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COST OF UNIVERSALISING EARLY CHILDHOOD EDUCATION IN INDIA

A CHILDHOOD OF POSSIBILITIES

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MESSAGE FROM SAVE THE CHILDREN (BAL RAKSHA BHARAT)

At Save the Children, we have always fiercely believed that the Early Childhood years are the most crucial time of a child's life. Most of our strategies and program interventions have been driven by this belief. As is well established, most ofthe physical, sensorimotor, social, emotional, language and cognitive development happens during this time. These years also form the foundation for later learning and development. Research in neuroscience and economics showsthe everlasting benefits of interventions given to children in their early years. The benefits are not only limited to the economic sphere but also include social advantages. Providing age-appropriate care and education to young children is, therefore,a duty of the state. India recognizes this in policy and is a signatory to a number of international agreements focused on ECCE. We believe that the least the future citizens of the country deserve is accessing an age-appropriate learning and care.

The much-awaited National Education Policy(NEP) 2020 confirms India's commitment to SDG 4.2 of universalizing Early Childhood Care and Education by 2030. To achieve this goal, substantial financial investment is required.Although the NEP 2020 highlights ECCE as one of the 'key long-term thrust areas for financing', it is silent on the quantum of funds needed for universalisation of ECCE.

Since we have consistently, over the years, been working towards provisioning of Early Childhood Care and Education (ECCE) as one of the key strategies that will prepare children in the age group of 3 to 6 years with school readiness skills and improve their quality of learning we have taken the opportunity to support the NEP for being able to fill this gap. With this in focus, we partnered with Centre for Budget and Governance Accountability (CBGA) to undertake a first-of-its-kind research "Cost of universalising Early Childhood Education in India" to estimate the current budget allocation and expenditure on public funded ECE programme and estimate the total budgetary allocation needed for making quality ECE available in the country. The report shares policy-level recommendations needed to ensure the provision of quality ECE services to all children between the age group of 3-6 years. This report builds from our earlier work on "The Right Start" 2018 study which emphasized on the importance of investing in the early years of education.

We trust this report providesthemuch-needed evidenceon the estimated financial resources to deliver quality ECE services to all children between the 3 – 6 year age group,and inform evidence-based policy-making to make a lasting change in the lives of 3 – 6 year olds in India.

Sudarshan Suchi
Chief Executive Officer
Save the Children, India

MESSAGE FROM CEO, SAVE THE CHILDREN NORWAY

It is globally acknowledged that a child's early years are crucial for building the foundations for a life of learning. Investing in such a foundation todaywould lead to sustainable development for children.Early ChildhoodCare and Educationis a critical area in need of investment to ensure young children are prepared and ready for school.

Save the Children, globally across 120 countries, believes and works towards ensuring that quality Early ChildhoodCare and Education is provided to ensure all boys and girls.

However, the global pandemic has compounded the challenges faced by education exacerbating the inequalities and discrimination so many children face. Yet, education can also be the key to recovery from this pandemic. Young children will have missed out on vital early education, reducing their school readiness – with a potentially long-term impact on their learning.

This is the opportune time, where we must reaffirm the right of every young child to quality care and education and urge countries to renew commitment to and investment in the Sustainable Development Goal (SDG) Target 4.2 "By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education."

By investing early, when it matters most, will help to achieve the progress on SDGs and decrease the impact of COVID-19 on learning. It is now more critical than ever that ECE be prioritized by increasing domestic budgets and improving the efficiency with which ECE programmes are delivered.

In line with this, I commend Save the Children India (Bal Raksha Bharat) andCentre for Budget and Governance Accountability(CBGA) for publishing this valuable resource on estimating the public investment needed to universalize ECE in India. This study contributes to the growing body of evidencefor Early Childhood Education. It is the step towards ensuring the right foundational start for the young child.

Brigitte Lange
CEO Sponsor for Education & CEO Norway

MESSAGE FROM CBGA

Children matter and so does early childhood education (ECE). The imperative to give all children between 3-6 years of age an appropriate and strong early start is becoming increasingly more pertinent. Research from diverse contexts shows that interventions that promote nurturing care and early learning environments to children significantly improve their overall development. As the science of child development has established the importance of the first few years of a child's life for their success in schools and beyond, parents as well as policymakers have recognized the importance of ECE. However, provision of quality ECE in India still has a long way to go.

The current ECE system in the country hasa lot of scope for improvement with different funding streams, constituencies and quality standards that include government, private institutions and NGOs. Despite evidence showing that providing quality ECE is fundamental to children's life-long success, it remains a chronically underfunded sector in India. Therefore, good quality early care and education is not equally accessible to all.This situation needs to be addressed on priority as only public provisioning of ECE services can help in minimising the unevenness of quality and coverage of ECE services in the country.

The National Education Policy (NEP) 2020, probably is the first education policy which has put greater emphasis on universalisation of ECE. By stating that ECE is the "greatest and most powerful equaliser", NEP 2020 has effectively highlighted the need for translating policy into practice. However, creating a well-thought-out plan for the universalisation of ECE and its effective implementation has a cost implication. This requires thorough and accurate cost analysis for providing important information towards future implementation of ECE.

At the moment, we don't even know the exact size of government spending on ECE. The absence of physical and financial data on ECE at disaggregated level for different service providers makes difficult an assessment of how much is getting invested for ECE services. Besides, insufficient data availability on the costs of delivery of the entire gamut of services that constitute a quality ECE intervention has made it difficult to measure whether the current resource allocation is adequate or not and how much additional investment is required.

To strengthen the policy discourse on ECE financing, we have undertaken this research in collaboration with Save the Children. This report throws light on the present financing status of ECE in India and measures the size of the existing resource envelope of governments' provision of ECE. Therefore, the studycould also serve as a baseline against which future progress can be measured.It goes one step ahead by estimating the cost for scaling up of ECE in India. In fact, the report is first of its kind which attempts to assesses the resource requirement for universal public provisioning of ECE in India.

While the cost estimation for universalisation of ECE provision that this study offers is more centralised in nature; Keeping the heterogeneous characteristics of service delivery in mind, the estimations have been done for three types of models which are in line with the recommendations made in NEP. The study gives a cost range instead of a single figure, to account for the diversities involved in ECE. The specificity and variability can be incorporated /adjusted as per the need and context.

We sincerely hope this report wouldprovide some useful insights and facilitate deeper engagement of a range of actors with thisdomain in the coming years.

With regards,

Subrat Das
Executive Director,
Centre for Budget and Governance Accountability

ACKNOWLEDGEMENT

We extend our heartfelt gratitude to all the people involved in imparting Early Childhood Education. Their work is like planting of trees that requires painstaking efforts in the initial years but the results of which benefit generations to come.

This pioneering study is a collaboration between the Centre for Budget and Governance Accountability (CBGA) and Save the Children. It was guided and supported at every level by Kamal Gaur, Avinash Singh and Sandeep Sharma from Save the Children and Subrat Das, Asadullah and Nilachala Acharya from CBGA. We thank you all for your continued support and technical inputs throughout the course of this research.

We are grateful to all the institutions that participated in this study and their representatives who gave us their precious time. We would specifically like to thank Ms. Shipra Sharma and Mr. Saiyad Husain (Aga Khan Foundation), Mrs. K. Lakshmi (Andhra Mahila Sabha), Mr. Chittaranjan Kaul and Ms. Manasi Chandavarkar (Centre for Learning Resources), Mr. Vijay Singh (Centre for Microfinance), Ms. Chavi Vohra, Ms. Rilakynti Kharwanlang, Ms. Sonia Sharma, Ms. Neeru Bhatnagar and Ms. Durga Rani (Mobile Creches), Ms. Mamta (Surajkund International School) and Mr. Dinesh Singh, (Department of Education, Andaman & Nicobar Islands). Our gratitude is no less for all the participants of this study who wish to remain anonymous.

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While inputs from a large number of people have gone into the making of this report, any errors or omissions are solely our responsibility.

Finally, we would like to give special thanks to all our colleagues at Save the Children and CBGA for their support and encouragement.

Thanks
Authors

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ABBREVIATIONS

A & N	Andaman and Nicobar
ANM	Auxiliary Nurse Midwife
APIP	Annual Programme Implementation Plan
ASHA	Accredited Social Health Activist
AWC	Anganwadi Centre
AWH	Anganwadi Helper
AWP&B	Annual Work Plan and Budget
AWW	Anganwadi Worker
BPL	Below Poverty Line
BRC	Block Resource Centre
CABE	Central Advisory Board on Education
CAG	Comptroller and Auditor General
CBSE	Central Board of Secondary Education
CQI	Continuous Quality Improvement
CRC	Cluster Resource Centre
CSR	Corporate Social Responsibility
CSS	Centrally Sponsored Scheme
CWSN	Children with Special Needs
DCB	Delhi Cantonment Board
DCF	Data Capture Format
DHFW	Department of Health and Family Welfare
DIET	District Institute of Education and Training
DoE	Directorate of Education
DWCD	Department of Women and Child Development
EA	External Agency
ECCDE	Early Childhood Care, Development and Education
ECCE	Early Childhood Care and Education
ECD	Early Childhood Development
ECE	Early Childhood Education
ECED	Early Childhood Education and Development

EDMC	East Delhi Municipal Corporation
EWS	Economically Weaker Section
FC	Finance Commission
FDK	Full-Day Early Learning Kindergarten Programme
GBS	Gross Budgetary Support
GDP	Gross Domestic Product
GEN	General
GoI	Government of India
ICDS	Integrated Child Development Services
ICT	Information and Communications Technology
IT	Internal Team
ITDS	Integrated Tribal Development Society
KG	Kindergarten
KVS	Kendriya Vidhyalaya Sangathan
MCD	Municipal Corporation of Delhi
MHFW	Ministry of Health and Family Welfare
MHRD	Ministry of Human Resource Development
MIS	Management Information System
MPLAD	Member of Parliament Local Area Development
MSJE	Ministry of Social Justice and Empowerment
MWCD	Ministry of Women and Child Development
NCERT	National Council for Education, Research and Training
NCPFECCE	National Curricular and Pedagogical Framework for Early Childhood Care and Education
NCR	National Capital Region
NDMC	New Delhi Municipal Council
NEP	National Education Policy
NGO	Non-Governmental Organisation
NHM	National Health Mission
NIPCCD	National Institute of Public Cooperation and Child Development
NSSO	National Sample Survey Office

NTT	Nursery Teacher Training
OBC	Other Backward Classes
PAB	Project Approval Board
PHC	Primary Health Centre
PIP	Programme Implementation Plan
PLM	Play and Learning Material
PMJJBY	Pradhan Mantri Jeevan Jyoti Bima Yojana
PMSBY	Pradhan Mantri Suraksha Bima Yojana
POSH	Prevention of Sexual Harassment
PSE	Pre-school Education
PTM	Parents' Teachers' Meeting
RBSK	Rashtriya Bal Swasthya Karyakaram
RP	Resource Person
RTE	Right to Education
SARTHAQ	Students' and Teachers' Holistic Advancement through Quality Education
SC	Scheduled Caste
SCERT	State Council of Education Research and Training
SDG	Sustainable Development Goals
SEII	Society for Educational Improvement and Innovation
SHG	Self Help Group
SMSA	Samagra Shiksha Abhiyan
SNP	Supplementary Nutrition Programme
SRC-ECE	State Resource Centre for Early Childhood Education
ST	Scheduled Tribe
TGT	Trained Graduate Teacher
TLM	Teaching and Learning Material
UDISE	Unified District Information System for Education
UNICEF	United Nations Children's Fund
UP	Uttar Pradesh
UT	Union Territory
WASH	Water, Sanitation and Hygiene

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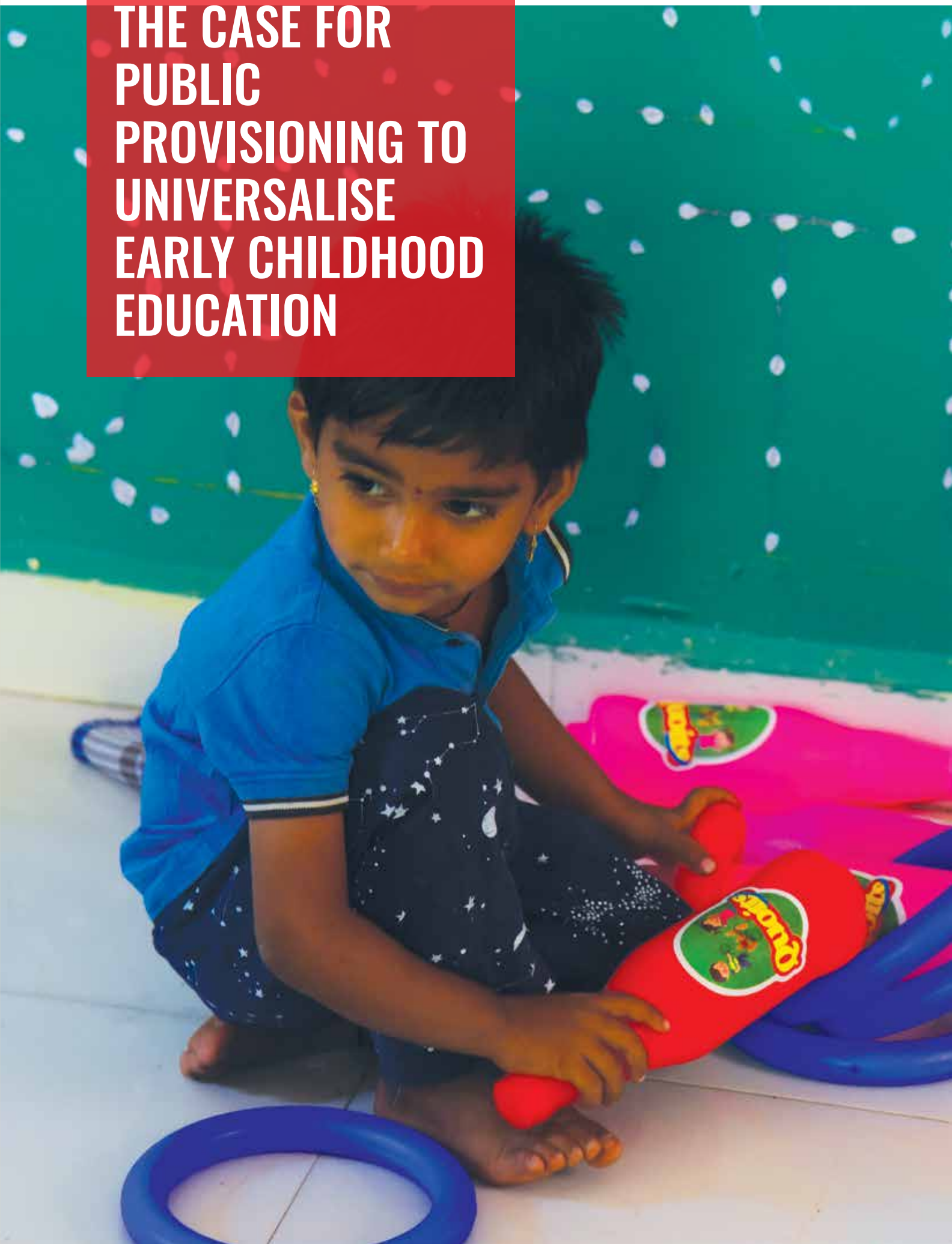
THE CASE FOR PUBLIC PROVISIONING TO UNIVERSALISE EARLY CHILDHOOD EDUCATION



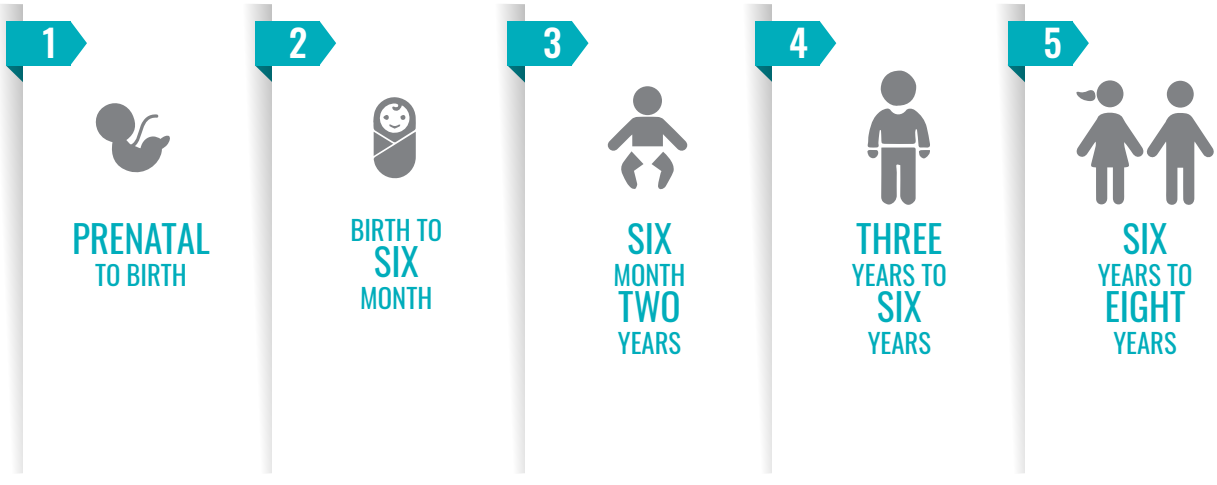
THE CASE FOR PUBLIC PROVISIONING TO UNIVERSALISE EARLY CHILDHOOD EDUCATION

1.1 Need for Early Childhood Education

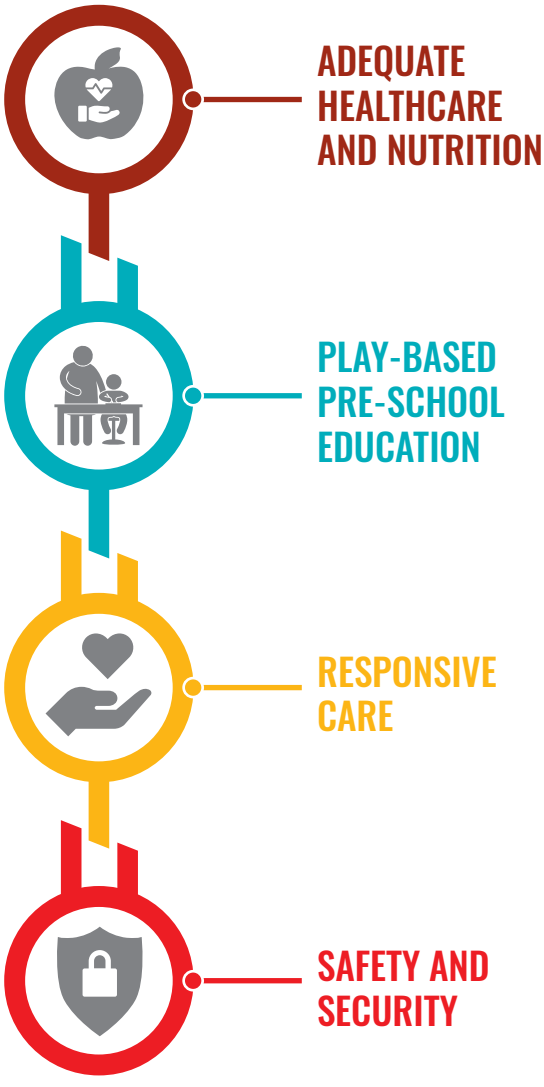
A decade ago, the census of 2011 showed India to be home to over 99 million children between 3 to 6 years of age. It is widely recognised that the early childhood years in a person's life are the most crucial in terms of development of physical, sensorimotor, social, emotional, linguistic and cognitive faculties. Brain development in the early years is rapid and thus these years are highly influential in determining the course of a person's life in terms of learning and development (Barnett, 1995).

A large body of work has demonstrated that investing in the first six years of a child's life reaps benefits for the rest of his/her days and returns on this investment are higher than those from investing at any other stage of life (Currie and Thomas, 1995; CECED, 2017; Save the Children, 2018). Longitudinal analyses, such as Heckman's, High Scope Perry's and Abecedarian studies, have been conducted using a range of variables to analyse the long-term effect of investing in early-childhood programmes. The coefficient of correlation between high-quality early childhood programmes and a better future, for instance, in terms of attainment of higher education, lower crime rate and better employment is quite high (Schweinhart, 2016). In a recent research paper, Prof. Heckman, along with others, revised the return on investment on childhood from 7-10 per cent to 13 per cent (Garcia et al., 2016).

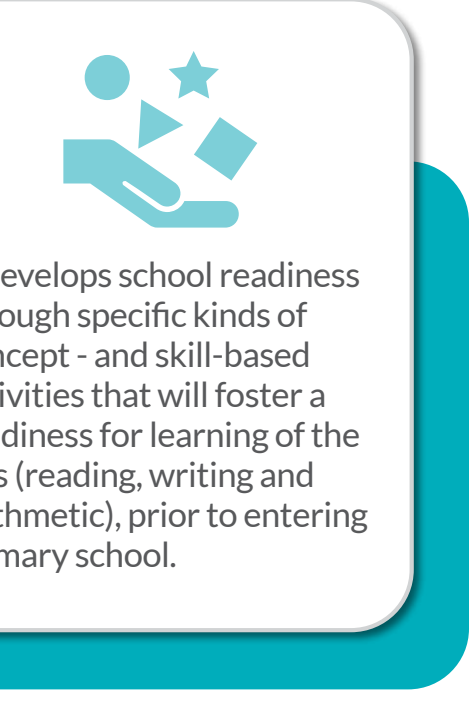
Evidence in favour of investing in Early Childhood Care and Education (ECCE) is so strong that countries across the economic spectrum have instituted state-run initiatives to provide adequate ECCE to children from birth to age 6 (which is extended to age 8 by some experts and in some countries). The definition of ECCE is theoretically located in an integrated and holistic paradigm, encompassing health, nutrition, care and early learning for children. It covers the entire early childhood continuum from the prenatal stage to 8 years of age, using a lifecycle approach (CECED, 2017). According to the specific needs in each stage of early childhood, this period can be sub-divided into five phases:



Specific developmental needs of children have been identified in each of these phases and listed in a number of studies (Save the Children, 2018; CECED & CARE, 2013). The current study focuses on the 3 to 6 years age group. The developmental needs of children belonging to this age group are:



Early Childhood Education (ECE) largely focuses on the second aspect, with a comprehensive approach towards the other components, since all the components are essential for the overall cognitive, sensorimotor and physical development of a child. According to CECED (2014), ECE serves two major objectives:



There is compelling neurological (UNESCO, 2015) and socio-economic (Kaul and Sankar, 2009) evidence proving that the foundations of brain architecture and functioning, and subsequent lifelong developmental potential — physical, cognitive, emotional and social competencies — are interdependent (Shonkoff and Philips, 2002) and laid down in the early years of a child's life. This process is extremely sensitive to external influence from home, care settings and community interaction (Yoshikawa and Kabay, 2014), which is why a robust and comprehensive ECE programme that caters to all of a child's needs is an essential social good.

1.2 Components of Good Quality ECE Programmes

Decades of research and experimentation have led to the identification of age-appropriate practices that enhance learning among 3–6-year-old children. As has been stated above, ECE is dependent not only on what is taught in the classroom or the school environment, but also on the overall milieu in which a child grows. Therefore, a wide range of factors impact the quality of ECE, the most prominent of which are:

Interaction – According to Chandra et al. (2017), the most significant aspect of ECCE is Interaction. It has three elements: child to child, child to teacher and child to material. Studies by UNESCO-UNICEF (2012) and NAEYC (2009) state that the overall development of children greatly depends upon their interaction with their surrounding environment, including people. Thus, the child-teacher ratio should be low. Along with that, other material as well as infrastructural provisions such as age-appropriate teaching and learning material (TLM), storybooks, educational toys, colourful walls with educational material, ample space to play etc. should be ensured. A low child-teacher ratio also ensures child safety and protection, which is another important indicator of the quality of ECCE programmes.

Health and Nutrition – Early Childhood Development (ECD) is a holistic process. Studies (UNESCO-UNICEF, 2012) have shown that early learning is directly proportional to the health and nutrition of children. These factors also include other infrastructural elements such as hygiene, safe drinking water, sanitation and child protection. A UNESCO (2012) report has stated that children with poor health are more likely to drop out of school. India's Integrated Child Development Services (ICDS) is the largest operational ECD scheme in the world. It consists of six services, including health and nutrition, that have been combined to provide an integrated approach to ECD.

Infrastructure – Studies (CECED, ASER, 2015) have found that good infrastructure leads to better school readiness among children. Along with the factors mentioned above, facilities for storage and cooking, having a playground, boundary wall etc. are also important for ECE programmes.

Organisation and Management of ECE Programmes – Several reports such as those by CABE (Central Advisory Board on Education — MHRD, 2013) and MWCD (2013b) recommend a 'developmentally appropriate' ECCE curriculum. An NAEYC (2009) report states that to be developmentally appropriate, the curriculum should be:

Apart from preparing a suitable curriculum, there are other factors of organisation and management, such as maintenance of records on the operationalisation of the ECE centres, and on the growth and progress of children, that are important markers of quality. Vacancies must be filled, and proper training should be imparted to the ECCE functionaries. Most importantly, teacher training should be prioritised to ensure quality (UNESCO, 2004).

Child participation – Boethel (2007) suggests that the correlation between children's development and their participation in ECCE activities is significant. The CABE committee report (MHRD, 2013) also suggests that a range of activities needs to be carried out for the participation of children to foster overall development. However, UNESCO's report (2012) noted that much needed to be done in this regard in most countries.

Outcome Assessment – Regular and comprehensive assessment of children must take place, in order to identify their learning difficulties and disabilities. These issues must then be addressed so that the aim of making them ready for school can be fulfilled by the end of the programme (MHRD, 2013).

Parental/Community Involvement – There is no common standard of community participation in ECE, and it is done in a variety of ways across the world. Notwithstanding this diversity, there is a consensus that family and community participation has many tangible and intangible benefits in providing effective and good-quality ECE. Therefore, ECE providers must innovate new ways of involving the community in the process of imparting ECE, and not limit it to Parent-Teacher Meetings (PTM) for child assessment. Epstein et al. (2002) have postulated six types of parental and community involvement for school education under two focus areas:

Child focused – communicating, parenting, learning at home.

Centre oriented – volunteering, decision making, collaborating with community.

MWCD (2013a) and UNESCO (2004) also expressly state the importance of parental and community engagement in ECE and the ways in which it can be done.

Teacher Recruitment and Training – An MWCD report (2013b) lays down the criteria of teacher recruitment and training to provide ECE. Some of the important aspects to be kept in mind are hiring an adequate number of staff with appropriate education and experience in ECE pedagogy, having a mechanism for staff appraisal, training staff and evaluating their performance. A UNESCO-GMR (2004) report states that there should be incentives for career growth in ECE for staff, which is vital for good performance.

Monitoring the Programme – A good quality ECE provider must have a sound monitoring system for the institution going beyond child assessment and covering all aspects of the programme. The centre should maintain records of financial management, personnel management, policies and standard operating procedures for all its functions as well as other relevant documents. Recommendations to this effect have been given by MWCD (2013a), UNESCO (2004) and CECED (2017). Some of the aspects of monitoring are supervision and continuous evaluation of all ECE staff — administrative, pedagogical assistance, personal accompaniment. Teachers/caregivers should get regular mentoring support from supervisors/head teachers, and supervisors must visit the ECCE centre regularly to demonstrate good practices.

1.3 Policy Context of Early Childhood Education

India is a signatory to a number of international treaties and agreements that safeguard the rights of children and make provision of universal education a mandate for all governments. In 1992, India ratified the United Nations Convention on the Rights of the Child (1989), which sets global standards for the economic, social and cultural rights of children. India has signed the Education for All (1990) and Dakar Framework for Action (2010), both of which give prime importance to ECE, considering learning begins at birth. India has also signed the Moscow Framework for Action (2010),

which outlines a number of challenges that must be tackled to achieve ECCE goals — such as a lack of political commitment, inadequate public funding, low external support and other hurdles in effective delivery of services. Additionally, the Government of India is a signatory to the Sustainable Development Goals (SDGs), of which Goal 4.2 is to universalise Early Childhood Care by 2030.

There is a large body of child-specific policies that has created a conducive policy backdrop for the universalisation of ECE in India. Article 45 of the Directive Principles of State Policy says that the state shall endeavour to provide free and compulsory education for all children under 14 years of age. In 2002, ECCE was explicitly incorporated into this Article through the 86th Amendment Act. The statement: "the State shall endeavour to provide early childhood care and education for all children until they complete the age of six years" was added to Article 45.

In 1974, the then Department of Social Welfare brought out a National Policy for Children. This is an important document, whereby the government declared its responsibility towards children from birth through the entire period of their growth. It also talks about the need for nutrition and care. This document laid the foundation for the ICDS programme, which bundles six essential services that are to be provided to pregnant and lactating mothers and children from birth to six years of age.

The National Education Policy (1986), National Nutrition Policy (1993), National Health Policy (2002) and National Plan of Action for Children (1992, 2005 and 2016) have all contributed towards developing equitable and universal ECCE provisioning in India. The Right to Education Act (RTE) (2010) states that the government may make necessary arrangements to provide ECE to prepare children for formal schooling. Sadly, it did not bring ECE within the ambit of the law. The National ECCE Curriculum Framework was released in 2013, providing an insight into the ingredients required to create good quality, age-appropriate and equitable ECCE facilities.

The National ECCE Policy, passed in 2013, defined the meaning of early childhood as within six years, and outlined the sub-stages within those six years. It recognised the rapid brain development and specific needs of a child during this phase, following the lifecycle approach. It spells out the commitment of the Indian state towards each child by providing adequate, equitable and quality ECCE. This detailed document discusses how, through capacity building, a robust monitoring mechanism and coordinating with the other providers, ECCE can be universalised in the country. It reaffirms that ICDS is the main scheme through which the state will provide holistic ECCE and the nodal ministry for the same is the Ministry of Women and Child Development (MWCD). While the policy lays out a roadmap on how to achieve universalisation of ECCE in the country, it does not speak of how much needs to be invested in achieving this goal and how it will be financed (Save the Children, 2018). Notwithstanding this shortcoming, the National ECCE Policy is a great step forward towards mainstreaming ECCE in India's policy landscape.

Calls to strengthen ECCE and ECE provisions in the country have been rising owing to the great body of evidence supporting such a move as well as advocacy by members of civil society. As a result, the National Education Policy, 2020 (NEP) begins with a section on ECE. Recognising the foundational aspect of ECCE, one of its goals is to universalise ECE by 2030 (SDG 4.2). It states that the National Council of Educational Research and Training (NCERT) will create a National Curricular and Pedagogical Framework for ECCE (NCPFECCE) to guide teachers and parents on early childhood learning, keeping local traditions and practices in perspective. It also stresses on developing a workforce trained specifically for ECE and on a convergence with other relevant ministries.

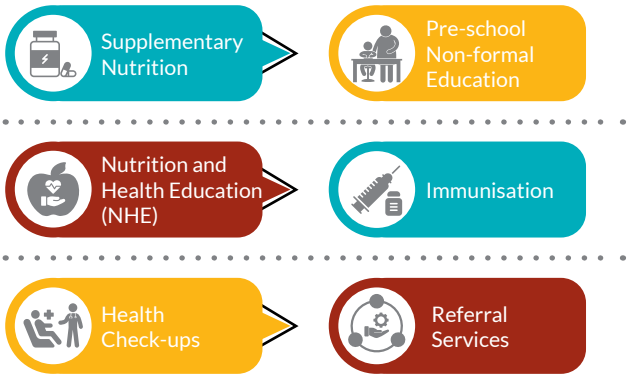
However, there are a few things that have not been adequately dealt with in the NEP. While recognising diversity in terms of ECE provisioning, the NEP advocates reducing inequity, but does not state how this can be done when the nature of service and service providers is so varied. It is silent on the longstanding demand to bring ECE under the ambit of the RTE. And, most important of all, there is no discussion on what the cost will be to make the ECE vision under the NEP a reality and who will bear it.

1.4 Major ECE Initiatives in India

In India, there are three providers of ECE: Government, Non-Governmental Organisations (NGOs) and Private entities. Each of these offers a number of programmes and there is a great deal of diversity in terms of the quality and outreach of the services they provide.

1.4.1 Government-run ECE Programmes

In 1975, the Government of India introduced a flagship Centrally Sponsored Scheme (CSS) called Integrated Child Development Services (ICDS - now called Anganwadi Services). This scheme was formulated to provide a holistic and integrated package of ECCE services following a lifecycle approach (Nair and Mehta, 2009). The targeted beneficiaries of this scheme are pregnant and lactating mothers, and children from the pre-natal stage to 6 years of age. The package of services comprises:



ICDS covers nearly all the districts of India and the nodal agency responsible for its implementation is the MWCD. However, due to the integrated nature of services, other ministries, such as the Ministry for Health and Family Welfare (MHFW), Ministry of Human Resource Development (MHRD) and the Ministry for Social Justice and Empowerment (MSJE), are also involved in driving this scheme (CBPS, 2018).

On the ground, ICDS is operationalised through the creation of Anganwadi Centre (AWC), which provide all the six services by coordinating between various sectors, departments and ministries. The MWCD has sanctioned 1.39 million AWCs and Anganwadi Workers (AWWs) for the scheme, of which 1.38 million AWCs are operational and 1.33 million AWWs have been appointed. This indicates a shortage of service provision centres and a shortage of staff (PIB 2020a).

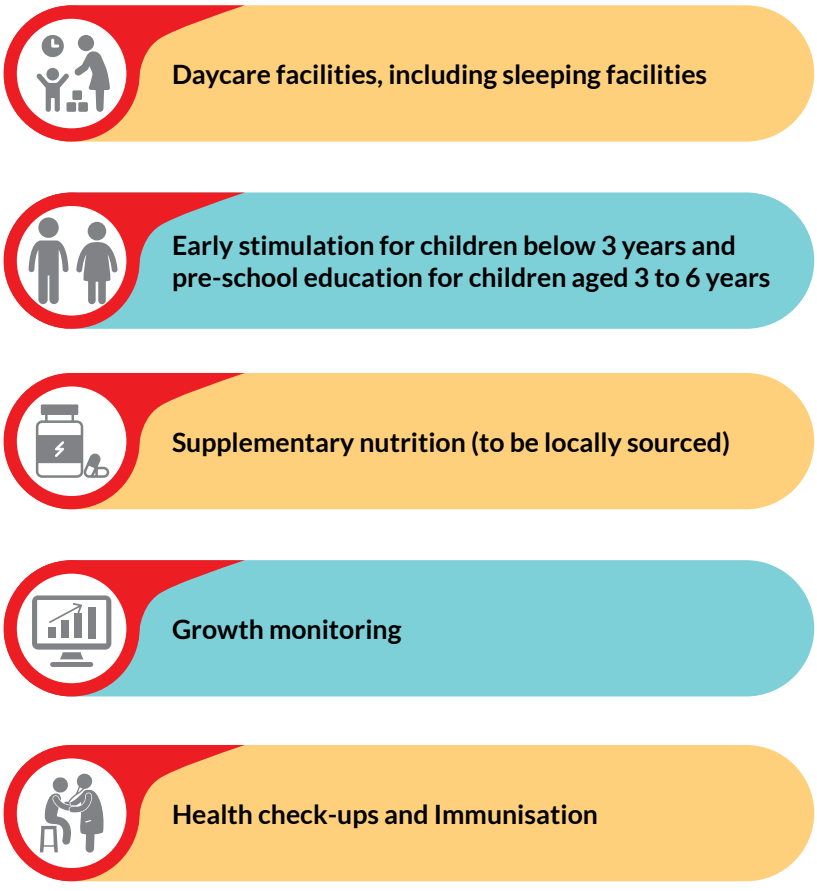
ICDS provides one of the best examples of a developmentally appropriate, non-formal curriculum for preschool children. Kapoor (2006) notes that the ICDS pre-school programme and the focus of learning in AWCs consists of structured and unstructured play and learning experiences, which promote social, emotional, mental, physical and aesthetic development of a child. Pandya (2018) claims that out of all the ECCE providers in India, it is the AWC that has adopted the appropriate methods prescribed by the National ECCE Curriculum Framework. Additionally, teaching in AWCs is often conducted in the mother tongue, which has been recognised as a good practice for early learning (UNESCO, 2007).

However, it has been noted that since its inception, the efficacy of ICDS has been greatly hindered by a policy-implementation gap. This inefficiency can be attributed to poor resource allocation, poor governance, and programmatic deficiencies (Gangbar et al., 2014). They have also stated that ECE receives relatively less attention in ICDS compared to supplementary nutrition. Other services such as NHE and Health check-ups also have poor coverage. The expansion that took place as a result of the universalisation of ICDS has not been able to ensure quality of service. Drèze (2006) has discussed the programmatic deficiencies of the ICDS programme, i.e., over-emphasis on the Supplementary Nutrition Programme (SNP), neglect of children in the 0-3 years age group, regressive programme coverage and over-burdened/under-trained human capital at the field level.

To address some of these gaps, a restructuring of ICDS was approved in the 12th Five-Year Plan, whereby ECE was given a renewed focus, as stated in the National ECCE Curriculum Framework (MWCD, 2013b). While the programme's budget allocation was Rs 444 billion in the 11th Plan period, this was increased to Rs 1,235.8 billion in the 12th Plan period (Save the Children, 2018). A number of gaps and challenges in ICDS were acknowledged in the restructured ICDS policy, of which the focus on ECE was one.

Another CSS that provides ECE as one of its components is the National Creche Scheme

(erstwhile Rajiv Gandhi National Creche Scheme). This programme, which is essentially a crèche for children of working parents, operates for 26 days in a month and is open for 7.5 hours a day. As of March 2020, 6,453 crèches were functional under this scheme across India, with each centre having not more than 25 students. The basket of services provided under this scheme includes:



Source: National Creche Scheme, PIB (2020b).

In 2019, Anganwadi Services and the National Creche Scheme, along with four other related schemes, namely Poshan Abhiyan (the erstwhile National Nutrition Mission), PM Matru Vandana Yojana, Scheme for Adolescent Girls and the Child Protection Services Scheme were brought together under a consolidated CSS: Umbrella ICDS (PIB 2019).

In addition, there is a pre-school element in the Samagra Shiksha Abhiyan (SMSA) as well. Although this scheme aims to provide education from nursery to class 12, owing to a growing understanding about the importance of ECE for school readiness, SMSA supports States in providing two years of pre-school/ school readiness for children aged 4 to 6 years in a large number of government-run schools. There is a mixed approach towards providing for ECE under SMSA, as about 41 per cent of the schools have AWCs co-located within them and 24 per cent have pre-primary classes (Unified District Information System for Education (U-DISE), 2016-17).

1.4.2 NGO-run ECE Programmes

There is a wide variety of ECE services provided by a large number of NGOs across India. NGOs cater mainly to children from the economically backward and socially disadvantaged sections of society, as well as to children of migrant workers and those in rural areas. The exact number of children enrolled in NGO-run ECE programmes is not known, but Kaul and Sankar (2009) estimate it to be between 0.3-2 million. They also note that NGO-run services are sensitive to the diverse needs of communities and tend to demonstrate innovative and developmentally appropriate teaching methods.

A large number of NGOs, such as Pratham and Mobile Creches are pioneers in the field of ECE and began by running pre-schools of their own. Overtime, they developed as ECE facilitating institutions, providing capacity building to AWCs and other NGOs. Several NGOs work with government departments to enhance the quality of ECE provided, such as the Centre for Microfinance, Centre for Learning Resources, Pratham, Vikramshila, Mobile Creches, Bodhshala etc. There are standalone NGO-run ECE centres as well, including the nursery school of the Andhra Mahila Sabha. Some ECE services are also provided by large multinational philanthropic organisations such as the Aga Khan Foundation. Most NGO-run facilities develop their own curriculum, and a number of them have been instrumental in guiding the framing of the National ECCE Curriculum Framework as well.

Since there are large number of NGOs independently engaged in ECE provision, there is a great deal of diversity in the quality of services provided as well. For instance, while Bodhshala employs teachers who have a B.Ed degree, other NGOs such as SEWA and Mobile Creches give special ECE training to women from the community for the same. Not all NGOs have health and nutrition elements combined with pre-school services. Similarly, the duration of service, teacher-child ratio and quality of premises also vary widely. Notwithstanding these differences and gaps, NGOs, with their long-standing experience, community engagement, developmentally appropriate pedagogical techniques and sensitivity to specific needs of the society, play a very vital role in the ECE ecosystem in India.

1.4.3 Private Pre-schools

Following Government-run services, private pre-schools are the largest providers of ECE in India. The exact number of children enrolled in private schools cannot be ascertained due to the unregulated nature of private pre-schools, but Kaul and Sankar (2009) estimate it to be around 10 million. Another estimate claims that 43 per cent of Indian children go to private ECE centres and this proportion is rapidly increasing (CECED 2014). ASER (2019) estimates that around 37 per cent of rural children attend private institutions.

Primarily catering to the more well-to-do section of society, private pre-schools are increasingly making inroads into the rural and low-cost segments as well. There are no binding guidelines or standard operating procedures for private ECE providers in India and they range from single-room units in some rural and semi-urban areas to large pre-school chains such as Kidzee, Eurokids and Mother's Pride.

The reason for the rise in enrolment in private pre-schools is parental choice and perception. Firstly, the financial condition of the family as well as their social standing has a direct correlation with parents sending their children to private ECE centres. When it comes to ECE, for such parents, educational attainment and English language are of prime importance (Singh and Mukherjee, 2017). Only those from low-income households give importance to non-educational reasons such as cost and free meals to send their children to government or NGO ECE centres. The fact that ICDS itself lays more emphasis on nutrition and gives very little importance to education is also responsible for this perception. Even a slight increase in family income greatly increases the chances of the child being sent to a private ECE centre. A study found that 1 per cent increase in family income increases that chance by as much as 33 per cent (Ghosh and Dey, 2020). With educational attainment being of utmost priority for parents, providers have to conduct formal schooling, take tests and give homework regularly (FSG, 2015). Studies have shown that private ECE providers, with excessive focus on the 3Rs (reading, writing and arithmetic) are not up to the recommended standards of quality ECE (Kaul and Sankar, 2009), but this is largely due to parental demand itself. Sood (2014) contends that:

> "while there is a lack of fit between parental aspirations and the services offered at the anganwadi... the private sector seems to be making the most of the situation by luring the parents through introducing early schooling. Unfortunately, in the entire scheme of things, the worst sufferers are the young children whose needs for holistic development are not met appropriately either through public or by the private sector provisions. Private schools generally do not have a nutrition or health component."

There is little doubt that the infrastructural facilities in private schools are generally far better than those in government schools, particularly when it comes to availability of water and sanitation. It has also been found that attending private pre-school has a positive impact on the cognitive and subjective well-being of children but this is also because of their background and many other factors (Singh and Mukherjee, 2017). However, it has been noted in a study (CECED, 2014) that private schools do not stick to the recommended pedagogical standards for ECE — focusing on school readiness. Rather, they focus on primary school elements in teaching the 3Rs, which is not an age-appropriate practice for 3-6-year-old children. Owing

BOX 1.1

The difference between ECCE and ECE

Essentially, the constitutive elements of both ECCE and ECE are the same — nutrition, health and education. These elements are interconnected and inseparable for overall early childhood development. However, ECCE is a broad term that focuses on the growth and development of a child from 0-6 years with a strong care element. ECE, on the other hand, focuses on pre-school education for 3-6-year-olds. This study pertains specifically for ECE for 3-6 year old children.

to its increasing coverage, the lack of accreditation or enforcement of ECE policy guidelines in the private sector is a major challenge in ensuring good quality ECE (MWCD, 2013a).

1.5 Need for Public Provisioning of ECE

With decades of research, implementation, and longitudinal studies, the importance and need for ECE has been well established. However, another aspect, which is the need for public provisioning of ECE, has hitherto not received the attention it deserves. Institutionalising public spending on ECE has become imperative in recent times. ECE is fundamental to the life of every human being and therefore to society as a whole, so governments must not neglect something that plays such a huge role in determining the future of the country. India has a growing young population and rising income inequality, so equity is a very serious concern. Indeed, the position statement of the National Association for the Education of Young Children declares: "All children have the right to equitable learning opportunities that help them achieve their full potential as engaged learners and valued members of society" (NAEYC, 2009).

1.5.1 Public Provisioning of ECE in Other Countries

Nations around the world have developed ECE programmes and are experimenting with age and culturally appropriate pedagogical techniques. In the United States of America, a federally funded ECCE programme with health, nutrition, ECE and parental involvement was introduced in 1965. This programme, called Head Start, has been serving the needs of people from the lowest income strata in the country. In 2019, funding for this programme crossed 9 billion USD (US Department of Health and Human Services, 2020).

The Ministry of Education in the province of Ontario, Canada, has initiated a new full-day, two-year programme for 4- and 5-year-olds (Becker and Mastrangelo, 2017). This Full-Day Early Learning–Kindergarten Program (FDK) was launched in 2010 and has funding of 1.4 billion USD, which is growing. In the Nordic countries, the provision of childcare and early education rests on the government and a significant percentage of Gross Domestic Product (GDP) is directed towards this, as highlighted in the table below:

Table 1.1: Total public expenditure on ECCE, on childcare, and on pre-primary education in Scandinavian Countries (% of GDP, 2013)

S. No.	Name of the Country	Total	Childcare	Pre-primary
1	Sweden	1.6	1.1	0.5
2.	Denmark	1.4	-	-
3.	Norway	1.3	0.5	0.7
4.	Finland	1.1	0.6	0.5

Source: IWWAGE and IFMR (2019)

Several medium and low-income countries have also made progress in providing publicly funded ECE to children. The Government of Indonesia has been carrying out a number of initiatives over the past ten years to improve the country's ECE sector — from expanding access to pre-school services through an Early Childhood Education and Development (ECED) project to expanding the training available to community educators through the Frontline Service Delivery project (World Bank, 2019). Several Latin American countries, including Mexico, Argentina and Chile, also run government-funded programmes. However, in most countries, the overall ECE landscape is mixed and patchy, sometimes without age appropriate pedagogy or cost regulations.

1.5.2 Need for Investment to Promote Equity and Quality in ECE in India — Contextualising the Study

Disparities in the service delivery of ECE under different models have been described in section 1.4. Save the Children (2018) has detailed how a larger percentage of children belonging to lower wealth quintiles, backward classes, rural backgrounds and who are girls depend on publicly funded ECE services. This creates a gap in the capacities of these children vis-à-vis those attending good-quality ECE centres from the very beginning, and as time passes, this gap widens. Not bringing all children in the same line as they begin their journey into formal schooling, lays the foundation for an unequal society from the very start (Waterford, 2018). The situation is the same in every country and many governments across the world, including India's government, recognise this and have stated their commitment to make ECE more equitable. Equity is not possible without governmental oversight and active involvement, including and most importantly, in budgetary terms. In order to provide for ECE services in line with the quality components, there is an urgent need for public provisioning for ECE.

One of the most important factors in imparting equitable and quality ECE is formalisation and accreditation of service providers. Currently, a majority of ECE providers, particularly AWWs, have higher secondary education as a qualification criterion. The ICDS Mission Statement gives a number of recommendations to enhance human resources in the area of ECE, such as having standard qualification criteria, increasing remuneration, providing training, building capacity, monitoring and supervision of the programme by experts in the field, and developing a well-rounded structure for ECE professionals (MWCD, 2013a). Considerable investment is required for formal training and accreditation of AWWs as well as the pre-primary teachers' workforce (Mobile Creches, 2020).

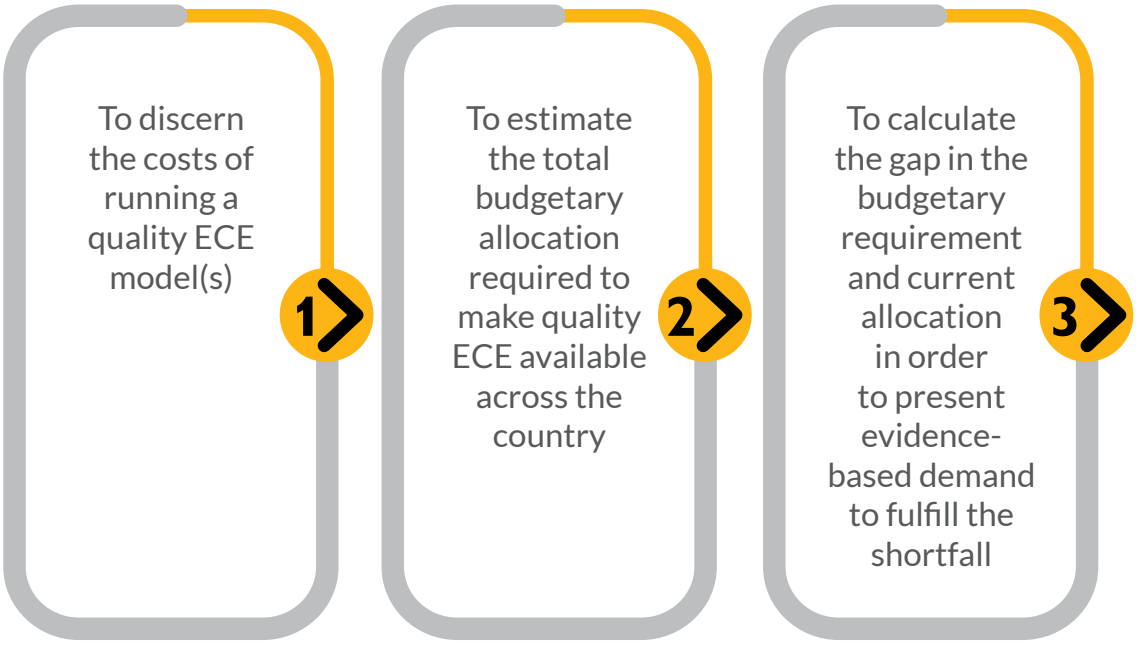
Several other factors that need to be strengthened or revamped altogether have been highlighted in a number of documents such as ICDS Mission: The Broad Framework for Implementation (MWCD, 2013), The Right Start: Investing in Early Years of Education (Save the Children, 2018), State of the Young Child in India (Mobile Creches, 2020), etc. Some of them are: introducing information and communication technology (more pertinent since the COVID-19 pandemic), management and institutional reforms, convergence within departments, curriculum development, bringing children with special needs within the ambit of ECE etc. Being a complex matter comprising many variables, ECE requires a multi-pronged approach. The government is the prime provider and the most important stakeholder in universalising Early Childhood Development (ECD) by 2030. It is also an SDG (Goal 4.2), which the government, as a signatory, is obligated to fulfil.

On the one hand, there is a sound understanding of the importance of ECE and a determination to universalise it by 2030; but on the other, there is varied and unregulated ECE service delivery with compromised quality and coverage owing to very low resource allocation. There is an urgent need to invest in the sector but calculating the quantum of that investment is not a straightforward exercise.

1.6 Objectives of this Study

The current ECE system in India is a patchwork of programmes with different funding streams, constituencies and quality standards. Programmes have been conceptualised and have evolved with varying goals and operate across government, the private sector and through NGO funders. In the absence of disaggregated data, it is not known how much 'the Central and State' governments in India spend on ECE services. Despite their importance to society, all the institutions meant for the provision of ECCE are highly underfunded and suffer from massive

The main objectives of this study are:



delays in fund flows, which negatively impacts the quality of services and the motivation of the service giver. Moreover, quality remains compromised due to a range of other factors as well, ultimately leading to future disadvantages for children and increased dependence on private institutions.

Given the unevenness of quality and coverage of ECE services in the country, it is important to develop a responsive ECE model that can help the Government of India provide equitable services to all children aged between 3-6 years. An accurate estimate of the costs involved in providing quality early learning can aid efficient planning, enable judicious use of resources and lead to better decision-making (Jha et.al, 2019).

In this context, CBGA aims to develop a hypothetical cost estimate for the implementation of a high quality ECE system, based on a specified set of assumptions. This will help gauge the likely magnitude of the total resources the government will need to invest to provide quality early learning and care to children.

1.7 Structure of the Report

This report is divided into six chapters. This, the first chapter, introduces the concept of ECE, its quality imperatives as well as the policy landscape and broad categories of ECE service delivery in India. It sheds light on some of the ECE initiatives in other countries and ends by reiterating the need for public provisioning and universalising of ECE in India.

The second chapter maps the various sources of funds that go into ECE in India. It estimates the current government spending on ECE and also notes the State-level diversity in the same. The third chapter provides a detailed description of the methodology used in this study. It discusses the fundamentals of conducting a costing analysis, the basis of selecting samples for the study, creation of two detailed tools (questionnaires) to conduct the survey, and finally explains how the data analysis is conducted.

The fourth chapter provides a detailed description and analysis of the data collected by Tool 1 of this study. This pertains to the qualitative aspects of the various ECE programmes that have been surveyed. It also contains a discussion on each ingredient that determines quality and/or adds to the cost element. The fifth chapter makes use of the financial data shared by ECE centres in Tool 2 to present the approximate costs of running three different types of ECE models. These models and the data collected (chapter 2) help in arriving at the additional resources that need to be invested to achieve the goal of universalisation of ECE.

Save the Children

CBGA

LANDSCAPE OF GOVERNMENT FINANCING OF ECE IN INDIA

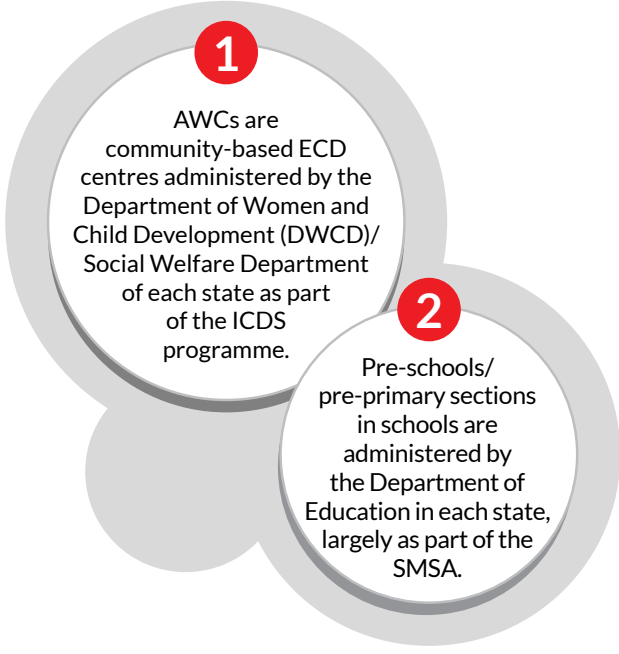
LANDSCAPE OF GOVERNMENT FINANCING OF ECE IN INDIA

2.1 Introduction

Providing good quality Early Childhood Education (ECE) at scale will be critical for India to achieve the SDGs for health, nutrition and education. It has long been argued that government support and investment in ECE will bring equity into the provision of ECE services. A large number of studies have built a compelling case for public investment in ECE (see Chapter 1). In recent years, there has been an increase in the policy focus on ECE in India. However, good-quality ECE is still not available to millions of young children, particularly to those from socio-economically disadvantaged backgrounds, because the majority of public investment in basic education is thus far committed to primary education.

The current ECE system in India is under-planned as well as chronically under-funded. Programmes that have been conceptualised have evolved with varying goals and are run by governments, the private sector and NGO funders, with different funding streams, and varying quality standards. Moreover, the lack of sustainable financing and coordination among service providers is an additional challenge hindering the growth and effectiveness of the sector.

Government-supported ECE services are being provided through two major channels: AWC and preschools/ pre-primary sections in schools.



Evidence shows that the majority of children depend on state-run institutions to receive essential early-childhood facilities (Table 2.1).

Table 2.1: Percentage of children aged 3 to 6 enrolled in pre-schools and schools, by type, in India (Rural), 2018

Age	Pre-School			School			Not Entrolled School
	AWC	Government LKG/UKG	Private LKG/UKG	Government	Private	Other	
3	55.8	1.0	9.9	3.3	1.1	0.1	28.3
4	49.0	2.1	23.2	6.8	3.2	0.2	15.6
5	27.6	2.8	27.4	23.9	9.9	0.3	8.1
6	7.6	1.9	16.4	49.5	20.7	0.5	3.3

Note: LKG = lower kindergarten. UKG = upper kindergarten. Given education policies, three-year-olds can be in multi-grade classrooms in school;

Source: ASER, 2019.

Unfortunately, despite their importance to society at large, all government institutions meant for the provision of ECCE are underfunded (CBPS, 2018). This negatively impacts the quality of services and the motivation of the service giver. Moreover, quality remains compromised due to a range of other factors as well, ultimately leading to future disadvantages for children and increased dependence on private institutions.

The flaws in the current financing structure are exacerbated by limited government funding, which is insufficient to enable families at all income levels to access quality ECE services. National Sample Survey Office (NSSO) data on household expenditure on pre-school education (Fig. 2.1) shows that the annual average out-of-pocket expenditure per child varies from Rs 1,030 in government institutions to as much as Rs 12,834 in private institutions. The expenditure varies across states, across income classes and across places of residence.

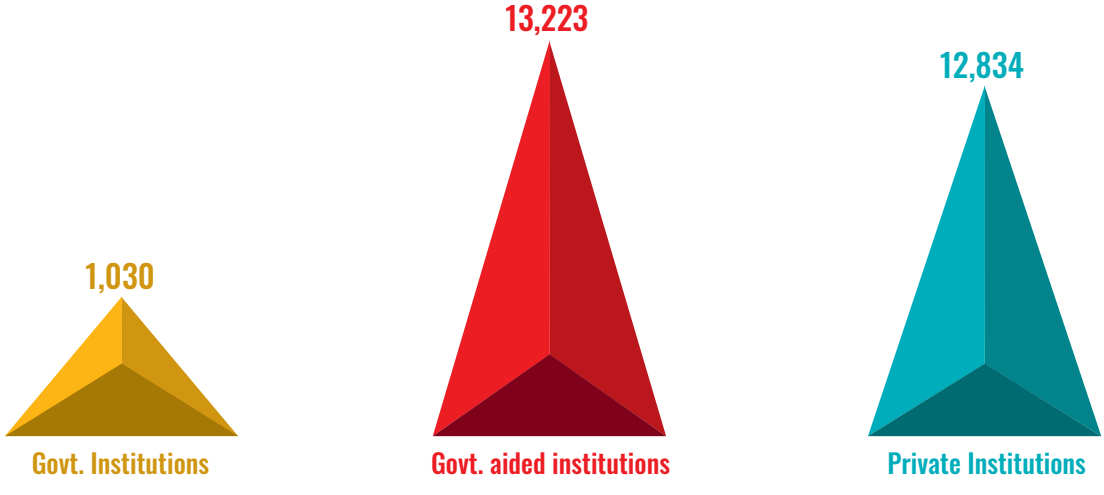
This figure shows that the financing structure for ECE is not cohesive. It has been financed in such a way that quality early care and education is not equally accessible by all. Significant mobilisation of financial and other resources is required to transform the financing structure of ECE to meet the needs of all the children and families in the country. Government strategies should aim to reach every child, while explicitly ensuring that poorer and harder-to-reach children are not the last to benefit.

Several studies have explored different aspects of ECE services in India, including access, equity, quality of provision, linkage between pre-school education and primary level outcomes (CECED 2017; Singh & Mukherjee, 2017). However, despite this body of work on ECE services, one aspect, the prevailing landscape of government financing of ECE in India, has been less researched. A probable reason for this is the lack of disaggregated data. However, it is crucial to know the magnitude of resources that the government spends on foundational learning and school readiness and how the money is distributed across the different critical components of ECE. This will generate the insights needed to suggest corrective policy measures for pre-school education. This information will also provide a base to estimate the additional resource requirements for expansion of ECE to all children aged 3-6 years.

In this chapter, an effort has been made to measure the existing resource envelope for ECE in India. The analysis in this chapter has addressed a set of simple questions to unpack the structure and nature of ECE budgets in India:

1. What is the overall resource envelope of the country for ECE?
2. What is the composition of allocation across different ECE service components in India?
3. What is the pattern of allocation for ECE across States?

Figure 2.1: Average out-of-pocket expenditure per child, per annum on pre-school education (Rs)



Source: NSSO, 75th Round, 2017

2.2 Scope and Methodology

As per the Constitution of India, child-related expenditure is largely part of the concurrent list. Therefore, public expenditure on ECE includes expenditure by both the Union Government and State Governments.

As provisioning for ECE follows a multi-sectoral approach, the total budgetary allocation for ECE available in the country covers expenditure by all the departments that incur expenditure to this end. These departments include the DWCD, Department of Social Security and Welfare, Department of Education, and the Department of Health and Family Welfare (DHFW). Provisioning for the key components of ECE — nutrition, health and learning — comes from the respective departments under different schemes.

At the schematic level, as ECE is implemented mainly through SMSA and ICDS, the Annual Workplan and Budget (AWP&B) for SMSA and Annual Project Implementation Plan (APIP) for ICDS have been analysed. The budgets approved for ECE under both schemes, across different components, for all the 30 States and Union Territories, have been analysed.

As ECE also caters to the health needs of children aged 3-6 years, distribution of Vitamin A, iron supplements and deworming medicine are some of the key interventions under ICDS, provided through the National Health Mission (NHM) in convergence with the DHFW. Therefore, the Programme Implementation Plan (PIP) of NHM for all the States has been thoroughly scrutinised to gather information pertaining to the health components of ECE provisioning.

To capture the performance of the schemes in the implementation of ECE, Annual Reports of the relevant ministries, minutes of the Project Approval Board (PAB) meetings, Lok Sabha questions and data from the U-DISE have been used.

2.3 Limitations

Services under ICDS for children in the 3-6 years age group are more holistic in nature. Along with preschool education, they include supplementary nutrition, health check-ups, immunisation and referral services, as well as monitoring of growth. However, except pre-school education, the remaining services are provided to all children between 0-6 years along with pregnant and lactating mothers. This makes it difficult to get disaggregated data on allocation and expenditure on ECE meant exclusively for children aged 3-6 years. To arrive at the figure for total approved allocation for ECE, it has been assumed that other than allocation for supplementary nutrition and pre-school education (PSE) kits, allocation for other key components of ICDS, including honorarium to AWW and helpers, salaries of district officials, infrastructural expenditure on construction and upgrading of AWCs, training of AWWs, expenditure on uniforms, medical kits and rent are the same for ECE services as for total ICDS services. The total allocation for SNP under ICDS for 3-6 year old children has been derived by assuming 300 days of nutrition to all beneficiaries in this age group at a unit cost of Rs 8 per day . However, it important to bear in mind that many States spend more than Rs 8 per beneficiary as they also provide fruits, eggs and morning snacks in addition to hot cooked meals.

If ICDS catered only to children between 3-6 years, the need for human resources and physical resources would have been lower. Therefore, taking the approved allocation for ECE under ICDS across States as proxy expenditure for States could be an over-estimation. At the same time, many States provide a higher honorarium to AWWs and Anganwadi Helpers (AWH) over the amount stipulated in ICDS norms. However, the APIP of these States does not capture this amount. Hence, there is a possibility of the expenditure estimation being lower than the actual spending. Nonetheless, the estimation provides a broad idea on the existing allocation for ECE under ICDS, which is otherwise not available in the public domain.

A similar problem exists for the pre-school component under SMSA. In many States, there was no provision for pre-primary education in government and government-aided schools before 2019 or it was provided only through ICDS. In some States, there has been a provision for PSE before the implementation of SMSA, but disaggregated data on allocation and expenditure exclusively for PSE are not available in the budget documents of many of these States. Therefore, instead of expenditure, the approved allocation for the pre-primary education components in SMSA by PAB has been used as a proxy for the total allocation by the Department of Education. Unlike ICDS, this could be an under-estimation of the allocation for ECE through the Department of Education.

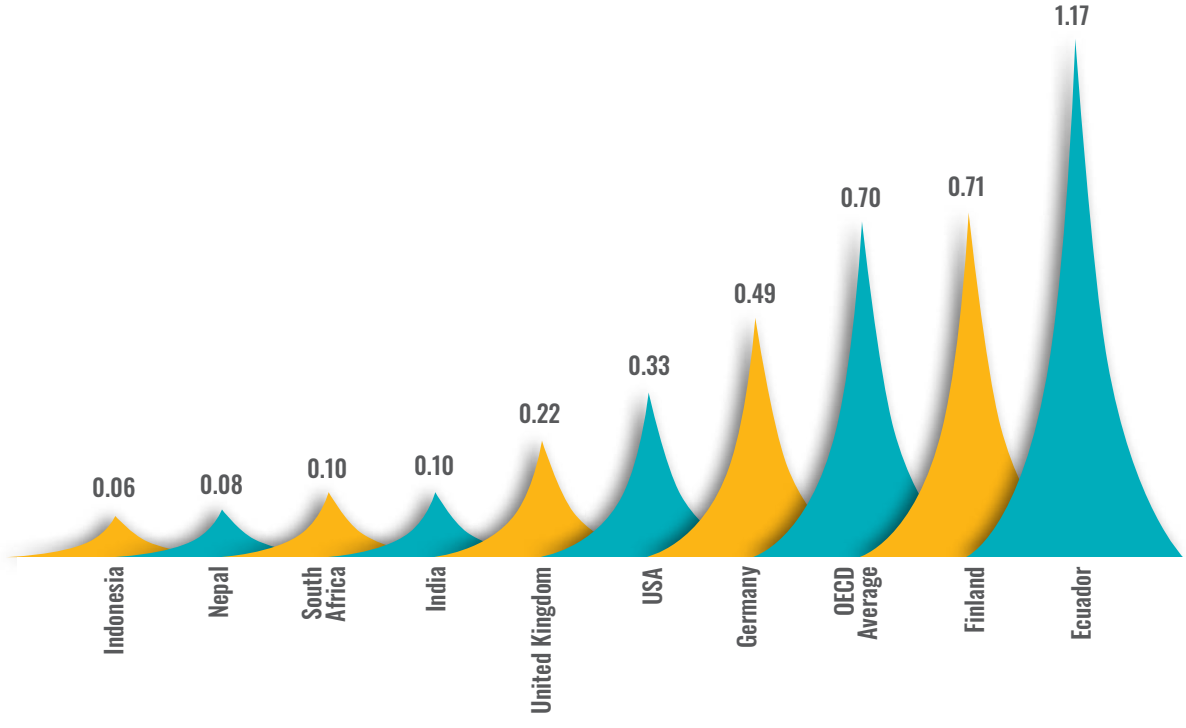
Accredited Social Health Activists (ASHA) and Auxiliary Nurse Midwives (ANM) play an important role in provisioning of ECE. ASHAs mobilise communities in accessing the health and health-related services available at AWC while ANMs play a pivotal role in the implementation of health services such as immunisation and health check-ups of pre-school children. However, there is no disaggregated allocation provided in State PIPs for NHM related to these specific interventions. Incorporating the total honorarium and incentives allocated for ASHAs or the salary of ANMs in the estimation of the total resource envelope would overinflate the per-child spending on ECE. Due to this limitation, the health expenditure associated with ECE has not been considered in the analysis. Kendriya Vidyalaya Sangathan (KVS) also spent some resources on pre-primary education. However, the financial statistics for KVS are available only for 2018-19 (Rs 17 lakh), and not for the year selected for our analysis. Therefore, to maintain parity in comparison, the allocation by KVS has not been taken into consideration.

2.4 Resource envelope for early childhood education in India

The signatories of SDGs have committed to universalisation of pre-primary education by 2030 (SDG 4.2). However, there is a wide variation in the progress made towards universal ECE across regions and within countries. In 2017, of all the children in the 3-6 years age group, only 50 per cent were enrolled in a pre-primary education programme, leaving at least 175 million children across the globe without the opportunity to acquire the foundational skills they need for school readiness (UNICEF, 2019).

According to World Bank data (2019), India's gross enrolment ratio in pre-primary schools stands at 63 per cent, much lower than that of its neighbours Sri Lanka (69), Pakistan (81), Nepal (87) and China (89).The quality of ECCE in India also lags behind the rest of the world, ranking last among 45 countries in the Economist Intelligence Unit's 2012 survey of ECCE quality. One of the reasons for this poor quality and inequity in access is the lower budgetary priority for ECE compared to

Figure 2.2: Government expenditure on ECE as % of GDP



Note: Public expenditure on ECE covers all public spending (in cash or in kind) towards pre-primary education services (including kindergarten and day-care centres, which usually provide educational content as well as traditional care for children aged 3 to 5+). The data for India has been calculated by combining Central and State ICDS and SMSA budgets for ECE in 2020; data for the rest of the countries is for 2017.

Source: Data extracted from UIS database on February 10, 2021

other levels of education. The expenditure on ECE is very small in most low- and middle-income countries while estimation shows a public investment of 1 per cent of GDP as the minimum requirement for the provision of quality ECCE (Neuman & Devercelli, 2013).

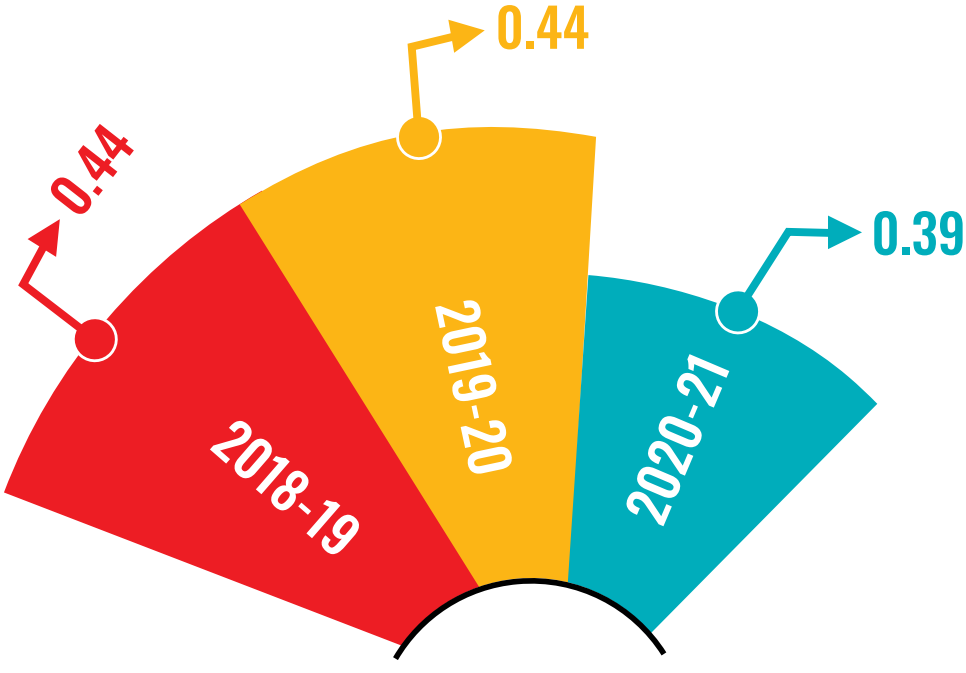
A cross-national comparison of spending on ECE is difficult because of differences in the structure of education systems, and the age of entry into primary school. Figure 2.2 shows government financing of ECE in India in comparison with some other low-, middle- and high-income countries. Though the figures are not strictly comparable, they provide an idea on India's position in the ECE expenditure pecking order. While India is home to 99 million children aged between 3 to 6 years (Census 2011), way higher than any of the other countries in the comparison, a meagre spending of 0.1 per cent of GDP reflects the extent of under-allocation for ECE in India. It must also be noted here that for OECD countries, the amount of average spending on ECE is around 0.7 per cent of GDP.

This allocation of 0.1 per cent of GDP for ECE is equivalent to 0.39 per cent of the country's total budgetary outlay, and includes allocations by both the Union government and State governments (Figure 2.3). The figure also highlights the decreased share of approved allocation for ECE in 2020-21 compared to the previous two years' approved allocation.

2.5 Early Childhood Education under ICDS

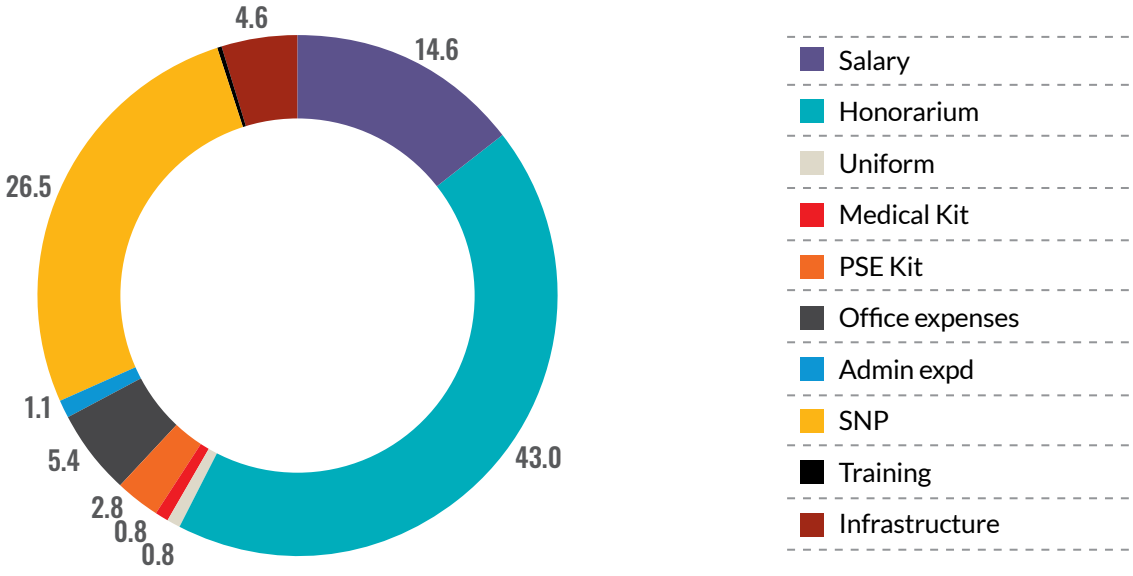
The most prominent government intervention in the area of ECE is the ICDS programme. There are 1.37 million AWCs across the country, catering to 27 million children between 3-6 years (Lok Sabha, 2020). Under the ICDS scheme, ECE not only encompasses pre-primary education but also includes "non-formal child development programmes" that cater to health, nutrition, care and protection of the children. Therefore, there are provisions for (a) Supplementary Nutrition Programme (b) Immunisation (c) Health check-ups (d) Referral Services and (e) Non-formal Pre-School Education for children between 3-6 years. The distribution of the allocation across crucial components associated with service delivery reveals that the largest slice goes towards honorariums for AWWs and AWHs (43%), followed by SNP (27%) through hot, cooked meals everyday (Figure 2.4). Around 15 per cent of the total budget is allocated to salaries of Anganwadi Service functionaries at the district and project level.

Figure 2.3: Approved allocation for ECE as share of total Government (Centre+State) allocation (%)



Source: Economic Survey, PAB minutes and APIP minutes for various years

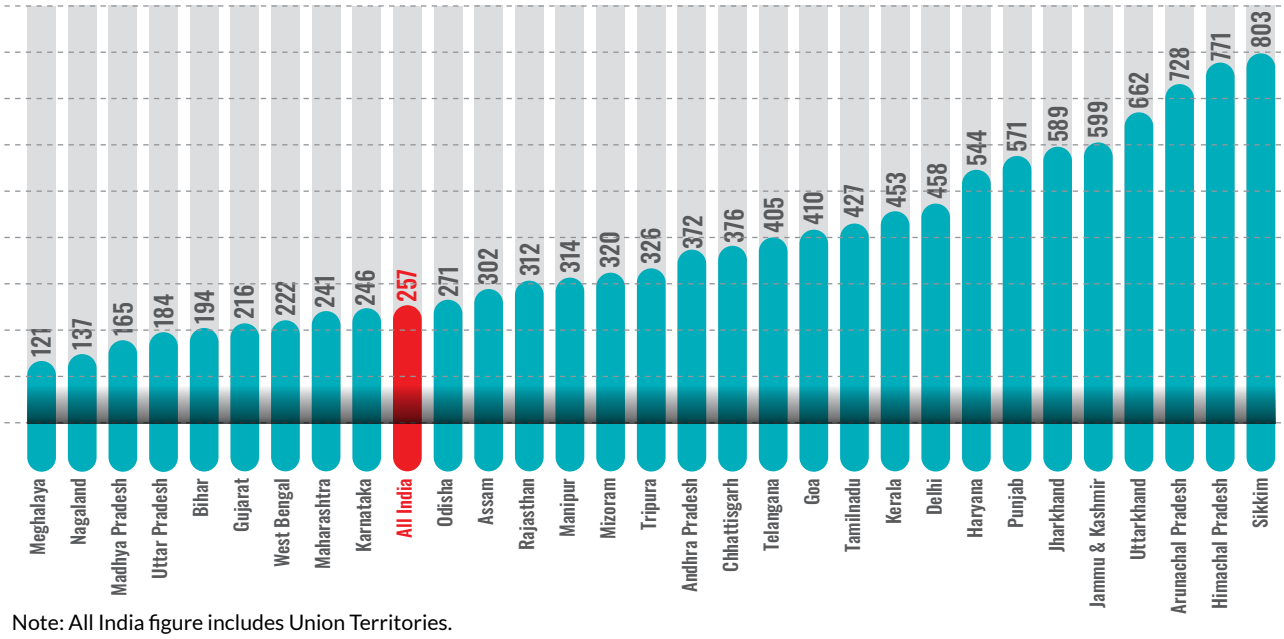
Figure 2.4: Component-wise distribution of allocation under ICDS-ECE - 2020-21 (%)



Source: Calculation by authors based on APIP minutes, 2020-21. For details, refer to the methodology section

Except for pre-school education, the other services are also extended to children in the 0-3 years age group as well as to pregnant and lactating mothers. Hence the approved allocation for critical components of ICDS cater to all the beneficiaries. However, the provision of PSE Kits is exclusively for children aged 3-6 years. The PSE kit is a combination of material procured from the market (e.g., story books, building blocks etc.), materials prepared by Teachers/AWWs during training or on their own, and locally available low-cost or no-cost materials such as clay, stones etc. The financial norm for PSE kits under ICDS is Rs 5,000 per AWC, per annum, irrespective of the number of beneficiaries in the centre. Figure 2.5 shows that there is a huge variation in allocation for PSE kits across States, with a national average of Rs 257 per child, per annum.

Figure 2.5: Approved allocation for PSE Kits per child, per annum — 2020-21 (Rs)

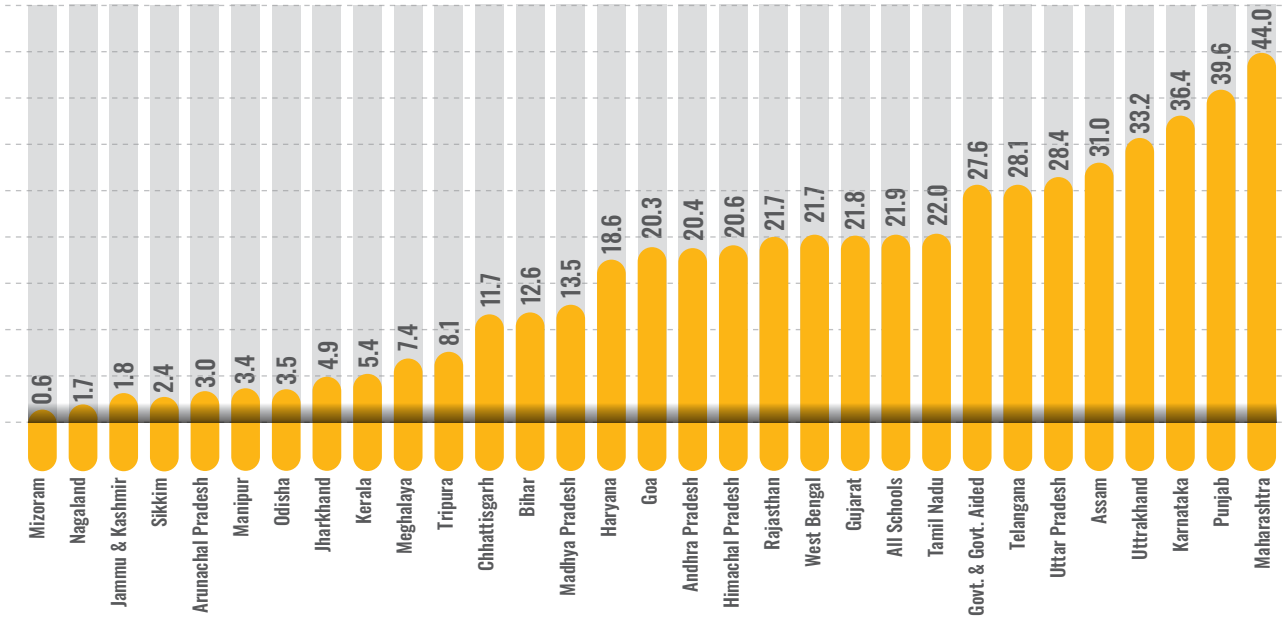


Note: All India figure includes Union Territories.
Source: APIP minutes

Early Childhood Education under Samagra Shiksha Abhiyan

In 2018-19, the Ministry of Education launched SMSA, a CSS to provide holistic education to children from the pre-school to senior secondary levels. The pre-school programme under SMSA is recognised as a critical component of the scheme. It supports the efforts of State governments in providing pre-school education in schools either through co-location of AWCs in primary schools wherever feasible, in convergence with the MWCD/ DWCD, or through a pre-school section in primary schools. The other interventions under the scheme are ensuring coordination and convergence with the MWCD for curriculum development, capacity building and training of AWWs, mentoring and support by school teachers and headmasters, as also augmenting teaching-learning materials. In the SMSA draft framework, the suggested financial norm was a recurring grant of up to Rs 2 lakh per school, including manpower deployment, and a non-recurring grant of up to Rs 1 lakh per school as the Central share under the scheme to support States in setting up pre-primary schools.

Figure 2.6: Percentage of schools with Anganwadi Centres on the premises — 2018-19



Note: Instead of taking all the schools in the denominator, only those where school starts from Class I have been taken, as the larger idea of locating AWCs in school premises is school-readiness.

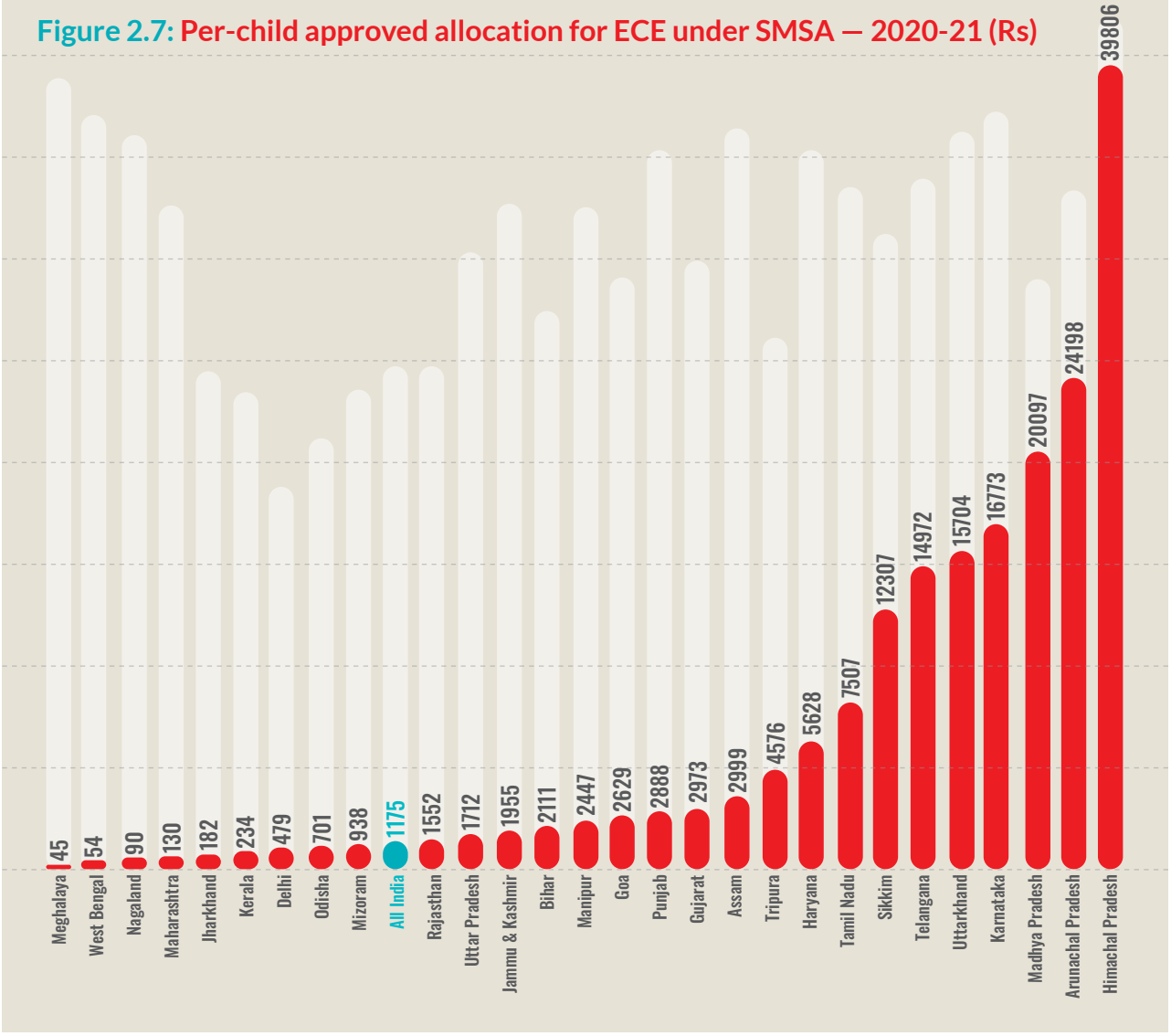
Source: UDISE+, accessed on February 12, 2021

As per UDISE+, around 0.27 million schools in India have AWC within their premises and 99 per cent of them are government and government aided. However, this represents only 27.6 per cent of all government and government-aided schools (see note for figure 2.6). If private-run schools are also taken into account, the share drops to 22 per cent. While Maharashtra (44%) has the highest proportion of colocated AWCs, there are only four other States — Punjab (39.6%), Karnataka (36.4%), Uttarakhand (33.2%) and Assam (31%) — with more than 30 per cent coverage (Figure 2.6).

While the scheme's guidelines talk about convergence, the current budgetary priorities in most States fail to reflect the value of pre-primary education. It is often seen as being in competition for funding with elementary- and secondary-level education, instead of being a key strategy to strengthen school education.

In 2019-20, under SMSA, the Union government had allocated Rs 803 crore, i.e., 2.2 per cent of the total SMSA budget, towards ECE (Loksabha, 2019). In 2020-21, the total approved allocation for pre-school education under SMSA for all States and UTs was Rs

Figure 2.7: Per-child approved allocation for ECE under SMSA — 2020-21 (Rs)



Source: SMSA PAB minutes, 2020-21, UDISE+

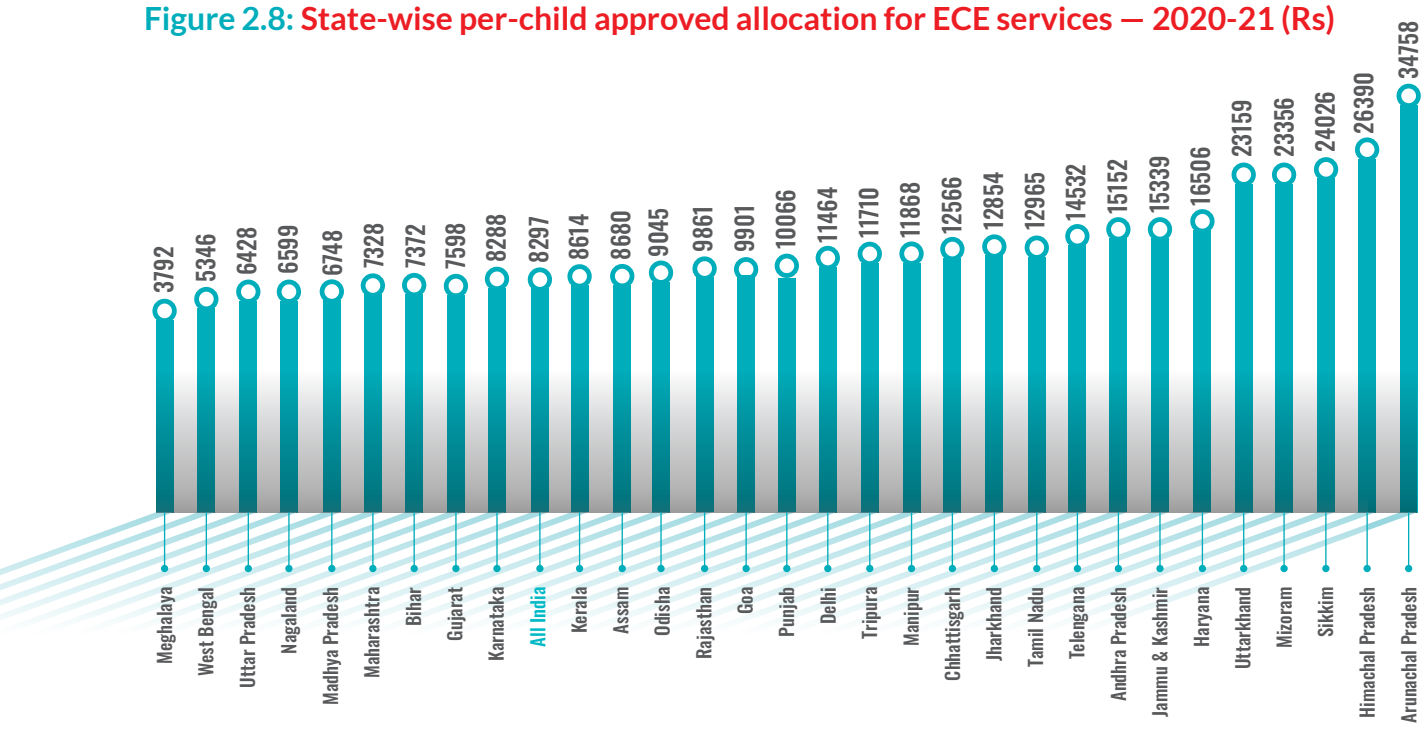
319 crore. In terms of per-child spending, the all-India average of the per-child approved allocation for ECE under SMSA is Rs 1,175 per year. Across States, the approved allocation for pre-school varies from Rs 45 in Meghalaya to Rs 39,806 in Himachal Pradesh (Figure 2.7)

2.6 Per-child allocation for ECE services in India

Owing to the heterogeneous nature of service delivery and varied unit costs under ICDS and SMSA, it is difficult to estimate the exact amount currently spent on ECE by the Centre and States. Based on certain assumptions, a detailed analysis of all government interventions for ECE reveals that in 2020-21, public provisioning for ECE in India was to the tune of Rs 25,000 crore. Due to a paucity of disaggregated financial statistics under the schemes, this amount could be an over-estimation. Nonetheless, it helps to gauge the size of the resource envelope for ECE in India.

However, the overall estimate does not reveal the existing inequity in ECE services across States. Figure 2.8 captures the relative resource availability for each child of age 3-6 years benefiting from the government provision of ECE services across States. While the all-India average per-child allocation is Rs 8,297, it varies from Rs 3,792 in Meghalaya to Rs 34,758 in Himachal Pradesh.

Figure 2.8: State-wise per-child approved allocation for ECE services — 2020-21 (Rs)



Note: Pre-school enrolment data is for government and government-aided schools, for the year 2018-19; the enrolment data in AWC is as of September 2019.

Source: UDISE+, Lok Sabha questions for enrolment data; PAB meeting minutes and APIP meeting minutes, 2020-21

2.7 National Education Policy (NEP) – 2020 and Early Childhood Education

Historically, ECE in India has not received adequate policy focus and the budgetary allocation it deserves. NEP 2020 has made a due mention of ECE. Given the critical importance of the early years in laying the foundation for lifelong learning and development, the policy has recommended inclusion of children aged 3-6 years within the structure of the school system and universalisation of pre-primary education by 2030.

However, creating a well-thought-out plan for the universalisation of ECE and its effective implementation would require dedicated government funding, and the policy is silent on this. A 'business as usual' approach will not fulfil the promise of universal ECE. To address the massive gaps in access, both the Union and State governments need to invest adequately in ECE. The draft NEP suggested an estimate of 1.4 per cent of total government (Centre and States combined) expenditure per annum for the universalisation of ECE and another 0.6 per cent of total government expenditure as a one-time investment for expansion and improvement of ECE centres. Though the policy document highlighted ECCE as being 'key long-term thrust areas for financing', it is silent on the quantum of funding needed for universalisation of ECCE. However, even the estimation provided in the draft NEP would not be adequate if the prevailing COVID-19 pandemic situation is taken into account. Therefore, as a next step, the Union government needs to develop a financial roadmap to ensure quality ECE to all children aged 3-6 years in a phased manner.

The following chapters are an attempt to measure the total resources required for public provisioning of ECE to all 3-6-year-old children through quality ECE centres.

Save the Children

CBGA

CALCULATING THE COST OF UNIVERSALISATION OF ECE IN INDIA

CALCULATING THE COST OF UNIVERSALISATION OF ECE IN INDIA

A Note on Methodology

The major aim of this study is to accurately measure the cost of providing quality ECE opportunities to children in the 3-6 age group. This chapter elaborates on the methodology and approaches adopted in the costing, and their usage in the cost analysis in this study. The chapter also discusses the sample description, size, selection criteria and procedure, as well as the method of data analysis.

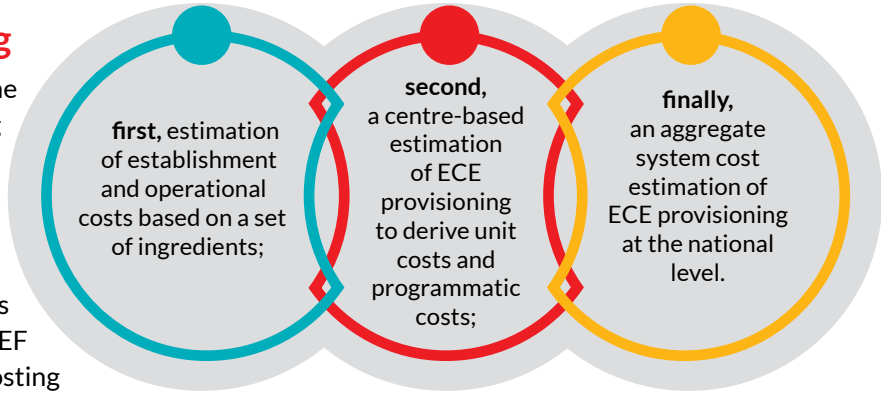
3.1 Importance of Costing

Costing exercises aid in calculating the approximate amount of financing required by the government to provide public services. This study aims to estimate the cost of providing universal, equitable and quality ECE services across the country. According to a UNICEF report (2019), when done well, costing can provide the evidence needed for enhanced advocacy as well as the basis for inputs on budget formulation. Costing addresses a fundamental public financing question: How much will a policy's implementation cost the government?

Another important function of costing is to assess the cost of an alternative course of action to provide a set of services, as well as to enable decision making on complementing or adding to existing services or substituting them with another set of services. This study looks at public ECE services provided via ICDS and pre-primary sections in government schools as well as through other initiatives by NGOs and the private sector. In this context, the costing exercise can help identify and establish the costs of ECE services that are effective and in line with the Quality Standards (MWCD, 2013c) established by the government.

3.2 Approaches and Method of Costing

There are many methods available for cost estimation of any service. The choice of specific costing models depends largely on the nature of the service and availability of information relevant to estimation of the cost. In this study, the cost estimation of ECE services has been carried out in three stages:



To derive the cost at each stage of estimation, three methods of costing analysis have been adopted: i) Ingredients method ii) Unit Cost Approach iii) Programmatic Cost Analysis. The final estimation of cost for universalisation of ECE is a combination of the three methods mentioned above.

The following section discusses each costing method in detail.

3.2.1 Ingredients Method of Cost Analysis

Every intervention uses resources that have valuable alternative uses. Levin and McEwan (2001) define the cost of an intervention as the value of resources sacrificed by not using these resources in some other way. For example, the human resources,

equipment and material, space or buildings utilised in an ECE intervention could have been put to non-ECE use. Defined in this sense, all costs represent an opportunity that has been forgone. This notion of opportunity cost lies at the base of cost analysis.

Emanating from the above construct is the "ingredients" method of cost analysis to ascertain the cost of intervention. The ingredients method relies upon the notion that every intervention uses ingredients that have a value or cost. If specific ingredients can be identified and their costs ascertained, the total cost of the intervention can be ascertained.

In the above method, the first step is to identify the ingredients that are required to create or replicate an intervention. This means that the scope of the intervention needs to be defined before hand. It includes resources that are non-monetary in nature, such as contributions or donations to the programmes in terms of goods, material, space or volunteer time as they have an important role to play in programme implementation and contribute to the programme outcome.

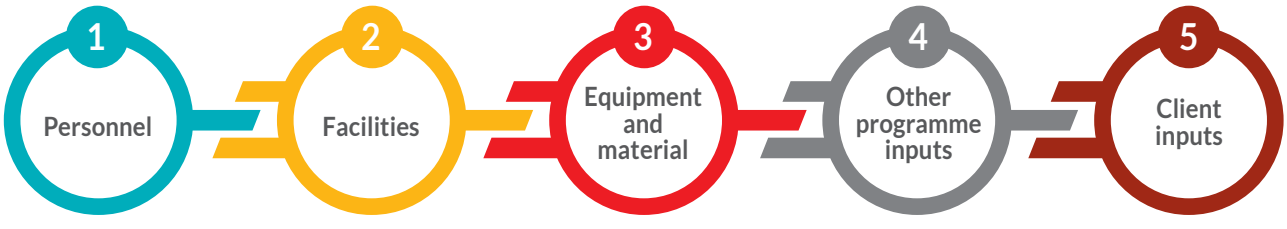
The Ingredients approach requires one to begin with a complete and accurate description of the programme and a list of all the resources required for the programme to achieve its intended effects. Once the programme has been thoroughly described, the next step is to determine the cost of the programme or intervention by calculating the value of resources. According to Levin and McEwan (2001), identification and specification of ingredients is facilitated by dividing ingredients into four or five main categories that have common properties. A typical breakdown would include:

a. **Personnel:** Personnel ingredients include all the human resources required for each of the alternatives that will be evaluated. This category not only includes full-time personnel, but part-time employees, consultants, and volunteers, as well. All personnel should be categorised as follows:

- **Roles:** This refers to their responsibilities, such as administration, coordination, teaching, teacher training, curriculum design, secretarial services, and so on.
- **Qualifications:** Refers to the training, experience, and specialised skills required for the positions.
- **Time commitments:** Refers to the amount of time that each person devotes to the intervention in terms of the percentage of a full-time or part time position.

In addition to estimating the costs associated with paid personnel, it is also important to estimate the cost contributions in terms of volunteer time. This is especially important in educational cost analyses because teachers and other staff, parents and community members may be expected to contribute time beyond their paid workday. Although there is no standard or official method for estimating such costs, Levin and McEwan (2001) have suggested taking the market value of services that a volunteer would provide as the measure.

b. **Facilities:** This refers to the physical space required for the intervention. This category includes classroom space, offices, storage areas, play facilities, and other building requirements, whether paid for by the project or not. Even donated facilities must be specified. All such



requirements must be listed according to their dimensions and characteristics, along with other information that is important in identifying their value. For example, facilities that are rented, community donated or owned should be specified. Any facilities that are jointly used with other programmes should be identified according to the portion of use that is allocated to the intervention.

c. **Equipment and Material:** These refer to furniture, instructional equipment, and the material used for the intervention, whether covered by project expenditure or donated by other entities. Specifically, they include classroom and office furniture, as well as instructional equipment such as computers, audiovisual equipment, electrical equipment and appliances, books and stationery, and other supplies. Kitchen equipment, appliances, utensils and grocery supplies should also be considered in the case of an ECE programme. Both the specific equipment and materials solely allocated to the intervention and those that are shared with other activities should be noted.

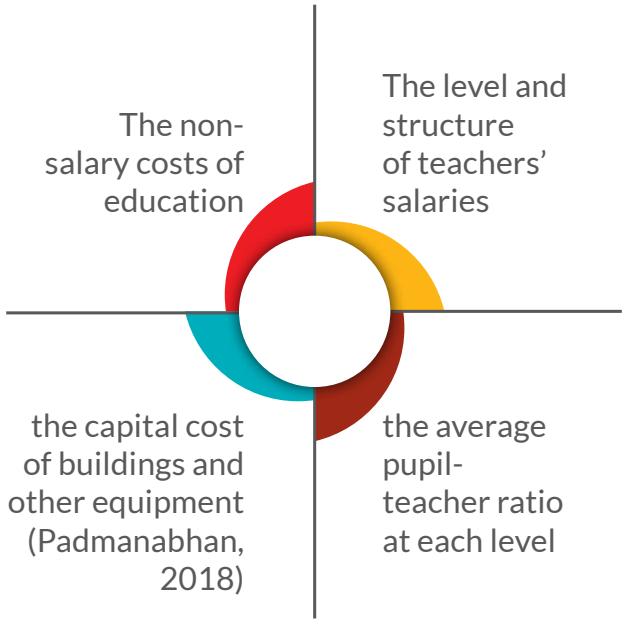
d. **Other Programme Inputs:** This category refers to all ingredients that do not fit readily into the previous three categories. For example, it might include any insurance that is required, cost of training sessions or monitoring of the programme. Other possible ingredients could include communication charges such as mobile phone bills, electricity, internet connections, telephone bills and so forth.

e. **Client Inputs:** This category of ingredients includes any contributions that are required of the clients (in this case, children) or their families. For example, if an educational service requires the family to provide fees, transportation, books, uniforms, equipment, food, or other student services, these should be included under this classification. The purpose of including such inputs is because they may be crucial in determining the success of an intervention, whether the resources are provided by the families or schools.

The Ingredients Method is one of many possible taxonomies and one of the most commonly used within the context of educational programme evaluation. It has facilitated data collection in a variety of cost analyses to date (White et.al, 2005). The method has been utilised by many researchers and evaluators across countries to conduct cost analyses in the education sector. The extent to which the ingredients model provides a useful heuristic to organise cost information, however, depends a great deal on the research questions, resources, and plan of analyses.

3.2.2 Unit Cost Approach

It is essential to break up the expenditure on education, both by the government and private institutions, into different components such as recurring expenditure and capital expenditure. Recurring expenditure (or cost), as the name suggests, takes place regularly, at certain intervals. Capital expenditure (or cost), on the other hand, is an one-time investment. The cost depends on:



The cost of an educational plan or innovation is often expressed in terms of its total cost in order to indicate the value of the total resources devoted to it. But for diagnostic and evaluative purposes, the unit cost is more meaningful. Unit cost is the cost per educational unit, e.g.,cost per student, cost per school, cost per teacher etc. (Padmanabhan, 2018). Under the unit cost approach, the cost of each of the components is considered for the evaluation. This approach is followed to ensure quality and calculate the appropriate amount of resources.

3.2.3 Programmatic Cost Analysis

Programmatic Cost Analysis assesses the resources required to implement an intervention or programme and the costs associated with the use of these

resources (CDC, 2017). Under this approach, the individual cost of all the components of a programme is drawn up and the composite cost of the programme can be assessed to scale up the programme. For example, the six sets of services within ICDS can have a costing through estimation of salaries, facilities, equipment, material and the infrastructure required. The total cost of the programme can then be projected to scale the programme up for universal coverage of the target group across country.

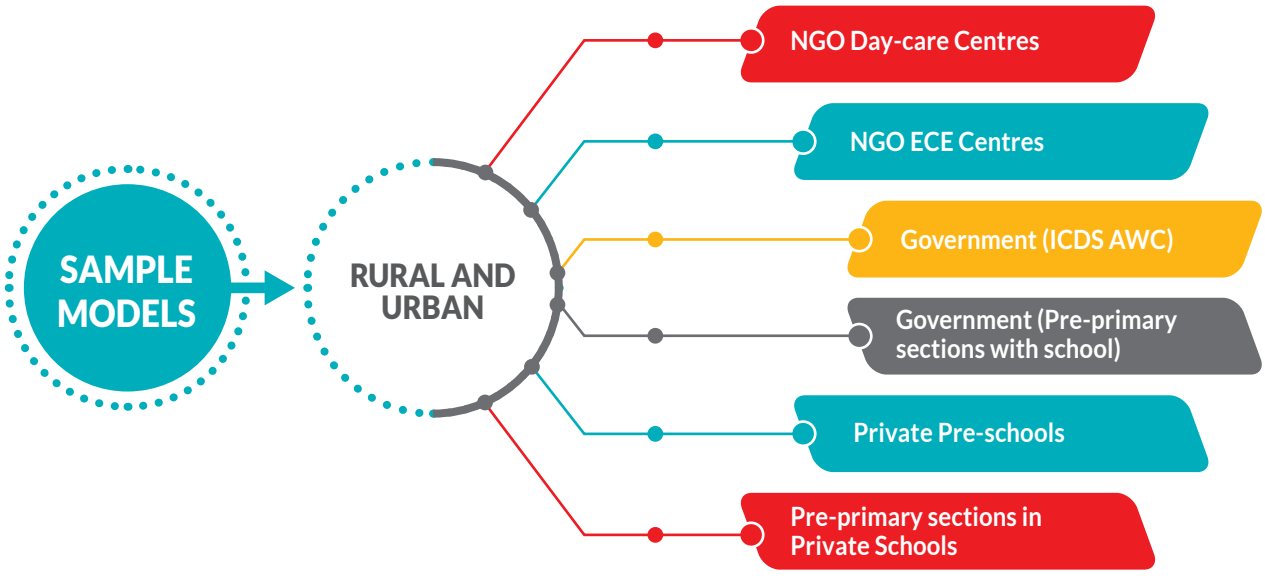
A mixed methodology emanating from the above approaches has been adopted for the cost analysis in this study and described in detail in section 3.6.

3.4 Sample

Major ECE service providers in India are the government (through ICDS and the pre-primary section in government schools), private operators (through standalone pre-schools or pre-primary sections in schools) and NGOs. While the target beneficiaries at government and NGO centres are from the disadvantaged population, the private sector mainly targets the middle- and upper-class population. There are nuances in the service provision objectives of these three actors. The aim of government-run ECE centres is public provision of services. NGOs, meanwhile, aim to create and implement models of ECE services to not only fill the gap in availability of public services but also for the purpose of demonstration and upscaling by the government. Thereby, they aim to enhance the coverage of children and ensure better quality ECE programmes. While the objectives of government and NGO services are similar, the private sector is mainly driven by the profit motive in providing ECE services.

This study takes into account all the three service providers to capture the diversity that exists in ECE programmes. Doing so helps in conducting an analysis of the quality of ECE programmes and the associated costs for these service providers. The sample thus comprises government, NGOs and private ECE centres. It also consists of variations within government and private models viz. pre-primary sections within schools as well as private pre-schools and ICDS AWC. NGOs, in most cases, run ECE centres that are not associated with any primary or secondary schools. The rural and urban variations of the above models have also been considered in the sample selection as these might be a factor in cost disparities. The following (Figure 3.1) shows the sample distribution of the study.

Figure 3.1: Sample ECE Models



In addition to studying the above ECE models, interviews of key stakeholders such as ECE experts, academicians, researchers, practitioners, teachers and parents were conducted to understand the policy provisions and implementation of government ECE programmes. The views of the experts on the strengths and gaps in existing ECE services were sought, as were recommendations for improvement in the quality as well as universalisation of ECE services in the country.

3.4.1 Sampling Procedure

This study has applied purposive sampling for the selection of organisations providing ECE services. The models have been selected on the basis of following parameters or criteria:

- **Capacity to scale up –** Efforts have been made to select ECE models that are implemented on a large scale. The idea is to cost for those models that are feasible enough for public provisioning.
- **Popular practices among service providers –** The selected ECE models have practices that are generally observed in ECE programmes regardless of the context, location and type of population served.
- **Evaluated practice known to yield desired results –** This is especially relevant in the case of ECE services provided by NGOs, which are usually evaluated internally through monitoring practices followed by organisational or external agents (third-party agencies). As these ECE models are meant to be demonstration models, the evaluation reports are sometimes available in the public domain. Private ECE models are usually not evaluated, but the number of children attending the centres and successfully transiting to primary schools can be regarded as one indicator of a successful ECE model. The teaching and learning environment and practices of such organisations may or may not be developmentally appropriate or follow recommended ECE methodologies. Government models have been extensively evaluated by researchers and the findings are well known. The ICDS programme has been extensively evaluated by the National Institute of Public Cooperation and Child Development (NIPCCD), Planning Commission and NITI Aayog for the purpose of quality enhancement, expansion and budget allocation.
- **Geographical representation –** Efforts have been made to select sample organisations from the North, South, East and West of the country. This has been done to account for cost variability across regions and to ensure representation across the four regions.
- **Willingness to share financial data –** Overriding all the above criteria is the readiness of the organisation to share data related to the cost of the programme. While well-known NGOs readily agreed to share their financial data, private organisations were quite apprehensive about sharing information and expressed their inhibitions to participate in the research study. When the aims and objectives of the research study were explained in detail, only four private organisations agreed to participate, that too by sharing a limited set of data. They also requested confidentiality in the use of their data for the study. In the case of state governments, the Education and Women and Child Development Departments were approached and permission was sought to access data. This has been a time-consuming process, as the study has been conducted amid the Covid pandemic, with limited availability of officials in government offices.

With the diversity and unevenness in ECE services across the country, it is to be noted that the selected organisations might fulfil only two to three of the above criteria.

3.4.2 Sample Size

The following table shows the sample size and provides details on the selected organisations. Fourteen ECE models have been selected for the purpose of this study. Among them, five are NGOs, four are private, and five are government models. The NGOs that have been selected are well known for their ECE initiatives in the country.

All the NGO models except one are large-scale models and these are operated within one state or multiple States by the respective organisations. One private pre-school chain that has a large number of centres across the country has also been included in the sample. The other three private models are either pre-primary sections in standalone schools or standalone pre-schools. The government models are, of course, operated on a large scale.

During sampling, it was found that except the government, most ECE services providers operate in urban rather than rural areas. Three of the 14 models in this study are rural models. In terms of geographical location, the institutions that participated in this study are located in Andaman and Nicobar Islands, Delhi, Haryana, Punjab, Rajasthan, Telangana, Uttar Pradesh and West Bengal.

Table 3.1: Sample Size, Location and Type of ECE Service*

S. No.	Type	Location of Centre-State, District and locality	Location-Rural, Urban, Semi-urban	Type of service
1.	NGO-run day-care model	Lucknow, UP	Urban	ECCE
2.	NGO-run day-care model	Gurgaon, Haryana	Urban	ECCE
3.	NGO-run centre	Bahraich, UP	Rural	ECCE
4.	NGO-run centre	Hyderabad, Telangana	Urban	ECE
5.	NGO-supported ICDS centre	Sirohi District, Rajasthan	Rural	ECCE
6.	ICDS	Sirohi District, Rajasthan	Rural	ECCE
7.	ICDS	South Andaman District, A&N Islands	Urban	ECCE
8.	Government school	Central Delhi	Urban	Pre-primary sections
9.	Government school	Shahdara, Delhi	Urban	Pre-primary sections
10	Government school	South Andaman District, A&N Islands	Urban	Pre-primary sections
11.	Private school	Faridabad, Haryana	Urban	Pre-primary sections
12.	Private school	Asansol, West Bengal	Urban	Pre-primary sections
13.	Private pre-school	West Delhi	Urban	Pre-primary education
14.	Private pre-school	Ludhiana, Punjab	Urban	Pre-primary Education

* The names of NGOs, private pre-schools, pre-primary sections in private schools and exact location of ICDS AWC and government schools have been kept confidential.

3.5 Tool Development

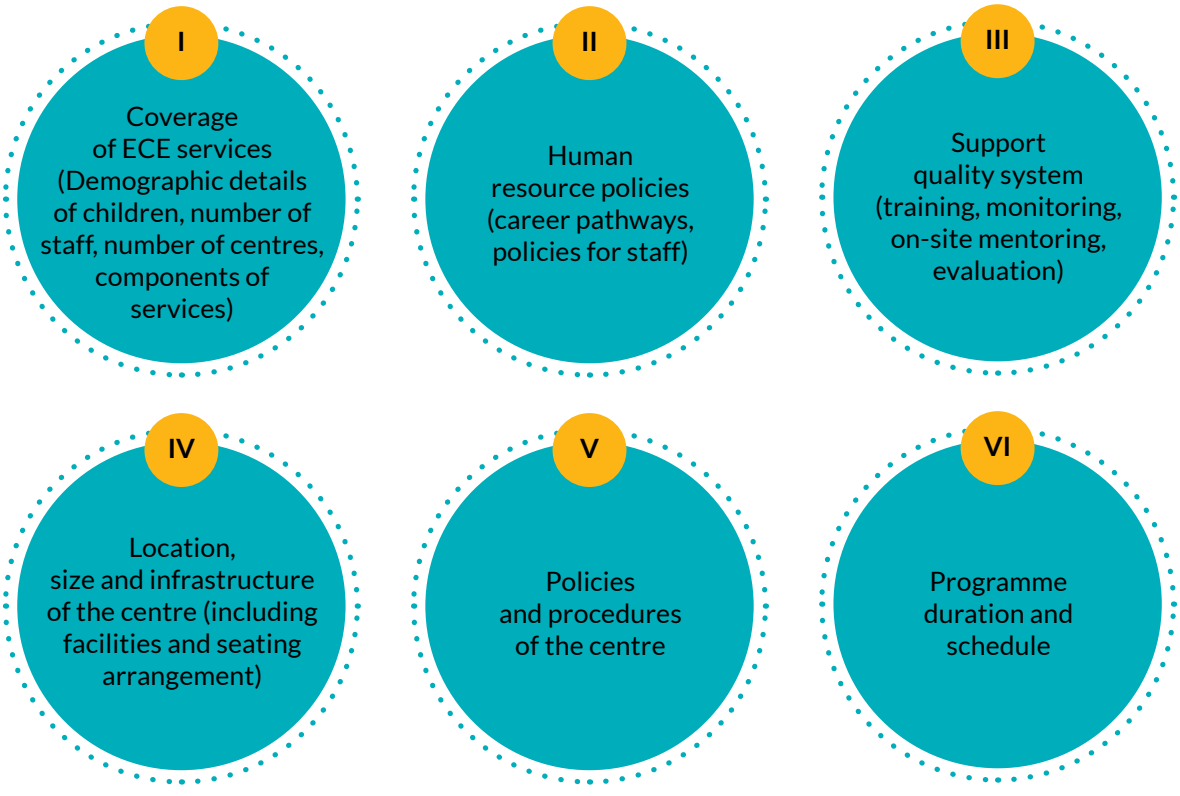
Great diversity is visible in ECE programmes across the country among the government, NGO and privately run models. There are variations in the programme approach, components and operational details among and within each category. These factors needed to be captured and analysed in detail for the costing exercise to be relevant and effective.

To facilitate a comparative analysis of costs, a common framework of ECE services has been developed (refer to Annexure 1) for the purpose of this study. The framework represents the scope of the study in terms of the components of ECE service delivery. The quality parameters for the ECE programme have been derived from national and international documents and research such as the MWCD Quality Standards for ECCE (2013c), Indian Early Childhood Education Impact Study (IECEI) conducted by CECED (2017), Quality Standards for ASEAN countries (2017), ECE indicators from the UNESCO Global Monitoring Report (GMR) of 2006 and the Right Start Report (2018) by Save the Children. The effort has been aimed at creating a comprehensive framework and to benchmark it with international quality frameworks. ASEAN quality standards have been used as a reference as these have been constructed in the context of developing countries. Based on various studies in countries across the world, Myers (2006) in his background paper for the UNESCO EFAGMR report on ECCE identifies a set of quality indicators for ECCE that have also been adopted as a reference point for this framework. The indicators mentioned in the paper are based on an extensive review of instruments to measure quality in ECCE by NGOs and governments in several countries.

Based on the framework and ECE components identified, two sets of tools have been constructed for the purpose of data collection in this study.

3.5.1 Tool 1- Questionnaire for Exploring the ECE Model

This questionnaire (refer to Annexure 2) aims to understand the structure and model of ECE services being provided by ECE providers. The respondent organisations were requested to select a Model ECE centre from their various centres to respond to the questionnaire. Most of the questions in this tool are structured and offer multiple choice responses, Yes or No responses or provide numerical figures. Given below are the major sections seeking data related to the ECE model in Tool 1:




VII
ECE curriculum (major areas, process of development)
VIII
Availability of equipment and learning materials (books, play material, digital/audio-visual content)
IX
Teaching and learning experiences (classroom environment, seating arrangement, nature-learning corners, visits, accommodating children with special needs)
X
Assessment of children (method, portfolio maintenance, report cards)
XI
Health, hygiene and nutrition (growth monitoring, health check-ups and referrals, midday meal, maintenance of hygiene)
XII
Protective care and safety (preventive measures, first-aid, disaster management, adult supervision)
XIII
Parental and community involvement (regular meetings and sharing of information, volunteer contribution, events organised)
XIV
Documentation and records (related to children and the centre)
XV
Fees charged from students
XVI
Others (recognition/ registration, minimum wage provision and POSH — Prevention of Sexual Harassment Policy etc.)

3.5.2 Tool 2 – Costing of ECCE Services

This questionnaire (refer to Annexure 3) aims to understand the expenditure pattern of the organisation on ECE services. This tool requires information pertaining to the Model Centre selected in responding to Tool 1 by the organisation. Tool 2 requires expenditure data for the academic years (April to March) 2017-2018, 2018-19 and 2019-20. The timeframe of three years has been taken to provide a better idea of the expenditure and any increase or decrease over those years. This tool captures cost of 'ingredients' in terms of establishment or capital cost and operational or recurring costs.

- The establishment cost of the centre comprises the infrastructure development cost (investment on buildings/space acquisition, maintenance etc.) and procurement expenditure on fixed assets such as furniture, water tanks, computers, printers, swings for playgrounds etc.
- The operational cost comprises salaries of centre staff, rent or maintenance of centre buildings, insurance of assets and personnel, educational material, computers and software, communication expenses (mobile and telephone bills), midday meals, health checkups and immunisation, organisation of events and visits, curriculum development, digital learning, training of teachers and staff, monitoring and evaluation, modification for special needs, publication, expenditure on safety and disaster management equipment, first-aid kits, procurement of appliances, and housekeeping since the Covid outbreak. The expenditure also includes the depreciation costs of capital assets and the compliance costs related to establishing an ECE centre.

3.6 Data Analysis: Costing Methodology

Data was sought from the sample organisations using Tools 1 and 2. Apart from this, annual reports of the organisations were also obtained to provide a broader programme background and context. Data was analysed to understand the major programme components, and related costs were identified. Based on the discussion in the section on costing methods, a mix of approaches, including the ingredients approach, unit cost approach and programmatic cost analysis, have been utilised for the costing process. Data from the second tool on establishment and operational costs was subjected to analysis to identify the cost of 'ingredients'. This cost of the ingredients was further analysed as a per-unit cost (for example: per child, per teacher or per centre) to make these comparative with sample centres. The unit cost of 'ingredients' of sample ECE centres was categorised into components of the ECE programme (for example: salaries, training, health and nutrition, community participation, monitoring and evaluation, educational material etc.). The establishment or capital cost and operational or recurring cost was calculated by adding all the programmatic costs for each sample ECE centre. The cost of depreciation of fixed assets was deducted from the programmatic cost wherever applicable and reported by the organisation.

Since the data obtained on establishment cost was inconsistent and not reported by several organisations, the operational cost was used to calculate the cost per child of each ECE centre.

Subsequently, the ECE models were categorised by management and model type (i.e., day-care NGO models, NGO-run ECE centres for 3-4 hours, ICDS AWCs, pre-primary section in government schools, private pre-school, and pre-primary section in private schools). A range of costs was calculated (with higher and lower values) for each of the programme components corresponding to each sample centre within the above categories. A recommended cost was identified from the range of costs for each programme component based on the average of sample costs or selection of a particular cost from a centre, which was based on desired characteristics (such as fulfilling ECCE quality standards in MWCD norms). An alternative cost was also identified based on prevalent government norms for the specific components.

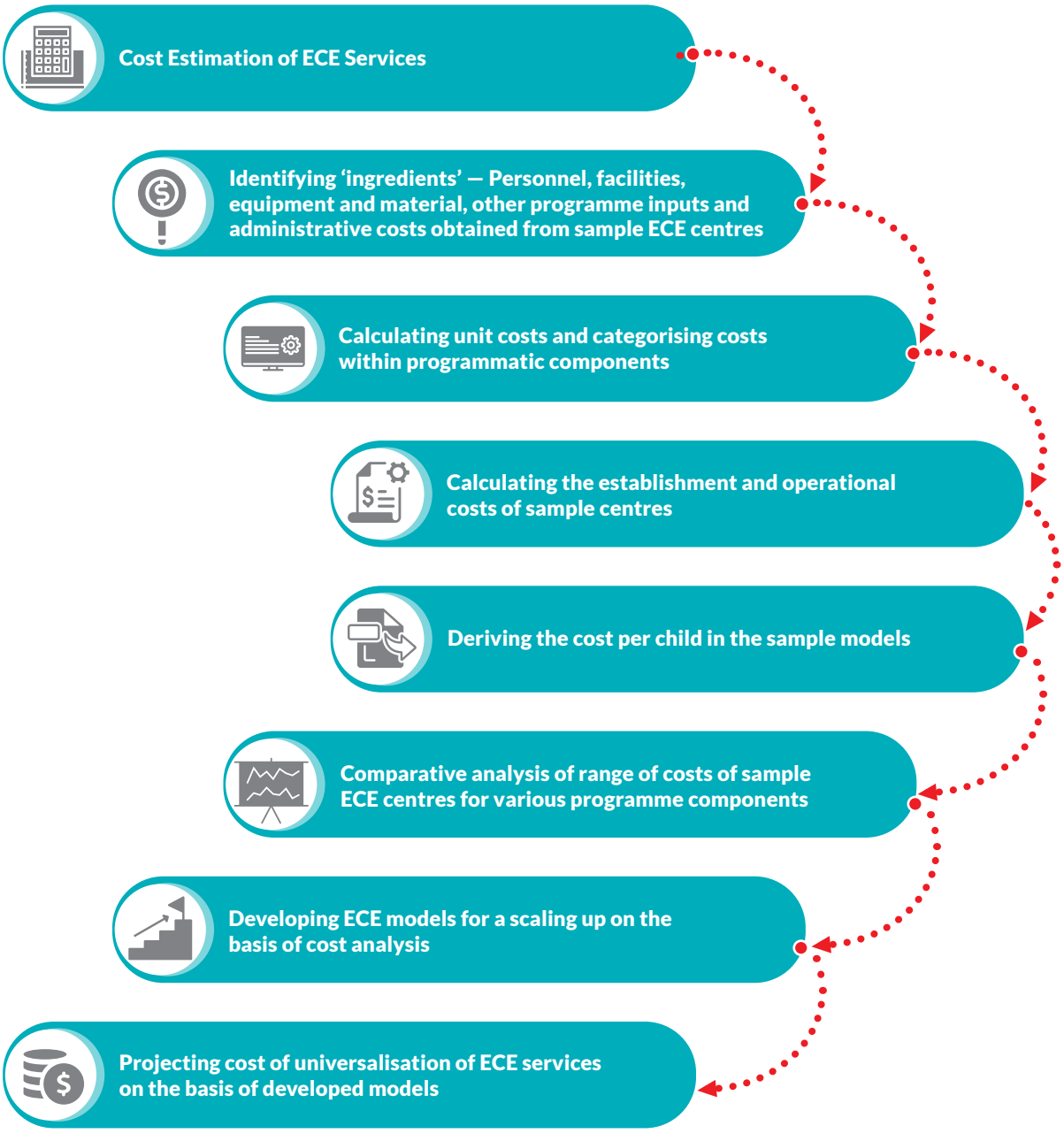
Since one of the major objectives of this study is to estimate the cost of universalisation of quality ECE services, this cost, derived from the above analysis (feasible and optimal cost), was used to develop three quality ECE models (standalone pre-school cum day-care centre, standalone AWC and pre-primary section in government schools) with an appropriate quantum of human resources, infrastructure and other resources. This led to the derivation of the operational cost range and cost-per-child range for each of the three sample models. Design of the Tool

2 and analysis of data based on Tool 2 have been verified by a professional Chartered Accountant to ensure accuracy in estimation.

The cost of each responsive model has been populated for the country to derive the aggregate operational cost of running ECE in India. Different scenarios for ECE provisioning have been created based on certain assumptions on the number of beneficiaries availing ECE services under that particular model. The total cost in each scenario has also been presented in terms of its share in the country's GDP (at current market price).

The process of costing is displayed in the following figure (Fig 3.2).

Figure 3.2: Method of Cost Analysis



While the cost of providing ECE services largely constitutes establishment and operational costs at the centre level, there are also some institutional costs associated with quality ECE provision, which are not determined at the individual centre level. These are administrative costs, monitoring and supervision costs, management costs and institution-building at different levels of governance — i.e., at the block, district, State and national level. Therefore, to derive the aggregate cost of the ECE service, along with costs at the level of the ECE centres, it is important to budget for these programmatic components. This cost has been calculated and predicted through data derived from secondary sources based on the existing financial norms under similar service provisions in other government programmes. The total of institutional costs and centre-level costs provides the aggregated cost of the ECE system in India.

3.7 Limitations of the Study

The cost of any educational intervention will vary across the country due to the location — rural or urban areas, tier 1, 2 or 3 cities. However, given the available time and resource constraints, it is not possible to study the cost variability of ECE interventions in all the States or districts of the country. Hence, the selected models in rural and urban areas have been studied to provide a reasonable set of data for cost analysis.

Also, it was found during sampling that most of the NGO and private centres providing ECE services are located in urban areas rather than rural areas. Hence, the sample distribution is also reflective of the location of ECE services in the Indian context.

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MODALITIES OF ECE: DESCRIPTIVE STATISTICS OF COST ESTIMATION MODELS

MODALITIES OF ECE: DESCRIPTIVE STATISTICS OF COST ESTIMATION MODELS

In order to calculate the cost of universalising early childhood education, the first step is to enumerate the ingredients that constitute a developmentally appropriate, quality ECE model. In a diverse ECE landscape such as the one in India, it is a challenge to shortlist these ingredients and suggest a sort of uniformity across service providers. However, certain minimum standards and best practices have to be identified in order to attempt such an exercise.

This chapter analyses the data collected from the sample ECE centres in terms of features and characteristics. An examination of the data facilitates an understanding of the current situation pertaining to ECE service provision and to identify prevalent practices. The qualitative data collected by Tool 1 have been analysed herein and efforts have been made to discern the desirability of the same in the context of a child friendly, developmentally appropriate ECE programme.

4.1 Profile of Sample Organisations

This study comprises a sample of 14 ECE centres, which have been categorised as follows:

Table 4.1: Category-wise Codes of Sample ECE Centres

S. No	Category	ECE Centre	Code	No. of Unit
1	NGO-run ECE centre (Day-care model)	Day-care ECCE centre in Uttar Pradesh	NGO-DC1	2
		Day-care ECCE centre in Haryana	NGO-DC2	
2	NGO-run/supported ECE centre	ECE centre in Uttar Pradesh	NGO1	3
		ECE centre in Andhra Pradesh	NGO2	
		ECE centre in Rajasthan	NGO3	
3	Pre-primary sections within government schools	Delhi Government Sarvodaya Vidyalaya, Delhi	GPP1	3
		East Delhi Municipal Corporation School, Delhi	GPP2	
		Government School, Andaman & Nicobar Islands	GPP3	

S. No	Category	ECE Centre	Code	No. of Unit
4	Anganwadi centres	ICDS, Rajasthan	ICDS1	2
		ICDS, Andaman & Nicobar Islands	ICDS2	
5	Pre-primary section within private schools	Pre-primary section in a private school, Haryana	PPP1	2
		Pre-primary Section in a private school, West Bengal	PPP2	
6	Private pre-schools	Private pre-school, Delhi	PS1	2
		Private pre-school, Punjab	PS2	
	Total			14

The sample organisations have been profiled to provide details about their service delivery model[1].

4.1.1 Day-care ECCE centre in Uttar Pradesh (NGO-DC1)

This NGO was established in Pune in 1984. The primary goal of the NGO is to support government (and non-government) organisations working in rural and urban areas in early childhood care, development and education (ECCDE) as well as elementary education (EE) on a large scale to achieve sustainable improvement in teaching and learning. Towards this end, the organisation aims to enhance capacitybuilding skills within government systems in the areas of pedagogy, programme strategy and critical management and leadership skills.

The main activities of NGO-DC1 in the area of ECCE include systemic capacity-building to improve the quality of early childhood education in AWCs as well as the quality of home- and centre-based caregiving practices for children under 6 years of age. The organisation provides curriculum development, educational project design, academic and other research inputs to schools, NGOs, government agencies, funding organisations and international bodies. NGO-DC1 also engages in research in order to support systematic iterative improvements in programmes and build an evidence base for advocacy efforts.

In 2017-18, NGO-DC1 established an ECCE Centre in Vinayakpuram, Lucknow, in an urban slum area with a migrant community. The number of centres was increased to three in 2018-19. The centre (known as 'Shishuvan') aims to provide a holistic development environment to children from the urban deprived community. The current programme includes providing early stimulation, education and developmental inputs to children in the 6 months-6 years age group. The centre provides day-care services to children for seven hours, from 9 am to 4 pm. All the centres are located in rented spaces and provide mid-day meals as well as health check-ups, and monitor growth. Parents are regularly updated about the growth and activities of the child. Each centre has a teacher, a helper, an assistant teacher and a security guard. In addition, one programme officer and one deputy programme officer are incharge of the entire programme. The organisation also ensures that staff members receive regular training and mentoring.

4.1.2 Day-care ECCE centre in Haryana (NGO-DC2)

NGO-DC2 was started in 1969 as a day-care shelter for children of construction workers in and around Delhi. Over time the NGO diversified its interventions and spread to slums and other disadvantaged areas where young children are deprived of health, immunisation and nutrition services. The organisation

[1] The parent organisation and the select centre under that organisation have been provided with the same code.

operates largely in the Delhi-NCR area. NGO-DC2 is a rights-based organisation and looks at the entire ECCE process as an overlapping of the rights of young children, their right to quality ECCD as well as the rights of working mothers to have maternity and childcare entitlement. There is no duplication of services in places where the government provides ECCE, and the NGO only enters when there is a gap identified based on extensive field studies. Currently, it provides three types of interventions: (i) demonstration schools, which are wholly run by NGO-DC2 (the present study uses data from this model) (ii) schools run in partnership with NGOs (iii) preschools in construction sites where the employer is a major stakeholder (Balwadi for 3-6-year-olds and non-formal education for 6-12-year-old children. It runs from 9 am-5 pm, six days a week).

The services, whether at construction sites or in urban areas, are at sites where there is a big population of women working in the unorganised sector and there is a critical need for childcare. NGO-DC2 is also working intensively with slum settlements in mobilising communities in support of the rights of the young child, and working with other organisations in building capacity to provide early child care services.

NGO-DC2 works to ensure childcare services at construction sites and urban slums through various models of partnership with communities and builders. In its most prominent model of operation, the organisation takes full responsibility to set up and manage the 8-hour, six-days-a-week crèche programme, with trained staff. The integrated day-care intervention at construction sites has four prime components: nutrition, health and hygiene, early learning and education and community awareness. Care and protection are the overarching principles and approaches that hold all the others together, with the childcare worker at the helm.

This study has analysed the Haryana-based NGO-DC2-run Demonstration Model of a pre-school cum day-care centre, which is located at a construction site (64 such centres are operational). Every NGO-DC2 centre has two teachers and one helper. Almost every centre has a centre head/person in-charge. NGO-DC2 conducts a mandatory two-month training programme for new staff joining every year, and there is an effective monitoring and supervision framework in place. The centre has separate spaces for a kitchen, nap time for children, hand washing facilities and a temporary boundary wall for protection, which is a much-needed feature considering the hazards at construction sites. All the facilities — mid-day meals, a crèche, health check-ups, immunisation and growth monitoring — are provided at this centre. Durries and low tables are available for children's seating and internet services with a laptop are also available at the centre.

4.1.3 ECE centre in Uttar Pradesh (NGO1)

NGO1 is an international not-for-profit organisation that was established in 1967. It works on various humanitarian and social issues in 30 countries around

the world. Early Childhood is one of its major focus areas, and over 2,50,000 children aged between 0-6 years from 13 countries, including India, have benefited from its interventions. NGO1 combines its global experience with solutions for local needs to create good-quality ECE approaches.

From 2017 to 2020, NGO1worked in Uttar Pradesh's Bahraich District with the aim of improving access and quality ECE for children aged 3-6 years and equipping them with pre-literacy and numeracy skills. The project targeted the most marginalised communities in Bahraich District (scheduled castes/ tribes and religious minorities such as Muslims). NGO1 operated 48 ECE community centres called Balfulwadi in 48 villages in Risia and Chitaura block, especially in hamlets where no AWC is present or in cases where AWCs are located at distant and hard-to-reach locations. NGO1 also supported 60 AWCs to strengthen their quality of ECE by using 48 existing community ECD centres as demonstration labs. This study has analysed a demonstration model located in Baharich, Uttar Pradesh.

The 48 community centres have been established in community donated spaces, where 71 teachers cater to 1,521 students. There are drinking water and toilet facilities, playgrounds and mats for seating in all centres. The centres comprise a single-room unit and are equipped with learning corners, play material, libraries and book displays. Regular training on ECE is provided to Balfulwadi teachers and there is an effective monitoring and supervision system in place. The centres' infrastructure has also been improved to develop a conducive learning environment. Families and communities are involved in the ECE programme in celebrating some events at the community ECD centre and AWC, including Poshan month, ECCE day etc. These initiatives have ensured a smooth transition of 685 (100 per cent) students aged 5 years and above from ECE to primary schools.

Recognising the government capacity and role in providing ECE to the largest number of children, in the second stage (2020 onwards), the organisation has begun phasing out its own ECE centres and increasing support to ICDS. NGO1 has upscaled its advocacy with local government departments in charge of ECE and enabled convergence between various stakeholders. The NGO has increased its engagement through ICDS using ECE best practices such as community engagement, data-based planning, parent-teacher meetings, organising inter-school activities etc.

4.1.4 ECE centre in Andhra Pradesh (NGO2)

NGO2, started in 1937, is an organisation that supports a number of educational institutions, hospitals and other social initiatives. In 1984, the College of Education under NGO2 started a Post Graduate Diploma course in Early Childhood Care, affiliated to Osmania University, to train a cadre of ECE teachers. In 1987, a pre-school was started to provide early childhood education to children in the age group of 3 to 8 years as an innovative project of the College of Education. This pre-school is now a part of the State Resource Centre for Early Childhood Education (SRC-ECE). The vision of the organisation is to provide best opportunities to all children so as to draw their potential to optimum.

The SRC-ECE of NGO2 works in a number of capacities, but most closely with the State ICDS. Some of the work that it has undertaken since conception includes: Development of curriculum for the 3-8 age group for the States of Telangana and Andhra Pradesh; development of curriculum for training of teachers handling 3–8-year-old children for AWCs, NGOs as well as private schools; development and supply of material (prototypes) for ECE; conducting research studies along with national and international organisations; initiating advocacy and trying out innovative programmes and practices in the pre-school. Till date, almost 83,000 AWWs in the States of Andhra Pradesh and Telangana have been trained by SRC. They also work closely with the Integrated Tribal Development Society (ITDS) and have developed bilingual material (local language and Telugu) to help mainstream tribal children into the education system.

NGO2 is a demonstrative model centre for the practice of child friendly programmes. It also provides hands-on experience of teaching young children to its ECE trainees. Currently, the pre-school caters to 200 children in the 3-10 age group (Nursery to Class V), of which 102 children belong to the 3-6 age group. The programme duration is of 3 hours daily. The pre-school has 5 ECE teachers, 3 helpers,

1 assistant teacher, 2 peons, 1 centre head and 2 administrative staff. Regular training and mentoring is provided to the staff. The centre comprises 18 rooms and the premises are barrier free. The mother tongue and regional languages are incorporated in pedagogy along with English.

4.1.5 ECE centre in Rajasthan (NGO3)

NGO3 is a Rajasthan-based NGO established as a CSR initiative. This initiative began in 2007 to facilitate capacity building for microfinance institutions such as banks and self-help groups (SHGs). Over the years, the NGO has diversified its scope of work. The organisation follows a holistic and sustainable approach to development and works in the area of microfinance, water sanitation and hygiene (WASH), livelihoods, education, nutrition and skill development in select districts in Rajasthan. NGO3 started supporting ICDS AWCs in 2015 under its holistic development programme in South Rajasthan in 3 districts and 4 blocks, with interventions focusing on health, education, WASH and livelihoods. The organisation's work in ECE began after conducting a scoping study that showed the lack of ECE components, the short duration of the programme and extremely low attendance in AWCs. Having identified these gaps, NGO3 identified 30 AWCs from three districts in South Rajasthan. ECE facilitators were hired and trained locally and began supporting the AWW by providing ECE services. This brought about a remarkable change in the quality of Anganwadi services as a whole. Attendance increased from 7-8 children to about 25 in each centre and they began to spend 90 minutes to two hours at the AWC. Acknowledging NGO3's contribution and the benefits therein, block and district level authorities invited it to more districts.

NGO3 recognises that the primary service provider has to be the government, so it proceeded with a twopronged strategy of intensive engagement as well as capacity building support through extensive engagement with AWCs.The organisation has supported about 100 AWCs (60 in Abu Road and 40 in Pindwara block) through infrastructure improvement, capacity building and training of AWWs; on-site mentoring and demonstration; and by providing books and play material. The aim is to develop the 100 AWCs as model centres. The organisation also supports another 333 AWCs, providing training and onsite demonstration support, as well as guiding planning and monitoring activities in the ICDS monthly sector meetings.

4.1.6 Pre-primary section in Delhi government Sarvodaya Vidyalaya (GPP1)

In Delhi, although pre-primary education is the responsibility of local bodies, from 2017 onwards, with the objective of school readiness and development of a sound foundation for children, the Delhi Government started providing pre-primary education in schools. Of the 1,030 government-run schools in Delhi, there are 449 Sarvodaya schools under the Directorate of Education (DoE), of which Kindergarten (4-5 age group) is run in 404 schools and Nursery (3 to less than 4 years of age) has been introduced in 301 schools (Hindustan Times, 2020).

As part of quality intervention under SMSA, the government supports pre-primary education in Sarvodaya schools along with schools run by Delhi's local bodies, namely: Municipal Corporation of Delhi(MCD), Delhi Cantonment Board (DCB) and New Delhi Municipal Corporation (NDMC). Financial support is provided mainly for four major components of ECE: (i) pre-schoolcurriculum, (ii) guidelines and resource packages for awareness in ECCE, (iii) teachers' training (iv) setting up of activity rooms/ corners in preprimary classes by providing magnetic boards and kits for playful learning activities. For 2020-21, the Delhi government has proposed a budget of Rs 7.3 crore to the PAB for the support of pre-primary education in 1,521 government and government aided schools (AWP&B, 2020-21).

A Sarvodaya school situated in the central district of Delhi has been taken as a sample for the study. The school provides education to 1,400 children from Nursery to Class 12. Though the school was established in 1954, the provision of ECE services was introduced recently. The locality where this sample school is situated lacks adequate AWCs and private pre-schools. Therefore, to cater to the demand from parents, the school introduced pre-primary sections to provide ECE to children aged 3-6 years. At present 59 children are enrolled in the school, of which 37 are boys and 22 are girls. The children studying here are from different socio-economic and religious backgrounds and the pre-school is divided into two sections. Twelve

staff members are responsible for provision of ECE services in the school: the principal, two teachers, one helper, four personnel for administrative and finance work, two guards for 24 hours, one peon and one gardener. Besides learning, the school also addresses the health and nutritional development of young children. It provides mid-day meals to all the enrolled children in the pre-primary sections. Health check-ups, growth monitoring of children and nutrition-education for parents are some of the key interventions conducted on a regular basis. The school also holds parent-teacher meetings (PTM) at frequent intervals to inform and update parents about the progress of their children. The Nursery classes present a rich and colourful environment for the children.

4.1.7 Pre-primary section in East Delhi Municipal Corporation school (GPP2)

In Delhi, pre-primary and primary education is the responsibility of the local authorities, namely: Municipal Corporation of Delhi (MCD), New Delhi Municipal Corporation (NDMC) and Delhi Cantonment Board (DCB). Among these, MCD has the largest number of pre-primary schools under its purview. These schools are funded and administered by the MCD. At present, there are around 1,700 primary schools in Delhi run by the MCD. The pre-primary sections in these schools cater to around 51,000 pre-primary students (Indian Express 2019).

An MCD school located in the East district was selected as a sample for this study. The school was set up in 1994 by the East Delhi Municipal Corporation. It has 48 children of age 3-6 years enrolled for ECE, in two Nursery sections. Of these, 29 are boys and 19 are girls. Children from the low- and middle-income households in the locality attend this school. A total of six staff members — a headmistress, two teachers, one administrative and finance person, one sweeper and one guard — look after provisioning of ECE. The children are provided hot cooked meals, procured from external vendors, every day. Health check-ups, growth monitoring and parent-teacher meetings are conducted in the school at regular intervals. 4.1.8 Pre-primary section in government school, Andaman & Nicobar Islands (GPP3)

For a robust sample, this study has covered information related to ECE services from the Union Territory (UT) of Andaman & Nicobar Islands (A&N). On the A&N Islands, other than ECE under ICDS, the Department of Education also provides pre-school education to children aged 4 and above. Around 297 of the 309

government schools currently provide pre-primary education. Other than government schools, the facility of pre-school education is also available in 136 schools, including 14 local body schools, 2 private aided schools, 2 central government schools and 118 private un-aided schools. Pre-primary education is provided for 2 years (Nursery and Kindergarten) largely to improve the school readiness of young children.

A government senior secondary school with a pre-primary section was selected as a sample for this study. The school was set up in 2011 in Port Blair in the South Andaman district. Currently, 15 children — 7 boys and 8 girls — aged 3-6 years are enrolled in the pre-primary section. They mostly belong to the general category and are from middle-income households. The school is managed by a centre head, who is the principal of the school. The centre has one pre-primary teacher and one part-time ayah, who also helps in cleaning. The staff is recruited for 10 months of the academic session. Classes are conducted for 4 hours a day, mostly through activities such as puzzles, games, singing, storytelling, rhymes etc. Other than learning, the school also provides nutritional and health support to children.

4.1.9 ICDS, Rajasthan (ICDS1)

In Rajasthan, the government provides ECE only through AWCs under ICDS, which is administered and implemented by the DWCD. As of September 2019, around 62,000 AWCs were operational in the State, providing pre-school education to 9.71 lakh children aged 3-6 years (Lok Sabha question, 2020). For 2020-21, Rs 798 crore was approved as the Central government's share for ICDS services in Rajasthan, of which Rs 31 crore was solely for PSE kits.

For this study, an ICDS centre in Sirohi district was selected as a sample. The centre caters mostly to tribal children from remote areas. The ICDS centre has enrolled 25 children aged 3-6 years. There is one AWW and one AWH associated with the centre to implement different interventions, including pre-school education, mid-day meals, growth monitoring, and health check-ups of the enrolled children.

4.1.10 ICDS, Andaman & Nicobar Islands (ICDS2)

The Andaman & Nicobar Islands have 689 AWCs and 31 Mini AWCs running under the ICDS project. Of

these, 207 AWCs have been constructed in Port Blair as part of the Urban ICDS project. As of May 2018, around 3,624 children aged 3-6 years were enrolled for pre-school education under ICDS in Port Blair. In the APIP for 2020-21, the A&N government proposed to construct 89 AWC buildings and upgrade 431 AWC buildings. Rs 23 crore was approved as the Central government's share of ICDS in A&N for 2020-21, of which Rs 36 lakh is exclusively for PSE kits (APIP, 2020-21).

An ICDS centre located in Calicut, Port Blair taluk, in the South Andaman district, was selected for this study. The centre was established in 1996. At present, it has 13 children aged 3-6 years of which 6 are boys and 7 are girls. The majority of these children come from low and middle-income families. The staff comprises one head, one teacher and one helper. Other than pre-school education, the centre provides services such as mid-day meals, growth monitoring, health checks and nutrition education for the parents of the enrolled children. It also provides referral services to severely malnourished children.

4.1.11 Pre-primary section in a private school, Haryana (PPP1)

PPP1 was established in December 2004 and is affiliated with the CBSE. Currently, the school has approximately 1,300 students enrolled from Nursery to Class 12. The pre-primary section of the school has 207 children aged 3-6 years in the play group, Nursery and KG sections. The curriculum and teaching methodology is based on student-centric learning: Multiple Intelligence Theory and Project Based Learning. The school also offers a variety of co-curricular activities.

The pre-primary section has 11 classrooms, a kitchen space, office space, a separate space for the children to nap, toilets and an outdoor play area. The pre-school section has eight ECE teachers, four assistant ECE teachers, five helpers and one centre head. Classrooms have learning or activity corners and are equipped with books, teaching and learning material (TLM). Digital content for children's learning is also used in the pre-primary sections.

The pre-primary section of the school organises many events and communicates with parents on a regular basis about the academic and non-academic growth of their children during PTMs or as per the needs of the child. There are no formal exams for children in the pre-primary classes.

4.1.12 Pre-Primary section in a private school, West Bengal (PPP2)

PPP2 in Asansol, West Bengal, is a girls' senior secondary school that was established in 1963. Currently, the school has around 1,100 girls from Nursery to Class 12.

The pre-primary section has 250 children in the playgroup, Nursery and KG sections. There are eight ECE teachers, one centre head and four cooks. There are 16 rooms, a kitchen space, a separate space for the children to nap, toilets, office space and an outdoor play area in the pre-primary section of PS2. The classrooms have learning or activity corners and are equipped with books, as well as teaching and learning material. All festivals and important days are celebrated in the school. Parents are regarded as partners by the school and are invited for special events, PTMs and one-to-one meetings.

4.1.13 Private pre-school, Delhi (PS1)

PS1 is a private pre-school chain that was established in 1989. It has more than 650 centres in India across 27 states and UTs, and operates in neighbouring countries such as Nepal and Bangladesh as well. The school caters to the 2.5-6 years age group through its Nursery (2.5-3.5 years), Lower KG (3.5-4.5 years) and Upper KG (4.5 years-6 years) sections. The pre-school chain claims to have a vibrant and childfriendly environment. The entire school programme is designed to enhance the social, emotional, spiritual, physical, motor and cognitive development of each child. In terms of learning material, the school has books, customised workbooks, activity-based writing books and digital content. These learning materials are utilised by the teachers using lesson plans designed and developed centrally, at the head office of the pre-school chain. The school celebrates most national and regional festivals, special days and other occasions throughout the academic year, which helps children learn and appreciate different values, beliefs and cultures. The pre-school has a parent programme called 'Synergy' that aims to enhance communication with parents, who are invited to attend parenting workshops and watch performances by the children. Parents and grandparents are also given volunteering opportunities.

A centre in West Delhi with 200 children has been selected for the present study. It is located in a rented accommodation with 5 classrooms, a kitchen area, office space, toilets and no outdoor play area. The centre has 12 ECE teachers, five assistant ECE teachers, one centre head and five helpers.

4.1.14 Private pre-school, Punjab (PS2)

PS2 is a pre-school in Ludhiana, Punjab, that was founded in 2010. Located in an owned residential property, it is spread over two floors. The centre has an office, indoor play area, computer room, kitchen space and assembly area located on the ground floor, while classrooms are on the first floor. The school does not have an outdoor play area. It caters to 60 children in the 2.5-6 years age group through its Playgroup, Nursery and KG sections. The staff comprises three ECE teachers and a centre head. The centre follows a curriculum that is based on the play-way method of learning and uses specially designed worksheets/ activities for the students. Classrooms are equipped with books, toys and learning material. The school celebrates all important days and festivals in the school. Children are taken on local trips to learn from their environment. The school also has PTMs once a month to give parents an update about the progress of their children.

4.2 Findings and Discussion

4.2.1 Reasons for providing ECCE services

According to NGO-DC1, the AWC in the area where its centre is located cannot cover all the children from the community. NGO-DC2 fills the gap in ECCE as there is no childcare system or a limited one available for marginalised children in vulnerable settings such as construction sites and urban slum areas. NGO3 expressed the need to strengthen government-run AWCs in tribal regions. NGO2 started a preschool to demonstrate child-friendly developmentally appropriate practices that would also serve as a lab for PG diploma course students in Early Childhood Education at its College of Teacher Education.

The sample private pre-school and pre-primary section were established due to demand from parents and the absence of government pre-schools in the area. The private organisations' narrative on the reason for providing ECE services focuses mainly on two elements — 'affordable' ECE services and availability of 'good infrastructure'.

4.2.2 Target Age Group of Children and Services Offered by the ECE Centres

The NGO-DC1 and NGO-DC2 centres offer day-care cum creche facilities to children in both the 0-3 and 3-6 age groups. The remaining organisations provide ECE services only to 3-6-year-old children. NGO3 does not directly provide ECE services but supports AWCs in Sirohi district of Rajasthan for improvement in the quality of service delivery through capacity building, infrastructure improvement and by providing books as well as teaching and learning material.

While government and NGO centres consider 3 years as the entry age for children in an ECE centre, PS1 and Ps2 provide ECE services to children from age 2.5 years to 6 years. In PPP1 and PPP2, the child should have completed 3 years as of March 31st for admission into Nursery class.

NGO-DC1 and NGO-DC2 along with ICDS1 and ICDS2 provide a holistic set of services comprising ECE, midday meals, health check-ups, growth monitoring, parents' education and immunisation. The reason for this is that the services are targeted at both 0-3- and 3-6-year-old children. ICDS2 also provides referral services for severely malnourished children. The other NGOs (NGO1 and NGO2) target only 3- 6-year-old children and provide ECE, growth monitoring, health check-ups (in-house or in convergence with the health department) and parents' education. The parents' education in the case of ICDS1 and ICDS2 focuses more on nutrition and health education, while NGO centres also focus on raising awareness about the importance of early childhood education.

GPP1, GPP2 and GPP3 provide ECE, midday meals and growth monitoring. Health check-ups are also conducted in convergence with the health department. In terms of parents' education, the schools make efforts to raise awareness about the importance of education and regular attendance etc.

PPP1, PPP2, PS1 and PS2 pre-school provide four set of services: ECE, midday meal, growth monitoring and parents' education (such as parenting workshops).

The following table captures the variations in the age groups of children and the services provided by the 14 ECE centres:

Table 4.2: Age Group of Children and Services Offered by the Sample ECE Centres

S. No.	Centre Code	Age group of Children	Services Provided								Remarks
			Early Childhood Education	Midday Meal	Health Check-ups	Growth Monitoring	Parents' Education	Immuni-sation	Creche Facility	Day-care facility	
1.	NGO -DC1	0-3, 3-6	✓	✓	✓	✓	✓	-	✓	✓	
2.	NGO -DC2	0-2.5, 2.5-6	✓	✓	✓	✓	✓	✓	✓	✓	
3.	NGO1	3-6	✓	-		✓	✓	-	-	-	Collaborates with PHC or local govt. hospital for health check-ups
4.	NGO2	3-6	✓	-	✓	✓	✓	-	-	-	
5.	NGO3	3-6	✓	-	-	-	-	-	-	-	Supports AWCs with capacity building, infrastructure improvement and by providing books and play material
6.	CDS1	0-3, 3-6	✓	✓	✓	✓	✓	✓	-	-	
7.	ICDS2	0-3, 3-6	✓	✓	✓	✓	✓	✓	-	-	Referral services for severely malnourished children
8.	GPP1	3-6	✓	✓	✓	✓	✓	-	-	-	
9.	GPP2	3-6	✓	✓	✓	✓	-	-	-	-	
10.	GPP3	3-6	✓	✓	-	✓	✓	-	-	-	
11.	PPP1	3-6	✓	✓	-	✓	-	-	-	-	
12.	PPP2	3-6	✓	-	-	✓	-	-	-	-	
13.	PS1	2.5-6	✓	✓	-	✓	-	-	-	-	
14.	PS2	2.5-6	✓	-	-	✓	-	-	-	-	

Source: Presentation based on information gathered through Tool 1

4.2.3 Location of the ECE Centres and Coverage

Different models of ECE services are prevalent in the centres selected for this study, especially within NGOs (for example, NGO-DC2 has ECE centres that are operated directly or in partnership with other NGOs). Therefore, first a particular model of service delivery has been selected and within that model, a particular centre (considered a model centre) has been selected for the study. Table A 4.1 in Annexure 4 displays the number of ECE centres under the selected ECE model of the organisation, the number of children covered by the parent centres, and the number of children in the selected model centres. The table also shows the rural or urban location of the centre and the format by which the ECE centre is divided into different sections or groups.

ECE models from the States of Uttar Pradesh, Haryana, Punjab, Delhi, Rajasthan, Telangana, West Bengal as well as the Union Territory of Andaman and Nicobar Islands have been selected for this study to represent a nationwide geographical variation. Also, four of the above models (NGO1, NGO3, ICDS1 and ICDS2) are located in rural areas.

ICDS1 and ICDS2, as well as the NGOs working in coordination/supporting AWCs, such as NGO1 and NGO3, and those providing day-care services, such as NGO-DC1 and NGO-DC2, group children aged 3- 6 together in their centres. The formal pre-primary sections in the school and pre-schoolcentres divide children as appropriate into Play-group, Nursery and KG sections. This formal grouping also leads to children being seated in separate classrooms.

The number of children in the selected model centres ranges from 15 to 250. In terms of scale, the government obviously operates large-scale models of ICDS and pre-primary sections in government schools. In the case of the NGOs, NGO1 and NGO-DC2 have large-scale models. In the case of private schools, PS1 is a large-scale model with over 650 branches across India. While large-scale models indicate potential for the scalability of a programme, small-scale models help in understanding the qualitative aspects of a programme.

4.2.4 Demographic Details of Children Enrolled in the ECE Centres

Demographic details in terms of the gender, religion, and socio-economic background of the children in the selected ECE models have been collected. This data was not available for government models. The data paints a clearer picture about the children targeted by different ECE services (See Table A 4.2 in Annexure 4).

The distribution of enrolment shows that NGO services (except NGO2) cover children who are from economically deprived, caste and/or religious minority backgrounds. Private schools have a mixed group of children coming from all strata of society. Some children from low-income backgrounds also attend private schools that charge a substantial amount as fees (discussed later in the chapter). This is either due to the perception that private schools charging higher fees provide good-quality education or it is the aspiration of the parents who, in an attempt to rise up the social ladder, want their children to study in private English-medium schools. Children from below the poverty line (BPL) families are also part of the private schools.

The number of boys is greater than the number of girls in private schools except for PPP2, which is an allgirls' school. In other schools, the enrolment of girls is less than boys by about 18-40 percent. This fact has also been highlighted by other research studies, including a longitudinal IECEI study conducted by CECED (2017).

4.2.5 Type of Space and Size of the Sample ECE Centres

Availability of appropriate space and infrastructure is one of the major quality indicators of ECE services. The type of space ECE centres occupy falls into three main categories: (i) donated by the community (ii) owned and built by the government or organisation (iii) rented accommodation. The MWCD quality standards (2013) prescribe one classroom measuring at least 35 square metres (carpet area) or 377 square feet for a group of 30 children, as well as availability of adequate (at least 30 square metres or 323 square feet) of outdoor space for a group of 30 children. The following table lists the size and type of space in the sample ECE centres.

Table 4.3: Type of Space and Size of the Sample ECE Centres

S.No.	Centre Code	Centre Building/Space	Number of Rooms/ Classrooms	Size of the Centre/ Room	Number of Children in the Centre
1.	NGO-DC1	Rented accommodation	3 rooms	Total size: 800 sq. ft.	31
2.	NGO-DC2	Space and infrastructure provided by the construction company/builder at the project site	3 rooms	300 square feet each	57
3.	NGO1	Space and building provided by panchayat	1 room	450 square feet	36
4.	NGO2	Building constructed on leased land	5 rooms	330-400 sq. ft. each	102
5.	NGO3	Centre built by government	1 room	400 sq. ft.	30
6.	ICDS1	Centre built by government	1 room	400 sq. ft.	25
7.	ICDS2	Centre built by government	1 room	310 sq. ft.	32
8.	GPP1	Within government school premises	2 rooms	Not available	59
9.	GPP2	Within government school premises	2 rooms	Not available	48
10.	GPP3	Within government school premises	1 room	269 sq. ft.	15
11.	PPP1	School building owned by the organisation	11 rooms	360 sq. ft. each	207
12.	PPP2	School building owned by the organisation	6 rooms	256 sq. ft. each	250
13.	PS1	Rented accommodation	5 rooms	100 sq. ft. each	200
14.	PS2	School building owned by the organisation	4 rooms	80 sq. ft. each	60

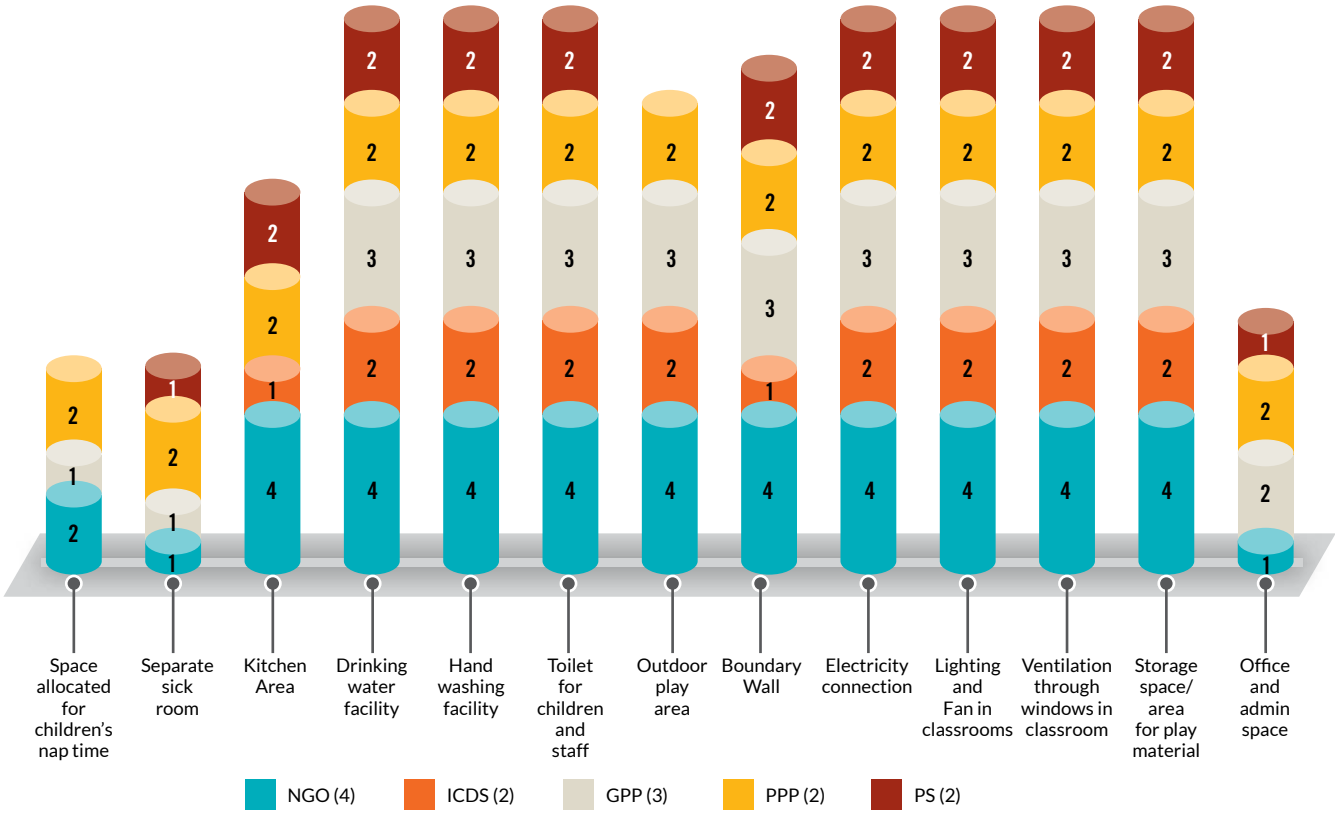
Source: Presentation based on information gathered through Tool 1

It has been observed that considering the number of children that are enrolled in these centres, the size of the rooms in 3 private centres — PPP2, PS1 and PS2 — is smaller than the prescribed area mentioned above.

4.2.6 Infrastructure and Facilities in the Sample ECE Centres

The essential and desirable infrastructural facilities in an ECE centre include toilets, a kitchen space, a space for children to nap, a drinking water facility, a hand washing facility, a boundary wall, outdoor space, an electricity connection, lighting and fans in classrooms, as well as ventilation and storage space (MWCD Quality Standards of ECCE, 2013c). The following graph shows the availability of these facilities in the sample ECE centres.

Figure 4.1: Infrastructural Facilities in Sample ECE Models*



Note: 1) The parentheses in the legend show the total number of samples for each category of ECE service provider. The data value in the chart shows how many of the select centres within each category of service provider have that specific infrastructural facility. 2) NGO3 has not been counted in this figure as it does not operate ECE centre through its organization, rather supports ICDS AWC centre for quality improvement

*Table A 4.3 in Annexure 4 gives details about the availability of these facilities in each of the selected centres.

Source: Presentation based on information gathered through Tool 1

It has been observed that a separate sick room and space for children's nap time and are not considered an essential part of an ECE centre, and only five (NGO-DC1, NGO2, PPP1, PPP2 and GPP3) of the 13 centres[2] have allocated space for these purposes. Two private pre-schools (PS1 and PS2) do not have an outdoor play area.

One (ICDS1) of the two AWCs does not have a boundary wall. No kitchen area is available in three preprimary sections in government schools (GPP1, GPP2, and GPP3) and one AWC (ICDS1) as midday meals are sourced from external vendors at these centres.

4.2.6.a Seating Arrangement

The seating arrangement plays an important role in conducting teaching and learning activities in the ECE classroom. The arrangement is required to change according to group or individual activities and therefore, a fixed system of seating is generally not desirable (MWCD Quality Standards of ECCE, 2013c). It was found that the two private pre-schools (PS1 and PS2) and pre-primary sections in private schools (PPP1 and PPP2) have chairs and tables/benches indicating a less flexible seating arrangement. Flexible seating arrangements are present in the case of NGOs, which generally have a floor seating arrangement, on mats.

[2] NGO3 does not directly run an ECE centre but supports AWC services. Therefore, the data corresponds to 13 centres.

NGO-DC2 and NGO1 also have low tables or chowkis kept on the floor, which are used for writing, drawing or colouring work. GPP2, GPP3, ICDS1 and ICDS2 have chairs and benches, while GPP1 has both chairs and benches as well mats on the floor.

4.2.6.b Internet Connection and Laptop facility

All private schools have a laptop and internet connection, used for emailing, maintaining documents, preparing teaching resources as well as teaching and learning in the classroom. In the case of NGOs, only NGO-DC2 and NGO2 have laptop and internet facilities for centre staff. Government schools have desktops for official purposes as well as for use in the computer centre. ICDS AWCs do not have a computer or internet facilities.

4.2.7 Number of Teachers and Staff per ECE Centre

Table A 4.4 in Annexure 4 shows the number of teachers and other staff in the sample ECE centres. It also shows how many staff are shared resources with the primary or secondary school (in the case of GPP1, GPP2, PPP1 and PPP2) or are shared with the Head office of the organisation, and the amount of time they devote to the work of the pre-primary or ECE centre. The table enumerates other management, administrative and support staff as well as the percentage of time they devote to the ECE centre. This data has been utilised in the costing calculations of the respective ECE centres.

The teacher-child ratio is an important indicator of the interaction component of a quality ECE. The number of teachers is highest in PS1, which also has the lowest teacher-to-child ratio. Five other centres — NGO-DC1, NGO2, GPP3, PPP1 and PS2 — also show a low teacher-to-child ratio (1:16-20). This is in line with the teacher-child ratio of 1:20 prescribed in the Quality Standards for ECCE (MWCD, 2013c). However, the average teacher-child ratio of these 14 samples is 1:22. The average teacher-child ratio in the government run centres is 1:25.

Table 4.4: Teacher-to-Child ratio and Helper-to-Child Ratio

S. No.	Organisation Code	Teacher-to-child ratio	Helper-to-child ratio
1.	NGO-DC1	1:16	1:31
2.	NGO-DC2	1:29	1:57
3.	NGO1	1:36	-
4.	NGO2	1:17	1:34
5.	NGO3	1:30	1:30
6.	ICDS1	1:25	1:25
7.	ICDS2	1:32	1:32
8.	GPP1	1:30	1:59
9.	GPP2	1:24	-
10.	GPP3	1:15	-
11.	PPP1	1:16	1:41
12.	PPP2	1:31	-
13.	PS1	1:12	1:50
14.	PS2	1:20	-

Source: Presentation based on information gathered through Tool 1

4.2.8 Language of Instruction

All four private schools (PS1, PS2, PPP1, PPP2) use Hindi and English as the language of Instruction. PS2 in Punjab uses Punjabi and PPP2 in West Bengal uses Bengali along with the abovementioned languages. All the NGO and government centres in UP, Rajasthan, Haryana and Delhi use Hindi as the language of instruction. Along with Hindi, English is used only in ICDS2 and GPP3 in the A&N Islands. NGO2, located in Hyderabad, uses Telugu along with English as the language of instruction. NGO2 also uses the local language for select linguistic minorities, particularly tribals.

The MWCD Quality Standards for ECCE (2013c) and National ECCE Policy (2013) recommend using the mother tongue of the child as the first language for instruction. In schools located in urban areas, the enrolled children often come from migrant families with different language backgrounds. The system and extent of multilingual instruction (respecting the mother tongue of the child) in ECE is an area that needs to be further researched and experimented upon. NGO2 has been identified as a leading organisation in this respect, having created a bilingual curriculum for ECE in Telugu and local languages in Andhra Pradesh and Telangana for three years.

4.2.9 Availability of Equipment, Play and Learning Materials in Classrooms

Availability of TLM/PLM is crucial in an ECE classroom. Most of the ECE centres confirmed availability of beads, balls, puzzles, flash cards, blocks, sorting toys, dolls, soft toys, vegetable and fruit toys, rope and other play material. The quantity varies from a single set to multiple sets of each toy or play material and is sufficient for the number of children in the centre. NGO-DC1 also develops toys for ECE. The Delhi government as well as private pre-primary sections (GPP1, GPP2, PPP1, PPP2) and NGO1 also have swings for children in the outdoor play area.

ICDS1 confirms the availability of the above material as these have been provided by NGO3 under its programme for quality improvement of AWCs.

ICDS2 only has one set of the pre-school education (PSE) kit provided under the ICDS scheme. The play and learning material in all the centres is kept on open racks or in almirahs and is easily accessible to the children. It has been observed (Save the Children, 2018) that AWCs rely on less resource-intensive PLM, such as storytelling, singing or counting activities. Colouring/drawing or other material considered age-appropriate, such as blocks, rings, beads, strings etc is not as prevalent. Most have basic items such as flash cards for numbers and colours, books for animals, vegetables, fruits and simple puzzles but only a few have drums, soft toys and building-block type toys. CBPS-UNICEF (2017) conducted a study across 100 AWCs in Karnataka and found that only 38 had at least five different kinds of PSE material. This limited availability of equipment and learning material in the AWCs is due to inadequate budgetary allocation.

4.2.10 Learning and Activity Corners in the Classroom

All the ECE centres have learning or activity corners in the classroom such as a reading corner, a number or maths corner, pretend play or dramatic play corner and puzzle or block corner. In addition, NGO1 has a sound corner (with toys or manipulatives that make different sounds). NGO-DC1 and PS1 have a mirror and a space to hang children's' bags and other material at a level accessible to them. NGO2 has corners for science (with science-based toys and models), manipulatives as well as a music and creative corner (with toy musical instruments). GPP1 and GPP2 have space to hang children's' bags. The pre-primary section of the private school (PPP2) also had a doll house and sand pit for children's' outdoor play. As per the quality standards, these areas/corners should be developed to create a conducive learning environment for young children and most of the ECE centres in this study meet that standard.

4.2.11 Display of Children's' Work

All the organisations display children's' work (drawings, arts and crafts etc.) inside and outside the classroom. These are displayed on the wall, hung on a rope tied across the room or put on a display board.

4.2.12 Availability of Books

Children's' books (storybooks, picture books, alphabet books, books on numbers and pre numeracy, word books and others) are available in varying numbers in all 14 centres. The four private pre-schools seemed to have the highest number of books, ranging from 300 to 500. GPP1, GPP2 and GPP3 have 100-200 books. In the case of the NGOs, NGO1 has 350 books, while the other centres have 30-45 books each. PS1 also has activity books for children. These have been designed at their head office and consist of worksheets for children. ICDS1 in Rajasthan also has workbooks named Kilkari, Umang and Tarang and an activity manual for AWWs named Meri Fulwari. These have been developed and published by ICDS Rajasthan. The children's books are mostly in English and Hindi. NGO2 in Andhra Pradesh has books in Telugu and English. PS2 in Punjab also has books in Punjabi in addition to English and Hindi.

4.2.13 Availability of Digital/Audio-Visual Content

About half of the sample ECE centres confirm the use of audio-visual content. In the case of the NGOs, NGO-DC1 and NGO-DC2 have developed their own audio-visual content, which is utilised at their respective centres. GPP1 and GPP3 have purchased audio-visual content from external vendors. Children access this content in the computer centre of the school. PS1, PPP1 and PPP2 have also purchased content from external vendors. The remaining centres (NGO1, ICDS1, GPP2) said that the teachers used freely available online resources through their smartphones in the classroom.

4.2.14 Uniforms for Children

The practice of children wearing uniforms is prevalent in private and government schools that have a preprimary section, namely, PPP1, PPP2, GPP1 and GPP2. The remaining centres do not require children to wear uniforms.

4.2.15 Homework for Children

While the idea of ECE is guided by principles such as using play as a basis of learning, art as the basis of education, and recognition of specific features of children's thinking, it was observed that four

private centres — PS1, PS2, PPP1 and PPP2 — assign homework to the children. However, no such practice was observed in the other centres.

4.2.16 Local Visits for Children

Local visits are important for young children to acquaint themselves with their environment. All centres except ICDS1, ICDS2 and GPP3 have the practice of taking children on local visits. This usually includes visits to parks or places such as post offices, dairy centres, markets etc. The frequency varies from monthly to quarterly to half yearly.

4.2.17 Curriculum Development

All NGO programmes have internal teams for the development of ECE curriculum. The curriculum for GPP1 and GPP2 in Delhi is developed by SCERT (State Council of Education Research and Training). PPP1, PPP2 and PS2 have an internally developed curriculum. PS1 has a curriculum developed by an external agency. In the case of ICDS1 in Rajasthan, the curriculum, activity books for children and manual for AWWs have been developed with the support of UNICEF. No information on the curriculum was available for ICDS2 and GPP3 from A&N islands.

4.2.18 Duration and Schedule of ECE Activities

The following table displays the duration of ECE activities conducted by the sample organisations and their daily routine:

Table 4.6: Duration of ECE Intervention and Daily Schedule

S.No	Code	Duration	Time Slot and Activity											
1.	NGO -DC1	6 hours	9.00 am -9.40 am: Welcome and free play	9.40 am-10.10 am: Breakfast	10.10 am-10.40 am: Prayer, attend-ance and songs	10:40am-11.05 am: Activities for cognitive develop-ment	11.05 am-11.30 am: Activities for physical develop-ment	11:40 am-12:00 pm Activity for Language develop-ment	12:00 pm-12:40 pm Lunch	12:40 pm-2.00 pm Nap time	2.00 pm-2:15 pm Free time	2:15pm -2:40 pm Creative Activity	2:40 pm -3:00 pm Snack Time	3:00 pm -4:00 pm Register work
2.	NGO -DC2	8 hours	9:00 am -9:30 am Cleaning and welcome	9.30 am-10:00 am Breakfast	10:00 am-12:00 pm Activities for 3-6 year-olds	12:00pm-1:00 pm Lunch	1:00 pm-2:00 pm Nap time	2:00 pm -3:00 pm Free play	3:00 pm-4:00 pm Activi ties for 3-6 year olds	4:30 pm Snack time	5:00 pm Closing			
3.	NGO1	3 hours	90 minutes-Freeplay and guided activities	40 minutes-story telling, poems and discussion	20 minutes-creative work	20 minutes-Physical activities and play								
4.	NGO2	4.5 hours	No rigid timetable. Activities are planned on a weekly basis. Activities include games, sensorial experience, free conversation, good habits and manners, conversations related to environmental concepts, rhymes, creative activities and school readiness activities											
5.	NGO3	NA												
6.	ICDS1	3 hours	30 minutes: Morning assembly	30 minutes: Physical activities/ Exercises/ Games	Language activities	30 minutes: Creative activities	30 minutes: Activities for cognitive develop-ment	30 minutes: Free time for indoor/ outdoor play						
7.	ICDS2	3.5 hours	Activities for language, creative and cognitive development. One hour of playtime every day.											

S.No	Code	Duration	Time Slot and Activity
8.	GPP1	4 hours	Activities include pre-writing, pre-numeracy, storytelling, clay modelling, free play, art and craft as well as guided activities. 30 minutes are devoted to each activity.
9.	GPP2	4 hours	Activities include pre-writing, pre-numeracy, storytelling, clay modelling, free play, art and craft and guided activities. 30 minutes are devoted to each activity.
10.	GPP3	3.5 hours	Activities include storytelling, singing songs, rhyme recitation, good habits, moral education, personal hygiene and puzzle solving.
11.	PPP1	3.5 hours	Activities pertain to written and reading work in English and Hindi, pre-mathematics concepts and counting, discussion of concepts related to the social and physical environment, rhyme recitation, dance and yoga in 30-minute slots. Free play during the lunch break and before dismissal.
12.	PPP2	3.5 hours	Activities pertain to pre-reading and pre-writing, written and oral work in English (alphabets), pre-mathematics concepts and counting, rhyme recitation, as well as art and craft in 30-minute slots. New children who have joined get time for free play, sand play, swing time, rhyme recitation and storytelling. Free play during the lunch break and before dismissal.
13.	PS1	3.5 hours	Activities pertain to pre-reading and pre-writing, reading and writing in English and Hindi (alphabets), pre-mathematics concepts and counting, discussion of concepts related to the social and physical environment, rhyme recitation, dance, free play and art and craft in 40-minute slots. New children who have joined are allowed to settle in over 3 months, during which activities such as free play, drawing, storytelling and rhyme recitation are conducted. Free play during the lunch break and before dismissal.
14.	PS2	3.5 hours	Activities pertain to reading and writing in English (alphabets), pre-mathematics concepts and counting, rhyme recitation and art and craft in 30-minute slots. Free play during the lunch break and before dismissal.

Source: Presentation based on information gathered through Tool 1

As shown above, the duration of most ECE programmes is of three to four hours, except at NGO2, where it is of four-and-a-half hours. NGO-DC1 and NGO-DC2 provide day-care and creche services and thus have longer durations, of six and eight hours, respectively. The eight-hour duration of the NGO-DC2 centre is aligned with the working hours of construction labourers whose children study at the centre. The schedule of NGO and ICDS centres as well as the pre-primary sections of government schools is more balanced and aligned with the MWCD's ECCE quality standards. Their schedule and activities cater to different domains of development and comprise a balance of free play and classroom activities. In private pre-schools, there is a greater inclination towards academic activities rather than a focus on overall development of the child. This is more relevant in the case of PS1 and PS2, which lack an outdoor space for physical activities and play.

4.2.19 School Readiness[3]

All the organisations were asked about activities in the curriculum that are implemented for school readiness. In the NGOs, school-readiness activities majorly focus on developing pre-writing, pre-reading and pre-numeracy skills. Alphabet and number recognition are also undertaken.

In GPP1, GPP2 and GPP3, school readiness activities focus on alphabet and number recognition and writing in addition to pre-reading, pre-writing and pre-numeracy activities.

While the private pre-schools also focus on pre-writing, pre-reading and pre-numeracy skills, this is more for the younger age group (2.5 to 4 years). For children aged four years and above, time is devoted to the 3Rs in terms of writing alphabets and words, writing small sentences, number writing and performing simple addition and subtraction in concrete terms, without explicit communication of the concept itself. This is also done in response to demand from parents, who want their children to successfully pass screening tests and gain admission in big schools. CECED, ASER AND UNICEF (2017) (in the IECEI study) also found that private pre-schools conducted formal teaching with rote memorisation, without any consideration to age appropriateness.

4.2.20 Number of Children with Special Needs (CWSN) in the ECE Centres

A total of 21 CWSN were reported in the sample ECE centres. Table A 4.5 in Annexure 4 shows the number of children with special needs in the selected ECE centres and the nature of their impairments.

4.2.20.a Adaptations Made in Physical Environment – Barrier-free premises

The buildings used by GPP1, GPP2 and GPP3have ramps and handrails. ICDS1 and ICDS2 have no modifications in the physical environment to be barrier free. Except NGO2, which has ramps, handrails and modified toilets, none of the other NGO centres has adapted to the needs of CWSN. There are handrails in all the private schools and pre-schools. The pre-primary sections of PPP1 and PPP2 also have ramps.

4.2.20. b Strategies for Inclusion

NGO2s aid that it had changed the seating arrangement of children and used modified teaching strategies to teach CWSN. It had also modified co-curricular or outdoor play activities to include these children. In the case of PS1, PS2 and PPP1, special playing and learning material and modified teaching strategies were used. PPP1 said a 'sensitive and soft' approach had been adopted towards children with special needs. GPP1 and GPP2 in Delhi said that none of the above mentioned strategies were used for CWSN except that they 'were not forced to do any activity'.

[3] School Readiness Skills are a predetermined set of skills and abilities that all children need before entering primary school. Developmentally appropriate practice advocates the importance of developing readiness in terms of skills, concepts and disposition for learning of reading, writing and numbers. This is required since children are maturationally and experientially not yet ready to learn the 3 Rs.

- Readiness activities for reading include activities for visual discrimination, sound discrimination or phonetics, visual-sound association, vocabulary development, left to right directionality, bonding with storybooks and picture description.
- Writing readiness focuses on activities for eye-hand coordination and control of pencil and more importantly, seeing meaning in writing.
- Number readiness activities range from pre-number concepts related to measurement and space to the concept of one-to-one correspondence, and number concepts through the use of cognitive skills such as classification, seriation, sequential thinking, etc.

4.2.21 Assessment of Children

4.2.21.a Method of Assessment

The NGO centres stated that observing the children, maintaining anecdotal records and records of their art and craft work as well as oral expressions were some of the methods utilised to conduct assessments. These are child-friendly ways of conducting ECE assessments (NCERT, 2019). While these methods are utilised by the pre-primary sections of government schools, GPP1 and GPP2 also conduct oral and written tests and assess the written work in the children's notebooks. However, conducting written and oral tests is not practiced in GPP3. Maintaining anecdotal records is also not part of the assessment practice in any government pre-primary sections or private centres. While the private pre-schools and pre-primary sections conduct observations, maintain records of art and craft work, oral expressions and written work, they also conduct oral and written tests. Conducting tests is not a recommended method of assessment for ECE (NCERT, 2019). ICDS1 and ICDS2 use observations as the only method of assessment.

4.2.21.b Maintaining Portfolios

All ECE centres maintain children's portfolios. In the case of the NGO centres, the portfolios consist of thechild's profile with a photograph, his/her art and written work, progress report and growth monitoringchecklist. NGO2 also includes photographs of the children at play or doing group work in portfolios.

GPP1 and GPP2 maintain portfolios that have the children's profiles with a photograph, progress reportand growth monitoring checklist. GPP1 portfolios sometimes include art, written work or photographs of group activities of children in the profiles.

ICDS1 maintains a basic portfolio with the admission form, health card and the child's photograph. ICDS2 maintains a portfolio with art and written work, and photographs of the children's activities in addition to the above ICDS1 components.

4.2.21.c Progress Report of Children

The NGOs (except NGO2) and ICDS 1 and 2 do not have a specific progress report card to communicate their evaluation results with parents. Instead, records of the children's assessment and evaluation are maintained and discussed with parents at PTMs.

GPP 1 and 2 and all private centres have a progress report card for children, which is shared with the parents. Irrespective of whether a report card is used, the evaluation results are mentioned in grades in all the ECE centres. None of the centres communicates results in terms of numbers.

4.2.22 Health Check-ups, Referral and Immunisation Services

Health-related interventions implemented by government ECE centres (GPP1, GPP2, GPP3, ICDS1, ICDS2) and NGO1 are done in convergence with the DHFW.

All NGO centres have health check-ups for the children on a monthly or quarterly basis. In the case of NGO1, the ASHA worker is involved in the health check-up. Doctors (a private practice paediatrician or general physician) conduct health check-ups of children in NGO-DC2, NGO-DC1 and NGO2.

In GPP1 and GPP2, health check-ups are conducted on a quarterly basis by the general physician under the School Health Scheme by the DHFW of the Delhi government. In ICDS1, health check-ups are conducted 4 5 6 by ANMs4 and doctors from the

[4] An ANM (Auxillary Nurse Midwife) is recruited under the National Health Mission. An ANM's responsibilities include maternal and child health services, family planning services, health and nutrition education, environmental sanitation efforts, immunisation against communicable diseases, treatment of minor injuries, and first-aid during emergencies and disasters.

[5] RBSK is an important initiative aimed at early identification and early intervention for children from birth to 18 years to cover the 4 'D's viz. Defects at birth, Deficiencies, Diseases and Development delays, including disability.

[6] Accredited Social Health Activists(ASHA) are recruited under the National Rural Health Mission. An ASHA is a health activist in the community who creates awareness on health and its social determinants and mobilises the community towards local health planning and increased utilisation and accountability of existing health services. She also provides a minimum package of curative care as appropriate and feasible and makes timely referrals.

Rashtriya Bal Swasthya Karyakaram (RBSK)5 on a biannual basis. ASHA6 workers are involved in health check-ups in GPP3 and ICDS2 on the A&N islands.

Except PS2, the other three private centres conduct health check-ups through a paediatrician on a quarterly or monthly basis.

Referrals by government and NGO centres are made to nearby government hospitals or Primary Health Centres. In the case of private centres, referrals are made to both government and private hospitals. Immunisation services in NGOs and government ECE centres are provided in coordination with the State DHFW. Private ECE centres do not provide immunisation services.

4.2.23 Provision of Midday Meals

All GPP and ICDS centres provide cooked midday meals. The day-care centres of NGO-DC1 and NGODC2 provide cooked meals as well as dry meals such as eggs, milk and fruits. Among the NGOs, NGO1 and NGO2 do not provide any meals and children bring food from home. None of the private pre-school and pre-primary centres provides cooked meals. Dry meals such as fruits are provided by only one private pre-school, PS2, in Delhi.

Separate utensils are available for each child only in the case of NGO-DC2 and NGO-DC1, which provide day-care services. In the case of the government pre-primary sections and AWCs, children bring their own utensils from home.

The cooked meal in the case of government pre-primary sections is procured through a vendor. In ICDS1, the cooked meal is procured from a women's SHG. In ICDS2, the meal is cooked at the centre itself.

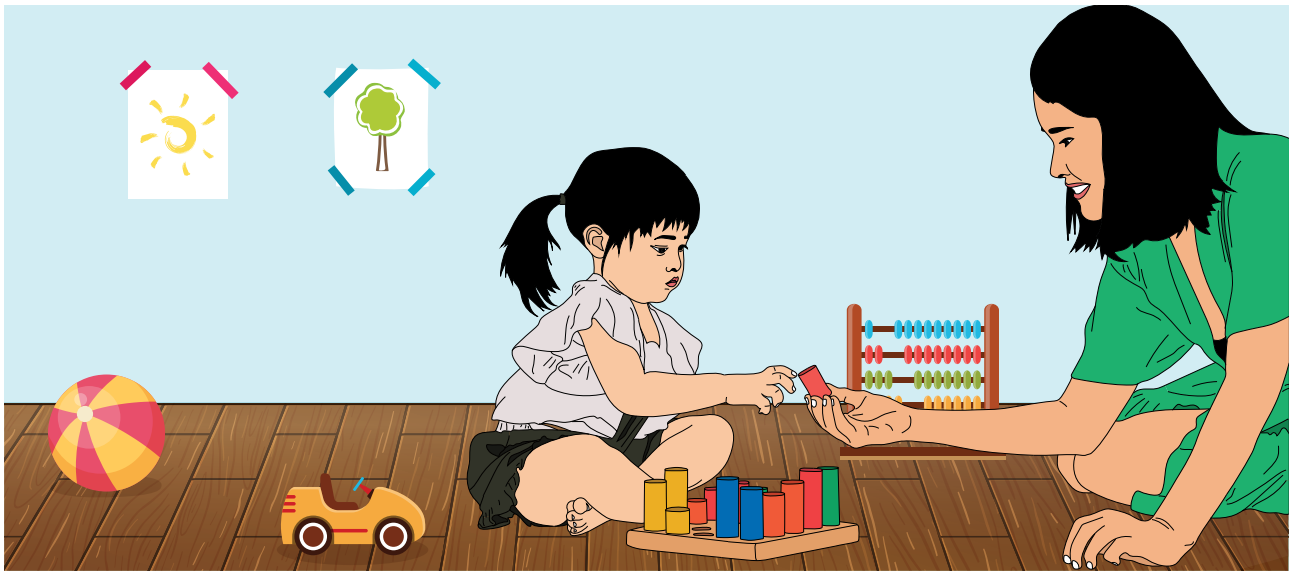
The guidelines for cleanliness and hygiene and the procedure for handling, distribution and quality testing of food is established at the centres where the cooked meal is served.

4.2.24 Protective Care and Safety

All the sample ECE centres have first-aid kits.

One of the important elements in disaster preparedness is to have a disaster management plan with guidelines and procedures for actions to be undertaken before, during and after a disaster has occurred. Among the NGO centres, only two (NGO-DC2 and NGO-1) reported having a disaster management plan. The pre-primary sections of governments and private schools (GPP1, GPP2, GPP3, PPP1, PPP2) and private pre-school PS2 confirmed having a plan for disaster management. The plans have been shared and practised with the staff through a mock drill in all the above centres. Neither of the ICDS AWCs had such a plan.

All the private pre-primary sections and pre-schools have preventive measures such as a fire extinguisher and sand buckets to deal with an emergency. Only two NGOs (NGO-DC2 and NGO-2) and two government schools (GPP1, GPP3) reported having equipment to handle emergency situations.



4.2.25 Parental Involvement

All the ECE centres stated that they communicated regularly with parents over the phone. The teachers at private ECE centres also communicate with parents through written comments or information in the children's diaries.

All NGO centres (except NGO2) and AWCs conducted home visits to meet parents. The private ECE centres as well as pre-primary sections in the government schools did not conduct home visits.

Parent-teacher meetings are conducted once a month in the case of NGOs as well as government schools and AWCs. These may also be conducted as part of community meetings, as in the case of NGO1. The private centres conduct meetings on a quarterly basis. Suggestions on improving the programme are also sought from parents in the case of NGOs and private ECE centres.

4.2.26 Organisation of Events

Events are organised by all the ECE centres and they enable participation of parents and community members. Table 4.6 in Annexure 4 shows the major events organised by the sample ECE centres. They include grandparents' day, bal melas (children's fair) and celebration of National holidays and major festivals. Awareness campaigns on issues related to children are also organised by the centres.

Events such as ECCE day and Health and Nutrition Days are mandated by ICDS to be celebrated at the AWCs. This provides a focus on health, nutrition and education at the AWC level and parents become more aware of related issues. Healthy 'baby show' is a practice recommended by Quality Standards for ECCE (MWCD, 2013c) to encourage children's health and nutrition.

4.2.27 Educational Qualifications and Experience Required for Staff

Table A 4.7 in Annexure 4 lists the qualifications and experience required for recruitment of ECE centre staff for all the sample organisations.

The table depicts the diversity that exists within the ECCE sector in terms of human resources. While ICDS 1 and 2, and the NGOs (except NGO2) recruit persons with educational qualifications as low as 10th and 12th grade with no degree/diploma in ECE, government pre-primary sections have a stricter norm for recruitment. A minimum qualification up to 12th grade with a mandatory 2-year Diploma in ECE is a must for a teacher to be recruited, after the relevant examination and interview. Private schools' requirements are varied and include Nursery Teacher Training (NTT) from a government recognised institute or any other professional teaching degree. These requirements are not mandatory and if the person has experience teaching in a pre-school, the educational qualification requirements might be overlooked. The required experience for a centre head is linked with the career trajectory of an ECE teacher. After 10 years' experience or more, the teacher maybe promoted to the position of centre head or made the in-charge of the pre-primary section. However, within the teaching field, a teacher remains a teacher for life if not promoted to the position of centre head or in-charge. Professionalisation of human resources and creation of a separate cadre of ECE teachers has been a longstanding demand in the ECCE sector in India (MWCD, 2013a).

4.2.28 Human Resource Policies

Almost all the organisations in this study have defined career pathways for their centre staff except PS2. The pathways have been defined in terms of years of experience and other criteria such as educational qualifications, after which the teacher or AWW can be promoted or appointed as a centre head or supervisor. NGO2 supports teachers who seek higher educational qualifications and provides study leave for the same. Most of the organisations except PS2 have written policies for staff insurance, ethics, terms of employment, non-discrimination, health clearance and requirement of no criminal record. PS2 does not provide staff insurance and does not seek health clearance and a non-criminal record from staff.

4.2.29 Training Programme

Staff training is a major determinant of the quality of an ECE programme. Given the kind of educational qualifications, which are as low as 10th and 12th grade pass in some cases, the training element becomes imperative to educate staff, implement quality ECE practices and achieve the desired results. The following table shows the theme, duration and frequency of the training programmes conducted on a yearly basis by the sample organisations in this study.

Table 4.6: Theme, Duration and Frequency of Training Programmes

S.No.	Centre Code	Health, hygiene and nutrition practices for young Children	Theme/Topic of the Training Programme; Duration and Frequency							Conducted by: Resource Persons (RP)/ Exter nal agency (EA)/inter nal team (IT)	Participants (Teachers, Supervisor, Centre Head, Field Coordinator or Officer)
			First-aid in case of emergen cies	Non-discrimin-ation against children — equity in the classroom	Inclusion of CWSN	Teaching and learning in early childhood education	Assessment of young children	Strategies for multilingual early childhood education	Counsell-ing children who have faced an emergency trauma	Any Other	
1.	NGO DC1	4-6 days; conducted on a yearly basis	1 day; conducted twice in 3 years	1 day; conducted twice in 3 years		2 days; conducted twice in 3 years		Covered by ECE training			Internal Team and External Agency	Helpers, Assistant teachers, Teachers, Centre Head, Program me officer, Deputy Program me Manager
2.	NGO-DC2	Yearly basis[7]	Need based	Twice in a year	Twice a year	Every quarter	Twice a year		Once a year	Importance and need for playway methods – once a year	Internal Team and External RP	All the training is usually designed in such a manner that staff from different levels can attend, i.e., from teachers to supervisor -level cadre.
3.	NGO1	1 day	1 day	One day; conducted on a yearly basis		2-3 days; conducted on a yearly basis	One day; conducted on a yearly basis				Internal Team and Govt. Health Depart ment	Teachers, Supervisor
4.	NGO2	3 hours on a yearly basis	2 hours; once in three years		2 hours; twice in three years	2-3 hours on a monthly basis					Internal Team and External RP	Teachers, Centre Head

[7] In NGO-DC2, the duration of any training depends on whether it is pre-service training, incremental training or refresher training. The duration varies from single-day training to 12 days.

5.	NGO3	2 days; conducted on a yearly basis				1-day ICDS Project sector level training conducted on a monthly basis; Block-level 3-day training conducted on a half yearly basis		1-day ICDS Project sector level training conducted on a monthly basis; Block-level 3-day training conducted on a half yearly basis			Internal Team	AWWs, AWHs,
6.	ICDS1									Job training of 26 days and refresher training of 5 days		AWWs,
7.	ICDS2	Topic included in 5 days' training; conducted on a yearly basis	Topic included in 5 days' training; conducted on a yearly basis			Topic included in 5 days' training; conducted on a yearly basis	Topic included in5 days' training; conducted on a yearly basis				Organised by Angan wadi training centre and Depart ment of Health and family welfare	AWWs, AWHs,
8.	GPP1	Topic included in 5days' training conducted on yearly basis[8]				Topic included in 5 days' training; conducted on a yearly basis	Topic included in 5 days' training; conducted on a yearly basis			Reduce, recycle reuse, happiness curriculum, storytell ing	Conducted by resource persons from SCERT/ DIET	Teachers
9.	GPP2	Topic included in 5days' training conducted on yearly basis				Topic included in 5 days' training; conducted on a yearly basis				Art and craft activities, coping with an emergency in the classroom	Organized by DIET; Resource persons from SCERT and DIET	Teachers

[8] Delhi government Nursery school teachers are required to attend 5 days in-service training conducted by DIET (District Institute of Education and Training) in a year.

10.	GPP3	3 days; conducted on a yearly basis	Topic included in 2 days' training; conducted on a yearly basis	Topic included in 2 days' training; conducted on a yearly basis	Topic included in 2 days' training; conducted on a yearly basis	Topic included in 2 days' training; conducted on a yearly basis	Topic included in 2 days' training; conducted on a yearly basis	Topic included in 2 days' training; conducted on a yearly basis	Topic included in 2 days' training; conducted on a yearly basis		Resource person from Health Departme nt and Social Welfare Board	Teacher and Field Coordinator
11.	PPP1	2-3 hours; conducted on a yearly basis[9]	2-3 hours; conducted on a yearly basis	2-3 hours; conducted on a yearly basis	2-3 hours; conducted on a yearly basis	2-3 hours; conducted on a yearly basis	2-3 hours; conducted on a yearly basis	2-3 hours; conducted on a yearly basis	2-3 hours; conducted on a yearly basis		External RP and Internal Team	Teachers, Supervisors
12.	PPP2	2-3 hours; conducted on a yearly basis				2-3 hours; conducted on a yearly basis	2-3 hours; conducted on a yearly basis				External RP and Internal Team	
13.	PS 1	2-3 hours; conducted on a yearly basis	2-3 hours; conducted on a yearly basis			2-3 hours; conducted on a yearly basis	2-3 hours; conducted on a yearly basis				External RP and Internal Team	Teachers, Supervisors
14.	PS 2					2-3 days; conducted twice a year					Internal Team	Teachers, Supervisors

Source: Presentation based on information gathered through Tool 1

[9] The training is conducted for 7 days in a year by PS1. The above-mentioned topics are included in the training

A clear difference emerges between the training patterns in NGOs, government centres and private schools. NGOs conduct an intensive training programme. In comparison, ICDS and pre-primary sections in government schools have a fixed number of days allocated for training and private schools have the least focus on training — if required, they organise some on an hourly basis.

NGO-DC2 organises a mandatory two-month training programme for every new recruit. Post that, need-based incremental training (to improve skills or extend existing knowledge) and refresher training is organised. The duration varies from 1-12 days depending on the type of training. NGO-DC1 also organises 10-12 days of training for staff. This includes incremental training and is in tune with staff requirements. These practices play an important role in bringing staff with a low set of educational qualifications up to an expected level of functioning at the ECE centre.

The frequency of training in NGO2 and NGO3 is once a month. NGO3 staff participate in sector-level and block-level meetings of AWCs and supervisors, and provide training to ICDS functionaries. A one-day training programme is conducted during the ICDS Sector meetings on a monthly basis, while a 3-day training programme is held on a half-yearly basis at the block level. NGO2 organises training and mentoring sessions on a monthly basis at the ECE centre. Such intensive training arrangements help participants to stay in touch with what was learnt during training and continuous reinforcement encourages them to implement their learning at the ECE centres.

The AWWs and AWHs of ICDS 1 and 2 undergo 26 days of long-job training upon joining, followed by refresher training for 5 days on a yearly basis. The training is conducted by the Anganwadi Training Centre of the State. Similarly, teachers in GPP1 and GPP2 are required to undergo a mandatory 5-day training programme organised by the DIET.

It must be noted here that training based on health and nutrition of children is conducted in convergence with the Department of Health and Family Welfare and human resources may be sought from this department in the case of ICDS 1 and 2.

In the case of private schools and pre-schools, the training is conducted on an hourly basis. This is based on the requirements of the ECE centre as well as teachers. Training is conducted by both an internal team as well as external human resources.

4.2.30 Mentoring and Monitoring to Support Quality Systems

In NGO centres, mentoring support to teachers is provided by the supervisors, programme officers and the internal team. NGO2 also invites experts from outside to mentor staff. Mentoring support is offered for curriculum planning, lesson planning and execution, ECE activities and documentation. In addition, mentoring is also provided on conducting community meetings, maintaining a child friendly environment, health and hygiene, planning for inclusive activities and parent-teacher activities etc. The mentor usually visits the centre on a daily or weekly basis.

NGO centres function in project mode and the procedure of monitoring involves identifying, collecting and maintaining data on key performance indicators of the project from the project management point of view, classroom observation, mapping curriculum transactions and day-to-day implementation of activities, and maintaining data on the learning enhancement of children. The responsibility of monitoring usually lies with the supervisor, programme officer/manager and finally the director. Three NGO organisations (NGO-DC2, NGO1 and NGO3) have dedicated monitoring and evaluation staff for the purpose of developing monitoring frameworks and guiding staff on how to monitor projects. The frequency of monitoring varies from weekly to monthly to quarterly. Most of the organisations prepare a monthly or quarterly level progress report.

In ICDS 1 & 2, mentoring and monitoring is conducted by supervisors. Every supervisor is allocated 23-25 AWCs for this purpose. The supervisors visit the AWC once a month and provide guidance on ICDS services, including ECE activities. Monitoring data is maintained in line with formats prescribed by the State ICDS.

In GPP1 and GPP2 in Delhi, a senior teacher from the primary or Nursery section is designated as the Nursery section in-charge. This staffer coordinates with the school head and is responsible for mentoring

the Nursery teachers as well as monitoring curriculum transactions and teaching and learning activities.

Registers for curriculum and lesson planning and children-related data are also maintained by the teachers. A system of mentor teachers has been established in Delhi government schools (Government of NCT, 2018). These mentor teachers focus on primary and secondary sections and provide need-based mentoring support, access to curricular resources and help teachers to facilitate the achievement of appropriate learning outcomes by children. Each mentor teacher is allocated 5-6 schools, which they visit once a week. The mentor teachers are those who have been identified from existing teachers in government schools and have been specially trained for the purpose. However, according to staff in the sample schools, this initiative has yet to reach the Nursery sections in GPP1 and GPP2.

In private schools, the centre head or head of nursery/primary/secondary has the responsibility of mentoring and monitoring ECE teachers. Mentoring support is offered on curriculum planning, lesson planning and execution, guidance on ECE activities and maintenance of documentation. Private schools maintain registers/data on curriculum plans, lesson plans, daily execution of teaching and learning activities, as well as on children's assessments and evaluation.

4.2.31 Registrations for the Running of ECE Centres

In India, there is no formal system of recognition for pre-schools by the government as is the case with primary and secondary schools, which can be recognised by the Department of School Education. ECE services are provided by NGOs and private organisations, which are registered as a public trust or non-government organisations and private limited companies.

4.2.32 Prevention of Sexual Harassment (POSH) Committee

Under the Sexual Harassment of Women at Workplace (Prevention, Prohibition and Redressal) Act, 2013, it is mandatory for every employer/establishment employing ten or more employees to constitute a POSH Committee in order to provide a

suitable redressal mechanism to the women aggrieved by an incident of sexual harassment. This is an important compliance requirement for all registered organisations. POSH committees exist internally within government education departments and ICDS. No such committee exists in the private ECE centres in this study — PPP2, PS1 and PS2. One NGO, NGO2, also does not have a POSH committee in place.

4.2.33 Prescribed Minimum Wages for staff

NGOs (NGO1 and NGO-DC1) and private schools (PPP2, PS1and PS2) do not follow the minimum wage 10 norms prescribed by the Ministry of Labour and Employment (2020)[10] and pay a lower salary to ECE teachers. However, this is not a practice confined solely to NGOs or private organisations. The AWWs in ICDS are also not considered regular employees, and are given an honorarium instead of a salary for their services. The fact that ECE centres or pre-schools run for an average of 3-4 hours in a day while the minimum wages are prescribed for 8 hours' work may be a factor in this.

4.3 Strengths and Limitations of the ECE Models

Based on the data obtained in response to Tool 1, the strengths and limitations of the selected ECE models have been assessed and presented in the table below:

[10] Revised Minimum Wages Effective from April 2020.

Table 4.7: Strengths and Limitations of the ECE Centres

	All NGO Centres	ICDS AWCs	Government Pre-Primary Section	Private Pre-Primary Section	Private Pre-school
Curriculum and Daily Schedule	Balanced curriculum and schedule; focus on pre-literacy, numeracy and alphabet recognition	Balanced curriculum and schedule; focus on pre-literacy and numeracy	Focus on pre-literacy and numeracy as well as academics	Pre-literacy and numeracy for 3-4-year olds; focus on academics in 4-6 age group; give homework	Pre-literacy and numeracy for 2.5-4-year olds; focus on academics in 4-6 age group; give homework
Children's assessment	Child friendly method of assessment	Child friendly way of assessment	Conduct oral and written	Conduct oral and written tests	Conduct oral and written tests
Space and Infra-structure	Adequate size; outdoor play area available	Adequate size; outdoor play area available	Adequate size; outdoor play area available	Outdoor play area available	No outdoor play area; size of rooms smaller
Inclusiveness	Inclusive for social background and disabilities	Inclusive for social background and disabilities	Inclusive for social background and disabilities	Inclusive for disabilities	Inclusive for disabilities
Learning Environment	Print rich; availability of appropriate equipment and material	PSE kit and other equipment and play material available (with support from NGOs)	Print rich; availability of appropriate equipment and material	Print rich; availability of appropriate equipment and material	Print rich; availability of appropriate equipment and material
Health and Nutrition	Day-care models provide midday meals; health check ups	Provide midday meals, health check-ups and immunisation	Provide midday meals, health meals and health check ups	No midday meals; provide health check ups	No midday meals; provide health check ups
Parental Involvement	Intensive; conduct home visits and monthly	Intensive; conduct home visits and monthly mother meetings	Conduct monthly PTMs	Conduct quarterly PTMs	Conduct quarterly PTMs
Human Resources	Low qualifications required for teachers	Low qualifications required for AWWs	Specified set of qualifications required for teachers	Flexible in terms of teacher qualifications	Flexible in terms of teacher qualifications
Training	Intensive training models	Limited days of training	Limited days of training	Limited hours of training	Limited hours of training
Mentoring and Monitoring of Centre Staff	Intensive mentoring and monitoring	Weak supervision and mentoring	Supervision and mentoring as per school requirements	Supervision and mentoring as per pre school requirements	Supervision and mentoring as per pre school requirements

Source: Presentation based on information gathered through Tool 1

It is observed that among the above models, the NGO centres have the elements of a balanced curriculum, intensive training, mentoring and monitoring of centre staff, engagement with parents, as well as availability of appropriate infrastructure and material, all of which contribute to the success of the programme. The ECE programmes of these NGOs act as demonstration models with quality interventions for replication and public provisioning. One NGO model also supports the government AWC inquality improvement and effective service delivery. While the private centres function with a profit motive and have varied quality parameters, the government centres are large-scale models of service delivery that fulfil the rights of children to education as well as health and nutrition but have potential for quality improvement.

This study also involved interviews with ECCE experts, academicians, professionals, as well as ECE teachers and parents of children. The following major points with regard to ECCE services emerged from those interviews. Their perspectives and recommendations on the existing ECE services have guided our analysis in the next two chapters.

BOX 4.1 Opinion and Recommendation of Experts, Professionals, Teachers and Parents on ECE Services in India

Following are the major points with regard to ECCE services which emerged from the interviews with different stakeholders:

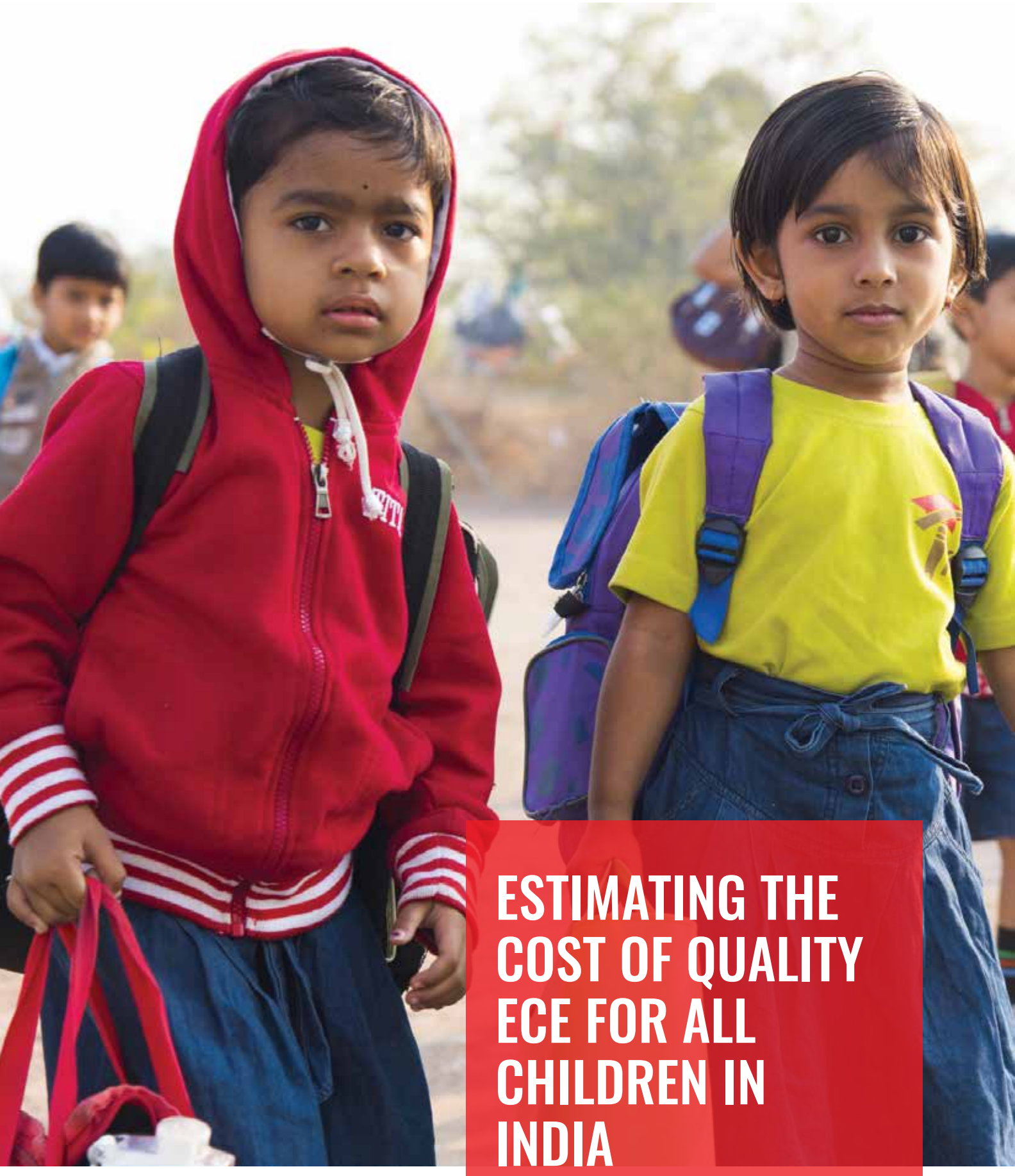
- The NEP, 2020, acknowledges that ECCE is the foundation of learning and recommends that it should be implemented through multiple models. This is encouraging for the ECE sector as there is scope to strengthen its services.
- The government has grossly underinvested in the ECE sector and it requires greater investment for universalisation and improvement in the quality of services.
- 'One size does not fit all' and there needs to be a multi-modal approach for service delivery, based on the local context and requirements. Decision making about the selection of ECE models to be scaled in a particular area or district and/or State needs to be decentralised.
- Since multiple models are being followed, there needs to be a certain equivalence in terms of programme quality. For this, the standards and norms for programme operation, curriculum, quality of human resources and investment must be defined at the central level.
- ECE service delivery is anchored by two ministries, the Ministry of Education and Ministry of Women and Child Development, through ICDS AWCs and pre-primary sections in government schools. In the context of NEP-2020, the collaboration and coordination mechanism of ECE programmes needs to be worked out.
- Human resources in the ECE sector should have an ECE diploma or degree. The salary of the ECE teacher should be made equivalent across programmes and also needs to be defined for the private sector.
- There is no database with information on the effective outreach of ECE. The outreach of private sector ECE services is not mapped in India. School education surveys need to include children in the 3-6 age group to provide data on in-school and out-of-school children. This data is needed for evidence-based planning of services.
- There needs to be a regulatory mechanism for private pre-schools as they themselves design and transact curriculum at different levels, and this curriculum may not always be appropriate for a child's development.

- A single AWW is expected to deliver six services so the focus on ECE is less. The school readiness component of ECE is not effectively delivered in AWCs. For AWCs to be effective and to strengthen the ECE component of ICDS, an additional AWW needs to be placed in every AWC.
- It is essential to link the pre-primary curriculum with that of primary schools as children feel a sudden change in environment when they reach Classes 1 and 2. Pre-primary teachers and Class1 and 2 teachers should plan the curriculum together to maintain continuity of content, teaching methods and transactions.
- Children should be taught in a stress-free and happy environment and provided with opportunities for observation and experimentation. Rote learning should be discouraged. The playway approach of curriculum transactions followed in preschool should be continued in Class 1 and 2.
- The age of school entry should be defined at 6 years with respect to restructuring of schools in the context of NEP-2020 as it provides for 3 years of pre-schooling with one year to be spent in 'Balvatika'.
- If an AWC is co-located in the primary school, allocation of appropriate classroom space as well as outdoor space is required for the AWC, in accordance with the enrolment of children.
- An AWC is preferred by parents as it is located within the community, and is safe and accessible by the child. Parents, too, can visit the centre anytime during its hours of operation. The parents also appreciate the fact that the AWC provides food as well as immunisation for the children. Parents also leave their children in AWCs (it is considered a safe space) and go to work.
- Teachers and experts recommend that every primary government school should have a preprimary section attached.

This study aims to calculate the quantum of the budget required to universalise quality ECE services in India. The analyses of ECE service components of the sample models and the suggestions from stakeholders (Box 4.1) have been utilised in the next chapter in a costing exercise. The 'good' elements or practices from the above programmes have been used to build three quality ECE models complemented by a cost projection for implementation of the same.

Save the Children

CBGA



ESTIMATING THE COST OF QUALITY ECE FOR ALL CHILDREN IN INDIA

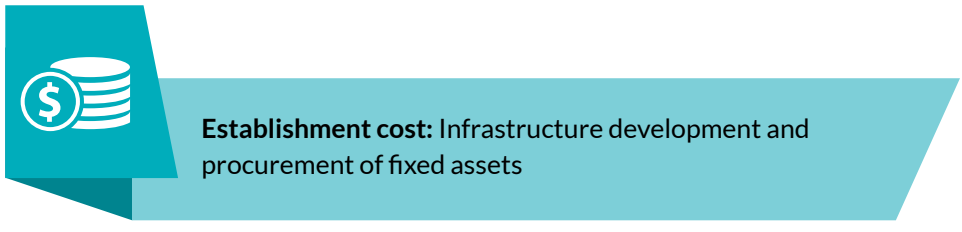
ESTIMATING THE COST OF QUALITY ECE FOR ALL CHILDREN IN INDIA

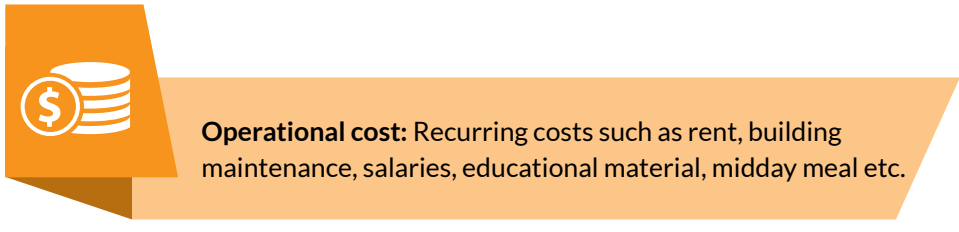
Ensuring that quality ECE services are universally available will underpin the sustainable development goals for health, education, and employment (Gustafsson-Wright & Boggild-Jones, 2018; MHRD, 2020). However, the process of universalisation requires a clear financial roadmap. This chapter is an attempt to estimate the cost of universalisation of public provisioning of quality ECE services. The chapter has been presented in two broad sections: Section A presents the cost estimation of a responsive model with quality ECE services, while section B portrays the cost estimation for universalisation of quality ECE in India.

5.A Costing of a Responsive ECE Model

The quality of an early childhood education programme will be defined by various characteristics of the programme, both in terms of its structural dimensions and in its service delivery. For example, a low pupil-teacher ratio, well-qualified teachers, good management structure and a safe physical environment are some of the structural dimensions of good-quality ECE. However, there are some other aspects, such as pupil-teacher interaction, successful integration of care and education, the pedagogical approach, as well as parental involvement, that are not easy to monetise but nevertheless are important components that help in delivery of good-quality ECE. Therefore, it is important to identify components critical to quality ECE services and assigning unit costs to these components. For this purpose, selected ECE models that are prevalent and have the capacity to be upscaled have been studied in the previous chapter. An analysis of the cost incurred by the ECE models under the designated components is presented in this chapter. The analysis is based on data obtained through Tool 2: Costing of ECCE Services. The tool classifies the cost components under two major heads:

The sample organisations in this study have responded with financial data specific to expenditure on their





ECE programmes for three years: 2017-18, 2018-19, 2019-20. The responses, however, were not uniform in nature. In addition, responses could not be obtained to all categories/questions of the second tool. Some of the reasons for this — apart from an unwillingness to share complete financial data — were:

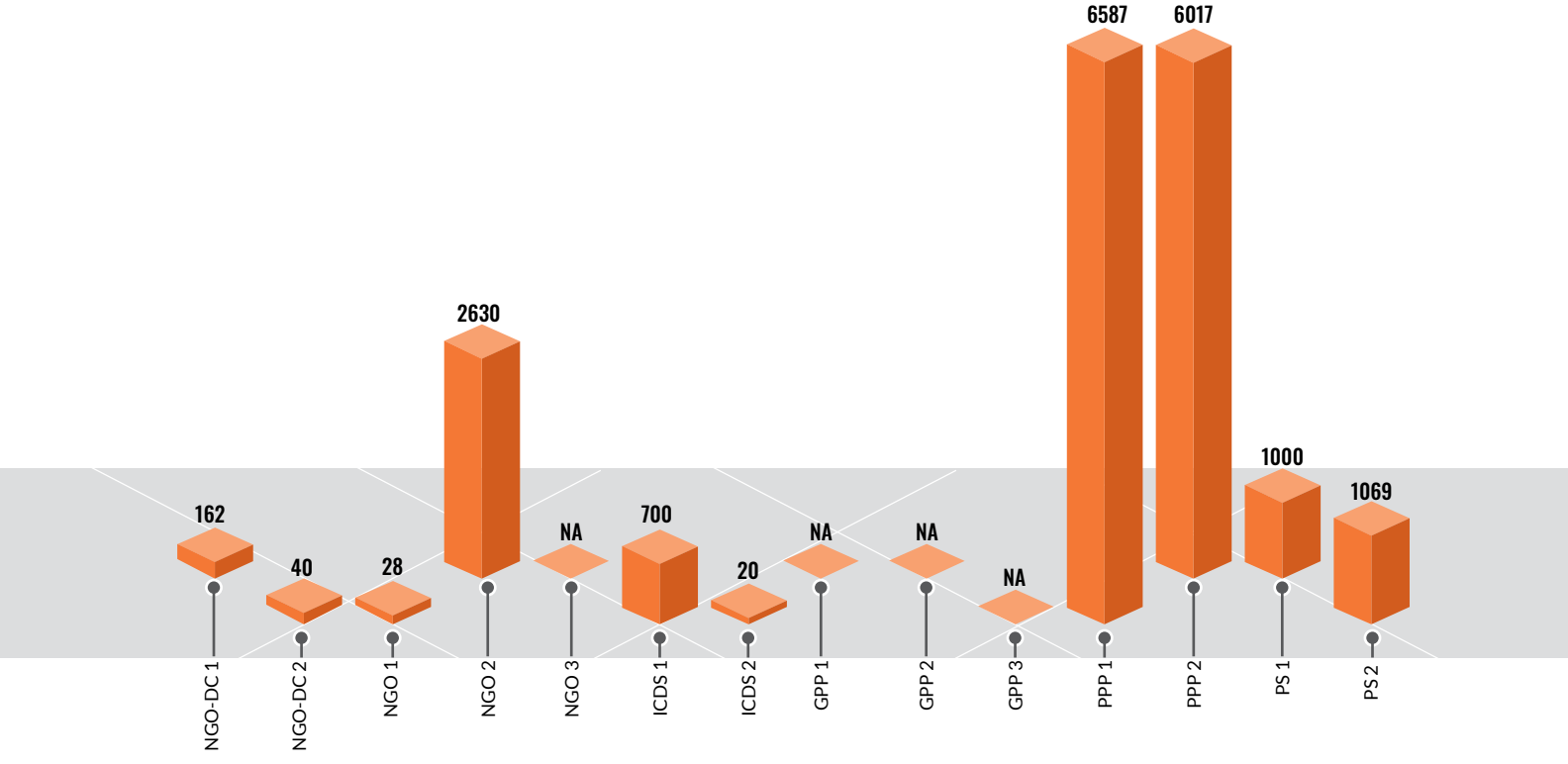
- The organisations found it difficult to ascertain the cost of infrastructure or fixed assets utilised in establishing the ECE centre or school.
- Government schools could not provide these costs because various government departments are involved in building construction, procurement of furniture, equipment etc.
- Most of the organisations could not estimate curriculum development costs as this is developed at the State, Central or institutional level. In the case of government schools, curriculum development is the responsibility of SCERT, whereas under ICDS, the State Department of Women and Child Development is responsible for developing the curriculum.

5.A.1 Establishment and Operational Costs of ECE Centres

Analysing and studying the establishment and operational costs of different models aids in understanding their structure and cost effectiveness. It also helps highlight aspects that can be improved or changed to develop a better model. Table 5.1 in Annexure 5 provides detailed data on the Establishment and Operational Costs of ECE Centres and their components. The following graph displays the establishment costs of each of the select ECE centres separately.

The establishment costs mentioned in the above graph are in accordance with the ECE model and depend on whether the centres operate in owned or rented buildings. All government centres and three

Figure 5.1: Establishment Cost per centre (in Rs thousand)



Note: NA = Not Available. The establishment cost for NGO1, NGO-DC1 and ICDS2 includes the cost of fixed assets and infrastructure development; for NGO-DC2, PPP1, PS1 and PP2 the establishment cost is only the cost incurred on fixed assets; for NGO2 and PS2, the establishment cost includes the cost of building construction and fixed assets; For ICDS1 alone, the establishment cost includes cost of fixed assets and infrastructure development.

Source: Authors' calculation based on the information gathered through Tool 2

private centres are in owned buildings. Only NGO-DC1 and one private pre-school, PS1, are on rented premises. Three models — ICDS1, PS2 and NGO2 — have provided the cost of building construction. ICDS1 is located in a rural area and the building has been constructed in accordance with government norms. The other two models are located in urban areas.

The cost of fixed assets reported by private centres is considerably higher than the costs reported by the government and NGO centres. This cost is high due to purchase of vehicles and several other facilities such as air-conditioners, televisions, music systems, RO water purifiers, computers, furniture and almirahs etc. The calculation of operational costs for the selected models broadly includes components in the following categories:

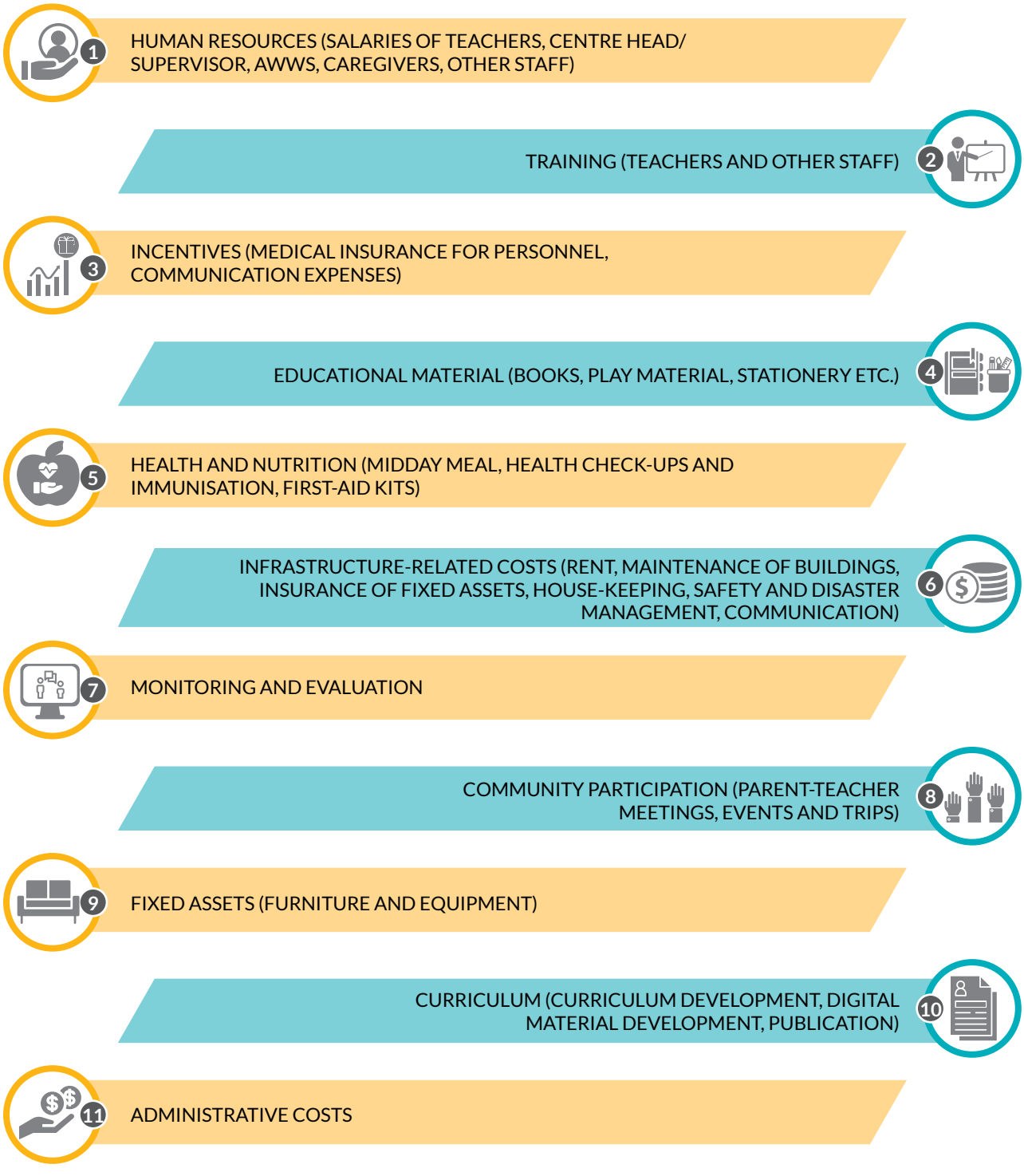
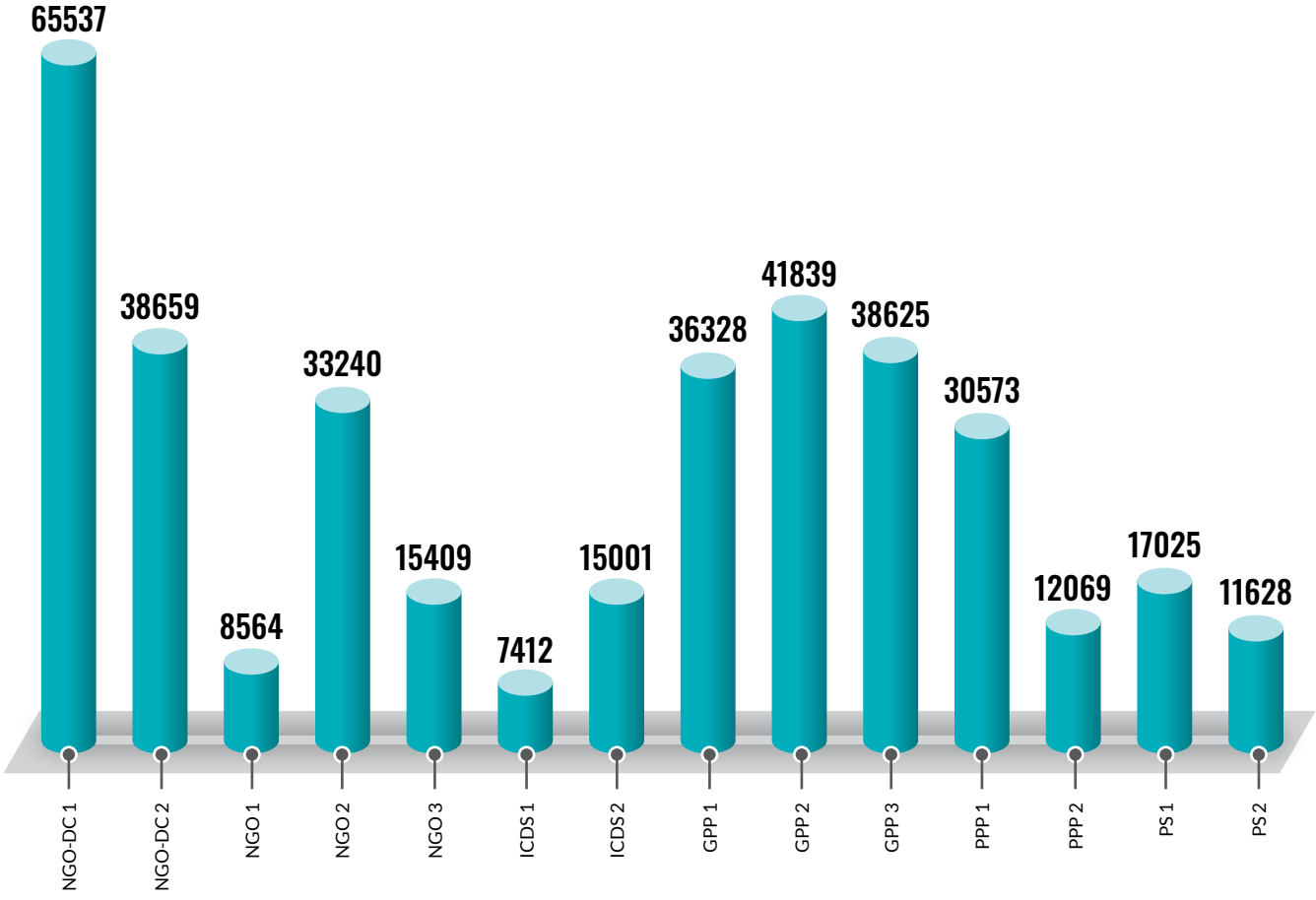


Figure 5.2: Average operational cost per child, per year in sample models (Rs)



Source: Authors' calculation based on information gathered through Tool 2

The annual average expenditure (average of 2017-18, 2018-19, 2019-20) of each model has been calculated first. The total operational cost per child for each of the selected centres has been derived by dividing the total operational cost of the programme by the total number of children enrolled in that centre for the latest year data available. While the average cost per beneficiary (in this case, cost per child) is an important starting point for a comparison between programmes, the calculation of this figure is often very complex and not always comparable because of the varied nature of service provisions and unit costs associated with each service component.

The above graph shows that the per-child operational cost varies from Rs 7,412 in ICDS1 to Rs 65,537 in NGO-DC1. Even within the five NGOs, there is a variation in costs largely because of the variation in quality components associated with the services and their respective unit costs. For example, while the per-child costs for GPP1, GPP2 and GPP3 are largely defined by higher teachers' salaries, for NGO-DC1, NGO-DC2 and NGO2, it is a combination of teachers' salaries, teachers' training and curricular development. All these models have reported several good practices such as continuous teacher training, recruitment of qualified teachers, an appropriate teacher-pupil ratio, availability of educational material etc.

However, it must be noted here that this graph does not offer a comparative picture of the per-child operational cost across different service providers. Such a comparison is not possible because complete information was not available for every centre. For example, only NGO-DC1 and NGO-DC2's operational cost includes the cost of curriculum development; the operational costs for GPP1, GPP2 and GPP3 do not include the teacher training cost, cost of children's textbooks, publication cost and cost of building maintenance.

Per-child costs for ICDS centres (ICDS1, ICDS2) and private standalone pre-schools (PS1, PS2) are relatively low compared to other models because of the low expenditure on human resources. Similarly, for ICDS, the variation in cost in select models is largely because of the variation in honorarium provided to AWWs and AWHs across States (individual States' contributions vary whereas the Centre's contribution is the same for all States). ICDS programmes have the lowest operational cost compared to other programmes in this study. This partially explains the reason for weak ECE components and the inadequate quality of ICDS AWCs.

5.A.2 Cost Range of ECE Services

The estimation of the cost range of ECE services includes the operational cost and part of the establishment cost, i.e., the cost of fixed assets. Cost of land and construction cost are the two major components of establishment cost and create large differences in the cost of facilities. A large portion of the differences in these costs is attributable to the price differentials of these resources as the market price of land as well as the scheduled rate of work varies across States, cities and regions. These amortised costs of capital spending are a one-time expenditure but have a long life. The distribution of this cost across several years could have provided a more accurate estimation of the unit cost per beneficiary.

Under ICDS norms, construction of a building costs Rs 4.5 lakh while upgrading costs Rs 1-2 lakh. The building also needs to meet the non-negotiable space requirements of ECCE Quality Standards (MWCD 2013c). According to these standards, one classroom should be at least 35 square metres (carpet area) in size for a group of 30 children and there should be availability of adequate (at least 30 square metres) outdoor space for a group of 30 children. The buildings also need to have suitable toilets and drinking water facilities. This can be budgeted in accordance with ICDS norms, which allocate Rs 12,000 for toilet construction and Rs 10,000 for drinking water facilities. The building needs to be accessible to children with disabilities and should have ramps, handrails and modified toilets. These requirements need to be included within the building construction norms. NGO2 reported a cost of Rs. 18000 for disabled-friendly construction/modification of buildings. The cost can differ on the basis of location, size of the building and requirements. A summation of the above-mentioned cost norms under ICDS can be considered as a contributor to the establishment cost.

However, it is not appropriate to have a centralised cost of land and civil works given the regional variation in India. This study deliberately does not include these two components in the analysis while determining the cost of quality ECE services. Moreover, the experience of the education sector (both elementary and secondary) shows that it is recurring expenditure that constitutes a larger slice of the education budget.

Operational expenditure varied across the sample models as there are different cost contributors within each ECE model. To capture the range of expenditure under the different components in each model, the select models have been clubbed under three broader service provider categories, i.e., NGO, Government and Private ECE centres, in Table 5.1. The table captures the range of expenditure incurred under major component heads, in accordance with the unit (per child or per centre or institutional cost). The purpose of this exercise is to derive the unit costs for each component based on the good practices in different models, in order to draw up a feasible as well as an optimal cost for each ECE component. This, in turn, will help arrive at a responsive ECE model. The table suggest a recommended unit cost for each component along with the reason for selection of the same. This range of costs has been utilised to develop three cost-effective ECE models (explained later in this chapter). ICDS and SMSA norms (provided in Table A 5.2 in Annexure 5) have also been recommended for some of the components as alternative unit costs.

Table 5.1: Cost range of ECE services among sample models

Operational cost components	Budget head	Unit	Cost for NGO centres		Cost for government ECE centres		Cost for private centres		Recommended cost based on models (Rs)	Reasons	Alternative recommended cost based on norms (Rs)
			(NGO-DC1, NGO -DC2)	(NGO1, NGO2)	(GPP1, GPP2, GPP3)	(ICDS1, NGO3,[11] ICDS2)	(PPP1, PPP2)	(PS1, PS2)			
Human Resources	Salary of teachers	Per teacher, per month	12000-20158	6120-23706	10500-61000	7500-9000	11000-23000	11000-11500	23706 per month	Cost of NGO2; salary includes Provident Fund and Gratuity; qualified teachers are hired	Seventh Pay Commission gross salary of primary teachers: Rs40240*
	Salary of centre head	Per month	13000-29033	26613	61000		25000-80000	12000-15000	26613 per month	Cost of NGO2; salary includes PF and Gratuity; qualified and experienced candidates are hired	Seventh Pay commission gross trained graduate teacher salary 50610*
	Salary of helper	Per month	6000-11000	2300-7076	8000-8500	4250-7500	5000-8000	3000-3500	8500 per month	Salary in the GPP	At least State-wise minimum wage norms to be followed
Training	Training of teachers	Per teacher, per year	3200-22630	1000		470- 2833	4207		5723	Average cost of sample models	SSA Normsof 3000-5000 for refresher training; 9000 15000 for induction training
Incentives	Insurance (for personnel)	Per staff, per year	3000-8000	880-4000	600	-	400-3000	-	400	Premium for government social security schemes[12]	
	Communication Expenses (mobile)	Per teacher, per year	760-8400	1000		-	7000	1500	3732	Average cost of sample models	2400; Minimum market rate

[11] NGO3 cost is considered to be the same as ICDS1 cost as it supports AWCs in financial capacity.

[12] The Pradhan Mantri Jeevan Jyoti Bima Yojana (PMSBY) is available to people in the 18-50 age group with a life cover of Rs 2 lakh for a one-year period, and it is renewable. The premium is Rs 330 per annum for the scheme. The Pradhan Mantri Suraksha Bima Yojana Scheme is available to people in the 18-70 age group. The risk coverage under the scheme is Rs 2 lakh for accidental death and full disability and Rs 1 lakh for partial disability. The premium for the scheme is Rs 12 per annum. Anganwadi Karyakarti Bima Yojana is for AWWs and AWHs in the 51-59 age group andcovers life risk, and death due to any cause with claim of Rs 30000 for natural death and Rs 75000 for accidental death. The premium amount is Rs 80. AWWs and AWHs are also eligible for Female Critical Illness benefits of 20,000/- only.

Educational Material	Educational material (books, play material, stationery)	Per child per year	663-719	148-745	73-500	131-187	873-3342	267-550	683	Average cost of sample models	250 (SSA norm for textbooks)
Health and Nutrition	Midday meal	Per child, per year	5132-8710	-	909-1022	1205- 2600	-	1133	6921 (in case of day-care programme with three meals); 2400 (for 3-4 hours)	Average for day care; SNP norms for others	MDM and breakfast as suggested in NEP; should be at least Rs 12 per child, per day for 300 days
	Health check-ups and immuni-sation	Per child, per year	969-1122	19	-	-	3-4	4-25	1045 per child	Package of health services based on market rate	
	First-aid kits	Per centre, per year	1100-1833	500-2000	200-500	500	500-2500	200-500	939	Average cost of sample models	1500, in line with ICDS norm
Infrastr-ucture-Related Costs	Mainten-ance of centre building	Per centre, per year	22466-25000	1667-197333	-	-	233333-500000	10000-250000	154975	Average cost of sample models	
	Rent of centre building	Per centre, per year	102667					480000	102667	Cost of NGO- Dc1	
	Communi-cation expenses (broad band internet)	Per centre, per year	5000	14500			7000		8833	Average cost of sample models	
	Insurance for fixed assets	Per centre, per year	500-1700	200	-	-	-	-	800	Average cost of sample models	
	Computers and software (mainten-ance)	Per centre, per five years	2300	15000	-	-	5000-9000	-	7825	Average cost of sample models	
	Safety and disaster manage-ment	Per centre, per five years	1100-4000	2000-117500	1600	-	1600-2500	18467	18596	Average cost of sample models	

	House keeping	Per centre, per year	24367-27667	400-18500	3630-5850		400	3000-15000	6683	Average cost of sample models	
	House keeping in the Covid Scenario	Per centre, per year	35000-64800	1300-88000	3500		1000-1300	500	15933	Average cost of sample models	
Monitoring and Evaluation	Monitoring and evaluation	Per centre, per year	355208-435555	1000	-	360000-604800	11000	-	294593	Average cost of sample	
Community Partici-pation	Parent-teacher meeting	Per child, per year	376-509	167-294	102-243	26-96	193	-	237	Average cost of sample models	
	Event and trip organi-sation	Per child, per year	145- 649	55- 712	10- 68		179-243	83-130	227	Average cost of sample models	
Fixed Assets	Furniture and equipment	Per centre, per five years	22000	5500		50000	1500	100000	35800	Average cost of sample models	
Curriculum Development	Curriculum develop-ment	Institu-tional cost	1560000	800,000	-	-	-	-	1180000	Average cost of sample models	
	Digital learning (develop-ment of audio/ video material)	Institu-tional cost	900000	-	-	-	100000-200000	75000	318750	Average cost of sample models	
	Publication	Institu-tional cost per year	115000	15000-120000	5074	-	17000-20000	2000-20000	39259	Average cost of sample models	
Adminis-trative Costs	Finance cost	Per centre per year	-	-	-	-	22000	-			
	Compl-iance cost	Per centre cost	55400	22000	-	-	-	-			
	Depreci-ation cost	Per centre per year	20647	1600-420000	-	-	1600	-	% of fixed assets		

*Jagran Josh (2020)

Source: Authors' calculation based on information gathered through Tool 2

The budget head description, cost range and recommended cost in the table above are explained pointwise in the following section.

5.A.2.1 Human Resources (Salary of Teachers, Helpers, Centre Head)

- The salary distribution among the sample models shows a wide variation and is directly related to educational qualifications. ICDS has the lowest compensation of ECE teachers — AWWs — in the range of Rs 7,500-9,000 per month. AWWs and AWHs are not regular government employees and are provided a honorarium rather than a salary under ICDS. As stated in the previous chapter in section 4.2.27, the educational qualification requirements for AWWs are quite low (secondary or senior secondary pass) with no requirement for a degree/diploma in ECE. The AWH is required to be at least a class VIII pass. These factors have an impact on the quality of the ECE component in ICDS.
- The minimum educational qualification of teachers in NGO1, NGO-DC1 and NGO-DC2 is secondary or senior secondary pass. Therefore, the salary offered is also low and in the range of Rs 6,120-20,158. In contrast, NGO2 recruits ECE teachers with a minimum graduation or postgraduation qualification along with a mandatory Diploma in ECCE. Consequently, it provides a higher salary of Rs 23,706 per month, which is inclusive of Provident Fund (PF) and Gratuity.
- GPP1 and GPP2 are the highest salary payers (Rs 61,000 per month) among the sample ECE programmes in this study. This salary is in accordance with the norms of the Seventh Pay Commission and is equivalent to that of a primary teacher. Government pre-primary sections have a stricter educational qualification requirement. A person with a minimum qualification of 12th grade with a mandatory 2-year Diploma in ECE is recruited as a teacher after passing the relevant examination and being interviewed. In the case of GPP3, the salary is lower (Rs 10,500) as the teacher has been recruited as 'contractual staff'.
- Private centres offer a mid-range of salaries (Rs 11,000-23,000 per month). The salary provided by pre-primary sections in private schools PPP1 and PPP2 is higher (Rs 23,000 per month) than that offered by private pre-schools PS1 and PS2 (Rs 11,000 per month). The educational qualification requirements are varied and include Nursery Teacher Training (NTT) from a government-recognised institute or any other professional teaching degree. These requirements are not mandatory and if the person has experience in teaching in a pre-school, the educational qualification requirements might be overlooked.
- The salary of an ECE teacher is of prime importance in professionalising the ECCE sector and can promote the status of the ECE teacher to the equivalent of a primary school teacher. The recommended range of salary for ECE teachers is Rs 23,706–40,240 per month. The range has been derived from two sources — the lower range has been selected from NGO2 as it provides this salary in lieu of appropriate minimum educational qualification and is inclusive of the salary components of gratuity and PF. The higher range is the Seventh Pay Commission salary of a primary school teacher in a *Kendriya Vidyalaya*.
- The centre head position is a feature of NGOs and private ECE programmes. The ICDS as well as government pre-primary sections do not have a centre head. Instead, the pre-primary sections are managed by the school principal or headmaster. In the case of GPP1 and GPP2, a senior nursery teacher is designated as the centre in-charge.
- The salary provided by NGO models for the centre head is in the range of Rs 13,000- 29,033 per month, which is marginally higher than the salary of ECE teachers in the respective programmes. However, the educational qualification requirement is the same as an ECE teacher. A senior ECE teacher with some years of experience is likely to be recruited or promoted to the centre head level.
- The salary of the centre head in private pre-primary sections (Rs 25,000-80,000 per month) is higher than of the centre head in a private pre-school (Rs 12,000-15,000).
- The recommended cost for salary of the centre head is in the range of Rs 26,613-50,610 per month. The lower range has been selected from NGO2 due to the reasons stated above. The higher range has been derived from the Seventh Pay Commission salary of a Trained Graduate Teacher in a *Kendriya*

Vidyalaya. This salary structure is indicative of the level of ECE centre head and minimum education qualification required for recruitment.

- The salary of a helper is varied and ranges from Rs 2,300-11,000 per month across the sample ECE models. The salary is higher for helpers in day-care models. It is recommended that the entry-level salary of a helper should be in accordance with the minimum-wage norms of unskilled labour by the Ministry of Labour and Employment. A government-appointed expert committee had in 2019 proposed a national minimum wage at various regional levels in the range of Rs 8,892-11,622 a month (depending on local factors) and suggested an additional house rent allowance for urban workers (Business standard, 2019). The salary in the government pre-primary school has been considered as the 'entry level minimum salary of a helper' as it is the nearest minimum recommended salary by the committee.

5.A.2.2 Training of Teachers and Centre Head

For quality delivery of ECE services, a compulsory allocation for regular induction and in-service training is a must.

5.A.2.3 Incentives

Insurance of staff

- The sample models show diverse costs for insurance of staff, which is in the range of Rs 400-8,000. The recommended cost for insurance is Rs 400 per staffer, per year. This is derived from the social security insurance schemes of the government for AWWs and AWHs under the ICDS programme. ICDS norms (refer to Table A 5.2 in Annexure 5) prescribe insurance coverage under the *Pradhan Mantri Jeevan Jyoti Bima Yojana* @ 330/- per annum, per beneficiary for AWWs/AWHs up to the age of 50 years, *Pradhan Mantri Suraksha Bima Yojana* @ Rs 12 per annum per beneficiary up to the age of 59 years. AWWs/AWHs above 50 years of age are covered under the *Anganwadi Karyakarti Bima Yojana*, which has a premium amount of Rs 80. All AWWs and AWHs get benefits for female critical illness and a scholarship for eligible children.

Communication cost of staff

- Mobile communication is required for administrative and management purposes as well as to communicate with parents. No expenses are incurred on mobile communication by government

The average of the training expenditure (Rs 5,732) on a per-teacher basis by the ECE models has been taken as the recommended cost.

An alternative cost — the SMSA norm of Rs 5,000 for refresher training at the primary level and Rs 15,000 for induction training — has also been considered.

As observed in the previous chapter, the NGO models provide continuous training and mentoring, which has resulted in better quality of ECE services and is also reflected in their costs per teacher.

It is therefore recommended that the above norms be followed to conduct continuous training. Also, the cost for induction training can be merged with refresher training to create an intensive training programme.

programmes. However, the ECE programmes run by NGOs and private schools reimburse staff for their communication expenses and this reimbursement varies across centres depending on the mode of payment. An average of these costs (Rs3,732 per staff, per year) has been considered as the recommended cost for communication.

5.A.2.4 Infrastructure-Related Costs (Rent, maintenance of buildings, insurance of fixed assets, housekeeping, safety and disaster management, communication)

Rent and maintenance of the centre building

It is difficult to assign a unit cost for the rent of an ECE centre as there is diversity in the cost depending on the space available and location of the accommodation. In this study, only two centres, NGO-DC1 and PS1 are located in rented buildings. The rest are located in owned buildings or community-donated space. The recommended rent cost therefore is based on the above cost, as well as ICDS norms, and mentioned in a range to allow for location-related variation.

- NGO-DC1 has an 800 square feet accommodation with three rooms located in Lucknow, Uttar Pradesh. The annual rent of this accommodation is Rs 1,02,667 per year (Rs 8,555 per month).
- PS1 has 5 rooms of 100 square feet each in Delhi. The annual rent of the accommodation is Rs 4,80,000 (Rs 40,000 per month).
- The recommended cost of rent for a day-care model has been derived from NGO-DC1, considering the space of 800 square feet as a necessity to operate the above centre.
- The rent for an AWC is recommended to be Rs 72,000 per year (Rs 6,000 per month) considering the requirement of two rooms and a minimum of 600 square feet space.
- The maintenance of the building includes electricity charges, water supply charges, repair of furniture, wall painting, maintenance of drinking water facilities and an outdoor play area. The maintenance of private centres is higher than the NGO centres due to the larger space and maintenance required for facilities and infrastructure.

5.A.2.5 Health and Nutrition

Midday meal

The NEP (2020) recommends provision of breakfast along with the midday meal for children. The recommendation is the basis for the optimal cost for the midday meal.

- The day-care programmes in this study report a higher cost for meals as they provide three meals during the day while other programmes provide a single meal. The recommended cost for day-care programmes (Rs 6,921 per child, per year) is derived from the average per-child expenses on a midday meal in NGO-DC1 and NGO-DC2.
- The average expense of other ECE programmes on the midday meal is Rs 1,374 per child, per year. The norm for Supplementary Nutrition in ICDS is Rs 8-12 per day, per child (for severely malnourished children). Some States, such as Gujarat, Assam and Kerala, also provide a morning snack apart from a hot, cooked midday meal. The norm of Rs 8 per beneficiary has been recommended as the minimum cost for an AWC operating for 300 days in a year.

Health check-ups and immunisation

- The health checks and immunisation in government ECE centres are conducted in convergence with services provided by the DHFW. ASHA workers as well as the School Health Programme play a major role in this initiative. Therefore, the costs are incurred by the above department rather than the ECE centres and hence, were not reported by them.
- The NGO and private programmes access health services from private doctors and healthcare professionals and therefore, report expenses at the market rate. The health and immunisation services utilised by day-care models are more extensive than private models, and this is reflected in their costs.
- A cost estimation on a per-child basis has been done through the average amount spent by the daycare odels, which is Rs 1,045 per child on a yearly basis.

First-aid kit

- An average of Rs 939 has been spent on a yearly basis by ECE centres. However, the ICDS norm is Rs 1,500 per year for the first-aid kit. Thus, it has been adopted as the recommended cost.

5.A.2.6 Monitoring and Evaluation

- The monitoring cost reported by the ECE centres is in the form of salary of monitoring personnel. In the case of ICDS, it is the supervisor's salary. The NGO and private centres have separate personnel monitoring the programme.
- An average of the expenditure incurred (Rs2,94,593 per centre) on monitoring and evaluation by ECE models has been taken as the recommended cost. This cost can be utilised by recruiting personnel to monitor and strengthen the existing AWC monitoring system.

5.A.2.7 Community Participation (Parent-Teacher Meetings, event and trip organisation)

Parental involvement is crucial in ECE programmes and there is substantial community participation in the NGO and ICDS models. However, it is difficult to monetise their time in ECE services. Therefore, two tangible components (PTMs and organisation of events) have been reported under this budget head.

The average of costs incurred by all ECE models has been taken as the recommended cost (Rs 237 per child, per year) for parent and teacher meetings.

Rs 227 per child, per year is the recommended cost for events (celebration of festivals and important days) and local trips for children.

5.A.2.8 Educational Material

- Educational material comprises of storybooks, toys, manipulatives, stationery, indoor and outdoor play items, activity books and sheets as well as teacher manuals. To make it comparable, the cost of ECE models on educational material has been calculated on the basis of the cost per child.
- The private pre-primary sections reported the highest expenditure per child, in the range of Rs 873-3,342, followed by the NGO day-care models(Rs 663-719). ICDS reported the lowest cost per child in the range of Rs 131-187.
- ICDS has a budget of Rs 5,000 per AWC, per year (refer to Table 5.2) for education material, irrespective of the number of children enrolled in the centre. SMSA has a norm of Rs 250 per child per year for textbooks.
- Since educational material is an important contributor of quality and aids in curriculum transaction, an appropriate estimation of cost is required on a per-child basis. Therefore, an average of the costs of all the ECE programmes (Rs 683 per child) has been selected as the recommended cost.
- While curriculum development is imperative for quality ECE, the cost of the same is not available for ECE centres run by the government. Only two organisations, NGO2 and NGO-DC1, reported an average cost of Rs 11,80,000 for curriculum development. Digital material for learning has been reportedly procured by private ECE centres at the rate of Rs 75,000-2,00,000 and developed by NGODC1 at a cost of Rs 9,00,000. A number of select models also report publication expenses with an average of Rs 39,529 for development and printing of annual reports, brochures and report cards. However, these are programmatic costs determined mostly at institutional level and have hence been kept out from the calculation of the cost at centre level.

5.A.2.9 Administrative Cost

The tool also intended to capture some key administrative costs such as finance costs, compliance costs and the depreciation costs associated with fixed assets.

- Finance costs comprise funds borrowed for the acquisition of capital assets/for working capital and include the interest incurred on the same. Only one private centre has reported this cost, at Rs 22,000.
- Compliance cost is incurred as a consultancy or professional fee on compliance transactions related to establishing and operating the ECE centres. This has been reported by NGO ECE centres as charges to conduct financial audits, at an average of Rs 38,700.
- Depreciation cost has been charged on owned capital assets, which can be calculated at the rate of 10 per cent and above depending on the type of asset, under the Income Tax Act of 1961.
- In the absence of adequate data, this analysis at any stage does not include these costs in the cost calculation.

5.A.3 Projected Cost of Three ECE Models

This study has been undertaken with the objective of conducting a cost analysis of ECE programmes and deriving a cost for the universalisation of ECE services through public provisioning.

The National Education Policy–2020, recommends that "ECCE shall be delivered through a significantly expanded and strengthened system of early-childhood education institutions consisting of (a) stand-alone AWC; (b) AWC co-located with primary schools; (c) pre-primary schools/sections covering at least age 5 to 6 years co-located with existing primary schools; and (d) stand-alone pre-schools — all of which would recruit workers/teachers specially trained in the curriculum and pedagogy of ECCE".

On the basis of the above recommendations, the data obtained on costs of sample ECE programmes has been utilised to develop the following three models, with projected costs:

- Standalone pre-school cum day-care centre
- Standalone AWC
- Pre-primary section in primary schools

The above models are widely prevalent and scalable to universalise ECE services for all eligible children. For the purpose of costing a model, figures obtained from the analysis of costing data of the sample ECE programmes as well as the budget norms of ICDS and SMSA have been utilised (See Table 5.1). The models have been developed as per the Quality Standards that have been set by MWCD (2013c) as well as quality components identified in the framework of ECCE services (Refer to Annexure 1).

The operational cost of the three ECE models is projected on the basis of costs derived from the data analysis. In addition, ICDS and SMSA norms for expenditure have been considered under appropriate cost heads. The teacher-child ratio of 1:20, recommended by the Quality Standards MWCD (2013c), has been adopted for calculation of the operational cost. Two sets of costs are mentioned for each model: feasible and optimal. While feasible costs are the minimum requirement for a particular budget head, optimal costs are desirable ones, which will contribute to improvement of a centre's quality. The total cost and per-child cost of each model is, therefore, derived in a range.

The following sections describe the three ECE cost models, with estimates of their operational and perchild costs.

5.A.3.1 Standalone pre-school cum day-care centre

The standalone pre-school cum day-care model is suitable for urban areas, especially for children whose parents are both working. The centre operates for 6-8 hours and this duration is aligned to the work timings of the parents. The model comprises of three ECE teachers, one centre head and two helpers. With the recommended teacher-child ratio at 1:20, 60 children of 3-6 years age can be enrolled in the centre. The infrastructure and facilities in the centre include a computer and an internet connection, a kitchen, toilet, drinking water, furniture and adequate educational material for the children. The centre has a minimum area of 800 square feet in addition to an area for outside play.

Table 5.2: Projected operational and per-child cost of a standalone pre-school cum day-care centre

Components	Budget head	Physical units	Unit	Unit cost (Rs)		Total cost range/year (Rs)
				Feasible	Optimal	
	Salary of teachers	3	Per teacher, per year	284472	482880	853416-1448640
	Salary of centre head	1	Per centre, head per year	319356	607320	319356-607320
	Salary of helper	2	Per helper, per year	102000		204000
Training	Training of teachers	4	Per teacher, per year	5723	20000	22892-80000
Incentives	Insurance (for staff)	6	Per staff member, per year	400		2400
	Communication expenses (mobile)	4	Per personnel member, per year	2400	3732	9600-14928
Educational Material	Educational material (books, play material, stationery)	60	Per child, per year	250	683	15000-40980
Health and Nutrition	Midday meal	60	Per child, per year	3600	6921	216000-415260
	Health checkups and immunisation	60	Per child, per year	1045		62700
	First-aid kits	1	Per centre, per year	1500		1500
Infrastructure-Related Costs	Rent of centre building	1	Per centre, per year	102667	120000	102667-120000
	Maintenance of centre building	1	Per centre, per year	23733		23733
	Computers, software and equipment (maintenance)	1	Per centre, per year	1565*		1565
	Insurance for fixed assets	1	Per centre, per year	800		800
	Communication expenses (internet)	1	Per centre per year	8833		8833
	Safety and disaster management	1	Per centre per year	3719**		3719
Monitoring	Monitoring and evaluation	1	Per centre per year	294593		294593
Community Participation	Event and trip organisation	60	Per child, per year	227		13620
	Parent-teacher meeting	60	Per child, per year	237		14220
Fixed Assets	Furniture and equipment (fan, TV, kitchen appliances)	1	Per centre, per year	7160*** (35800/5)		7160
	Computer and printer cost	1	Per centre, per year	7000 (35000****/5)		7000
	Total					2191457-3379654
	Cost per child, per year					36524-56328

Note: *Rs 7,825 budgeted for five years. **Rs 18,596 budgeted for five years ***Rs 35,800 budgeted for five years
**** Rs 35,000 budgeted for five years.
Source: Authors' calculation

The feasible and optimal costs utilised in the above model are briefly described below:

1. The feasible cost of teachers' and the centre head's salary is derived from the recommended cost in Table 5.3. The optimal cost is based on the Seventh Pay Commission's gross pay for a primary teacher (for ECE teacher) and trained graduate teacher (for centre head).
2. For teacher training, the optimal cost is derived from the recommended average cost of ECE sample models. The optimal cost is based on the SMSA norms for refresher and induction training, which is Rs 9,000 and Rs 15,000, respectively.
3. The optimal cost for staff communication (mobile expenses) is based on the average cost incurred by the sample ECE models. The feasible cost is derived from the market rate of minimum monthly charges of mobile networks.
4. The feasible cost of education material is based on the SMSA norm of Rs 250 per child whereas the optimal cost is based on the average cost per child incurred by the sample ECE models.
5. The day-care model requires three meals for children. The feasible cost of meals is derived from the ICDS norm of Rs 12 per child for 300 days. The optimal cost is based on the average meal cost of daycare ECE models, NGO-DC1 and NGO-DC2.
6. The health check-up and immunisation cost has been derived from the NGO model, utilising medical services at market rate. This cost can be forgone if these are provided in convergence with government health services.
7. The feasible cost of rent for the centre has been derived from NGO-DC1's average rent for three years, where rent is for an area of 800 square feet, with availability of 3 rooms in an urban area. The optimal cost has been derived from the current year's rent for the same organisation.
8. The recommended cost of furniture and equipment, computer and software maintenance, as well as safety and disaster management in Table 5.3 can be utilised for a period of five years (after which the cost needs to be renewed). Hence, the cost has been divided over five years to state the same on a yearly basis.
9. A computer and a printer have been budgeted for Rs 35,000 for a period of five years and the cost has been stated on a yearly basis.

5.A.3.2 Standalone Anganwadi centre of 3-4 hours

This model is for an AWC with improved quality, comprising of two ECE teachers and one helper. The centre operates for 3-4 hours and can enrol 40 children in the 3-6 age group. The infrastructure and facilities in the centre include a computer and an internet connection and/or smartphones, a kitchen, toilet, drinking water, furniture and adequate educational material for children. The centre has a minimum area of 500-600 square feet in addition to an area for outside play.

Table 5.3: Projected operational and per-child cost of a standalone Anganwadi Centre

Components	Budget head	Physical units	Unit	Unit cost (Rs)		Total cost range/year (Rs)
				Feasible	Optimal	
Salary	Salary of teachers	2	Per teacher, per year	284472	482880	568944-965760
	Salary of Supervisor	1/25	Per supervisor, per year	600000		24000
	Salary of helper	1	Per helper, per year	102000		102000
Training	Training of teachers	2	Per teacher, per year	5723	20000	11446-40000
Incentives	Insurance (for staff)	3	Per staff member, per year	400		1200
	Communication expenses (mobile)	2	Per staff member, per year	2400	3732	4800-7464
Educational Material	Educational material (books, play material, stationery)	40	Per child, per year	250	683	10000-27320
Health and Nutrition	Midday meal	40	Per child, per year (300 working days)	8	12	96000-144000
	Health checkups and immunisation	40	Per child, per year	1045		41800
	First-aid kits	1	Per centre, per year	1500		1500
Infrastructure-Related Costs	Rent of centre building	1	Per centre, per year	72000	102667	72000-102667
	Maintenance of centre building	1	Per centre, per year	23733		23733
	Computers, software and equipment (maintenance)	1	Per centre, per year	1565		1565
	Insurance for fixed assets	1	Per centre, per year	800		800
	Housekeeping	1	Per centre, per year	6683		6683
	Communication expenses (internet)	1	Per centre, per year	8833		8833
	Safety and disaster management	1	Per centre, per year	3719		3719
Monitoring	Monitoring and evaluation	1	Per centre, per year	294593		294593
Community Participation	Event and trip organisation	40	Per child, per year	227		9080
	Parent-teacher meeting	40	Per child, per year	237		9480
Fixed Assets	Furniture and equipment (fan, TV, kitchen appliances)	1	Per centre, per year	2000*	7160	2000-7160
	Computer and printer cost	1	Per centre, per year	7000		7000
	Total					1301256-1830437
	Cost per child, per year					32529-45759

Note: *Rs10,000 budgeted for five years.
Source: Authors' calculation

The feasible and optimal costs utilised in the above model are briefly described below:

5.A.3.3 Pre-primary section in a government primary school

This model is located within a primary school and comprises of two ECE teachers and one helper. The centre operates for 4 hours and can enrol 40 children in the 3-6 age group. The infrastructure and facilities in the centre include a computer and an internet connection and/or smartphones, furniture, as well as adequate educational material for children. The toilet and drinking water facilities are shared with the primary school. The infrastructure cost is reduced as the space and classrooms within a primary school are utilised by the pre-primary sections as well.

Table 5.4: Projected operational and per-child cost of the pre-primary section in a government school

Components	Budget head	Physical units	Unit	Unit cost (Rs)		Total cost range/year (Rs)
				Feasible	Optimal	
Salary	Salary of teachers	2	Per teacher, per year	482880		965760
	Salary of principal	2/7	Per principal, per year	945600X2/7		270171
	Salary of helper	1	Per helper, per year	102000		102000
Training	Training of teachers and principal	2+2/7	Per teacher, per year	5723	20000	13081-45714
Incentives	Insurance (for staff)	3+2/7	Per staff member, per year	400		1314
	Communication expenses (mobile)	2+2/7	Per personnel member, per year	2400	3732	5485-8530
Educational Material	Educational material (books, play material, stationery)	40	Per child, per year	250	683	10000-27320
Health and Nutrition	Midday meal	40	Per child, per year (220 working days)	5	12	44000-105600
	Health check-ups and immunisation	40	Per child, per year	1045		41800
	First-aid kits	1	Per centre, per year	1500		1500
Infrastructure-Related Costs	Rent of centre building	1	Per centre, per year			
	Maintenance of centre building	1	Per centre, per year	23733		23733
	Computers, software and equipment (maintenance)	1	Per centre, per year	1565		1565
	Insurance for fixed assets	1	Per centre, per year	800		800
	Housekeeping	1	Per centre, per year	6683		6683
	Communication expenses (internet)	1	Per centre, per year	8833		8833
	Safety and disaster management	1	Per centre, per year	3719		3719
Monitoring	Monitoring and evaluation	1	Per centre, per year	294593		294593
Community Participation	Event and trip organisation	40	Per child, per year	227		9080
	Parent-teacher meeting	40	Per child, per year	237		9480
Fixed Assets	Furniture and equipment (fan, TV, kitchen appliances)	1	Per centre, per year	7160		7160
	Computer and printer cost	1	Per centre, per year	7000		7000
Uniforms		40	Per child, per year	600		24000
	Total					1851757-1966355
	Cost per child, per year					46294-49159

Source: Authors' calculation

The feasible and optimal costs utilised in the above model are briefly described below:

Salary for 2/7th of the time of the principal has been included in the model with the assumption that the time is equally divided in five primary classes and two pre-primary sections. Similarly, the training, communication and insurance cost of 2/7th of the principal's time has been included.

The feasible cost of a midday meal is based on the MDM norm of Rs 5 per day, per child at the primary level for 220 working days, while the optimal cost is based on the ICDS norm of Rs 12 per day.

An inflation cost of 10 per cent per year needs to be added to the total cost if the above models are considered for implementation in coming years.

Based on a set of assumptions on unit costs, the estimation of the per-child operational cost for ECE services has been derived for the three defined models. The models offer a range of costs (See Tables 5.2, 5.3, 5.4) as the analysis has been built on two scenarios:

A low-cost scenario: based on the minimum cost prevailing for different components

A high-cost scenario: based on the optimal unit cost

Table 5.5: ECE model types and projected per-child operational cost (Rs)

Type of model	Operational cost per child, per year (Rs)
Standalone pre-school cum day-care centre	36524-56328
Standalone Anganwadi centre	32529-45759
Pre-primary section in a government primary school	46294-49159

Source: Authors' calculation

5.B Cost of Universalisation of ECE in India

5.B.1 Estimation of operational cost for universalisation of ECE at the programme level

What would the total cost be if the government were to provide quality ECE services to all 3-6-year-old children? The analysis of the operational cost per child under different models depicts that the cost of universalisation will vary depending on the platforms through which the government decides to implement ECE. The estimation for universal provision of ECE services is presented below for three scenarios under the above defined models.

Scenario 1: Quality ECE for all children aged 3-6 years

As per Census 2011, India is home to 99 million children in the 3-6 years age group. The table below shows that the cost range of universalisation of quality ECE services is lowest when provided through the Anganwadi system as compared to the other two models. However, this cost would be lower than the cost range estimated in Table 5.6 if the government wants to implement universal ECE. This is because, as with any other services, at any point of time, a certain proportion of households will always opt for private ECE services for their children. At present, around 6 per cent of the 3-6-year-old children from households belonging to the top 10 per cent of the income (expenditure) class attend private pre-schools (NSS 75th Round). If this pattern continues, then universalisation implies public provisioning for around 94 per cent of all children.

Table 5.6: Quality ECE provision for all 3-6-year-old children

Type of model	Total cost (Rs crore)	Total cost as % of GDP
Standalone pre-school cum day-care centre	363024-559854	1.6-2.5
Standalone Anganwadi centre	323318-454810	1.5-2
Pre-primary section in a government primary school	460127-488603	2.1-2.2

Note: The total cost as a percentage of GDP has been based on the 2021-22 projected GDP figure of Rs 22287379 crore in Union Budget 2021-22. Figures are at current market price.
Source: Authors' calculation

Scenario 2: Quality ECE provision for children not currently availing government services

While 99 million children are eligible for ECE services (Census 2011), the government provision of ECE services through ICDS and the pre-primary sections in government schools covers only 31.4 million children (Lok Sabha questions, 2020). This implies that only 32 per cent of all children in the 3-6 years age group benefit from publicly funded ECE services. The remaining 68 per cent constitute children availing ECE services provided by NGOs and private players, and those not currently enrolled in any ECE centre. The table below provides an approximate estimation of the cost of bringing these children (68 per cent) under the government's coverage.

It is important to note here that even existing ECE centres (both AWCs and the pre-primary sections in primary schools) run by the government are not functioning optimally and most do not meet the MWCD quality norms. Therefore, resources are also required to ensure quality in the existing setup. However, this analysis has not estimated the additional cost required to improve existing government services because of the lack of disaggregated data at the implementation level.

Table 5.7: Costing of ECE provision for children not currently availing government ECE services

Type of model	Total cost (Rs crore)	Total cost as % of GDP
Standalone pre-school cum day-care centre	248011-382481	1.1-1.7
Standalone Anganwadi centre	220884-310717	1.0-1.4
Pre-primary section in a government primary school	314350-333803	1.4-1.5

Note: The total cost as a percentage of GDP has been based on the 2021-22 projected GDP figure of Rs 22287379 crore in Union Budget 2021-22. Figures are at current market price.
Source: Authors' calculation

Scenario 3: Quality ECE provision for children not currently receiving any ECE services

Despite there being a number of ECE service providers, a large number of children in India are still not able to avail of these services. As per the NSS 75th round report, around 37 million children do not attend any ECE service, whether it is provided in government or private aided and unaided centres. The following table estimates the additional cost of bringing all these children within the ECE purview.

Table 5.8: Costing of ECE provision for children not currently receiving any ECE services

Type of model	Total cost (Rs crore)	Total cost as % of GDP
Standalone pre-school cum day-care centre	136304-210208	0.6-0.9
Standalone Anganwadi centre	121396-170767	0.5-0.8
Pre-primary section in a government primary school	172763-183455	0.78-0.82

Note: The total cost as a percentage of GDP has been based on the 2021-22 projected GDP figure of Rs 22287379 crore in Union Budget 2021-22. Figures are at current market price.

Source: Authors' calculation

5.B.2 Estimation of Institutional Cost Related to ECE Services at Various Administrative Levels

Public provisioning of high-quality ECE services not only requires well-equipped ECE centres, but also needs strong institutional mechanisms, including administration, training and monitoring. These aspects are vital to execute the service smoothly across all tiers of governance responsible for project implementation. Therefore, along with costs at the level of ECE centres, it is also important to budget for programmatic components in order to derive the aggregate cost of ECE services. These could include administrative costs, monitoring and supervision costs, management costs and costs for institution building, which are crucial for better quality of service as well as better implementation.

Table 5.9 provides the list of select key indicators at the National, State, District and Cluster/Block/Mandal/Sector levels that are necessary for the universalisation of ECE. It shows the cost estimates of the components that need resource allocation every year to run the ECE system at its full potential. This is not an exhaustive list but comprises the essential components.

In the absence of a universal ECE programme in the country, no guidelines are available with regard to programme-specific financial norms. Therefore, the estimation of programmatic costs here is largely based on the financial norms prescribed under the SMSA implementation guidelines (MHRD, 2018), and circulars issued by the Ministry of Education. There are limitations in estimating the required units and assigning unit costs for some of these components. For example, for 'assessment of pre-school education programme', it is difficult to assign an appropriate unit cost. However, at least Rs 10 lakh/district has been assigned based on the SMSA financial norm for assessment of students from Classes I-XII. Certainly, this unit cost is high for an ECE programme and hence will be an over-estimation. Moreover, the assessment could be a part of the National Achievement Survey conducted by NCERT or could be included in the assessment process undertaken for SMSA.

Similarly, no guiding documents are available that mention the faculty required for the creation of an ECE cell within the District Institute of Education and Training (DIET). For the sake of simplicity, the estimation has assumed at least one academic faculty member. The costs of many of these components will be determined based on the way the government wants to implement the ECE programme. If it runs through an existing scheme (such as SMSA/ICDS), for instance, instead of new recruits, existing programme coordinators at the State and District level could be made responsible for overall monitoring of the ECE programme as well. However, it is also pertinent to highlight here that even these government programmes are currently under-staffed as recruitment levels are below the sanctioned posts at every level of governance.

Table 5.9: Estimation of programmatic components related to ECE administration, quality and monitoring (Rs crore)

	Unit cost	Unit	Total cost (Rs crore)
National Components			
Strengthening NCERT's ECE cell	Up to 1 crore per year		1.0
Assessment of pre-school education programmes across States	Rs 10 lakh per district	718	70
State Components			
Creating an ECE cell in SCERT	Rs 10 lakh per State; one-time grant	36	3.6
State-level coordinator for ECE	Rs 1.5 lakh per month	36	6.5
Training of State ECCE coordinators	Residential State-level training of up to 5 days @ Rs 1,000 per person, per day	36	0.02
MIS (inclusion of pre-primary indicators in DISE, *Shalakosh*, *Shagun*)	Assistance up to Rs 2 per student as per the total pre-school enrolment reflected in the MIS	9.9 crore	19.8
District Components (Currently 718 districts)			
Creating an ECE cell in DIETs (at least one faculty member)	Rs 70,000 per month	718	60
Training of DIET faculty as master trainer	Rs 4,800 per year	718	0.34
District-level coordinator for ECE (one)	Rs 60,000 per month	718	52
Training of ECE district coordinators	Residential State-level training of up to 5 days @ Rs 1,000 per person, per day	718	0.36
BRC-/CRC-level Components			
Block-level coordinator for ECE (5 coordinators per district)	Rs 35,000 per month	3590	151
Training of ECE block-level coordinators	Rs 300 per person, per day for 10 days	3590	1.08
Total Cost		367	

Note: Currently India has 36 States and Union Territories and 718 districts. According to the Seventh Pay Commission's recommendations, the salary of an Assistant Professor at the entry level is Rs 57,700, along with various allowances, which roughly comes to around Rs 70,000. In the absence of supportive financial norms, the average salary provided under SMSA has been considered as the benchmark for the district and block coordinators' salary.
Source: Authors' calculation based on financial norms prescribed under SMSA implementation guidelines, MHRD circulars

Section 5A and 5B together portray a holistic measurement of the cost of providing standard ECE services to all children aged 3-6 years in India. While the analysis has been carried out for different scenarios, even the bare minimum cost of covering only children currently not receiving any ECE services works out to an additional 0.5 per cent of GDP. As India's current spend on this front is way below the requirement, it is imperative to invest in ECE. While NEP-2020 has accorded higher priority to ECE in the education policy domain, the policy should be backed by adequate resources. Whatever platforms are chosen for ECE provision, this analysis has shown that the government needs to gradually increase its spending on ECE and such a shift requires a clear financial roadmap.

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CONCLUSION AND RECOMMENDATIONS

CONCLUSION AND RECOMMENDATIONS

Early Childhood Care and Education (ECCE) is an absolute necessity for a healthy and prosperous society. Providing age-appropriate care and education to young children is therefore a duty of the state. India recognises this in policy and is a signatory to a number of international agreements focused on ECCE. NEP 2020 confirms India's commitment to the SDG 4.2 of universalising Early Childhood Education by 2030. To achieve this goal, substantial financial investment is required. While we have a sound policy landscape for ECE, it is not backed by adequate financing. The importance of ECE, however, is so lofty that it is an imperative.

Currently, there is not a single budget head dedicated to ECE in the budget statements. Disaggregated data on ECE spending within ICDS, the most important ECE provision programme, is also absent. Calculating the current government spending on this sector is therefore not a straightforward exercise. Funds for ECE flow through a narrow range of schemes, so calculating how much is being spent requires a careful perusal of Central and State government budget documents, and, to some extent, has to rely on approximations and assumptions. This study has carried out such an exercise and its findings are shared in Chapter 2 of this report. It can be said that currently, India spends about 0.1 per cent of its GDP on ECE. Considering that almost 38 per cent of India's children aged 3-6 years do not receive any early childhood education, and that the existing services require qualitative upgrades, it is imperative that government spending on ECE increase.

NEP 2020 highlights ECCE as one of the 'key long-term thrust areas for financing', but is silent on the quantum of funds needed for universalisation of ECCE. This study is the first-ever attempt to estimate the cost of universalisation of ECE services in India for children in the 3–6 years age group. Owing to the paucity of data, and diversity in terms of services, regions, teacher recruitment, infrastructural facilities and other factors related to ECE provisioning, calculating the exact quantum of resources needed for universalisation is not possible.

Due to these factors and limitations, this study constructs three types of ECE models, with cost ranges for each, by looking at the components that constitute the various aspects of a quality ECE service. These models are: (i) standalone pre-school cum day-care centres (ii) standalone AWCs (iii) pre-primary sections co-located in government primary schools. Using the financial data collected, a range of costs has been arrived at. The lower side indicates the feasible cost and the higher side indicates the optimal cost.

Further, the gap in resource allocation has been calculated using this cost and the approximated current expenditure on ECE. This study concludes that to provide quality ECE services to the 38 per cent of children not receiving any at the moment, the government needs to spend at least 0.5 per cent of GDP in addition to its current spending on ECE. The study also concludes that the process of costing is complicated and hence the results are approximate. Moreover, direct comparison of costs between different delivery models is seldom possible.

The findings of the study are presented in this section, followed by a set of recommendations to universalise ECE.

BOX 6.1

Major findings of the study

1. The variables that constitute a well-rounded early childhood are deeply interconnected. This is why the cost estimations that this study offers are not limited just to pre-school education but also cover the full spectrum of ECCE intervention: nutrition, education, health, sanitation and safety of children.
2. The analyses of the three models of ECE provision, viz. NGO, government and private entities, confirm the varied structure and services of ECE programmes. Among the selected programmes, the NGO models seem to have elements of a balanced curriculum, intensive inservice training of teachers, mentoring and monitoring of centre staff, involvement of parents, and availability of appropriate infrastructure and materials, which together contribute to the successful functioning of the programme.
3. ICDS has been recognised for being one of the largest ECCE programmes in the world. The analysis in this study reveals that AWC under ICDS reports the lowest operational cost and lowest cost per child among all the selected ECE models. One reason is that in this study, ICDS centres did not report any expenditure on safety, communication-related expenses, or furniture and equipment. In addition, there was low expenditure on other components, such as salaries of human resources, education material, and rent for the centres. This indicates that inadequate funding and expenditure on ICDS is negatively impacting the quality of ECE in AWCs as compared to other models.
4. Currently, public provisioning for ECE in India caters to approximately 32 per cent of 3-6-years-old children and the analysis reveals that the spending is to the tune of Rs 8,297 per child, per annum. The expenditure varies from Rs 3,792 in Meghalaya to Rs 34,758 in Arunachal Pradesh.
5. The average projected cost per child, per year for quality ECE services is in the range of **Rs 32,531 (feasible cost) – Rs 56,327 (optimal cost)**. The actual cost (within this range) will depend on the type of model adopted for implementation.
6. The key programmatic **administrative and management cost** (monitoring and supervision, quality enhancement and cost for institution building) for universal ECE services per year amounts to **Rs 367 crore**.
7. The study concludes that the total budget allocation should be in the range of **1.5-2.2 per cent of GDP** to provide universal quality ECE services to all children in the 3-6-year age group.

Policy Recommendations

1. Adequate government investment is necessary to ensure free compulsory ECE for all 3-6-year-old children

Currently, government-provided ECE services cover 32 per cent of children in the 3-6 age group. Of the remaining 68 per cent, a substantial number of children are provided ECE services by NGOs and the private sector. The early childhood education provided by ICDS is considered to be age appropriate. Contrarily, most private schools focus on the 3Rs, which is not a recommended ECE practice. So, a large section of the 3-6-year-old children is unable to access more developmentally appropriate ECE because of the poor level and quality of public provisioning. To

ensure quality education for all current beneficiaries as well as children not covered by any government ECE programme, there is a need to prioritise spending on ECE and make a budgetary allocation to the tune of at least 1.5 per cent of GDP. This requires clear financial planning and budgeting.

2. A robust mechanism to monitor fund flow and utilisation

SARTHAQ, the NEP implementation plan formulated by the Department of School Education and Literacy, has proposed the development of a robust online mechanism by 2021-22 to monitor timely fund flow for ECE programmes and proper utilisation of funding by States/UTs. It has also been suggested that States and UTs should prepare yearly documentation on the progress made on ECE. Both the Union and State governments should adopt this suggestion to ensure better implementation of existing government ECE programmes.

3. Conducting a sectoral analysis of ECE is the need of the hour

To design an NEP implementation plan for ECE, a sectoral analysis of early childhood education in the country should be the starting point. The government should start mapping information related to ECE access and quality, major stakeholders, ECE governance arrangements and the funding mechanism.

4. Need for availability of disaggregated physical as well as financial data at each level of governance

Collecting data on the costs of components within ECE interventions is essential to design a responsive ECE model at scale. However, availability of such data is extremely limited at present, and wherever available, it is highly inconsistent. The paucity of data is such that there is no official information on how much the government currently spends on ECE. The costing of ECE is complex as it involves multiple actors, varied service provisions, as well as a high degree of regional variations, so the Government should work on developing a data repository related to all the various aspects of ECE services. A Data Capture Format (DCF) can be developed to integrate ECE to the UDISE+ portal. This could help in making informed interventions through efficient planning and budgeting.

5. Need for a professionally qualified regular-cadre workforce to ensure quality ECE

The study found a wide variation in the qualifications of ECE teachers in the sample models. Most private and NGO centres as well as ICDS have set low requirements for teachers. To lift quality, it is essential that minimum qualifications are mandated, including a professional degree or diploma to teach in earlychildhood settings. This recommendation is also related to the status of ECE functionaries. ICDS allocates teaching responsibilities to the AWW, who is a 'worker' and not a 'teacher'. The ICDS Mission Framework (2013) also recognises this and recommends the creation of a separate 'cadre' of ICDS workers.

Similarly, regular teachers should be appointed instead of contractual/para teachers, maintaining the equivalence of salary structure across government programmes, which can be expected to flow to NGO and private ECE programmes as well. The study, therefore, recommends that the status of all ECE teachers should be equivalent to the 'Nursery Teacher' in a government school. It also moots a range of salary structures based on the minimum salary provided to a qualified ECE teacher by an NGO and the Seventh Pay Commission's salary for a 'Primary Teacher'. The recommended salary for an ECE centre head corresponds to a 'Trained Graduate Teacher (TGT)'.

6. Need to prioritise investment on training and monitoring

Quality ECE provisioning demands a professionally trained, officially recognised workforce. This study found a variation in spending across the different ECE models it looked at. Spending varies even within the same type of service provider. The CABE committee (2018) recommended a two-year training programme for pre-school teachers with supervised internship in a functioning pre-school. This implies a need for in-service and induction training along with pre-service education. The successful NGO models in this study have intensive training programmes for teachers held continuously on a monthly or quarterly basis rather than once or twice a year. Continuous training and mentoring helps teachers and staff enhance the quality of curriculum implementation and transactions. The study has suggested having a training budget based on SMSA norms and recommends utilising the budget to

create quality training structures at the State, district and block level.

The NGO centres in this study also demonstrated intensive monitoring procedures that involved identifying, collecting and maintaining data on key performance indicators, conducting classroom observations, mapping curriculum transactions and maintaining data on the learning enhancement of children. It was also found that, with a high centre-to-monitoring-personnel ratio, government models are weak on the monitoring front. The study suggests an appropriate monitoring cost per centre, which could be invested to strengthen this element of ECE programmes.

The study recommends the creation of resource centres at the district, block and cluster level or that existing structures are strengthened to allocate personnel and resources for the training and monitoring component of ECE programmes.

7. There is a need to set up standardised financial norms for select components at the Central level

There are two sets of financial norms that exist for ICDS and SMSA, the government ECE programmes, which are implemented by the MWCD and Ministry of Education, respectively. Though the programmes are heterogeneous in nature and allow flexibility for local or context-specific interventions, there are certain non-negotiable quality standards that need to be maintained to ensure the quality of ECE provisions. The minimum financial norms for crucial components such as salary of ECE teachers, infrastructure development, training and capacity building, as well as provision of education material, which are important determinants of quality, need to be defined at the Central level and aligned across the two programmes. States should have flexibility to spend over and above the norms stipulated by the Centre. This will offer an enabling mechanism for implementation and monitoring of ECE programmes, with uniform standards.

8. Unit costs of components associated with ECE interventions need an upward revision

The spending pattern of select models in this study reveals that for the majority of components, the unit costs prevailing in the government system are much lower than in the NGO sector and this has a direct link on outcomes. The study shows that existing budget norms for ICDS for infrastructure development and maintenance, rent of centres, education material, salaries, furniture and equipment are much lower than what is actually spent in a quality ECE programme. Also, the norms for midday meals need to be revised to provide two to three nutritious meals to children in line with the ECE model. The study recommends feasible and optimal costs as well as unit costs for key components of the three ECE models, which could be utilised as a basis for revision.

9. Strengthening and Capacity Building of ECE institutions is required

The major resource and in-service capacity building institution for ICDS is the National Institute of Public Cooperation and Child Development (NIPCCD), and for the pre-primary sections in government schools it is NCERT/SCERTs. These require strengthening in terms

of infrastructure and technical resources, capacity building of ECE functionaries and establishment of monitoring systems at the national, State, district and block level. This study estimates key programmatic costs at various administrative levels.

With reference to the recommendation of minimum qualifications for recruitment of ECE teachers and Centre Heads, pre-service education opportunities need to increase accordingly. Strategic interventions are required to bring a quantitative increase in degree and diploma courses offered by universities, institutes and vocational training centres across the country.

10. ECE Programmes need to be regulated

The findings of this study confirm that the three major players (NGOs, government and the private sector) in the ECE sector follow a diverse set of practices. These practices sometimes deviate from quality norms in terms of space, teacher-child ratio and curriculum. The need of the hour therefore is to regulate these programmes and bring them under a common umbrella of acceptable quality standards.

The Quality Standards for ECCE have been developed by MWCD (2013c) by following the National ECCE policy. This has been done with the vision to build a base for the development of a set of guidelines, tools and a framework that can be widely used for registration, accreditation13 and regulation purposes. As envisioned in the document, accreditation involves a Continuous Quality Improvement (CQI) methodology, which means the ECCE programme would be provided continuous opportunities to improve and attain standards of quality. An accreditation and regulatory framework therefore needs to be prepared and standardised with the aim of providing a base for assessment of existing programmes and services with standard quality norms. This will also help in assessing the scope and providing a path for the improvement of these programmes.

This framework could be used to certify whether an ECCE programme follows the minimum standards and norms, thereby providing the grounds for registration and accreditation of the programme. The National ECCE policy (2013) does touch upon moving towards a legal framework to make the process of accreditation a mandatory requirement for all service providers — a move that may provide more teeth to regulate the ECCE sector.

11. ICT Integration in ECE programmes is essential

The findings of this study indicate that while NGOs, private and government pre-primary sections use information and communications technology (ICT) like, computers and audio-visual material for teaching and learning, no such initiatives are visible in ICDS centres and AWCs due to poor internet and computer availability. Indeed, this digital divide across class, caste, religion, gender and region has been exposed more during COVID-19. Keeping this extraordinary situation in mind, in order to fulfil the goal of universalising ECE by 2030, the Union and State governments must urgently address the need to impart ECE in an alternative manner till normalcy resumes.

The study has projected the cost of providing computers and internet connections under all three recommended ECE models. The presence of such facilities will reduce the digital divide and help build the school readiness of children. A budgetary outlay also needs to be allocated for the development of videobased educational material for 3-6-year-old children that is accessible by all through a national-level repository, such as the DIKSHA portal.

The Way Forward: Suggestions for Sustainable ECE Financing

Public provisioning of quality ECE has the potential to act as a powerful equaliser. To successfully achieve SDG Target 4.2 within the stipulated time frame, adequate financing for quality ECCE programmes is an essential investment that India should make. Our analysis has shown a major gap in the sector in terms of resource requirements vis-à-vis the current allocation. Therefore, there is a need for sustainable financing strategies from alternative sources within and outside the government.

It is undeniable that to reach the required 1.5 per cent of GDP for a universal ECE programme, the first and foremost policy action that is required is a substantial increase in gross budgetary support (GBS). Given

[13] Accreditation is defined as a process by which a recognised organisation establishes standards for services. It helps to ensure that care, educational and support processes have the synergy to provide for holistic and optimal development of the child.

the limited resources of States as well as the Centre, this increase in GBS needs to be funded through a substantial increase in the country's tax revenue. The probable long-term solutions for that are an increase in the direct tax-to-GDP14 ratio or deficit financing through debt. However, the process of resource allocation and programme implementation should start immediately. As a short-term measure, some of the possible avenues to source funding could be:

- **Implementation of the Finance Commission Recommendations to improve ECE:** The 15th Central Finance Commission's (FC) recommendations for the 2021-26 period have significant budgetary implications for ECE. The commission has recommended a 41 per cent share for States in the central taxes for this five-year period. As this fund is flexible in nature, it provides autonomy to the States to prioritise their funding as suited to their requirements. A part of this money could be used for institution building under ECE.

The Commission has also re-introduced sector-specific grants and identified nutrition and pre-primary education as being key areas for performance-based incentives and grants. In 2020-21 it recommended a grant for nutrition amounting to Rs 7,735 crore to States for that fiscal year. Besides, the commission has also recommended a grant of Rs 4,800 crore to provide States incentives to enhance educational outcomes from 2022-23 to 2025-26. Governments could use part of these resources efficiently to improve ECE services in the country. State Finance Commissions grants (both flexible and top-up grants for education in some States) could also be used to strengthen the ECE sector.

- **Financing through unutilised cess:** The recent Comptroller and Auditor General (CAG) Report2020,showed that the Union government has collected Rs 2.75 lakh crore in revenue through as many as 35 cesses, levies and charges; however, of this, only around Rs 1.64 lakh crore has been remitted to the specific reserve funds for which these cesses were levied. Over the last 10 years, cess to the tune of Rs 1.25 lakh crore was collected on crude oil but remains in the Consolidated Fund of India as it was never transferred to the designated reserve fund. The unutilised cess funds (40 per cent as of 2018-19) in the Consolidated Fund of India or part of the corpus retained can be used to finance ECE.
- **Financing through the unspent balance under different programmes:** At different points of time, CAG audits have shown sanctioned amounts lying unspent under different government-run programmes. For example, the CAG report states that in 2018-19, Rs 43,104 crore was saved because of shortfalls in performance in various schemes and activities due to factors such as finalisation of fewer spending proposals; non-receipt of viable proposals from States; non-receipt of utilisation certificates; delays in grant of approvals etc. (CAG, 2020). Another report shows a cumulative amount of Rs 5,275 crore remained unspent from the Members of Parliament Local Area Development (MPLAD) fund[15] as on March 4, 2020 (Economic times, 2020); Rs 6,200 crore was unspent under SMSA in 2020-21 (Livemint, 2020). As mobility of funds under centrally sponsored schemes and central sector schemes is mostly conditional, it is difficult to utilise unspent funds from one sector/ one scheme on another. The government should make the programmes more flexible and channel the unspent funds to deserving sectors.
- **Financing through Corporate Social Responsibility (CSR):** Despite education being one of the main priority areas for CSR funders, only 17 per cent of the top education funders have financed interventions related to ECE (DHFL Changing Lives Foundation, 2019). An increase in the collective contribution of the CSR community towards ECE can help drive its universalisation. Resources to set up pre-schools and AWCs, procure teaching and learning materials, and fund operational and maintenance costs, community mobilisation etc. can be supported as part of CSR initiatives.

[14] Revenue collection through indirect tax is regressive in nature and it has potential to increase inequalities.

[15] As a Covid measure, the MPLAD fund has been suspended for two years, till 2022, and the money under the fund has been transferred to the Consolidated Fund of India.

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ANNEXURES

ANNEXURES

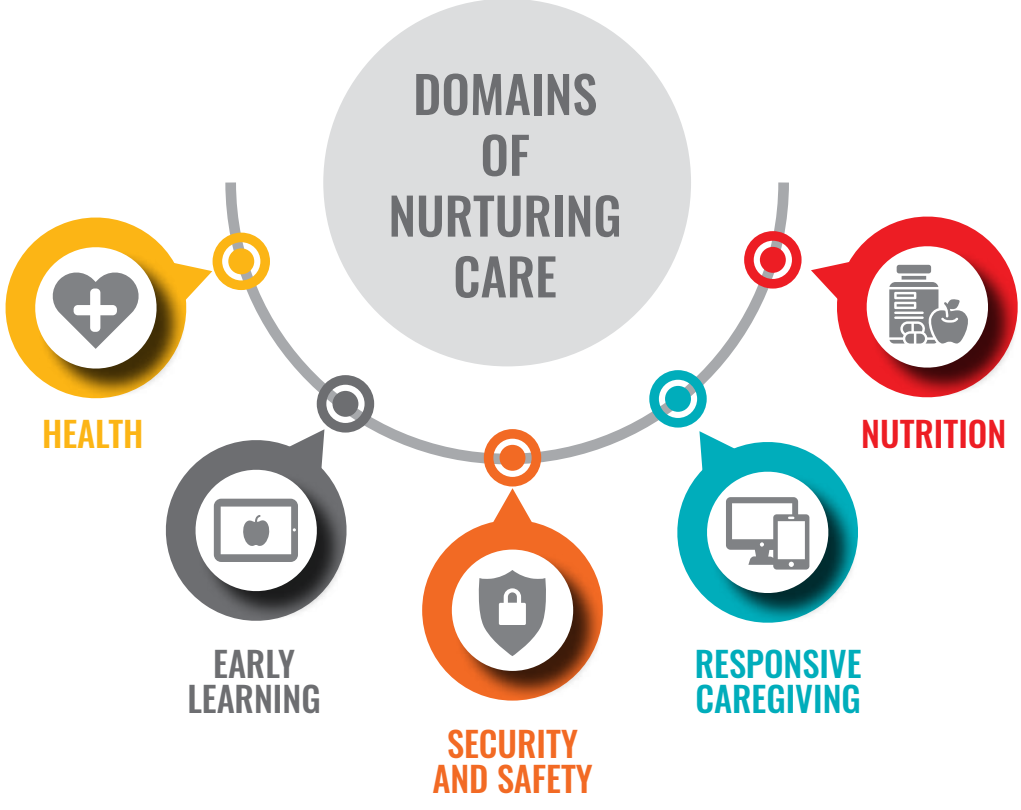
ANNEXURE 1

Framework of ECCE Services

The present framework of ECCE services has been developed to facilitate development of tools as well as data analysis for the research study on costing of ECCE services. The framework highlights important parameters for quality services in ECCE. International documents like Global Monitoring Report of UNESCO (2006) and ASEAN quality standards (2017) have been referred for the same. In National context, ICEI Longitudinal study conducted by CECED, 2016 and Quality Standards for ECCE developed by MWCD in 2013 have been referred. The documents mentioned present a list of components of ECCE services and a comparative analysis of the sub-components.

The quality of ECCE is based on the following nurturing care framework which has been adopted by UNICEF. Most of the quality standards by various countries/organizations can be located within this framework. The present document is also based on the above framework.

Domains of Nurturing Care Framework



Source: The Lancet, 'Advancing Early Childhood Development: from Science to Scale', An Executive Summary for The Lancet's Series, October 2016, p. 3.

S. No.	Components	Reference Documents			
		Quality Standards, MWCD	ICEI, CECED	UNESCO, GMR (2006)- indicators of ECCE Quality (Robert G Myers)	ASEAN Quality ECCE Standards
1.	Infrastructure and Physical Environment	Adequate space available for children. (1 classroom measuring 35 square meters (carpet area) for a group of 30 children and availability of 30 square meters of outdoor space for a group of 30 children)	Physical facilities are a necessary but not sufficient condition for ensuring quality of an ECE programme	infrastructure and space (indoor and outdoor, design and maintenance, safety)	Children are provided with safe, clean and accessible indoor and outdoor spaces
		Provision of adequate light, ventilation and electricity			Preschool has classroom structure, furnishing, fittings (e.g. toilet bowls, wash basins and taps), and space as stipulated by the authorities
		Availability of safe water and toilet facilitie		Toilet facilities and availability of drinking water	Clean drinking water is available to children at all times
		ECCE centre located in a safe space; Within 15 meters of the ECCE centre there are no heaps of garbage, cattle shed/animal shelter, slush and stagnant water and uncovered drains.			The location of the preschool is in compliance with regulatory requirements; Outdoor play areas are securely fenced off from hazards such as driveways, drains and bodies of water
		Availability of storage space and shelves			safe and prompt disposal of waste, garbage and mosquito breeding grounds
		Allocated space for kitchen, nap time, storage of food items			
					If there are children with special needs in the preschool, the environment is adapted to allow these children to participate fully in the activities (e.g. ramps and handrails)
					child-proof safety measures are implemented for hazardous indoor fixtures (e.g. doors, windows, latches, hinges, electrical outlets)

S. No.	Components	Reference Documents			
		Quality Standards, MWCD	ICEI, CECED	UNESCO, GMR (2006)- indicators of ECCE Quality (Robert G Myers)	ASEAN Quality ECCE Standards
					child-proof and age-appropriate barriers are set or provided for unsafe areas (e.g. stairs, kitchen, water areas and garden)
	Health, Nutrition, Personal Care and Routine	Regular monitoring of height and weight	health and nutrition component needs to be an integral part of any ECE programme	growth monitoring	
		Immunization at specified intervals and record maintenance			
		Regular health checkup and referral services		Diagnostic and referral procedures for children	Preschool has standard operating procedures for physical health examination for children; Daily physical and health check upon arrival
		Maintenance of clean and hygienic space (kitchen, classroom, toilets)		hygienic facilities if cooking is involved; A healthy and clean environment (regular cleaning, proper conditions for food preparation)	Procedures for safe handling of food /catered or brought from home
		Midday meal or home food served at the centre		providing for a proper diet	Meals served correspond to the written menu;
		Caregivers have adequate knowledge about balanced and healthy diet for children		not allowing children to bring or buy junk	Snack or meal prepared on site or brought from home/ catered are varied and nutritionally balanced
		Teacher/caregivers inculcate hygiene habits in children		Personal care routines (washing hands, brushing teeth, independence to go to the bathroom, grooming)	Children are encouraged to develop personal care routines
					Compulsory immunisation for all staff handling food (e.g. typhoid and hepatitis)
3.	Protective Care and Safety	At least 1 adult for every 20 children in 3- 6 years age group and for every 10 children for under 3s			Children are supervised and monitored on all activities including upon arrival
		Availability of first aid kit for children, in case of an emergency.			Preschool has at least one complete first aid kit with its contents within expiry date, easily accessible to staff

S. No.	Components	Reference Documents			
		Quality Standards, MWCD	ICEI, CECED	UNESCO, GMR (2006)- indicators of ECCE Quality (Robert G Myers)	ASEAN Quality ECCE Standards
		Center has preventive measures, in case of fires and other natural disasters (fire extinguishers, sand buckets etc.)		Safety (of the premises, emergency procedures for accidents	
		Centre has a nearby health care centre/hospital for emergency or referral services.		someone trained in first aid - or for natural disasters)	
		Plans to manage incidents and emergencies are developed.			Fire drills, disaster and emergency evacuation practices are carried out with all children and staff
		Caregiver/ teacher are trained to provide first aid to children, in case of an emergency.			All teachers are knowledgeable of the preschool standard operating procedures for prevention and effective management of illnesses and injuries and emergencies
		Teachers/ caregivers are sensitive to the children's needs and are able to provide emotional support to children, when needed, particularly those who are facing deprivation.			Preschool has procedures to prevent communicable diseases and the implementation includes isolation, disinfection, accessing immunization records
		Families of children facing severe deprivation are supported in terms of a nurturing home, including referral or counselling support if necessary.			Children are released only to authorised persons at all time
					Preschool staff provides opportunity for children to learn personal safety such as wariness of strangers and safe touch
					cleanliness of indoor and outdoor environment (including play areas), furniture, equipment, materials and toys is maintained
					hazardous materials, tools and equipment are stored out of children's reach

S. No.	Components	Reference Documents			
		Quality Standards, MWCD	ICEI, CECED	UNESCO, GMR (2006)- indicators of ECCE Quality (Robert G Myers)	ASEAN Quality ECCE Standards
4.	Managing to Support Quality System (Training, monitoring, evaluation and Research)	Teachers/Caregivers have adequate qualification/ experience implement the ECCE program effectively.		Supervision and continuing evaluation of staff (administrative, pedagogical assistance, personal accompaniment)	
		Continuous professional development programme for teachers/caregivers is conducted.	the training of ECE teachers should be comprehensive and intensive		
		Teachers/ caregivers get regular mentoring support from Supervisors/Head teachers. Supervisors visit the ECCE centre regularly and demonstrate good practices.	system of regular onsite support and mentoring,		
		Involve family, staff and community members in annual review of program/ services and further use results to develop plan for implementation.			
		Uses child assessment results, program assessment and other relevant data to evaluate how well the program is meeting its goals.			
		The programme builds relationships and engages with their local community.			
		An effective self-assessment and quality improvement process is in place.			
		Research innovations in different areas like curriculum, establishing coordination and convergence, community participation, involvement of local agencies, adolescent girls etc.			
5.	Parental Involvement	Teachers/ caregivers visit children's homes to maintain good relationship with parents/ family members.		provide feedback to parents about how their child is doing	

S. No.	Components	Reference Documents			
		Quality Standards, MWCD	ICEI, CECED	UNESCO, GMR (2006)- indicators of ECCE Quality (Robert G Myers)	ASEAN Quality ECCE Standards
		Teachers/ caregivers have regular meetings with parents, conduct parenting education sessions and take feedback from the parents.		level of parental (and community) participation in a program or service	Preschool has a systematic and regular channel for communication with parents/families such as through conversation, dialogue, communication books
		Parents and community members also share their abilities and skills at the ECCE center.			
		Teachers/ caregivers hold regular consultation with the community on ways to support and improve the ECCE center.			Preschool has Standard Operation Procedure on response to feedback of parents/families
		Parents and families provided with relevant information and a resource to reinforce children's care and learning experiences.			
		Have regular community participation in events like ECCE day, health and nutrition day, bal melas, healthy baby show, nutrition week, awareness campaigns, grandfathers and grandmothers day etc.			Preschool has an up-to-date list of child and family support services in the community (maternal and child health, department of education, professionals like doctors, social workers, psychologists, NGOs and private players)
					Preschool has community involvement through participating in the community's and preschool events and activities
6.	Availability of equipment and learning materials	Availability of varieties of equipment/materials for indoor and outdoor learning/play activities		- materials (sufficiency, cultural pertinence, variation, organization and accessibility, appropriateness to age or development)	Children are provided with materials and manipulatives in all domains that are developmentally appropriate and safe
		Access and usage of age appropriate books and other related learning materials and adapted to children's developmental needs.	Availability and use of learning and play materials is essential for a developmentally appropriate ECE curriculum.		
		Adequate developmentally appropriate toys and learning materials available for children to play and gain mastery and success.			

S. No.	Components	Reference Documents			
		Quality Standards, MWCD	ICEI, CECED	UNESCO, GMR (2006)- indicators of ECCE Quality (Robert G Myers)	ASEAN Quality ECCE Standards
7.	Teaching and Learning Experiences	Balance of age-appropriate structured, guided activities and free play for children provided		Group size and adult-child ratios	
		Display of materials, children's artwork and handicrafts on the walls at the eye level of children or on a table.		- Classroom environment that is attractive, caring	Children's work are creatively and prominently displayed in the classrooms
		Language of interaction is the mother tongue/ home language of children, while supporting the development of other languages			
		Learning/ Activity corners available and used so that the children can play according to their interests and choose their activity.			
		Flexible seating arrangements and layout of the class according to activities available	Focus on classroom management and organization emerges as a key input for a developmentally appropriate curriculum	Classroom management/ administrati on (organization of space and time, planning)	Teachers organize time, space and materials for carrying out activities to accommodate individual and group work
		Weekly/Daily schedule followed by teacher to meet the different needs and interests of children.			Teachers have weekly time schedule for learning activities and routines
		Caregivers appreciate the cultural/social and religious diversity of the children and promote tolerance and unity.			respect all children and adults irrespective of gender, ethnicity, religion, position and socioeconomic status; respect cultural and religious sensitivities
		Caregivers/teachers demonstrate sensitivity & awareness regarding needs of children with special needs			
		Children with special needs are encouraged and enabled to participate in the learning environment.		Attention to special needs	
		ECCE Teachers/Caregivers do not demonstrate any bias related to gender, caste or class.			

S. No.	Components	Reference Documents			
		Quality Standards, MWCD	ICEI, CECED	UNESCO, GMR (2006)- indicators of ECCE Quality (Robert G Myers)	ASEAN Quality ECCE Standards
		Learning Experiences : · Provide opportunities for exploration, experimentation · Encourage child to make choices and participate in play · Foster child's language and literacy abilities · Develop problem solving and mathematical abilities · Promote each child's physical abilities · Nurture development and maintenance of relationships · Cultivate enjoyment of and participation in expressive arts	Optimum opportunities for development of language, cognitive, social, physical and creative domains Democratic classroom environment with an interactive teacher is conducive for a develop- mentally appropriate curriculum. Close interdependence and association exists between and among activities for different developmental domains, indicating the value of an activity-based approach.	Pedagogical methods (most indicators are based on a child-centered approach and on active learning - children initiate, explore, play, communicate; variation in individual, small and large group activities)	Areas of Development: Physical, Language, Pre-writing, Writing, Early Mathematics, Early Science, Nature, creative expression, social-emotional development, values, cultures and humanities Teachers have a written teaching and learning plan for the whole year; Teachers have written daily lesson plans; Teachers have a written assessment plan Teachers prepare and organize materials and tools for planned lesson and activities Teachers use a variety of teaching and learning approaches such as demonstrating, modelling, scaffolding, questioning, exploring, discovery and experimenting
			Formal learning and teaching of the 3R's at this stage has an inverse relationship with developmentally appropriate activities. Opportunities for Free play		Teachers arrange visits to places to extend experiential learning such as markets, gardens, parks, playgrounds, farms, beaches and public library Teachers foster self-help skills in children using daily routine (e.g. setting and clearing of tables, tidying up and putting away toys and materials) Teachers foster independence by providing opportunities for making free choices and participating in decision making
8.	Program Duration and Schedule	ECCE programme is conducted for 4 IPVSTEBJMZXJUIDIJMES-FOXJUIcIS snack/break time).	Planned Schedule with Age Appropriate and Flexible Class Arrangement	Daily routine	

S. No.	Components	Reference Documents			
		Quality Standards, MWCD	ICEI, CECED	UNESCO, GMR (2006)- indicators of ECCE Quality (Robert G Myers)	ASEAN Quality ECCE Standards
9.	Curriculum	Activities for development of reading, writing & number readiness are planned and implemented according to children's needs.	the curriculum requirements need to be identified for each sub-stage, from 2 to 4 years, 4 to 6 years and 6 to 8 years with clarity so as to make it meaningfully aligned to the developmental needs and characteristics of children at each substage of development.		Staff have a written weekly plan for learning activities and routines taking into account children's interests
		Incorporates the principles and guidelines of National ECCE Curriculum Framework to plan curriculum.	Developmentally Appropriate Curriculum	curriculum should be: coherent, multidimensional and integral, predictable but allow for flexibility, culturally pertinent, child-centered, responsive and interactive, active, based on play and exploration and discovery.	
		All areas of development are offered in an integrated manner.		It should allow for assessment, incorporate technology, use relevant materials, be consistent with a child rights perspective, and respect diversity and individuality.	
10.	Staffing (adequacy, professional qualifications, professional development opportunities, appraisal)	Adequate number of staff is hired.	need to ensure an exclusive teacher for ECE who is enabled to have a good understanding of ECE, the required skills and attitudes. the teacher can devote time to plan the curriculum and to organize and manage the class in accordance with the curricular priorities		
		Staffs have the appropriate education and qualification/ experience.		teaching staff and directors/ administrators,	Teachers and staff meet the qualification in compliance with regulatory requirements

S. No.	Components	Reference Documents			
		Quality Standards, MWCD	ICEI, CECED	UNESCO, GMR (2006)- indicators of ECCE Quality (Robert G Myers)	ASEAN Quality ECCE Standards
				(knowledge, orientation and training – pre- and inservice - health, motivation and commitment, ability to communicate with children and adults)	
		Staff appraisal, work plan review is done and feedback provided in accordance to policies and guidelines.		Policies and procedures (written, related to: moral and ethical conduct/ respect, fees, development and use of resources, staff job descriptions, insurance)	Centre has a clear written employment policy regarding noncriminal record and non-abuse of children, compulsory health clearance, work experience, job descriptions and terms of employment, performance appraisal by authorized personnel, continuous professional development, non-discrimination on grounds of gender, ethnicity, religion and political beliefs
		The performance of staff members is evaluated and individual development plans are in place to support performance improvement.		Working environment and staff needs (a positive, healthy environment that provides recognition, opportunities for professional improvement, orientation for new staff)	
11.	Documenta-tion and Records	Documentation/Portfolio of each child's performance and progress is done and available to families and staff.			
		Records of children's attendance, leave, and absence are kept and regularly updated			
		Documentation in registers to show medical records, curriculum planning diary etc.			
12.	Financial Management	ECCE center has good financial system. It maintains records of all funds/contributions and these are reviewed by the community (social audit).		Financial accountability (budget planning, monitoring and reporting)	

S. No.	Components	Reference Documents			
		Quality Standards, MWCD	ICEI, CECED	UNESCO, GMR (2006)- indicators of ECCE Quality (Robert G Myers)	ASEAN Quality ECCE Standards
13.	Assessment of children	Teachers/ caregivers observe children's learning and development and keep a record of how progress is made towards the goals.		Evaluation of children and feedback to parents	Staff observe and document children's responses to the caring and learning activities and make recommendations for improvement
		Conducts periodic observations of children and uses different tools and processes to make decisions about children.			Staff use a variety of authentic assessment methods (including work samples) in various natural settings to obtain information regarding children's growth, development and progress.
		Maintain portfolios of all children, containing anecdotal records, developmental checklists, samples of drawing, writing and other activities, observation notes and parent teacher meeting notes			Staff use portfolios to document children's efforts, progress and achievement (this may include developmental milestones, records of observations, photographs and work samples
		Uses combination of methods to communicate children's progress with their parents			
		Teacher plan activities based on the performance level of children			
		Caregivers are sensitive to and are able to understand factors that may be affecting children's progress/ performance			
14	Interactions	Teacher-/Adult- Child Interactions (treatment with respect, affection and care, easily approachable, encourage to think, do not use physical punishment, unbiased) Child- Child Interaction (show empathy, communication, social interaction and mutual respect is encouraged, negotiate and resolve conflicts peacefully) Staff family interaction (have regular meetings, visit children's homes and share information)		Adult-child interaction (respectful, responsive, affectionate, treats children equitably) - Adult-child interaction related to discipline (no physical punishment, uses conflict resolution)	Positive Relationships between children and children (skills of helping, pro-social behavior) Positive Relationships between teachers and families (communication, participation in preschool activities) Positive Relationships between teachers and teachers (act professionally and ethically, friendly, sharing of information, teamwork)

S. No.	Components	Reference Documents			
		Quality Standards, MWCD	ICEI, CECED	UNESCO, GMR (2006)- indicators of ECCE Quality (Robert G Myers)	ASEAN Quality ECCE Standards
15.	Leadership and Governance			Leadership (setting purpose and direction, aiding professional development, promoting work as a team, taking initiative to obtain resources)	Leader communicates clearly and regularly on how the preschool will realize its goals and objectives
				Evaluation of center and its programs (for improvement, as part of accountability)	Leader has a systematic programme to monitor and evaluate teaching and learning
					Leader provides opportunities for open communication with children, staff, families and the community
					Leader encourages staff to share and optimise the usage of all available resources
					Leader supports innovation
					Leader collaborates with a primary schools in the vicinity to promote smooth transition from preschool to primary school
16.	Management and Policy				Preschool has clear written philosophy, vision and mission statements with short and longterm goals to guide its operation
					Preschool has clear written statements on the following policies and procedures available to all stakeholders: a) preschool programmes and approaches to learning b) child protection c) child arrival and dismissal d) health and safety e) sick child f) accident and emergency g) nonviolent discipline practices h) staff and visitors i) Confidentiality of the child and family

ANNEXURE 2

Tool 1 – Questionnaire for Exploring ECCE Model

The following questionnaire is part of a Costing study of ECCE Models in the country being undertaken by Centre for Budget and Governance Accountability. This questionnaire aims to understand the structure and model of ECCE services being provided by your organization. You are requested to provide responses to following questions in the space provided. Additional documents or sheets can be added as an annexure in support of the answers provided. Please share annual report of the organization, if available.

Instructions

- The organization is requested to select a Model ECCE centre among its various ECCE centres for responding to this questionnaire.
- Questions in Section I, II and III pertain to entire ECCE services provided by the organization and can be answered by central team.
- Questions in sections from IV to XIII can be answered by a staff of the selected centre.
- Most of the questions in this instrument require selection of option, answering Yes/No or providing numerical figures.
- In response to questions with multiple choices more than one choice can be selected depending on relevancy for your organization.
- In case, none of the options are relevant or additional category needs to be added, it can be done in Any Other ___ option provided in multiple choice questions.

Background Information

Date _____

Name of The Organization____

Name and location (locality, district, state) of the selected ECCE Centre for responding to Questionnaire_____

Name of the Respondent and Designation_____

I Coverage of ECCE Services

1. If you are a Private/NGO, please select the reason from options provided below (tick mark) for providing ECCE services in the geographical area of operation.
   a. Demand of ECCE services by parents
   b. Lack of private preschool in the area
   c. Lack of anganwadis/balwadis in the area
   d. Any other _____

2. What is the age group of children catered to in the ECCE services? Select from below options.
   - 0-3 years
   - 3-6 years
3. What are the services provided by your organization for 0-3 years and 3-6 year old children? Please tick mark in the table below.

Services	0-3 years	3-6 years
Early Childhood Education		
Midday meal		
Health Check Up		
Growth Monitoring		
Nutrition Education for Parents		
Immunization		
Creche Facility		
Day Care Facility		
Any Other (Please Mention)		

4. If you are a private organization or NGO, what is the total number of ECCE Centres run by your organization? Please provide information in the following table (As on January -March 2020):

Total number of play group, nursery or preschool centres	Number of children enrolled	
Early Childhood Education	below 3 years	3-6 years

Total number of ECCE centers	Number of children enrolled	
	below 3 years	3-6 years
Play-group		
Nursery		
Pre-school		
Total		

5. Please provide information on background of children enrolled in all ECCE centres run by the organization in the following table (As on January - March 2020):

Age group (in years)	Number of children		Number of religious Minority children			Number of SC/ST/ GEN Children			Income Group of Majority of Children (BPL, Low income, Middle Class, High Income)			
	Boys	Girls	Muslim	Christian	Sikh	SC	ST	GEN	BPL	Low Income	Middle Income	High Income
0-3												
0-6												

6. Do the ECCE centres have any children with special needs? If yes, please provide information in the following table (As on January – March 2020):

Number of Children with Special Needs	Nature of Special needs				
	Physical Impairment	Intellectual Impairment	Hearing Impairment	Visual Impairment	Autism/ ADHD

7. What is the number of ECCE teachers and staff per centre? Please provide information in the following table:

Total Number of ECCE centre	Number of ECCE teachers	Number of Helpers	Number of Assistant Teacher	Any other staff (cook, peon, guard etc.)- provide title and number	Centre Head	Any Other (admin, finance and management person)

II Human Resource Policies

8. Have career pathways i.e. promotion hierarchy been highlighted for the staff (for eg. with required amount of qualification and years of experience, the person can be promoted as Senior Teacher, Supervisor or Head of the centre)? Yes/No

9. Does the ECCE centre have written policies and procedure with respect to following:

Policy or Procedure	Yes/No
Staff Insurance	
Ethical conduct of staff	
Terms of Employment	
Non-discrimination on grounds of gender, ethnicity, religion	
Health clearance and non-criminal record as prerequisite to recruitment	

III Managing to Support Quality System (Training, Monitoring, Evaluation)

10. What is the minimum qualification and experience required to be a teacher/centre staff in your ECCE centre(s)? Please also mention the qualification and experience requirement for Centre Head and Field Coordinator or Supervisor.

Staff Member	Minimum Qualification	Required Experience
(For NGO and Private Preschools)		
Teacher		
Assistant Teacher		
Centre Head		
Field Coordinator		
Supervisor		
Any Other__		

11. Are regular training programs conducted for the teachers and the administrative staff? Please provide details in the following table for the last three years (2017-2020). Some suggestive themes are provided. More themes can be added in empty columns.

S. No.	Date, Month and Year	Theme/Topic of the Training Program	Duration (number of days or hours)	Conducted by Resource Persons (RP)/ External agency (EA)/internal team (IT)	Participants (Teachers, Supervisor, Centre, Head, Field Coordinator or Officer)
1.		Health, Hygiene and Nutrition practices for young Children			
2.		First aid in case of emergency			
3.		Non- discrimination of children- equity in classroom			
4.		Inclusion of Special needs children			
5.		Teaching and learning in early childhood education;			
6.		Assessment of young children			
7.		Strategies for Multilingual Early Childhood Education			
8.		Counselling children who have faced emergency or traumatic situations			
9.					
10.					
11.					
12.					
13.					
14.					
15.					
16.					
17.					

12. Is there any system established for providing on-site mentoring support to teachers i.e. guidance for implementing early childhood education activities in classroom? If yes, please share following details:

i. Who is responsible for mentoring the teachers?
   a. Supervisors
   b. Outside Expert
   c. Field/Program Officer/Coordinator
   d. Any Other_____

ii. At what intervals of time period, does the designated mentor visit the ECCE centres?
   a. Weekly
   b. Monthly
   c. Quarterly
   d. Any Other_____

iii. What is the kind of mentoring support offered by the mentor? Please select from below options.
   a. Curriculum planning
   b. Lesson Planning
   c. Execution of lesson plan
   d. Guidance on early childhood education activities
   e. Maintenance of documentation and records
   f. Any Other_____

iv. Is there any kind of documentation maintained for the above mentoring support?
   a. Visit Report
   b. Register Entry
   c. Any Other_____

13. Is the ECCE program reviewed/ monitored at regular intervals? If yes, please share following details:

I. What is procedure or method of program monitoring?
   a. Identifying key performance indicators
   b. Collecting and maintaining data on Key performance indicators
   c. Maintaining data of learning enhancement of children
   d. Observation of Classrooms
   e. Mapping progress of curriculum transaction
   f. Mapping implementation of day-to-day activities
   g. Any Other____

ii. Who are responsible for monitoring?
   a. Centre Head
   b. Supervisor
   c. Program Officer/Coordinator

d. ECCE Teacher
e. Program Manager
f. Director
g. Monitoring and Evaluation Team
h. Any Other_____

iii. At what intervals is the monitoring/review conducted?

a. Daily
b. Weekly
c. Quarterly
d. Half Yearly
e. Yearly
f. Any Other ___

iv. Are any reports or documents prepared based on the monitoring?

a. Progress reports at monthly or quarterly level
b. Project Activity wise reports
c. Centre Specific Reports
d. Any Other_____

The questions in the following sections are specific to the centre selected for responding to the questionnaire.

IV Location, Size and Infrastructure of the Centre

14. The ECCE centre is generally located in:

a. Rented accommodation
b. Own property of organization
c. Within government school premises
d. Centre built by government
e. Space and building provided by Panchayat or municipal corporation

15. How is the space divided in the centres? Please provide information in the below table:

	Please specify availability	Number of ECCE centers in which the facility is available	Average area in feet or sq yard (considering a model centre)
Number of rooms/classrooms			
Space allocated for children's nap time			
Separate sick room			
Kitchen Area			
Drinking water facility			
Hand washing facility			
Toilet for children and staff			
Toilets			
Outdoor play area			
Boundary Wall			
Electricity connection			
Lighting and Fan in classrooms			
Ventilation through windows in classroom			
Storage space/area for play material			
Office and admin space			

16. Is there safe drinking water available for children at all times? Yes/No

    What is the source of drinking water? Please specify details in accordance to availability at the selected centre.

    a. Handpump
    b. Tapwater
    c. RO water
    d. Any Other___

17. Are there any adaptations made in physical environment of the centres to ensure accessibility to children with special needs like ramps, handrails etc.? If yes, please select from below options.

    a. Ramps
    b. Handrails
    c. Modified Toilets
    d. Any Other ___

18. Does the selected centre have an internet connection and laptop/computer facility? Yes/No

    If yes, please select the purpose of using the above facilities from below options.

    a. Emailing
    b. Maintaining Documents

c. Preparing Teaching resources to teach children

d. Teaching and learning in classroom

e. Any other_____

19. What is the seating facility for children? Please select as per below options.

a. Durries or mats on floor

b. Chairs and tables

c. Benches

V Policy and Procedures

20. Does your ECCE centre have written policies and procedures on following:

Policies or Procedures	Available (Yes/No)
Approaches to learning/Education philosophy	
Child Protection Policy	
Child Arrival and Dismissal	
Managing a Sick Child	
Accidents and Emergency	
Discipline Practices	
Managing Visitors	
Confidentiality of Child and Family	

VI Program Duration and Schedule

21. What is the daily routine of the ECCE program? Kindly share a time table or daily schedule of the program or provide information in the below table.

Time Period	Activity					
	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
Any free time for playing						

22. For how many average working days in a year the Centre operates?

VII ECE Curriculum

23. Has any curriculum been developed or adopted by the ECCE centre for the children of 3-6 years age group? If yes, please answer following questions:

i. What procedure has been followed for curriculum development?Please select from options below.

a. Developed internally by the team including teachers

b. Developed through an external agency or consultant

c. Adopted from other organization

d. Developed by ECCE Cell or SCERT (in case of government Anganwadi centres)

24. What are the major curriculum areas? Please select as per below table:

Curricular Area/Theme	Part of the ECCE Curriculum being used by the Centres - Yes or NO
Physical development	
Language and literacy abilities	
Pre-numeracy	
Social and emotional development	
Creative expression	
Pre writing skills	
Early science and environment	
Appreciation of culture and diversity	
Pre reading skills	
Problem solving abilities	

25. Do the teachers have a written copy of weekly or daily plan based on the curriculum? Yes/No

VIII Availability of Equipment and Learning Materials

26. What are the equipments, play and learning materials present in classroom and for outdoor play? Please provide information in below table:

Name of Play and Learning Material for indoor or outdoor play	Write A for 1 set B for 2 set C for multiple set of each toy or material available	Write A. if toys or material are kept in an accessible open almirah for children B. if stored in closed almirah
Beads		
Balls		
Puzzles		
Montessori Equipment		
Flash cards		
Blocks		
Sorting Toys		
Dolls		
Soft Toys		
Vegetables and fruit toys		
Rope		
Any other		

27. Are there books available for children for picture reading? Yes/No

i. What are the major themes and language of these books?

Themes	Available (Yes/No)	Major Languages of Books Available
Story books		
Picture Reading Books		
Alphabet Books		
Books on Numbers and Pre numeracy		
Word Books		
Any Other _____		

ii. What is the average number of books available in the centre.

28. Does learning in ECCE centre also take place through audio visual media (TV and/or computer) as mentioned in below options? If yes, select the relevant option.

a. Animation

b. Videos

c. Games

29. Where is the audio-visual content being sourced from? Please select from below options:

i. Youtube

ii. Freely available online resources

iii. Purchased from an e-content development company/organization

iv. Any other_____

IX Teaching and Learning Experiences

30. What is the language of instruction at the ECCE centre?Please select from below options (more than one option can be selected)

i. Regional Language

ii. Mother tongue of Child

iii. Hindi

iv. English

31. Are there learning or activity corners in the classroom with appropriate materials displayed and accessible to children? If yes, please select from below options (more than one option can be selected).

i. Reading Corner/Area

ii. Maths or Numbers Corner/Area

iii. Pretend/Dramatic Play Corner/Area

iv. Puzzles and Block Corner/Area

v. Any other_____

32. Are the children's work like drawings, art and craft work are displayed in the classroom? If yes, please select from below options.
    i. On the walls
    ii. on a table
    iii. Hung on a rope tied across the classroom
    iv. Any Other_____
33. Does the ECCE centre also provide education for preparation of school? If yes, please select from options below which best describe the same (multiple options can be selected).
    i. Making words and sentences from alphabets
    ii. Writing alphabets and words
    iii. Writing small sentences
    iv. Teaching mathematical operation of additions and subtraction
    v. Writing counting in numbers and words
    vi. Developing Pre literacy skills
    vii. Developing pre numeracy skills
    viii. Developing pre-writing skills
34. Do the children have to wear a centre prescribed uniform? Yes/No
35. Do the ECCE Teachers arrange visits of children to places to extend experiential learning such as markets, gardens, farms, post officeetc.? If yes, how often?
    i. Once a month
    ii. Quarterly
    iii. Half yearly
    iv. Yearly
36. Do the teachers also provide some kind of homework or assignments to be completed at home? Yes/No
37. Are any children with special needs present in the selected Centre? If yes, please provide following details:

Total Children with special needs	Number of children with special needs				
	Physical impairment	Visual impairment	Hearing impairment	Intellectual Impairment	ADHD/ Autism

38. Are any changes made in the teaching and learning process to accommodate children with special needs? Yes/No.
39. What are the strategies for including for children with special needs? Please select from below options:
    i. Use of Special teaching and learning material
    ii. Changing the seating arrangement

iii. Modified teaching strategies

iv. Any Other ____

X Assessment of Children

40. How is the assessment of children conducted at the centre? Please select from below options:

a. Observations

b. Anecdotal Records

c. Records of art and craft work by children

d. Oral Expression

e. Written Work

f. Written Test

g. Oral Test

h. Any Other_____

41. Are observations made on the children's learning and development by the ECCE teachers? Yes/No

i. Are these observations recorded/documented by teachers? Yes/No

ii. At what intervals are these observations conducted? Please select from below options:

a. Daily

b. Weekly

c. Monthly

d. Quarterly

e. Yearly

f. Any Other ____

42. Are portfolios of children maintained by the ECCE centres? Yes/No

i. What does it usually contain? Please select from below options:

a. Child Profile with Photograph

b. Children's art and written work

c. Photographs of child at play

d. Photographs of group work or activities by children

e. Progress report shared with parents

f. Developmental checklist or growth monitoring form

g. Nothings of interesting discussion held with the child

h. Any Other _____

43. Are any report cards developed by ECCE centres displaying evaluation of children? Yes/No

i. How does the Report Card display evaluation of children? Select from options below:

a. Scores or marks

b. Qualitative comments

c. Grades

d. Any other_____

44. How are the progress and evaluation results communicated to parents? Select from options below:

a. Through Report card

b. In Parent and Teacher Meeting

c. In Mother's group meeting

d. Any Other___

XI Health, Hygiene and Nutrition

45. Are regular health check ups organized for children? If yes, at what frequency?

i. Who is involved in the health checkup? Please select from below options:

a. Pediatrician

b. Asha Worker

c. Anganwadi worker

d. Any Other_____

46. Are any referrals made for children for any condition diagnosed in the health checkup? If yes, where? Please select from below options:

a. Nearby government hospital

b. Nearby Private hospital

c. Public Health Centre

d. Private clinics

e. Any Other_____

47. Are the children provided any immunization services at the Centre? Yes/No

48. Are children provided any midday meal or food at the centre?

i. If yes, what is the kind of midday meal?

a. Cooked meal

b. Dry meal

c. Any Other_____

ii. Is there any specified menu per week? Yes/No

49. Are separate utensils provided to each child for serving the meal? Yes/No

50. Do teachers and staff quality check the meal provided at the centre? If yes, how? Please select from below options:

a. Through observation

b. Tasting

c. Any Other_____

51. Is the meal (please select among the list following options which is relevant to your ECCE centre)
    i. cooked at the centre
    ii. procured from outside vendor/NGO
    iii. provided by government in the form of dry ration
    iv. any other_____

52. Have any procedures been established for safe handling and distribution of food which is brought from outside or cooked at centre itself? Yes/No

    If yes, please select from below options:

    a. Wearing gloves and head cover by the distribution person/team
    b. Getting food in covered and clean utensils
    c. Washing utensils
    d. Serving food in a clean area
    e. Any Other_____

53. Are there any guidelines (written or verbal) that are practiced by ECCE centres for maintenance of clean and hygienic space of kitchen, classroom and toilets? Yes/No

XII Protective Care and Safety

54. What is average teacher to child ratio in 3-6 years in the selected ECCE centre?

55. What is average caregiver to child ratio in 0-3 years in the selected ECCE centre?

56. Is the first aid kit available with the centres? Yes/No

57. Do the ECCE centre have a Disaster Management Plan in case of fire, earthquake etc.? Yes/No
    i. Has that plan (like evacuation procedure and fire drill) been shared and practiced with all staff of the centre? Yes/No

58. Does the centre have preventive measures like fire extinguishers or sand buckets in case of an emergency? Yes/No

59. In the Covid scenario or after it has ended, are there any guidelines with which you plan to open the ECCE centre? Please select from below options:

    a. Social distancing among children
    b. Cleaning and sanitization of the centre
    c. Cleaning and sanitization of equipment and play material
    d. Use of masks and hand sanitizers
    e. Running of centre in shifts (morning /evening)
    f. Any other_____

XIII Parental and Community Involvement

60. Do the teachers or the centre staff keep in regular contact with parents?

i. If yes, how? Please select from below options:

a. Parent Teacher Meeting

b. Mothers' Group Meeting

c. Home Visits

d. Phone Communication

e. Through children's diaries

f. Home visits

g. Any Other

ii. What is the interval at which Parent Teacher Meeting or Mothers Group Meetings are held?

a. Monthly

b. Quarterly

c. Half Yearly

d. Yearly

e. Any Other_____

61. Are parents involved in planning and implementation of the ECCE program? If yes, how?

i. Through seeking suggestions for program

ii. Through making Anganwadi Development Plan

iii. Through social and financial audit of the centre

iv. Any other_____

62. Do the ECCE centre(s) organize events? Please provide details in the following table:

Event Name	Interval organized (please specify- monthly, quarterly, yearly, as per need)	Participants (please specify - children, parents, teachers, community, any other)
ECCE day		
Grandparents day		
Health and Nutrition day		
Bal Melas		
Healthy Baby show		
Awareness Campaigns		
Celebration of important days like Independence Day, Children's Day etc		
Any Other		

63. Are parents and community members invited by the ECCE centres to share their abilities and skills as volunteers or to contribute to classroom transaction? Yes/No

i. Is this a regular practice? If yes, please specify the interval of occurrence and duration of such participation.

Volunteer (parents or community member)	Duration (in hours)	Interval (daily, weekly, quarterly, half yearly, yearly)

XIV Documentation and Records

64. What are the documents and records maintained at the ECCE Centre? Please provide information in the table below.

Records and Documentation	Maintained by ECCE centre (Yes or No)
Children's Leave and Attendance	
Health Checkup	
Growth Monitoring	
Immunization	
Lesson Planning Diaries	
Staff Attendance and Leaves	
Stock Inventory/Asset Register	
Account Details (budget, fee collection, expenditure, others)	
Any Other_____	

XV Fees

65. Is the fees charged for ECCE services provided? If yes, please provide the fees structure in the below table:

Fees Breakup	Monthly/Quarterly (in Rs.)	Yearly (in Rs.)
Admission fees		
Development Fees		
Tuition Charges		
Transport Charges		
Meal Charges		
Any Other		

XVI Other

66. Have the recognitions/registrations that may be required to run the ECCE been complied with? Yes/No. If yes, list may be given.

67. Are POSH (Prevention of Sexual Harassment) policy and committee in place? Yes/No

68. Are minimum wage provisions of the concerned State being followed for all the payments of salaries/ wages? Yes/No

ANNEXURE 3

Tool 2: Costing of ECCE Services

The following questionnaire is second part of a Costing study of ECCE Models in the country being undertaken by Centre for Budget and Governance Accountability. This questionnaire aims to understand the expenditure pattern of ECCE services being provided by your organization. You are requested to provide responses to following questions in the space provided. Additional documents or sheets can be added as an annexure in support of the answers provided.

Instructions

1. The information has to be provided pertaining to the Model Centre selected by you in responding to the Tool 1 questionnaire.
2. Please provide expenditure data for the academic years (April to March) 2017-2018, 2018-19, 2019-20. Kindly provide expenditure pertaining only to your Model ECCE centre.
3. Please leave those sections which are not relevant to your program.

Background Information

Date_____

Name of Organization_____

Name of Respondent and Designation_____

I Details of Number of Centres and Children

In this section, provide details of the ECCE centres/preschool you have selected to respond to this tool.

Name of ECCE Centre (selected for responding to this tool)	Location (state, district, city/ village/locality)	Own Property/ Rented Property/Government Premises/Community Donated building	Number of Children receiving services in the Centre	Establishment Year

II Establishment Cost

II.1 Infrastructure Cost

In this section, provide details on the initial expenditure on infrastructure and maintenance that was incurred to set up the program.

*If the ECCE centre was constructed as part of primary or secondary school, please provide construction cost of entire school and proportionate cost of ECCE centre based on the space allocated within the building.

II.2 Procurement for Fixed Assets

Provide details of expenditure on the procurement of Fixed Assets for establishment of the Centre.

Type of Fixed Asset	No. of Units	Nature of possession (purchased or rented)	Cost	
			Purchase cost	Rent per month
Furniture				
RO				
Water tank				
Kitchen Equipment				
Computer				
Printer				
Swings in Playground				
Vehicle				

III Operational Cost of the ECCE Centre

III.1 Salaries of the Centre Staff

Staff Member	Number of Staff	Basic Salary	HRA and Other Components like travel (please mention constituents)	Total Salary (Annual)	2017-18	2018-19	2019-20
Teacher							
Head/Principal							
Supervisor							
Assistant Teacher							
Cook							
Helper/Cleaner							
Guard							
Gardener/Any Other_____							
Admin/finance staff (accountant)							
Any welfare expenses (e.g, Bonus etc)							

III.2 Rent and Maintenance of Centre Building

Particulars	2017-18	2018-19	2019-20
Annual Rent (if rented property)			
Annual electricity Charges			
Annual Water Supply Charges and drinking water procurement (like RO water)			
Annual Expenditure on Maintenance:-			
- Repair work			
- Wall painting			
- Annual Maintenance Charges for Electrical Appliances			
- Maintenance of Furniture			
- Repair/Maintenance of outdoor play area			
- Other repair/maintenance related to building			

III.3 Insurance

Provide details for Insurance (total amount of insurance and duration) for Staff (Medical and Others)			Annual Expenditure on Insurance for Staff		
2017-18	2018-19	2019-20	2017-18	2018-19	2019-20

Provide details for Insurance (total amount of assets insured and duration) of Fixed Assets (building, furniture, electrical equipment, vehicle)			Annual Expenditure on Insurance for Fixed Assets		
2017-18	2018-19	2019-20	2017-18	2018-19	2019-20

III.4 Educational Material

Particulars	2017-18	2018-19	2019-20
Expenditure on Children's Books			
Expenditure on Toys and Teaching and Learning Material (like blocks, puzzles, beads etc.)			
Expenditure on Stationery Items (paper, registers, copies, sketch pens, colors etc.)			

III.5 Communication Expenses

Particulars	2017-18	2018-19	2019-20
Mobile /Telephone Bills (utilized at centre)			
Mobile /Telephone Bills (reimbursement to staff)			
Internet Connection Charges (utilized at centre)			
Internet Connection Charges (reimbursement to staff)			

III.6 Computers and Software

Particulars	2017-18	2018-19	2019-20
Expenditure on Software Procurement			
Expenditure on Software Maintenance (like MS Office, Anitvirusetc)			
Expenditure on Computer/laptop procurement			
Expenditure on Computer/laptop maintenance			

III.7 Midday Meal

Expenditure on procurement through a vendor			Expenditure on Preparation of Midday Meal (includes cost of raw material like wheat, pulses, vegetables, fruits, oil, and fuel)		
2017-18	2018-19	2019-20	2017-18	2018-19	2019-20

III.8 Health Check Ups and Immunization

Items	Expenditure on health check upand immunization of children		
	2017-18	2018-19	2019-20
Charges of Doctor Visit			
Medical Equipment			
Para Medical Staff like nurse			
Vaccine			
Syringes			
Medicines			

III.9 Organization of Events and Visits

Details of Major events and celebration of important days organized like ECCE day, children's day, Independence Day, Grandparents Day etc.		
2017-18	2018-19	2019-20

	Total Expenditure on Events and Celebrations (includes decoration, food, travel, stationery, others)		
	2017-18	2018-19	2019-20
Decoration			
Food			
Travel			
Stationery			
Gifts			
Others			

Details of Local Visits and Trips organized for children			Expenditure on Visits and Trips		
2017-18	2018-19	2019-20	2017-18	2018-19	2019-20

III.10 Curriculum Development

Financial Year	Development Team [Internal / External]	Brief Description of Curriculum developed	Qty.	Cost
FY 2017-18	Internal			
	External			
		Total for FY 2017-18		
FY 2018-19	Internal			
	External			
		Total for FY 2018-19		
FY 2019-20	Internal			
	External			
		Total for FY 2019-20		

III. 11 Digital Learning

Expenditure on Digital Learning Material/Content for Children Procurement		
2017-18	2018-19	2019-20

III.12 Training of Teachers and Staff

Number and days of training conducted		
2017-18	2018-19	2019-20

Particulars	Expenditure on training		
	2017-18	2018-19	2019-20
Food			
Travel			
Honorarium to Resource Person			
Stationery			
Logistics			
Others			

Expenditure on training conducted by external agency		
2017-18	2018-19	2019-20

III.13 Monitoring and Evaluation

Particulars	2017-18	2018-19	2019-20
Expenditure incurred on monitoring of programmes:-			
- Salary Cost			
- Travelling Cost			
- Boarding			
- Lodging			
- Stationery			
- Other Costs			
Expenditure on evaluation of program by third party agency			

III.14 Parent Teacher and Community Meeting

Particulars	Expenditure on parent teacher meeting			Expenditure on community meeting		
	2017-18	2018-19	2019-20	2017-18	2018-19	2019-20
Food						
Stationery						
Others						

III.15 Modifications for Special Needs

Please specify any modifications made in building, physical environment				Expenditure on modification and/or procurement to cater to children with special needs		
	2017-18	2018-19	2019-20	2017-18	2018-19	2019-20
Ramps						
Handrails in toilets						
Procurement of special teaching and learning material						
Others						

III.16 Publication

Please specify any publication work undertaken				Expenditure on publishing		
	2017-18	2018-19	2019-20	2017-18	2018-19	2019-20
Brochure						
Diaries						
Annual report						
Report Card						
Others						

III.17 Expenditure on Safety and Disaster Management

Particulars	Expenditure for disaster management procurement		
	2017-18	2018-19	2019-20
Fire Extinguisher			
Sand Buckets			
Others			

Expenditure on Installation and maintenance of CCTV (if present)		
2017-18	2018-19	2019-20

III.18 First Aid Kit

Expenditure on First Aid Kit		
2017-18	2018-19	2019-20

III.19 Procurement

Please specify any major purchase of items like furniture, AC, Fan, TV, Kitchen appliance which has taken place in 2017-2020 and not been mentioned in the responses provided above.

Particulars	Description	2017-18		2018-19		2019-20	
		Qty.	Amount	Qty.	Amount	Qty.	Amount
Furniture							
Air-Conditioner							
Fan							
Television							
Kitchen Appliance							
Other items__							

III.20 Housekeeping

Name of Housekeeping Items	Expenditure Incurred on Housekeeping Items		
	2017-18	2018-19	2019-20
Soap			
Towel			
Floor Cleaner			
Toilet Cleaner			
Utensil Cleaner			
Mop			
Floor Wipe			
Wiper			
Others			

III.21 Housekeeping in Covid Scenario

Please mention additional expenditure on masks, hand sanitizers or housekeeping items which is expected to be incurred when the ECCE centre reopens during or after end of Covid pandemic.

Name of Items	Expenditure expected
Masks	
Hand Sanitizer	
Sanitizer Dispenser	
Floor Sanitizer	
Others	

III.22 Finance Costs

Please enumerate the details of fund borrowed for acquiring capital assets/working capital and interest incurred thereon

Purpose of borrowing fund	Rate of Interest (%)	Interest Costs		
		2017-18	2018-19	2019-20

III.23 Compliance Cost

Please furnish details of cost incurred as consultancy or professional fee on compliances related to establishing and operating the ECCE.

Nature of Compliance Service	Compliance Cost		
	2017-18	2018-19	2019-20

III.24 Depreciation Cost

Please furnish the details of depreciation cost charged on the owned capital assets along with the asset wise rate of depreciation

Type of Capital Asset	Rate of Depreciation (%)	Depreciation Costs		
		2017-18	2018-19	2019-20

III.25 Sources and details of income

Please furnish the details of income along with their sources.

Source of Income	2017-18			2018-19			2019-20		
	No. of Students	Per Student	Total	No. of Students	Per Student	Total	No. of Students	Per Student	Total
Tuition Fee									
Development Fee									
Transportation Fee									
Books									
Others___									

Separate table should be created for each class / group of students.

ANNEXURE 4

Table A4.1: Location, Number of Children and Sections in the Centres

S. No.	Centre Code	Selected Centre Location	Urban/ Rural	Number of ECE Centres of the Selected Model	Total number of children in the Centres	Sections in the ECE centre/pre-primary	Number of Children in the ECE Centre/Pre-Primary sections
1.	NGO-DC 1	Lucknow, UP	Urban	3	121	Day Care (Creche) and Nursery	31
2.	NGO-DC 2	Gurgaon, Haryana	Urban	64	1726	Day Care (Creche) and Nursery	57
3.	NGO 1	Bahraich, UP	Rural	48	1521	Group of 3-6-year children	36
4.	NGO 2	Hyderabad, Telangana	Urban	1	102	Nursery and Kindergarten	102
5.	NGO 3	Sirohi, Rajasthan	Rural	433	27028	-	30
6.	ICDS 1	Sirohi, Rajasthan	Rural	55816[16] Anganwadi Centres	9,92000[17]	Group of 3-6-year children	25
7.	ICDS 2	South Andaman District, A&N Islands	Rural	689[18] Anganwadi centres; 31 mini-anganwadi centres	11402	Group of 3-6-year children	32
8.	GPP 1	Central Delhi	Urban	306 (Sarvodaya schools with nursery section)[19]	Not available	Nursery and Kindergarten	59
9.	GPP 2	Shahdara, Delhi	Urban	-	-	Nursery and Kindergarten	48
10.	GPP 3	South Andaman District, A&N Islands	Urban	297[20]	Not available	Nursery and Kindergarten	15
11.	PPP 1	Faridabad, Haryana	Urban	1	207	Play Group, Nursery and Kindergarten	207
12.	PPP 2	Asansol, West Bengal	Urban	1	250	Play Group, Nursery and Kindergarten	250
13.	PS 1	West Delhi	Urban	650+ branches	Not available	Play Group, Nursery and Kindergarten	200
14	PS 2	Ludhiana, Punjab	Urban	1	60	Play Group, Nursery and Kindergarten	60

[16] As per Administrative Report (2019-20) of Rajasthan State Department of Women and Child development. Available online: https://wcd.rajasthan.gov.in/content/dam/wcd-cms/wcd/apr/Annual%20Report%202019-20-Compressed.pdf

[17] As per Administrative Report (2019-20) of Rajasthan State Department of Women and Child development. Available online: https://wcd.rajasthan.gov.in/content/dam/wcd-cms/wcd/apr/Annual%20Report%202019-20-Compressed.pdf

[18] As per Directorate of Social Welfare, Andaman and Nicobar Islands. Available online: http://andssw1.and.nic.in/socialwelfare/pdf/AnganwadiServices.pdf

[19] As per Department of Education, Delhi Government, Available online:http://edudel.nic.in/upload/upload_2019_20/ListofsarvodayaVidyalaya_nursery_25022020.pdf

[20] As per report on ECCE in Andaman. Available online: https://repository.seshagun.nic.in/wp-content/uploads/2017/07/early-childhood-care-and-education-in-andaman-and-nicobar-islands.pdf

Table A4.2: Demographic Details of the Children in the Selected Centres

S. No.	Centre Code	Total children in the centres of selected ECCE model	Boys (0-3)	Boys (3-6)	Girls (0-6)	Girls (3-6)	Muslims	Sikhs	C hristian	SC	ST	OBC	GEN	BPL	Low-income	Middle-income	High-income
1.	NGO-DC 1	121	16	44	21	40	33			41	8	30		121			
2.	NGO-DC 2	1726		390		497								1726			
3.	NGO 1	1521		736		785	737			337			447	1521			
4.	NGO 2	102		54		48								5		97	
5.	NGO 3	11537		5884		5653											
6.	PPP 1	207	0	114	0	93	33	2	4	132	35		40	12	25	156	14
7.	PPP 2	250	0		0	250	70	10	105	55	60	50	80	20	25	157	48
8.	PS 1	200	40	80	30	50	10	70	20	20	30	15	135	10	15	120	65
9.	PS 2	60	15	22	10	13	4	36	5	10	12	10	28	0	28	32	0

Table A4.3: Infrastructural Facilities of ECE Centres21

Organization Code	Space allocated for children's nap time	Separate sick room	Kitchen Area	Drinking water facility	Hand washing facility	Toilet for children and staff	Outdoor play area	Boundary Wall	Electricity connection	Lighting and Fan in classrooms	Ventilation through windows in classroom	Storage space/area for play material	Office and admin space
NGO-DC 1	√		√	√	√	√	√	√	√	√	√	√	
NGO-DC 2	√		√	√	√	√	√	√	√	√	√	√	
NGO 1			√	√	√	√	√	√	√	√	√	√	
NGO 2		√	√	√	√	√	√	√	√	√	√	√	√
ICDS 1			√	√	√	√	√		√	√	√	√	
ICDS 2				√	√	√	√	√	√	√	√	√	
GPP 1			√	√	√	√	√	√	√	√	√	√	√
GPP 2			√	√	√	√	√	√	√	√	√	√	√
GPP 3	√	√	√	√	√	√	√	√	√	√	√	√	
PPP 1	√	√	√	√	√	√	√	√	√	√	√	√	√
PPP 2	√	√	√	√	√	√	√	√	√	√	√	√	√
PS 1		√	√	√	√	√		√	√	√	√	√	√
PS 2			√	√	√	√		√	√	√	√	√	

[21] NGO3 has not been mentioned in the table as it does not operate ECE centre through its organization, rather supports ICDS AWC centre for quality improvement.

Table A4.4: Number of Teachers and Staff and Teacher to Child Ratios in the Centres

S. No.	Centre Code	Number of children in the centres	Number of staff in the selected centre							
			Number of ECCE teachers	Number of Helpers	Number of Assistant Teacher	Centre Head	Support staff (cook, peon, guard etc.)- title and number	A dministration, finance and management staff	Teacher to child ratio	Helper to children ratio
1.	NGO-DC 1	31	1	1	1	1	2 guard	Program officer-33% of the time, Deputy program manager-33% of the time	1:16	1:31
2.	NGO-DC 2	57	2	1		1			1:29	1:57
3.	NGO 1	36	1	0	0	Supervisor (1 for 6 centres)	0	1 (50%of the time) Program Officer; Admin/Finance 1 for 48 centres; 1 Monitoring and Evaluation Professional (25% of the time)	1:36	
4.	NGO 2	102	5	3	1	1	1 gardener (33% of the time)	1 Administration/ Finance staff (33% of time)	1:17	1:34
5.	NGO 3	30						Block Anchor (1 for 10 anganwadi centres)	1:30	1:30
6.	ICDS 1	25	1	1		1 supervisor for 25 centers			1:25	1:25
7.	ICDS 2	32	1	1		1 supervisor for 23 anganwadi centers			1:32	1:32
8.	GPP 1	59	2	1 (17% of the time)	0	1	2 Guard,1 peon1 Mali (17% of the time)	2 Data entry operator, 1 PA to Principal cum Clerk, 1 Computer Lab Assistant for entire school (17% of the time)	1:30	1:59
9.	GPP 2	48	2	0	0	1	1 guard 1 sweeper (17% of the time)	1 General Assistant (17% of the time)	1:24	-
10.	GPP 3	15	1			1			1:15	-
11.	PPP 1	207	8	5	4	1	Security Guard 21 Peon 1 Cook 2 gardener 2 (17% of the time)	3 (17% of the time)	1:16	1:41
12.	PPP 2	250	8			1	Peon 4 Guard 4 Cook 1	1 (17% of the time)	1:31	
13.	PS 1	200	12	4	5	1	Guard 2 Peon 1	1 Accounts person for 20 schools	1:12	1:50
14	PS 2	60	3			1	peon 1	1 (part time accountant)	1:20	-

Table A4.5: Number of Children with Special Needs in the Centres

S. No.	Name of organization	Physical Impairment	Intellectual Impairment	Hearing Impairment	Visual Impairment	Autism/ADHD	Total Number with special needs in the ECCE centre
1.	NGO-DC 2			1			1
2.	NGO 2		2			1	3
3.	GPP 1		2				2
4.	GPP 2					1	1
5.	PPP 1	4				2	6
6.	PPP 1	2				3	5
7.	PS 1					3	3
	Total	6	4	1		10	21

Table A4.6: Events Organised by the Centres

S. No.	Centre Code	ECCE day	Grandparents' day	Health and nutrition days	Bal Melas	Healthy Baby Show	Awareness Campaigns	Celebration of important days	any other
1.	NGO-DC 1			√				√	Children's birthday
2.	NGO-DC 2	√					√	√	
3.	NGO 1	√			√			√	
4.	NGO 2		√	√			√	√	
5.	NGO 3[22]				√		√	√	
6.	GPP 1				√		√	√	
7.	GPP 2						√	√	
8.	GPP 3						√	√	
9.	ICDS 1			√			√	√	
10.	ICDS 2	√		√		√	√	√	
11.	PPP 1		√		√	√	√	√	
12.	PPP 2		√		√			√	Sports day, Annual day
13.	PS 1		√		√	√	√	√	Children's birthday
14	PS 2				√			√	Children's birthday

[22] The Centre for Micronance supports AWCs to organize Bal Melas and other events.

Table A4.7: Qualification and Experience Requirement for ECE Centre Staff

S. No.	Centre Code	ECCE Teacher/Anganwadi Worker		Assistant ECCE Teacher/Anganwadi Worker		Centre Head		Supervisor		Program Officer/ Coordinator		Any Other	
		Qualification	Experience	Qualification	Experience	Qualification	Experience	Qualification	Experience	Qualification	Experience	Qualification	Experience
1.	NGO-DC1	10th Pass		8th Pass		12th Pass							
2.	NGO-DC2	10th Pass	Trained[23] in ECD with experience on working with young children			12th Pass	Trained and 3 year experience	Graduate	Trained with 7 years of experience				
3.	NGO 1	12th Pass						Graduate					
4.	NGO 2	Graduate or Postgraduate with Diploma in ECCE				Graduate or Postgraduate with Diploma in ECCE	Senior Teacher with sufficient experience is promoted to level of Centre Head		2 years experience in Community Mobilization				
5.	NGO 3									Program Officer-Graduation	5 years relevant experience	Block Anchor-Graduation; Cluster Fellows: 12th Pass	Block Anchor-3 years relevant experience; Cluster Fellows: 0-1 years relevant experience
6.	ICDS 1	10th-12th Class pass		10th class pass				Graduate	10 years of experience				

[23] Mobile Creches organizes a mandatory two month training program for every new joinee on Early Childhood Care and Development.

7.	ICDS 2	12th Pass		10th class pass									
8.	GPP 1	12th Pass with Diploma of minimum two years duration in Nursery Teacher Training/Early Childhood Education/B. Ed (Nursery)		12th Pass with Diploma of minimum two years duration in Nursery Teacher Training/Early Childhood Education/B. Ed (Nursery)		Graduate with B.Ed	Senior Teacher with specified years of experience promoted to Headmistress						
9.	GPP 2	12th Pass with Diploma of minimum two years duration in Nursery Teacher Training/Early Childhood Education/B. Ed (Nursery		12th Pass with Diploma of minimum two years duration in Nursery Teacher Training/Early Childhood Education/B. Ed (Nursery)		Graduate with B.Ed	Senior Teacher with specified years of experience promoted to Headmistress						
10.	GPP 3	12th Pass with Diploma in ECCE				Postgraduate with B.Ed.							
11.	PPP 1	Graduate, Diploma in Nursery Teacher Training or any other teaching profession course		12th pass and above		Graduate or postgraduate	Teaching experience of 10 years in a preschool preferable						

12.	PPP 2	Graduate, Diploma in Nursery Teacher Training or any other teaching profession course		Diploma in Nursery Teacher Training		Graduate or postgrad-uate							
13.	PS 1	12th pass and Diploma in Nursery Teacher Training		12th pass and above		Graduate or post-graduate	Teaching experience of 10 years in a preschool preferable						
14	PS 2	12th pass and Nursery Teacher Training											

ANNEXURE 5

Table A5.1: Establishment and Operational Cost of ECE Centres

S. No.	Centre Code	Duration of ECE Program	Number of Children in the ECE Centre/ Pre- Primary sections	Establishment Cost per centre (in Rs.)	Remarks on Establishment Cost	Average Operational Cost per centre per year (in Rs.)	Remarks on Operational Cost	Operational Cost per child per year (in Rs.)
1.	NGO-DC 1	6 hours	31	161700	Cost of fixed assets and infrastructure development	2031649		65537
2.	NGO-DC 2	8 hours	57	40000	Cost of fixed assets	2203440		38659
3.	NGO 1	3 hours	36	28300	Cost of fixed assets and infrastructure development	308321	Does not include curriculum development costs	8564
4.	NGO 2	4.5 hours	102	2630000	Cost of Building construction and fixed assets	3390496	Does not include curriculum development costs	33240
5.	NGO 3	NA	30	NA	NA	462267	Does not include curriculum development costs	15409
6.	ICDS 1	3 hours	25	700000	Cost of fixed assets, building construction and infrastructure development	185307	Does not include curriculum development costs	7412
7.	ICDS 2	3.5 hours	32	19500	Cost of fixed assets and infrastructure development	480059	Does not include curriculum development cost	15001
8.	GPP 1	4 hours	59	-	Cost of infrastructure development and fixed assets not available	2143355	Does not include teacher training cost, cost of children's textbooks, cost of building maintenance	36328

9.	GPP 2	4 hours	48	-	Cost of infrastructure development and fixed assets not available	2008282	Does not include teacher training cost, publication cost, cost of children's textbooks, cost of building maintenance	41839
10.	GPP 3	3.5 hours	15	-	Cost of infrastructure development and fixed assets not available	579383	Does not include teacher training cost, publication cost, cost of building maintenance	38625
11.	PPP 1	3.5 hours	207	6587000	Cost of fixed assets	6328633	Does not include curriculum development costs	30573
12.	PPP 2	3.5 hours	250	6017000	Cost of fixed assets	3017300	Does not include curriculum development costs	12069
13.	PS 1	3.5 hours	200	1000000	Cost of fixed assets	3524167	Does not include curriculum development costs	17025
14	PS 2	3.5 hours	60	1069100	Cost of Building construction and fixed assets	697700	Does not include curriculum development costs	11628

Table 5.3: Budget Norms in ICDS and SSA

Head	ICDS	SSA
SNP/Midday Meal	8 Rs. Per child 6-72 months for 300 days 12Rs. Per severely malnourished child of 6-72 months for 300 days	
Uniform for children		600 per child year
Free Textbook		250 per child per year at primary level
Composite School Grant for incurring other recurring costs, such as consumables, play material, games, sports equipment, laboratories, electricity charges, internet, water, teaching aids etc, annual maintenance and repair of existing school building, toilets and other facilities		25000 for children less than 100
Support at Preschool level for training of Anganwadi workers for pre-school education in line with the NCERT Framework, co-location of Anganwadis in Primary Schools and curriculum development in convergence with Ministry/ Department of Women and Child Development		Recurring Grant, including manpower deployment, of upto Rs 2 lakh per school and non-recurring grant of upto Rs 1 lakh per school.
Training for In-service Teacher, Head Teachers		Refresher In-service training upto 10 days for all teachers and head teachers @ Rs 300-500/- per teacher per day. Residential Induction training for newly recruited teachers for 30 days up to @ Rs 300-500/- per day.
Medicine Kit	AWC- 1500 per year Mini AWC- 750 per year	
Preschool Kit/ECCE including training	5000 per AWC per year	
Administrative Expenses	2000 per AWC per year 1000 per mini AWC per year	
Monitoring and Evaluation	AWC - 1 500 per year	

Equipment/Furniture once in 5 years	AWC - 1 0000 per year Mini AWC -7000 per year	
Maintenance of AWC Building	3000 per year	
Construction of AWC Building	450000 per AWC	
Upgradation of AWC Building	100000-200000 per AWC	
Construction of Toilets	12000 per AWC	
Drinking Water Facility	10000 per AWC	
Uniform of AWW and AWH	2 sets of saree/local dress @400 each per year	
Social Security Coverage/Insurance	Coverage under PMJJBY @ <330/- p er annum per beneficiary for AWW/AWHs up to the age of 50 years, PMSBY @ t12t- p er annum per beneficiary up to age of 59 years. AWW/AWH above 50 years of age will continue to be covered under AKBY. All AWWAWH will continue to get benefits for female c ritical illness and scholarship for eligible children.	
Salary/Honorarium	AWW - 4 500 per month at main AWC 3500 per month at mini AWC AWH - 2 250 per month and 250 per month for performance linked incentive	
Rent of AWC	Rural and tribal projects: 1000 per month Urban projects: 4000 per month Metropolitan cities : 6000 per month	

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