

INTEGRATED JOURNAL OF SOCIAL SCIENCES

India! On the Way to Global Movement on Quality Early Childhood Care and Education

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ABSTRACT

Ensuring Early Childhood Care and Education (ECCE) is one of the focus themes of Education for All movement conceived at the World Conference (1990) and World Education Forum (2000). Countries have keenly pursued ECCE, the first goal of Education for All and prepared well to fulfil their commitments towards this. The commitment envisages to ensure that all children, irrespective of gender and social group, get access to quality ECCE that enable them to attain necessary skills, knowledge, values and attitude. But in many countries, the progress towards Education for All goal is not enough and India is one of them. Eventually, the goal was considered to be achieved in long-term through the improved implementation of quality components of ECCE and acquiring the holistic approach to improve the functioning of ECCE programs. Realising this, the provision of 'quality ECCE' became one of the vision for education by 2030 as per the 'Incheon Declaration, Education 2030', accepted during the World Education Forum, 2015. This paper explores the synchronisation between global target for achieving quality ECCE and preparedness of India.

Keywords: Early childhood care and education, Quality, Integrated Child Development Services, Anganwadi, Preschool

Introduction

Early childhood is a sensitive period that lay foundation for children's cognitive, social, language, physical and emotional development. This is a period of rapid transformations in children, especially cognitive ability, which is largely due to synapse formation and myelination of nerve cell axon. Therefore, McCain et al. (2007) considered this, as a period of opportunity to establish a sturdy neural foundation for later development. According to Mustard (2006a), the experiences in early years i.e. conception till 6 years of age, shape brain development and sets pathways that affect learning, health, and behavior throughout the life cycle. He further mentioned that, early child and brain development is profoundly affected by the quality of care giving and support in the early years. Therefore, an integrated, intensive, long term, quality Early Childhood Care and Education (ECCE) interventions are effective in promoting child development and prevent the loss of young children's development potential.

ECCE has now been globally recognized as a crucial element of Education for All (EFA). It is considered as an important component of universal enrolment, retention and achievement in primary grades. Therefore, considering the

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Cite as: Integr. J. Soc. Sci., 2016, 3(1), 13-18.

©IS Publications IJSS ISSN: 2348-0874

http://pubs.iscience.in/ijss

linkage between pre-primary and primary education, ECCE covers the age group till 8 years. While defining ECCE, the Asia-Pacific End of Decade Notes on Education for All, 2012, clearly states that, "ECCE refers to a range of processes and mechanisms that sustain and support development during period between birth and 8 years of life. It encompasses education, physical, social and emotional care, intellectual stimulation, health care and nutrition. It also includes the support a family and community need to promote children's healthy development" (UNESCO and UNICEF 2012: 4). Thus, McCain et al. (2007) suggested that, a significant investment in early childhood is necessary. In this process the quality ECCE programs can play a role of a signpost for bringing significant difference. According to UNICEF (2000) quality education includes learners, environments, content, processes and outcomes. Mustard (2006b) added that, parent involvement and appropriate institutional support are precursors to ensure high-quality ECCE.

A Joint Position Statement of National Association for the Education of Young children (NAEYC) and National Association of Early Childhood Specialists in State Departments of Education (NAECS/SDE) on Early Childhood Education and Care (ECEC), stated that, "high-quality early childhood education can promote intellectual, language, physical, social, and emotional development, creating school readiness and building a foundation for later academic and social competence (NAEYC and NAECS/SDE 2002). Programs of good quality improve health and nutrition, combat HIV/AIDS and prepare children for a smooth transition to primary school (UNESCO 2006). The Programs for International Student Assessment (PISA) 2009 results of 65 countries revealed that, "in most countries, students who have attended pre-primary schools tend to perform better than those who have not, even after accounting for students' socioeconomic background" (OECD 2010: 80). Also, this is greater in school systems where duration of pre-primary education is longer with lesser pupil-teacher ratios and higher public expenditure per child (OECD 2010). Therefore, the Council of Economic Advisers (CEA) Report: The Economics of Early Childhood Investments, released from the Executive Office of the President of the United States, states that, the quality preschool programs for 3 and 4 year-old children can build a strong skills foundation for school, narrow down the achievement gap, reduce the need for remedial education and can boost children's learning in later life (CEA 2015). Emphasising the significance of first 3 years, the Young Lives in its Policy Brief 28 states that, "the investment potential of ECD is not just about 'pre-primary' and school readiness. The biggest returns may come from programs targeted towards the very youngest children and parents" (Young Lives 2016: 2).

Considering the holistic nature and significance of ECCE, a number of initiatives have been taken to ensure the quality ECCE for all children. Many international events were organised to make it a global movement. Now, ensuring quality in ECCE is a priority in many countries. India is one of them, that too is hunting for the same through its various initiatives. Glimpse of major initiatives will enlighten the world regarding India's pathway for quality ECCE. Thus researcher decided to study the initiatives taken by the Government of India en route for global movement on quality ECCE. In this context, this study is planned to reflect on two fold objectives;

- 1. To study the Global Movement on Quality ECCE and
- 2. To study the initiatives taken by the Government of India towards global movement on quality ECCE.

Methodology

The present study is purely qualitative in nature, based on the study of global and Indian documents. Global documents pertain to global declarations on EFA, world forums, conventions, country reports, survey reports, position statements and frameworks etc. documented mainly by the UNDP, UNESCO, UNICEF, The World Bank, OECD-PISA, NAEYC and CEA. Indian documents include constitution, policies, standards, assessment tools, documentary film, audio spots, acts, laws, Gazettes, frameworks, survey reports, schemes, projects, action plans, five year plans and the pledges of Government of India. The data was collected on the basis of above mentioned reports and only content analysis technique was used in the study.

Results

The results of the resent study have been organised objective wise, which are as follows:

Objective 1: To study the global movement on quality ECCE

Recognising the significance of ECCE, globally a number of initiatives have taken to realise that ECCE is critical to a country's economic and other developments. These include the United Nations Convention on the Rights of the Child (UNCRC) 1989 (UNICEF 2004), Human Development Index (HDI) measures 1990 (UNDP 1990), and the Education for All (EFA) a global movement led by United Nations Educational, Scientific and Cultural Organization (UNESCO).

In continuance with these initiatives, the World Conference on Education for All was organised in1990 in Jomtien, Thailand with an aim to make primary education accessible to all children and eventually, reduce illiteracy. This was a landmark in the Education for All movement. During conference, two significant documents, the World Declaration on Education for All and Framework for Action to Meet Basic Learning Needs were reviewed and adopted (UNDP, UNESCO, UNICEF, World Bank 1990).

The World Declaration on Education for All stated in its Article 5 i.e. broadening the means and scope of basic education, 'learning begins at birth'. It further mentions that, "this calls for early childhood care and initial education. These can be provided through arrangements involving families, communities or institutional programs, as appropriate" (UNESCO 1994). The first dimension of the Framework For Action to Meet Basic Learning Needs recommended, "expansion of early childhood care and development activities, including family and community interventions, especially for poor, disadvantaged and disabled children". One of its principles suggested that, "the preconditions for educational quality, equity and efficiency, are set in the early childhood years, making attention to early childhood care and development essential to the achievement of basic education" (UNESCO 1994). Therefore, both the documents defined the targets and strategies to meet the basic learning needs and reaffirmed the notion of Universal Declaration of Human Rights as stated in Article 26, "everyone has a right to education" (UN 1948).

In the year 2000, the World Education Forum adopted the Dakar Framework for Action, Education for All, which is based on the most extensive evaluation of education worldwide. It reaffirmed the vision of World Declaration on Education for All. The Framework through its first goal, reinforced the call for "expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children" (UNESCO 2000: 8). It further suggested that, this expansion can be done by improving the quality of ECCE through partnerships between governments, communities and families; formulating policies on ECCE and national standards within the framework of national EFA plans; establishing better regulatory and administrative mechanisms; strengthening monitoring and assessment of ECCE services and programs; strengthening comprehensive, continuous and high quality capacity building; offering safe, secure and stimulating environment; promoting the use of mother tongue; offering age and developmentally appropriate programs; developing cooperation among institutions that offer ECCE and programs and providing access to ECCE services (UNESCO 2000). Since then, UNESCO initiated the subsequent EFA Global Monitoring Reports for defining issues, monitoring progress, highlighting gaps and providing recommendations for the global sustainable development agenda under EFA goals.

The EFA Global Monitoring Report 2015 reported that, since 2000, the focus on ECCE has increased in both poor and rich countries. Early Childhood Education (ECE) services have also expanded considerably. The report revealed that, "the global pre-primary gross enrolment ratio increased from 27% in 1990 to 33% in 1999 and 54% in 2012 and, if it continued to rise at the 1999–2012 rate, would reach 58% by 2015" (UNESCO 2015a: 5). Still, "57% of young children in developing countries have no access to preschool – 83% in Sub-Saharan Africa and 78% in the Arab region" (The Consultative Group on ECCD 2013: 1)

In 2010, the World Conference on ECCE (WCECCE) was organised in Moscow to review challenges and progress made towards EFA goal 1 i.e. on ECCE. The Moscow Framework for Action and Cooperation proposed the Action Agenda, that suggested governments to mobilise stronger commitment to ECCE, reinforce effective ECCE delivery, harness resource for ECCE, mutual cooperation and exchange (UNESCO 2010). Later on, a Technical Advisory Group for post-2015 education indicators was formed to provide technical guidance to the EFA Steering Committee (EFA SC). The group provided feedback on proposed post-2015 education targets, developed recommendations and set up a measurement agenda to reach out the demands of new education and development frameworks. That provided a strong base for Muscat Agreement at the EFA meeting, 2014 (UNESCO 2014). Right after Muscat Agreement, the World Education Forum, 2015 was organised in Korea. The forum adopted the Incheon Declaration for Education 2030, that encourages the provision of at least one year of free and compulsory quality pre-primary education and access to quality early childhood development, care and education for all children (UNESCO 2015b). Therefore, with an expansion of ECCE, the equitable and early investment in quality of ECCE services and programs become vital concern.

The greatest initiative for ensuring the quality of ECCE and promoting positive outcomes was taken by the NAEYC. It declared ten NAEYC Early Childhood Program Standards and Accreditation Criteria, which are, relationships; curriculum; teaching; assessment of child progress; health; teachers; families; community relationships; physical environment; leadership and management (NAEYC 2008). The Association for Childhood Education International (ACEI) Global Guidelines Assessment (GGA) also offered a systematic method for observing quality in ECCE programs to support early childhood professionals to assess and improve program quality. The GGA included 76 items under five subscales i.e. environment and physical space, curriculum content and pedagogy, early childhood educators and caregivers, partnerships with families and communities, and young children with special needs (ACEI 2011). Similarly, in 2012, the Organisation for Economic Co-operation and Development (OECD) in its guidebook 'Starting Strong III: A Quality Toolbox for Early Childhood Education and Care (OECD 2012) suggested five key levers to be effective in encouraging quality in ECCE. These are, setting out quality goals and regulations (Policy Lever 1); designing and implementing curriculum and standards (Policy Lever 2); improving qualifications, training and working conditions (Policy Lever 3); engaging families and communities (Policy Lever 4), and advancing data collection, research and monitoring (Policy Lever 5).

Also EFA Global Monitoring Report- 2015 suggested that, "governments can take action in a variety of ways to increase the number of children in pre-primary education, including laws, policies, public awareness campaigns, financial incentives and fee abolition. Laws can be used to mandate participation in pre-primary schooling" (UNESCO 2015a: 63).

Therefore, with a vision to guarantee quality ECCE for all children, many countries have adopted and adapted NAEYC quality standards, ACEI GGA methods and OECD key levers. They are also tracing the suggestions provided by the EFA Global Monitoring Report- 2015. Still, addressing the quality aspects of ECCE is neglected, as the focus is on using quality standards, GGA methods and key levers for achieving

quantitative target figures. That is a great challenge before many countries including India. In order to combat this challenge and to achieve quality target, Government of India has taken several initiatives.

Like many countries, India signed and ratified UNCRC in 1992 that obligated to ensure the fullest possible extent to the survival and development of the children. India also pledged to Education for All across the nation. Both, UNCRC and EFA have significantly influenced the field of ECCE in India. That can be seen from a number of government policy initiatives and provisions under five-year plans to promote quality ECCE as a crucial element of EFA. A brief introduction will lead us to understand better.

Objective 2: To study the initiatives taken by the Government of India towards global movement on quality ECCE

Long before its ratification for UNCRC, even before independence Gijubhai Badheka; Tarabai Modak; and Gandhi Ji, through their voluntary efforts fuelled the ECCE movement in India. Till independence, ECCE, particularly in the form of preschool education was taken care by private and voluntary organisations. After independence ECCE has become an integral part of all the developmental planning of Government of India in more organised form.

During first two, five year plans (1951-56 and 1956-61) the progress of ECCE was dependent mainly on the work of voluntary organisations and the establishment of Balwadis. The third five-year plan, focused on child welfare schemes and pilot projects integrating education; health; and welfare services for children to be formulated by the Ministry of Education (Planning Commission 1961-66). This was the clear move towards integrated care and education of young children. Until the fourth Five Year Plan, Government has set off its serious efforts in this area. That led to the declaration of the National Policy for Children in 1974, that stated, "it shall be the policy of the State to provide adequate services to children, both before and after birth and through the period of growth, to ensure their full physical, mental and social development" (DSW 1974: 1). According to the policy, priority shall be given to the program related to the preschool education; child health; nutrition; and care of children, nursing and expectant mothers (DSW 1974).

This priority statement was the conceptual shift towards Integrated Child Development Services (ICDS), which was launched on 2nd October, 1975 by the Government of India. It is world's largest attempt to provide ECE and care services in an integrated way through Anganwadi Centres (AWCs), where majority of Indian children are being provided ECE. The program is centrally sponsored and seeks to directly reach out to the children from vulnerable and remote areas. As on 31st March, 2015, 13,46,186 AWCs are operational (MWCD-ICDS). Since this initiative, successive five-year plans, policies, acts and projects in India have reaffirmed the priority of ECCE as an investment in human resource development.

In 1992, realising the significance of ECCE and for giving emphasis on it, an amendment was made in the National Policy on Education (NPE), 1986. That stated, "Early Childhood Care and Education (ECCE) will receive high priority and be suitably integrated with the ICDS. Programs of ECCE will be child-oriented, focused around play and the individuality of the child." It further declared that, "a full integration of child care and preschool education will be

brought about, both as a feeder and a strengthening factor for primary education and for human resource development in general" (MHRD 1992a: 13. Part V). Same year the Programme of Action (POA), 1992 on National Policy of Education, 1986 considered ECCE in its long term plan. POA declared, "Early Childhood Education (ECE) centres will be set up in Primary Schools in areas pre-dominantly inhabited by educationally backward minorities" (MHRD 1992b: 15). Further, it directed MHRD to prepare a scheme of assistance to State Governments in this regard. POA also stated, the efforts will be made to orient and strengthen program linkage by training the ECCE functionaries in preschool education through refresher courses, and workshops. Strengthening Day Care centres, convergence among ECCE services, supply of educational material, exercising play way method and monitoring of ECE programs would be the strategies of implementation of ECCE (MHRD 1992b). A few years later the National Council of Educational Research and Training (NCERT) has developed a booklet titled 'Minimum Specifications for Pre-schools' (Seth 1996). Aim of this document was to suggest minimum standards for ECE programs in India. Later on, this has greatly influenced Government of India's efforts towards implementation of ECCE in its true spirit.

Considering as an important factor in ensuring retention of children in primary schools, ECCE was included in the District Primary Education Programme (DPEP). ECCE received special attention as an innovative project under Sarva Shiksha Abhiyan (SSA), an intervention program of Government of India operated since, 2000-2001. SSA aimed at Universalization of Elementary Education (UEE). DPEP and SSA, both committed to strengthen and promote the ECE of ICDS to create greater convergence with ICDS (MHRD 2011). As a result, the percentage of primary schools with attached pre-primary section reached 14.27% in 2002-03 and attained as high as 24.70% in 2007-08. The number of such schools is more in urban areas than in rural areas (NUEPA 2010).

In 2002, 86th Amendment Act in the Constitution substituted the Article 45 of the Directive Principles of State Policy in part IV, envisaged, "the State shall endeavour to provide ECCE for all children until they complete the age of six years" (MLJ 2002: 2).

After that, the National Plan of Action (NPA) was formulated for children in 2005 to ensure all rights of children upto the age of 18 years. One of the twelve key areas of plan is, "universalization of early childhood care and development and quality education for all children achieving 100% access and retention in schools, including pre-schools" (DWCD-MHRD 2005: 3).

Right of Children to Free and Compulsory Education Act (RTE), 2009 has also addressed ECCE and directed the states under Section 11, Chapter III of the Act. The Act stated that, "with a view to prepare children above the age of three years for elementary education and to provide early childhood care and education for all children until they complete the age of six years, the appropriate Government may make necessary arrangement for providing free preschool education for such children" (MLJ 2009: 5).

Since then, the subsequent five-year plans focused on a rights-based approach to the development of children; with major strategies envisaged to reach out to every young child in the country; to ensure survival; protection; and development. However, the Eleventh Five Year Plan clearly stated that the

"preschool education component of ICDS-Anganwadi is very weak with repetition high and learning levels low. This in turn discourages many children from continuing their education" (Planning Commission 2008: 11). Therefore, the restructured ICDS is considered as a critical component for child development in the Twelfth Plan (2012-2017). The Plan declared, "repositioning the AWC as a vibrant, child friendly ECD centre (Baal Vikas Kendra) to function as the first village outpost for health, nutrition and early learning with provisions of adequate infrastructure and facilities" (Planning Commission 2013: 189). Further, the plan "will place a high priority on universalising pre-school education and improving school preparedness-especially for historically disadvantaged children" (Planning Commission 2013: 51).

The ECCE services in India are, Day Care (crèche); Child Care (health check up, immunisation, referral services, supplementary nutrition); and Preschool education/ school readiness. Ministry of Women and Child Development (MWCD) is a nodal ministry for the implementation and monitoring of these ECCE services with other ministries like, Ministry of Human Resource Development (MHRD); Ministry of Labour & Empowerment (MOL&E); Ministry of Rural Development; Ministry of Social Justice & Empowerment (MSJ&E); and Ministry of Health & Family Welfare (MH&FW). Each of them has its own particular sectoral responsibility for catering different components of ECCE. MWCD has some associated autonomous organisation to support the ECCE service delivery. These are, Central Adoption Resource Authority (CARA); National Commission for Women; Welcome to National Commission for Protection of Child Rights (NCPCR); Central Social Welfare Board (CSWB); Rashtriya Mahila Kosh (RMK); National Institute of Public Cooperation and Child Development (NIPCCD); and Food and Nutrition Board (FNB) (MWCD 2016).

Through this collaborative effort India is moving towards making ECE accessible to the children especially in rural areas. This is evident in Eighth All India School Education Survey (8th AISES), that reported, 6,55,493 existing Preprimary institutions in the country as on 30th September, 2009. Out of which 6,04,395 i.e. 92.20% belonged to rural areas (NCERT 2016: 40). While Seventh All India School Education Survey (7th AISES) reported, 4,93,700 pre-primary institutions as on 30 September, 2002 (NCERT 2006b).

While celebrating this achievement, MWCD is continuously engaged in strengthening ECCE in India through various initiatives especially ICDS. In 2013, the MWCD has formulated, National Policy for Children (NPC). One of the key priorities of the policy is to "provide universal and equitable access to quality ECCE for optimal development and active learning capacity of all children below six years of age" (MWCD 2013a: 6).

The National ECCE Policy, 2013, characterise early childhood as, "the formative stage of the first six years of life, with well marked sub-stages (conception to birth; birth to three years and three to six years) having age specific needs, following the life cycle approach" (MWCD 2013b: 1). The vision of policy is more comprehensive in nature that commits to "achieve holistic development and active learning capacity of all children below 6 years of age by promoting free, universal, inclusive, equitable, joyful and contextualised opportunities for laying foundation and attaining full potential. It envisages to improve pathways for a successful and smooth transition from care and education provided at home to centre based ECCE and thereafter to school age provision by

facilitating an enabling environment through appropriate systems, processes and provisions across the country" (MWCD 2013b: 8-9).

To fulfil its vision, MWCD has developed National ECCE Curriculum Framework (MWCDa); Quality Standards for ECCE (MWCDb); Age appropriate Assessment Cards (MWCDc) to assess the development of children; and Quality in Early Childhood Care and Education: Pictorial Handbook for Practitioners (MWCD and UNICEF 2014) to elaborate the concept of quality, as stated in the Policy. National ECCE Curriculum Framework provides guidelines for practices to promote optimum learning and development of children thus, ensuring quality and excellence in ECE. The main purpose of quality standards is to offer a framework for assessing the implementation of ECCE programs and support the ECCE centres as well as service providers in developing and maintaining quality programs. The key standards include Interaction (Standard I); Health, Nutrition, Personal Care and Routine (Standard II); Protective Care and Safety (Standard III); Infrastructure/ Physical Environment (Standard IV); Organisation and management (Standard V); Children Experiences and Learning Opportunities (Standard VI); Assessment and Outcome Measures (Standard VII) and Managing to Support quality System (Standard VIII).

Realising the need for creating understanding about the appropriate ECCE among different stakeholders at various levels, the National ECCE Policy advocated the need to "raise awareness and create common understanding about the significance of ECCE" (MWCD 2013). Subsequently, on this line, NCERT took an initiative and organised a number of ECCE awareness generation programs during the year 2014-15. A huge number of community members and ECCE functionaries of 17 States participated in awareness programs. To support awareness programms, NCERT has developed awareness material using multimedia. These include, bilingual (Hindi and English) Resource Package for Awareness on ECCE (Chandra and Mandal 2016a unpublished); Guide Book for Early Childhood Educators on Awareness Generation on ECCE (Chandra and Mandal 2016b unpublished) and bilingual (Hindi and English) audio-video programs like: Khula Aakash (Chandra 2013), Bageeche Ki Sair (Chandra 2012a) and Srijan Sheel Hai Baccha (Chandra 2012b). These material aims to sensitize the teachers, educational administrators, parents, and the community about the vision of the National Focus Group on ECCE as per National Curriculum Framework (NCF-2005) (NCERT 2005), Position paper: National Focus Group on Early Childhood Education (ECE-2006) (NCERT 2006a), National ECCE Curriculum Framework, Quality Standards for ECCE and National Policy on ECCE (MWCD 2013).

As a serious concern towards ensuring quality ECCE in India, few standardised tools based on quality standards have already been developed. These tools can be adopted or adapted according to the area of assessment under ECCE:

- Early Childhood Education (ECE) Program Evaluation Package (The World Bank 2007);
- Early Childhood Education Quality Assessment Scale (ECEQAS) (AUD 2012); and
- Tamil Nadu Early Childhood Environment Rating Scale (TECERS). (Isely 2001).

Apart from these initiatives, in line with the Incheon declaration, the Twelfth Five Year plan, 2012-17 has declared that, "every primary school would be facilitated to have a pre-

primary section to provide pre-primary education with a school readiness program for at least one year for children in the age group of four to six years" (Planning Commission 2013). Further, to emphasise the quality ECCE and making it a constitutional right for young children, recently, the Law Commission of India (LCI) has submitted its report on Early Child Development and Legal Entitlements (Report No. 259) to the Hon'ble Minister for Law and Justice, India. This report visualised that, the constitutional framework of fundamental rights and directive principles must reflect the special status and needs of children under 6 years of age. It also believed that, legislative support should be provided to the existing schemes and policies to create legal entitlements in favour of children. The report strongly recommended that, "a statuary authority or Council for Early Childhood Development must be created" (LCI 2015). However, a National ECCE Council has already been constituted on 26th February, 2014 through a resolution. According to which, the main objective of the council is "to embed the concept and practice for holistic and integrated development of the young children in the age group of 0-6 years with requisite quality". Apart from this, the Council will look after implementation and monitoring of the National ECCE policy (MWCD 2014). LCI (2015: 67) also stated that, "the ECCE Council must be made responsible for laying down minimum universal standards for quality of services, facilities and infrastructure to be put in place across all schemes and provisions relating to early childhood."

Conclusion

On the basis of above study, it is apparent that, the policies and pledges of Government of India evidently reflect the influence of and adherence to global trends. All essential components of a quality ECCE ranging from development and care of children; child friendly, play-based and experiential teaching-learning; developmentally appropriate practices and curriculum; use of mother tongue as well as rights-based outlook are mirrored in Government of India's initiatives. Many organisations contributed in these initiatives through their individual programs and projects. Ensuring quality in all the ECCE programs is a main target and a challenge before them. All kinds of media (print and non-print) are being used for propagating and guarantee quality ECCE. Therefore, India is well prepared and proceeding towards ensuring quality as well as making ECCE a right of every child. National ECCE Policy, Quality Standards for ECCE and National ECCE Curriculum Framework by MWCD are providing clear direction in this regard. Although the implementation can be tricky and targets tough to achieve, especially in a vast and populous country like India. Yet, India's move towards global movement on ECCE is remarkable.

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