department, Dated: 07.02.2013 and subsequent orders.
2. From the Member Secretary, State Planning Commission, Chennai-5, Letter Rc.No.3255/SBGF/RD&DP/SPC/2022, Dated: 03.06.2022.
3. From the Member Secretary, State Planning Commission, Chennai-5, Letter Rc.No.1003/SBGF/RD&DP/SPC/2021, Dated: 17.06.2022.

#### **ORDER:**

In the Government Order first read above, orders on constitution of the State Balanced Growth Fund scheme were issued.

2. The Member Secretary, State Planning Commission has informed that the State Balanced Growth Fund (SBGF) was announced in the year 2012-2013 for addressing the regional imbalances in terms of Per capita Income, Unemployment, Poverty, Health, Education and Gender related issues and the State Planning Commission had identified 105 backward blocks based on certain parameters for coverage under the scheme using data with reference period 2009 to 2011.

3. The Member Secretary, State Planning Commission has further informed that the State Balanced Growth Fund (SBGF) has to be redesigned, using current data, and findings of various sample surveys, study reports and reports prepared by the State Planning Commission. District specific issues as highlighted in research / study reports would also be considered for identifying backward regions within the district. The Identification methodology would be designed based on the data presented in these reports.

**(p.t.o.)**

4. In the letter second read above, the Member Secretary, State Planning Commission has furnished draft guidelines based on the deliberations made during the 18<sup>th</sup> State Level Empowered Committee (SLEC) meeting for State Balanced Growth Fund (SBGF) held on 19.05.2022.

5. Based on further discussions, the Member Secretary, State Planning Commission has submitted the proposal for reformulation of State Balanced Growth Fund implementation guidelines in the reference letter third read above.

6. It is informed that inspite of implementation for nearly a decade, recent reports on Multi Dimensional Poverty Index, National Family Health Survey and other research reports published by Research Institutions have brought out sharp inter-district differences in the parameters that serve as major contributors for backwardness in nutrition, maternal health and educational attainment.

7. It is pertinent to note that in spite of implementing State Balanced Growth Fund programme for nearly a decade perceptible change in bridging gaps in development indicators between districts is still elusive. While reviewing the State Balanced Growth Fund activities since inception, the State Planning Commission has found that the outlays were spread very thinly over several blocks and insufficient for addressing several development indicators.

8. The State Level Empowered Committee for State Balanced Growth Fund discussed the issues involved and proposed revision of State Balanced Growth Fund guidelines to meet the objectives of the programme. Accordingly, the revised proposal has been submitted.

9. The proposed parameters selected for the initial 2 years to design interventions for reducing regional imbalances are

- i. Improving the nutritional status of children in the first 1000 days.
- ii. Improving the reading and writing capabilities in Tamil, English and mathematical skills of primary school children.

10. Accordingly, the Government on careful examination has agreed to the proposal of Member Secretary, State Planning Commission to reformulate the State Balanced Growth Fund scheme implementation guidelines as appended to this order.

**(p.t.o.)**



11. The detailed revised scheme guidelines are enclosed as Annexure to this Government Order.

12. This order issues with the concurrence of Finance Department, vide U.O.No.2897/FS/P/2022, Dated: 23.07.2022.

**(BY ORDER OF THE GOVERNOR)**

**VIKRAM KAPUR  
ADDITIONAL CHIEF SECRETARY TO GOVERNMENT.**

**To**

The Member Secretary,

State Planning Commission, Chennai-5.

The Additional Chief Secretary to Government,

Social Welfare & Women Empowerment Department,  
Secretariat, Chennai-9.

The Principal Secretary to Government,

Health & Family Welfare Department, Secretariat, Chennai-9.

The Principal Secretary to Government,

School Education Department, Secretariat, Chennai-9.

All Secretaries to Government,

Secretariat, Chennai-9.

All Head of Departments.

(through the Member Secretary, State Planning Commission,  
Chennai-5)

All District Collectors.

The Accountant General (A&E), Chennai-18.

All Treasury Officers

(through the Member Secretary, State Planning Commission,  
Chennai-5)

The Pay and Accounts Officer (East), Chennai-8.

**Copy to**

The Principal Secretary-I to Hon'ble Chief Minister, Chennai-9. (5 copies)

The Special Personal Assistant to Hon'ble Minister (Finance and HRM),  
Chennai - 9.

The Principal Private Secretary to Chief Secretary, Chennai-9.

The Principal Private Secretary to Additional Chief Secretary,

Planning and Development Department, Secretariat, Chennai-9.

The Senior Principal Private Secretary to Additional Chief Secretary,  
Finance Department, Secretariat, Chennai-9.

The Private Secretary to Special Secretary,

Planning and Development Department, Chennai-9.

**(p.t.o.)**

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The Private Secretary to Vice Chairman,  
State Planning Commission, Chennai-5  
Finance (Public) Department,  
Secretariat, Chennai-9.

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**//FORWARDED/BY ORDER//**

  
**SECTION OFFICER.**

*D. n*  
15/09/2022

## **ANNEXURE**

The State Balanced Growth Fund is revised broadly on the following lines:

(a) The State Level Empowered Committee shall identify the development issues to be addressed by this scheme

(b) the State Balanced Growth Fund is to fund projects on the identified themes for two years,

(c) the annual outlay is to be apportioned between selected themes by the State Level Empowered Committee based on the Biennial work plan proposed and approved and

(d) The development issues for bridging the gap will be revised once in two years if necessary or continue depending on the outcome of these projects and their impact.

### **Objectives**

The major objective of the State Balanced Growth Fund is to reduce regional disparities in development parameters that impede the uniform development of the State. The specific objectives during the first two years would be to address backwardness in key measurable outcomes like health, nutrition and education among the districts.

The parameters selected for the first two years to design interventions for reducing regional imbalances would be:

1. **Improving the nutritional status of children in the first 1000 days** and that includes the improving nutritional status of pregnant and lactating women.
2. **Improving the reading and writing capabilities in Tamil, English and mathematical skills of primary school children.**

### **Selection of Backward districts and blocks for implementation of State Balanced Growth Fund project and the parameters**

For meeting the objective of correcting disparities, the programmatic interventions envisioned in the reframed State Balanced Growth Fund and also in the selection of blocks / districts are detailed below:

#### **Parameter No. (I) - Improving Nutritional Status of Children in first 1000 days**

The first 1000 days of children refers to children's life from the moment they are conceived until they have reached 2 years of age (24 months).

There are three crucial stages in the first 1000-days:

1. Pregnancy – from the time of planning to conceive till child birth
2. Infancy – from the time of birth till first year of birth

**(cont.)**



3. Toddlerhood – until one and half or two years since the birth of the child post infancy.

At each of the three stages during the 1,000-day window, nutrition is important for developing a child's physical growth and mental ability.

### **First 1000 days of the Child**

Based on district level reports of National Family Health Survey-5 (NFHS-5), an index that reflects the nutrition and health status of women and children has been calculated wherein ten indicators have been combined to construct an index for each district using range equalisation or distance formula for selecting the backward districts.

On the basis of the index, the following districts have been identified to be backward in health and nutrition.

- 1) Perambalur : 0.328
- 2) Karur : 0.348
- 3) Tiruchirapalli : 0.381
- 4) Ariyalur : 0.404
- 5) Sivagangai: 0.414
- 6) Villupuram: 0.423
- 7) Pudukottai: 0.4339
- 8) Thiruvannamalai: 0.4380
- 9) Vellore: 0.4410
- 10) Tirunelveli: 0.4502

The Director, Integrated Child Development Services in a subsequent meeting suggested to include The Nilgris district because the physical access to nutritional support systems is weak in this district. Hence The Nilgris district is included as the eleventh district.

Since the NFHS-5 data base is not amenable for creating block level indices, the departments of Public Health and Preventive Medicine and Integrated Child Development Services have ranked all the blocks in the eleven districts based on data generated in their administrative systems for implementing reproductive and child health and Anganwadi programmes and bottom ranked blocks in these districts have been identified for coverage in the next two years.

<b>Sl. No.</b>	<b>District</b>	<b>Blocks</b>
<b>1</b>	<b>Perambalur</b>	<b>1. Alathur 2. Perambalur</b>
<b>2</b>	<b>Karur</b>	<b>3. Krishnarayapuram 4. Thogaimalai</b>
<b>3</b>	<b>Tiruchirapalli</b>	<b>5. Thuraiyur 6. Manachanallur</b>

(cont.)

Sl. No.	District	Blocks
4	Ariyalur	7. Andimadam 8. Thirumanur
5	Sivagangai	9. S.Pudur 10. Tirupattur
6	Kallakurichi/ Villupuram	11. Kalrayan hills 12. Thiruvannainallur
7	Pudukottai	13. Annavasal 14. Thiruvarankulam
8	Tiruvannamalai	15. Javvadhu Hills 16. Kalasapakkam
9	Vellore Ranipet /	17. K.V.Kuppam 18. Timiri
10	Tirunelveli/ Tenkasi	19. Ambasamudram 20. Nanguneri 21. Sankarankoil 22. Melaneelithanallur
11	The Nilgiris	23. Kothagiri

### **Biennial Action Plan**

The Departments of Public Health and Preventive Medicine and Integrated Child Development Services would prepare biennial plan for the identified blocks with biennial action plans and key activities. The plans would be placed before the State level for consideration and sanction.

### **Preparation of Biennial Plans for the Blocks**

The block level biennial plan for 1000 days of children shall contain the following parts:

- a. The list of schemes and the allocation for each of the block and also the baseline indicators that are to be improved through implementation of projects under State Balanced Growth Fund.
- b. The description of institutional structures of both physical and human capital along with allocation for consumables and other recurring expenditures.
- c. The gaps in the block in terms of physical and human capital, including doctors, paramedical and other techniques, equipment and buildings shall be spelt out along with tentative budgets.
- d. A consolidated statement of activities and budget with pointers for supplementing with State Balanced Growth Fund.
- e. A list of new initiatives in terms of processes like issue of identity cards, continuous follow up of deliverables and beneficiaries, retraining needs for functionaries, awareness camps and materials, etc.

**(cont.)**



- f. A plan for training, process markers, reporting systems, output data and outcome indicators.
- g. E-governance structure for monitoring financial flows and other scheme related data and reports and the budget therefor.
- h. A template to present quarterly reports and an annual report covering both the financial and process aspects of the scheme.

This block level biennial plan will be approved by the State Level Empowered Committee for State Balanced Growth Fund. A dash board will be created in the State Planning Commission website to integrate with e-governance of the district administration for the purpose of monitoring not only financial flows but also the progress in activities, outputs and outcomes. Biennial Plan and annual reports will be basis for the release of funds.

## **Parameter No. (II) - Improving Reading and Writing in Tamil and English and Mathematical Skills of Primary School Children**

### **Selection of Districts for intervention**

Since comparable data on learning outcomes in primary classes across districts is not available, it is difficult to identify educationally backward districts for this scheme. However, we assume that districts that have large number of students enrolled in government schools should be considered for the implementation of this scheme. It is also essential that the students from poor households should be preferred and per capita income of districts could be used as a proxy for identifying districts that possibly have larger number of students from poor households. Hence the districts are chosen based on total enrolment and per capita income.

### **Preparation of Biennial Plan for Teaching Languages in Primary Classes**

The nomenclature 'government school' covers not only schools under the aegis of School Education Department but also those of other government departments like Adi-Dravidar, Forest, Most Backward Classes and Tribal Welfare departments. The scheme will cover the government-aided schools as well. This programme will supplement the efforts of the School Education Department like the new curriculum, "Ennum Ezhuththum" and the innovative initiative "Illam Thedi Kalvi". Without prejudice to these efforts, the scheme visualizes special efforts to improve teaching the languages and Mathematical skills by augmenting resources and effective utilization of such resources.

Considering the number of students in primary classes and the level of per capita income, the following three pairs of non-contiguous districts are selected for implementing pilot scheme for improving teaching and learning of Tamil and English in primary classes under the State Balanced Growth Fund scheme for two years – 2022-23 and 2023-24.

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1. Villupuram/Salem (High enrolment with low PCI)
2. Cuddalore/ Nagappattinam (Mid level enrolment with low PCI)
3. Ariyalur/Thiruvarur (Low level enrolment with low PCI)

Unlike the other schemes in State Balanced Growth Fund the projects relating to teaching and learning Tamil, English and Mathematical Skills are not restricted to blocks but implemented for the whole district.

The School Education Department would prepare a biennial plan for improving teaching and learning of languages and mathematics in primary classes in government schools.

### **Suggestive List for School Education Department**

1. Conduct a baseline survey of learning outcomes of children in primary classes which can be the basis for post-intervention evaluations.
2. Develop benchmarks for reading and writing skills for children in classes 1-5 in both English, Tamil and Mathematical Skills.
3. Identify and pilot pedagogic techniques for reaching the objective
4. Identify and/or develop appropriate platforms and technologies (a learning management system) on which teachers can be trained for better assimilation by students.
5. Involve start-ups specializing in teaching languages and mathematics to pilot their projects in the selected districts.
6. Involve civil society organizations, which are willing to contribute to augment teacher resources and teaching aids, including teacher training.

### **Implementation Mechanism**

The State Balanced Growth Fund would be used to address the gaps in the existing programmes and support specific activities for addressing the backwardness. Strategic action plans for a particular time period depending on the course of remedial strategies would be prepared with biennial action plans for intervention.

### **State Level**

The State Level Empowered Committee constituted for the State Balanced Growth Fund, headed by the Vice Chairman, State Planning Commission shall approve the Action Plans; consider specific proposals and accord sanction. The State Level Empowered Committee would comprise of

Secretary to Government  
(Planning & Development)

Secretary to Government (Finance)

**(cont.)**

Secretary to Government (dealing with the sector under which projects are formulated)

Full Time Member

Additional Full Time Member

Members dealing with the particular subject

The Member Secretary, State Planning Commission shall be the Member Secretary of State Level Empowered Committee.

### **District Level**

At the District Level, the District Level Project Committee (DLPC) is to be chaired by the District Collector and the highest level district officials in the departments of health, school education, water and sanitation will be members. The District Planning Officer will be the Member Secretary of the District Level Project Committee and also liaison with the State Planning Commission.

The District Collector is responsible for the implementation of the projects funded under State Balanced Growth Fund and also to send periodic reports to the State Planning Commission.

In the case of Line Departments, the Secretary to Government shall nominate a responsible officer to act as Nodal officer for all interaction with State Planning Commission and for collecting reports / progress from the implementing district.

### **Funding Pattern:**

Within the yearly allocation, the funds allocated by the Government will be used for financing approved projects/schemes and for concurrent evaluation. These shall strictly be additionality to meet gaps that could not be met from on-going schemes but is not intended to take up "not permitted" works of the Government. The project will include an administrative component of two percent of the fund allocation to be used for the purposes of plan preparation, training, capacity building, monitoring, evaluation, and special studies on related issues, documentation, and other administrative purposes. The allocation for each line item will be in accordance with the budget approved by the State Level Empowered Committee.

### **Discretionary Quota:**

There will be a component called Discretionary Quota which may be utilised for works that do not fall into the categories for the prescribed biennial period - health, nutrition and education. This discretionary quota shall vest with the Vice Chairman of the State Planning Commission and will be confined to 2% of the allotment in total.

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## **Funding and Programme Components for 2022-23**

The Biennial Plans for the selected components approved by State Level Empowered Committee viz.,

(I) Improving Nutritional Status of Children in first 1000 days and (II) improving learning outcomes of primary school children in language and mathematics will be the basis for funding and phasing with mid-course corrections. The two parameters identified may not have equal amount of allocation.

The maximum cost per Project shall be restricted to Rs.1 crore and all the expenditure for the project should be calculated in the year of allotment and will not be spread upfront to 2<sup>nd</sup> instalment in next year allotment. In the event of necessity for additional allotment for the project with the specific additional components, it may be done as a new project in the next year. In the event of escalation of cost that shall be taken up in the allocation of the next year after being cleared by State Level Empowered Committee.

### **Release of Funds**

The Member Secretary, State Planning Commission shall release funds to the districts/ departments in instalments based on physical and financial progress in implementation of the programme and by reference to the approved Biennial/Annual Action Plan. The funds at State level will be held in treasury account and released to districts/departments, where it may be kept in a separate savings bank account opened with any one of the Nationalised Banks at district headquarters/state head quarters. The account shall be operated jointly by District Collector and Project Director, District Rural Development Agency (DRDA), under whose prior written authorisation, the District Planning Officer shall release funds directly to the Implementing Agencies in suitable instalments depending on progress and furnishing of utilization certificate upon completion of scheduled steps. The interest amount accrued on deposits shall be treated as additional resources under the State Balanced Growth Fund and prior approval should be obtained for its use. In the case of line department the appropriate officer nominated by the Secretary to Government for the implementation of State Balanced Growth Fund shall be responsible for the release of funds.

The government rules and regulations will be in force for regulating the procurement of goods and services, expenditure, audit and reporting to the State Planning Commission.

The State Level Empowered Committee will be entrusted with the responsibilities of State Level Review Committee. A monitoring mechanism would be established while designing the projects and will be approved in the meetings of the State Level Empowered Committee.

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## **Monitoring and Evaluation**

The District Level Project Committee will report to State Level Empowered Committee on a quarterly/ half yearly basis on the progress of sanctioned projects.

At the State Planning Commission, each Division will be assigned with the responsibility for monitoring certain number of districts/departments. They would work in close coordination with the district officials and report to the State Level Empowered Committee / Chief Secretary /Audit conducted by Accountant General's.

The Planning Officers and technical staff in State Planning Commission will also be trained in Project management, Project Monitoring and quality standards for infrastructure and other technical works implemented by the departments.

The progress of projects would be monitored on a monthly basis through reports / field visits/ use of technology/online platforms. For tracking of Individual beneficiaries, unique identity methods would be adopted to follow the progress. For infrastructure related projects, positioning details are to be furnished from the proposal stage to completion stage.

The State Monitoring Officers for each district would also monitor the progress during the field visits

Involving Grama Sabha / Local bodies – All Projects implemented in the village panchayat would be presented in the Grama Sabha, approval by the Grama Sabha for selecting/ approving beneficiaries and selecting land or building for running other projects.

Evaluation of sanctioned projects / completed projects would be taken up from State Planning Commission both from within and through external agencies.

In the case of line departments the entire scheme is considered as one project. Hence, the monitoring and evaluation will be carried out by the State Level Empowered Committee based on the quarterly reports submitted by the departments. The State Planning Commission will be in touch with the Nodal officers designated for the projects in the respective Government departments implementing the project directly.

## **Concurrent Evaluation**

Provision shall also be made for concurrent evaluation of the progress in attaining the output-outcome envisaged in the program. This evaluation can be entrusted to any reputed institution or agency and will not exceed 1% of the allotment totally. The decision on the evaluation team and cost will be decided by the State Level Empowered Committee. The State Level Empowered Committee can recommend and approve deviations. The modalities of concurrent evaluation will be decided in the State Level Empowered Committee.

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### **Maintenance of Accounts**

Each implementing agency shall be responsible for maintenance of accounts for the funds received by them. The implementing agency entrusted with funds under the programme shall maintain separate account to enable audit.

### **Audit of works**

Regular physical and financial audit of the works under the scheme shall be carried out by a chartered accountant at the end of each financial year at the state level. The report issued by the auditor shall be presented to the State Level Empowered Committee and further sanction of funds would be considered only based on the proper financial management.

### **Inspection of Works**

In order to maintain quality of works, a quality monitoring system shall be constituted. The Heads of division, Planning Officers of the State Planning Commission may tour the districts to inspect the works periodically / monthly basis and report progress to the Member Secretary / Vice Chairman. The system shall be reviewed regularly by the State Level Empowered Committee.

### **Interventions and Expected Outcomes**

The project proposal/ action plans are prepared to address certain backwardness / issues. In order to track the deliverables, outputs with the expected outcomes, an output-outcome monitoring framework would be prepared. This would be followed and reviewed so that objectives are achieved as planned. The result will be placed before State Level Empowered Committee periodically once in 6 months.

**VIKRAM KAPUR**  
**ADDITIONAL CHIEF SECRETARY TO GOVERNMENT**

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**SECTION OFFICER.**

*D.K. Dhillon*  
15/09/2022