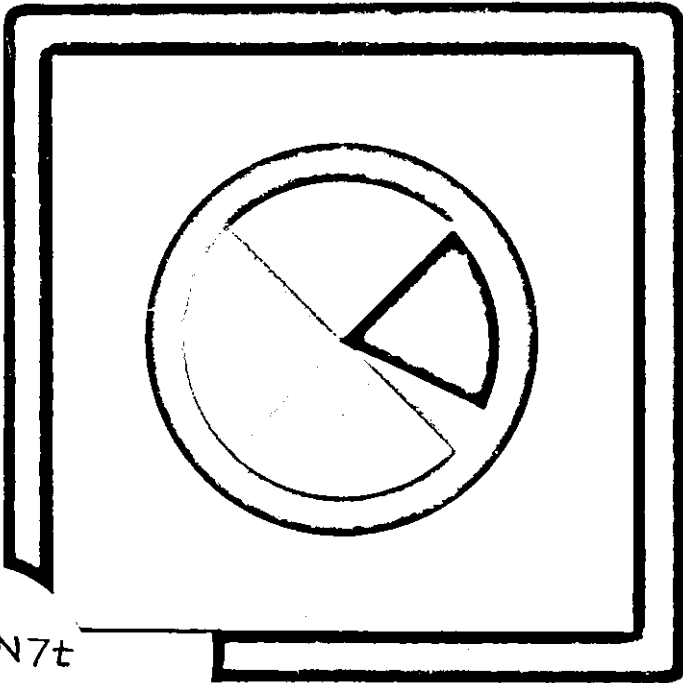


**REPORT  
OF THE  
STUDY GROUP  
ON THE  
DEVELOPMENT  
OF THE  
PRESCHOOL CHILD**



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144948



**PRESCHOOL CHILD**

**MINISTRY OF EDUCATION AND SOCIAL WELFARE  
1972**

T13.2.N7t

L2

144948

**Cover Design Idea : Rajiv Sethi**

**Line drawings at the end of chapters are by children under five.**

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## I

### INTRODUCTION

1.01 **Appointment of the Study Group :** At its 35th meeting held at New Delhi in May, 1970, the Central Advisory Board of Education considered the services provided at present and those needed for the preschool child and made the following recommendation in Resolution No. XVIII :

“The Board recognises the significance of preprimary education and commends the proposal to try out pilot projects by mobilizing local community resources, especially in rural areas.”

Accordingly, the Ministry of Education and the Department of Social Welfare (which was then a part of the Ministry of Law and Social Welfare) jointly set up a Study Group to examine the question and to prepare a programme of action for the development of the preschool child through the mobilisation of local resources, especially in rural areas.

The Group consisted of the following members :

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Central Social Welfare Board  
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12. Smt. Champalakshmi Venkatachalam  
Chairman  
Tamil Nadu State Social Welfare Board  
Madras
13. Shri J. P. Naik *Member-Secretary*  
Adviser  
Ministry of Education & Social Welfare  
New Delhi

1.02 **Meetings of the Committee :** The Group held five meetings on March 3, April 19-20, May 14-16, June 28-29 and November 27-28, 1971, and finalised the report at its last meeting held on February 7, 1972.

1.03 **Scope of the Report :** Very early in its deliberations, it was decided that the Report should deal with the age-group 3-5 only, partly because of the limitation of resources and partly because institutionalised services of any type, particularly educational, could be provided mainly for this age-group.



1.04 We have kept the main report brief as it is addressed to policy makers and administrators. However, we have added a number of appendices which include details that are likely to be of use in the practical implementation of the programme.

1.05 **Acknowledgements :** We were greatly assisted in our deliberations by the earlier studies of this problem. In particular, we owe a great deal to the Report of Post-war Educational Development in India (1944), Report of the Committee on Child Care (1961-62), the Report of the Education Commission (1964-66), the Report of the Committee for the Preparation of a Programme for Children (1968), and the Report of the Working Group on Production and Supply of Educational Equipment and Toys for Children (1969).

1.06 We are also grateful for the cooperation extended to us by the Ministry of Education, the Department of Social Welfare, the Central Social Welfare Board, the Council of Child Welfare, the Department of Community Development, Ministry of Food and Agriculture, Department of Family Planning and the Department of Home Science, University of Baroda. In particular, we would like to acknowledge the valuable assistance given by Smt. S. Doraiswami, Deputy Educational Adviser, Ministry of Education & Social Welfare.

## II

### NEED, SIGNIFICANCE AND OBJECTIVES

**2.01 The Need :** It is in first six years of life that the child is most vulnerable. Medical evidence has shown that if health and nutrition are neglected in the first few years of life, the learning capacity of the child is likely to be impaired even when its conventional intelligence is within normal range. And yet, rarely does the child receive either the kind or the amount of attention that is required. Such neglect can have an effect which lasts throughout life and cannot always be removed by subsequent remedial measures. It is therefore essential to provide adequate services for the preschool child, if the national potential of talent is to be fully utilized and developed.

**2.02 The Significance :** The care of the preschool child assumes particular importance in three major areas *viz.*, health, nutrition and personality development.

*a. Health :* About 40% of the total deaths in the country occur among children below five years, and the rates of morbidity are high. The toll of communicable diseases is particularly high. Better health care for the preschool child, including protection against communicable diseases, is, therefore, a basic investment in improving the health and efficiency of the population as a whole. Due to the close relation between the survival rates of preschool children and the desired number of births in the family, the improved health of the child is also likely to assist the development of family planning programme. A small family size, in its turn, induces mothers, as the available evidence points out, to show greater interest in the scholastic and personality development of the child.

*b. Nutrition :* Malnutrition, particularly the shortage of calories, protein, vitamins and iron, affects the physical health and mental growth of the child adversely and retards his development as a normal and useful citizen. Protein deficiency during the first years of life may adversely affect brain growth to a degree which it may not be possible to wholly rectify in later years. Early malnutrition thus prevents children from attaining their full genetic potential for development. This emphasizes the need to provide proper nutrition to children, especially at the preschool stage.

c. *Personality Development* : It is now widely accepted that 80% of mental development takes place by the age of 8. The preschool years are therefore vitally important from the educational point of view. The disadvantaged child whose cognitive abilities are not fully developed is usually unable to meet the challenge of school and to take full advantage of the educational facilities offered at a later stage. On the other hand, early environment stimulation helps the child to achieve his full mental potential. Attempts to reduce inequalities in educational opportunities must, therefore, begin early if they are to have any impact. Adequate attention at this stage may also help to reduce the problem of wastage and stagnation in the first two years of primary school by preparing the child better for adjustment to the school situation.

This is also a crucial stage for the emotional development of the child. The provision of an atmosphere of warmth, love and security is essential to foster this emotional growth and to direct it appropriately. Acceptance by understanding adults provides the child with the right combination of security and freedom which he needs for balanced emotional growth, while lack of such support can damage emotional health seriously. The importance of educating parents and families to an awareness of their responsibilities and functions towards the preschool child cannot be over-emphasized.

The social dimension is the third important aspect of the growth of the child's personality. Attitudes, habits and values which may endure for a lifetime are likely to be formed at this stage of life, and are even less susceptible to later change than intellectual processes. It is therefore essential to provide directed activities, suitable companionship and timely guidance to the preschool child to assist the process of socialisation and the formation of proper habits, attitudes and values.

2.03 All these considerations highlight the need for and significance of a programme of comprehensive attention to the preschool child which is implied by the term 'development' of the preschool child. It is a welcome sign that this is now being increasingly recognized in the country.

2.04 **Vulnerable Groups of Children** : While it is essential to pay adequate attention to the development of all preschool children, this need becomes extremely urgent and compelling in respect of those from the disadvantaged sections of the community who are subject to the greatest socio-economic deprivations. The need for State action is also more imperative in their case. We therefore recommend that programmes for

the development of the following groups of vulnerable children should be the first to be taken up : (a) children in urban slums ; (b) children of under-privileged groups in rural areas; and (c) children in tribal areas.

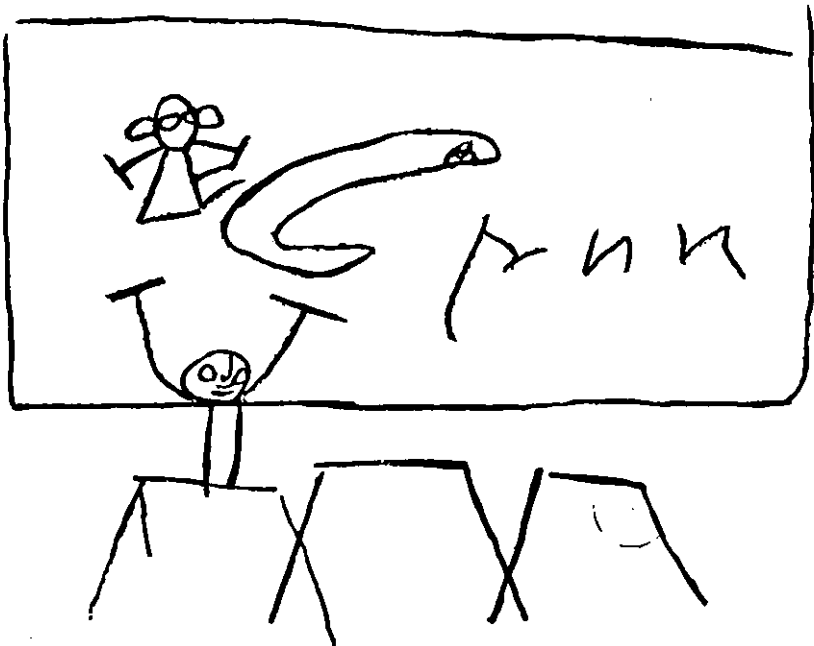
**2.05 Integrated Services for the Preschool Child :** Services for the preschool child began in an isolated and piecemeal fashion. Some concentrated on education, others on nutrition and still others on social welfare. It has now been realised, however, that such piecemeal efforts do not produce the best results and that only a programme of integrated services which combines education, health, nutrition and welfare (including parent and community education) can yield the desired results. We therefore recommend that integrated programmes for the total development of the preschool child should receive high priority and adequate resources.

**2.06 Objectives of the Programme :** The broad objective of the programme for the total development of the preschool child will therefore be to provide integrated service for his optimum physical, mental, emotional and social development. More particularly, such a programme should strive—

- a. to promote child health through periodic health care so as to reduce child mortality and morbidity, and offer protection against communicable diseases;
- b. to promote optimum nutritional standards during the formative years of the child's life to enable him to develop his innate physical and mental potentialities to the full;
- c. to promote a proper climate and to adopt measures for the healthy and balanced growth of the social and emotional aspects of the child's personality;
- d. to reduce educational disparities by providing planned environmental stimulation aimed at supporting development of the cognitive abilities of the child;
- e. to build readiness in the child for school learning and thus to help combat wastage and stagnation in the first two years of primary school;
- f. to promote an environment of security, love and acceptance and to help the child to build up desirable attitudes, values and behaviour;
- g. to protect the child against the social and mental hazards of an unfavourable social environment; and

- h. to create community awareness of the needs of the preschool child and to elicit and build community involvement and participation in the programme.

2.07 It is obviously not possible for any single agency to accept responsibility for this programme as a whole. Our objective, therefore, should be to bring together the different agencies concerned and to coordinate their efforts so that a programme of integrated services is provided for the total development of the preschool child without any duplication with maximum efficiency and at minimum cost.



At the Blackboard

### III

#### EXISTING SERVICES

3.01 **Early Developments :** Prior to 1947, programmes for the development of the preschool child were mostly conducted by voluntary organisations with little or no support from the State. These programmes were, by and large, confined to the urban areas and catered to children of the upper income groups.

3.02 The first break-through in organising services for the preschool child came with the establishment of the Central Social Welfare Board in 1953 which developed an extensive network of Rural Balwadis. Other government agencies also played a part in developing the programme. Among these may be mentioned the Community Development Department, Ministries of Health, Food & Agriculture, Education and Social Welfare and Tribal Welfare Boards and Local authorities, such as the Municipal Corporation of Delhi. The voluntary agencies also expanded their programmes during this period. Special mention should be made in this context of the services rendered by the Kasturba Gandhi Memorial Trust.

3.03 **Size of the Present Programme :** The size of the programme may be estimated separately under (a) education, (b) nutrition, (c) health, and (d) welfare services.

*a. Education :* The State Education Departments collect and publish annual statistics of *recognized* preprimary schools. The latest available data is for 1967-68 and shows a total of 3,614 institutions with 7,974 teachers (82 per cent of these were women) and 2.7 lakhs children (Appendix I). There are a large number of *unrecognized* preprimary schools, mainly in urban areas, but their extent can only be guessed at. A realistic estimate would be to take them to enrol at least as many additional children, if not more. There are, in addition, about 6,000 Balwadis conducted by various agencies. The most important of these is the Central Social Welfare Board (see Appendix II for details). Their enrolment is estimated at about 2.4 lakhs. There is, in addition, a Balwadi programme under the Community Development Department which covers about 3 or 4 thousand centres with an estimated enrolment of about one lakh. All things considered, educational services of different types and categories seem to be provided for about a million children at present.

*b. Nutrition :* The Department of Social Welfare runs two schemes on programmes of nutrition for preschool children—one for the age-group 3 to 5 through Balwadis and Day-care Centres; and the other a Special Nutrition Programme for preschool children in the age-group 0 to 3. Under the first programme, about 19,000 children were covered in 467 Balwadis during 1970-71. During 1971-72, a provision of Rs. 90 lakhs has been made and it is expected to cover 2.12 lakh children in about 6,000 Balwadis. Under the Special Nutrition Programme, over 6.5 lakhs children were provided with nutritional services during 1970-71 and it is proposed to cover a total of 20 lakhs children during the current year. The full details of these two programmes may be seen in Appendix III.

*c. Health :* The available statistics regarding maternal and child health services are given in Appendix IV. They give the details about M.C.H. Centres, Primary Health Centres, and Sub-Centres in rural areas, and M.C.H. Centres, Maternity Homes, Maternity Hospitals, children's beds, etc. in urban areas. The data about the number of preschool children as such covered is not available. However, it may be pointed out that the existing services for preschool children can only be meagre because one primary health centre is supposed to cover about 1,00,000 total population and one auxiliary nurse-midwife is expected to look after 25,000 total population in most States.

*d. Social Welfare :* The services for preschool children, especially in the age-group 3-5 years, began with the effort of the voluntary social welfare organisations supported by the Central Social Welfare Board. As early as 1953, the Board emphasised the need for providing Balwadi services for the children between 3-5 years. A number of programmes were developed under different schemes. The voluntary social welfare organisations were given grants to promote Balwadis both in urban and in rural areas. The Welfare Extension project emphasised the education of mothers besides services for preschool children including nutrition, health, education and welfare. The Coordinated Welfare Extension Project promoted with the cooperation of the Community Development Administration provides extensive services for children of preschool age and their mothers. The Family Welfare Projects promoted in the Fourth Plan emphasised the education of the mother in home crafts, child care and child welfare besides integrated services of welfare for preschool children in rural areas. The total coverage of children under different programmes promoted by the Central Social Welfare Board comes to Rs. 2.65 lakhs. The Family and Child Welfare Programme has a provision of

Rs. 7.50 crores in the Fourth Plan. Out of the total provision of Rs. 6.50 crores in the Fourth Plan for the Central Social Welfare Board, the major portion of the funds are earmarked for the welfare of children and their mothers. These provisions have been made in the budget of the Department of Social Welfare, Government of India. In addition, in the State Sector of the Fourth Plan, a sizeable amount is being spent on welfare of children including preschool children. Out of the total of Rs. 10.9 crores provided in the State Sector of Social Welfare in the Fourth Plan, half the expenditure relate to the services provided for children. Detailed information on the services offered to preschool children under the State Sector of Social Welfare needs to be sorted out.

There is obviously an overlap in the statistics of different services provided to the preschool child because some children receive more than one service. But on the whole it would seem to be a reasonable estimate to assume that the existing programmes cover about one million children in the country as a whole.

**3.04 Types of Services Provided :** The table on pages 11 and 12 show the different programmes which have some bearing on preschool children and the types of services which are provided for them. The table indicates the ways in which the various agencies impinge on the preschool child. For example, the first programme mentioned in the table (Applied Nutrition Programme) directly offers feeding services to the preschool child, and indirectly relates to him through the involvement of mothers, nutrition education of the community, use of local products and training of local women. The programme also includes direct supervision. Similarly, other programmes also offer a combination of services, directly and indirectly affecting the preschool child.

**3.05 Expenditure :** In several programmes, it is not possible to estimate the expenditure incurred on preschool children as such because the programme covers other categories of beneficiaries also. However, separate figures of expenditure are available for the following :

*a. Preschool Education under the Education Department :* The information available with the Ministry of Education & Social Welfare relates only to *recognized* preprimary schools. The expenditure on these institutions was about Rs. 1.13 crores in 1965-66 or about 0.2 per cent of the total educational expenditure. The picture has not changed materially since.



## EXISTING TYPES OF SERVICES FOR THE PRESCHOOL CHILD

*Note :* The table is only indicative of the major accent placed by the agencies concerned. It is quite likely that many of the agencies offer services not specifically indicated against them on a minor scale.

Programmes	Women's involvement	Nutrition education	Immunisation and medical	Use of local products	Feeding	Education	Supervision	Training of local women
1. Applied Nutrition Programme (Community Development, Ministry of Agriculture)	†	†		†	*		*	†AWW
2. Supplementary Feeding (Social Welfare)				*	*			
3. Family Planning—Maternity and Child Health Centres (Health)		†	*					
4. Composite Women and Children's Programme (Community Development)	†	†		*	†		*	*AWW
5. Family and Child Welfare (Central Social Welfare Board)	†	†	*	*	*	*	†	†

Programmes	Women's involvement	Nutrition education	Immunisation and medical	Use of local products	Feeding	Education	Supervision	Training of local women
6. Preprimary schools (Department of Education, local authorities, voluntary agencies).								
7. Balwadis (Social Welfare-Central Social Welfare Board, Community Development and voluntary agencies)	†	†	*	†	*	*		

*Key :*

- \* Directly related service.
- † Indirectly related to child through women.
- ‡ Only supervision.
- AWW Associate Women Workers.

*b. Nutrition :* The total government expenditure incurred by the Department of Social Welfare in 1970-71 was Rs.2.10 lakhs on children in the age-group 3-5 in Balwadis and Day-care Centres; and Rs. 3.97 crores on children in the age-group 0-3. During 1971-72, the Department expects to spend Rs.90 lakhs on nutrition programmes on children in the age-group 3-5 and Rs. 10 crores on children in the age-group 0-3.

**3.06 Collection of Data :** It is heartening that a large number of agencies are involved in some way or other with programmes for the preschool child. But it is a matter of concern to find that there is no single agency which collects all the essential data about programmes for the preschool child and makes it available to all concerned. No proper planning, implementation or evaluation of these programmes is possible without such basic information. We, therefore, recommend that the Department of Social Welfare, which has made a beginning in the matter, may be designated and adequately equipped to collect this data, on a yearly basis and publish it for general information.

**3.07 Strength of the Present Programme :** India has been a pioneer in this field and its coverage of preschool children (about 2.1% of the age-group) is far ahead of that achieved in any developing country. It does not compare unfavourably even with developed nations either, particularly in view of the size of our population in absolute terms and the low level of our economic development. For instance, the proportion of preschool children covered is 9% in U.K., and 18% in U.S.A. The U.S.S.R. stands in a class apart and provides very comprehensive services of child care to nearly 11.5 million children (1971).

**3.08** The principal assets of the programme are :

- a. the long tradition of work in the field which began in a humble way in the closing decades of the nineteenth century ;
- b. the strength and enthusiasm of the voluntary sector ;
- c. the variety of experimental approaches and the gradual development of a number of different types of organisations and models under a variety of auspices ;
- d. a growing awareness among the public of the significance of the preschool years for the full development of the child ;

- e. gradually increasing awareness of the subject in official circles as evinced by the provisions made in the Third Five-Year Plan, the Policy Statement on this subject made in August 1968 by the Government of India, the inclusion of Nutrition as a separate subject (with special emphasis on the preschool child) for the first time in the Fourth Five-Year Plan, and the launching of the Crash Nutrition Programme in 1970-71.

**3.09 Aspects that Need Emphasis :** Commendable as this effort is, there is much leeway to be made up before these vital services can reach a wider section of the preschool population, especially those that need it most. In particular, special attention will have to be given to the following aspects of the programme :

- a. Expansion of the programme to cover a significant proportion of the vulnerable groups of children ;
- b. Remedying the extreme imbalance in the distribution of these services from State to State, between urban and rural/tribal areas and between the privileged and under-privileged groups in urban areas;
- c. Better coordination and sharing among the various agencies involved so that the services reach the child in an integrated programme. This will also reduce duplication and costs ;
- d. Expansion and reorientation of the training programme; and
- e. Provision of informed professional guidance and supervision.

The main object of the proposals made in this Report is to build on the strengths of the movement and to remedy its weaknesses as revealed in its working during the last two decades.

## IV

### A PLAN OF ACTION

**4.01 A New Approach :** We are faced with a difficult situation in the development of the preschool child. It is obviously necessary to undertake a sizeable programme of action with a view to rousing the enthusiasm of the people and making a significant impact on the problem. As the available resources are limited, this can only be possible if certain economy devices are adopted so that the cost of the programme per child is reduced to the minimum, consistent with the maintenance of necessary standards. From this point of view, we recommend that the following strategies be adopted :

*a. Community Support and Involvement :* Local communities should be involved with the programme in every way possible, not only in the provision of physical and financial resources, but also in the management of institutions and provision of part-time services.

*b. Employment of Suitable Local Women in Rural Areas :* The training and utilisation of para-professional personnel in this programme is very essential to augment the limited manpower resources available. In spite of their low or meagre educational qualifications, it would be desirable to employ local women, selected on the basis of their suitability, to work with young children. They should be given strong support in the form of preservice training to upgrade their professional competence, and adequate and regular professional guidance. In tribal areas, this will mean the organisation of special crash education-cum-training courses for the preparation of such teachers.

*c. Part-time Employment of Educated Women :* This will be especially significant in the urban areas where a large number of educated women with time to spare are available. From this point of view, it will be necessary to organise training facilities on a part-time basis through sandwich vacation courses.

*d. Part-time Employment of Students :* Students constitute a valuable source of voluntary service in supporting preschool programmes. They are energetic, enthusiastic and dedicated when they choose to take up such service. It should be possible

to utilize them for this programme on a selective and carefully planned basis.

*e. Maximum Use of Existing Institutions and Facilities :* In order to cut down costs, it is necessary to use fully all existing institutions and facilities. This would include making use of primary school (or other under-utilised) buildings; developing around health, feeding and other nuclear centres; making use of the services of students, through N. S. S. Scheme, Planning Forums and other youth organizations; making use of workers of other agencies and departments, such as Adult Education, Family Planning, etc; using students of Home Science colleges; teacher training institutions and schools of social work, wherever available; preparing equipment with the help of work-experience programmes in educational institutions; making use of the services of social welfare agencies, voluntary organizations, local bodies, mobile hospitals, etc. We feel that it is especially desirable to involve medical institutions and personnel in promoting child health. Wherever facilities are available and personnel interested, Primary Health Centres and Sub-centres may be used for such programmes.

*f. Evolving a Variety of Models to suit Local Conditions :* This will help to make the best use of local resources available and also provide flexibility for meeting the special needs of the local community.

**4.02 Targets :** As stated earlier, about one million children are at present covered by existing services of one type or other. This is about 2.1 per cent of the total estimated population of 47.5 million in the age-group 3-5 (1971 Census). By 1981, the population of children in the age-group 3-5 is estimated to increase to 50 million. We recommend that a reasonable and feasible target would be to cover 10 per cent of this age-group or 5 million children by 1981. This implies an additional coverage of 4 million children. Out of this, one million more children should be covered by the end of the Fourth Plan period, and the remaining 3 million additional children should be covered in the next seven years.

**4.03** This is no small effort, especially because the total number of children is proposed to be increased to five times in a period of about 10 years. But even so, only a very small proportion of the total child population would have been covered under the programme. As stated earlier, therefore, it will be necessary to give priority in this programme to children from the vulnerable sections of the population, namely, children from urban slums, tribal areas and under-privileged groups in rural areas.

## OPERATIONAL MODELS

**5.01 Need for Variety and Experimentation :** In planning a programme for the development of the preschool child, a number of different elements have to be taken into consideration, *viz.*, the location, the needs of the children for whom the programme is to be developed, the type of the programme, the agency to which the programme is entrusted, the qualifications of the staff available, the extent of community participation and the total financial resources forthcoming. These elements do not combine in the same way in every situation. It is, therefore, necessary to think in terms of a variety of operational models to suit the different situations we have to deal with. It is from this point of view that some operational models have been suggested here. Others could easily be thought of. Many variations are possible and desirable, suited to local conditions. At any rate, it is expected that efforts would be made while implementing the programme, to devise a model which is most appropriate to the situation. Flexibility and a spontaneous response to the needs of each situation are essential to maximise the benefits of the programme.

**5.02** We recommend five major operational models for development of this programme. These are :

- a. Comprehensive Day-care Centre for age-group 3-5, meant primarily for urban slums ;
- b. Half-day Balwadi ;
- c. First Stage Centre ;
- d. Anganwadi meant primarily for rural areas ; and
- e. Primary school-based Centre.

**5.03 Type of Models :** These models may broadly be classified in two different categories based on (a) the duration, and (b) the nature of the services offered.

*a. Duration :* Normally, the institutions are expected to operate for four hours or half a day. In those cases where both parents are working or where, for other reasons, home conditions are not adequate for the proper care of the young child, full day centres are suggested. Where circumstances do

not permit even half-day working, two hour programmes are also acceptable.

*b. Services :* The second broad grouping is according to the nature of the services offered. Where the programme offers an integrated service to the child, the worker-child ratio suggested is one trained worker and one helper for a group of not more than 30 children ; or alternatively, additional workers are suggested for larger groups. This is essential in the interest of quality. Where the programme offered is a minimal service consisting of nutrition, care, or health inspection, one worker and one helper may take care of up to 40 children.

Most models can be adopted for both urban and rural areas. The special adjustments needed in each case have also been described briefly.

We shall now describe each of these models in some detail. The details regarding the costs involved in each model may be seen in Appendix V.

**5.04 Model A : Comprehensive Day-care Centre :** A Day-care Centre is primarily intended for children from families in which both parents are working and the required attention for the development of children is not adequately available in the family. A large number of such families are found crowded together in small areas in the urban slums. Families in rural areas where both the parents are working may also find day-care services necessary. Although day-care services have been developed as a social welfare concept for children of all ages beginning from their first year, the Day-care Centre in the context of this Report relates primarily to the services offered to children between 3-5 years. Such a Centre, in both rural and urban areas, is expected to function for 8 hours a day. The programme would include nutrition (at least one meal and one supplementay meal), regular health care, rest, recreation and some education besides substitution for home care. The contact with the family and the effort to create near home atmosphere in the Day-care Centre should constitute major effort of the worker. The staff would consist of one Balsevika pre-primary trained teacher and one helper for every 40 children in the age-group of 3-5 years. In addition, the teacher would receive support in the areas of parent and community contact and health care from part-time workers. Such workers must receive short-term training or orientation and be paid suitable honoraria. The Day-care Centres should also be supervised by a qualified professional social worker. Although for the purpose of calculation in this Report one Social Worker is considered necessary for supervising 4-5 Centres, the actual



position will depend on the overall services of social welfare at the Day-care Centre provided by the agency for the welfare of children in all age groups. Community involvement and support for the maintenance of the Day-care services is necessary. Supervisory services should be provided at the rate of one supervisor for 20 units on the average. Community involvement of the type possible in each case should also be sought.

**5.05 Model B : Half-Day Balwadi :** Such centres would be broadly modelled on the pattern of the existing Balwadis, and would provide a comprehensive programme of health care, education, recreation and at least one nutritional supplement during a four-hour day. The staff would consist of one trained preprimary teacher or Balsevika during the rest of the day, with the help of the supervisor. In urban areas, it would be desirable to provide a trained social worker for 5-6 Balwadis. In rural areas, the teacher should either be a local person, or should have adequate background and understanding of the needs and circumstances of rural children and their families. Training programmes for such workers should include special orientation, if necessary, to enable teachers to function effectively in the rural setting. The nature of community involvement may also vary in the urban and rural areas.

**5.06 Model C : First Stage Centre :** Such Centres may function for a period as short as two hours, and would offer only one or two services. The programme may include nutritional feeding with a period of supervised play, or regular medical check and immunisation with a period of supervised play period. The inability, for any reason, to provide all desirable services at the same time should not be a reason for not offering whatever is available. The First Stage Centre may be developed around any other community activity such as a Mahila Mandal or a primary health centre which has the necessary facilities. One trained worker may look after two such centres of 40 children each operating for two hours each. The worker will be supported either by a full-time helper, or by student helpers, parents, women volunteers and other members of the community, depending on personnel available in the community. The support of a trained supervisor is also essential. The First Stage Centre is a unit which must eventually be upgraded to the level of the more comprehensive institution, but its place in creating the infrastructure should be recognised as valuable and should on no account be under-rated.

**5.07 Model D : Anganwadi :** Such a Centre, envisaged primarily for rural areas, would provide a minimum programme

of recreation and education for two to four hours daily, together with feeding wherever possible. A centre for 80 children would be staffed by a local woman, the best available in the circumstances, without regard to formal educational qualifications, but considering the suitability of the person for working with young children. Such a woman should be given training consisting of a short initial orientation followed by continuation courses at regular intervals, and supported by adequate professional guidance. There should ordinarily be one supervisor for every 20 such units on an average. Community support of various kinds should be sought. As in the case of the First Stage Centre, the Anganwadi may be attached to an existing institution or service. The Anganwadi should also be thought of as a transitory programme, to be upgraded as soon as possible into a regular Balwadi.

At this point, we would like to urge that the State Departments of Health should be persuaded to depute a medical officer at least once or twice a year to make a health appraisal of children in these centres and to arrange for their immunisation against communicable diseases.

**5.08 Model E: Primary School-based Centre :** Such a Centre is intended for children aged 4 plus who will become eligible for admission to class I the following year. The centre should be housed in the primary school. The duration may be from one to three hours, the timings for class I being suitably reduced or altered when necessary. The schedule should include supervised play and recreation, and a planned programme of school readiness, with special emphasis on the development of language and number concepts. The programme should be conducted by the teacher of class I, who should receive special orientation for this purpose. A suitable honorarium should be paid to him where it involves an extra work load. The teacher may be assisted by older children in the school, part-time workers, volunteers, students, etc., as described in previous cases, who should receive brief orientation and may be paid suitable honoraria. Other services such as medical check-up and feeding may be introduced wherever feasible. Special play equipment should be provided and professional guidance should be forthcoming from qualified supervisors other than the Principal or administrative head of the institution. It is important to safeguard against over institutionalisation of the programme as that will mitigate against the basic principles of child psychology.

As a variation of Model E, summer vacation centres may be established which will offer a special intensified programme of education with emphasis on school readiness and introduction of language and number concepts for children aged 5 plus who are eligible for admission immediately after the summer vacation. The services of student volunteers, either from the NSS programme or otherwise, will be especially suitable for such vacation centres. In such cases, the students should be adequately supervised by professionally qualified workers from the training colleges, universities and other educational institutions. For intensified programmes, a teacher-pupil ratio of 1 to 10 is suggested.

Since lack of preparedness for school is one of the important causes of wastage and stagnation in classes I and II, centres of the type of Model E, if well organised, can contribute significantly to the solution of this problem. It is hence suggested that a reasonable target for this model would be to cover 50% of children in the age-group 4 to 5 plus by the end of the Fifth Plan Period, the funds for this being found from the approved budget for primary education. This is not an impossible target if suitable adjustments of time-schedule and work loads are made, along with appropriate orientation of teachers.

**5.09 Special Measures needed for Tribal Areas :** No special models have been drawn up or suggested for tribal areas. However, in adapting the model suggested for rural areas to tribal areas, the peculiar difficulties and circumstances of the latter need to be kept in mind. Apart from such factors as remoteness, isolation, language difficulties and difficult living conditions, it must be recognised that at this stage, the preschool agegroup is not the main target for educational endeavour. The low level of general literacy and the lack of appreciation of formal education are two aspects which deserve more attention in this case. The immediate need is to concentrate on the education of youth. Training programmes already being organized by agencies such as the Bharatiya Adimjati Sevak Sangh should be strengthened. In addition, crash training programme for women and young girls, which would include general education as well as training for work with young children should receive priority. The organisation of such courses must also be on an unorthodox basis.

Until such time as Anganwadi or centres manned by local persons can be developed, it will be necessary to conduct centres staffed by workers drawn from outside the local community.

In such cases, every endeavour should be made to recruit persons with knowledge of the local language. Special inducements and facilities may be offered to teachers willing to take up work in tribal areas for specified periods of time. The need for community participation is especially important in tribal areas if formal education is ever to become accepted at any time in the future. Parent and community education, which is one of the objectives in this programme, should play a leading role in institutions in the tribal areas. Staffing of institutions in these areas should include a trained social worker whose primary responsibility will be for parent and community education. First Stage Centres developed around feeding programmes should be the major priority for the first few years.

**5.10 Assumptions Regarding Proportions of Different Models :** It is not possible to estimate precisely the proportion in which each of these models will be developed in the programme. But we shall make a few *ad hoc* assumptions in this regard because, in the absence of these assumptions, it will not be possible to estimate the personnel required and the costs. However, when the actual programme is drawn up, these proportions may need to be modified.

5.11 In our opinion, it would be reasonable to assume that in the initial period of 1972-74, each of these five models will cover that proportion of the total programme as is shown in the following table :

Model	Proportion of the total programme covered (per cent)
A	10
B	10
C	25
D	25
E	30

5.12 In 1972-74, we expect that an additional one million children will be brought under the programme. On the above assumptions, 100,000 children out of these will be under each of the Models A and B, 250,000 under each of the Models C and D and 800,000 under Model E. In view of the paucity of resources and the difficulty of training the required numbers of personnel in the short time available, greater emphasis has been placed during this period on the low-cost C, D and E Models.

5.13 In the period 1974-81, however, we expect the resources position to improve and also to have larger numbers of trained personnel available. By 1981, therefore, we anticipate that the proportion of the different models in the total programme will have been changed as shown in the following table :

Model	Proportion of the total programme covered (per cent)	Enrolment under the model (out of a total of 4 million additional children)
A	10	400,000
B	37½	1,500,000
C	15	600,000
D	25	1,000,000
E	12½	500,000

5.14 On the assumption that each unit under Models A and C will be of 40 children each, and under Models B, D and E will be 30 children each, we may require the following

units in 1974 and 1981 :

Model	Enrolment (in lakhs)		Percentage to total		Size of unit	No. of units (in thousands)	
	1974	1981	1974	1981		1974	1981
A	1.0	4	10	10	40	2.5	10
B	1.0	15	10	37½	30	3.5	50
C	2.5	6	25	15	40	6	15
D	2.5	10	25	25	30	8.5	33
E	3.0	5	30	12½	30	10	17
Total	10.0	40.0	100	100	—	30.5	125

**5.15 Number of Workers in Different Categories :** From the account of the different operational models given earlier, the requirements of workers of different categories can be summed up as follows :

*Model A :* One Balsevika/preprimary teacher, one part-time field worker and one helper for each unit, one social worker for 5 units and one supervisor for 20 units.

*Model B :* One Balsevika/preprimary teacher and one helper for each unit, one social worker for 10 units and one supervisor for 20 units.

*Model C :* One Balsevika/preprimary teacher, either one part-time worker or one helper for 2 units and one supervisor for 40 units.

*Model D :* One local woman worker for each unit and one supervisor for 20 units.

*Model E :* One primary teacher for each unit and one part-time worker. Supervision will be done by the inspectors of primary schools who should be oriented to the programme.

On these assumptions, the requirements of additional workers in each of the seven categories for 1974 (1 million

additional enrolment) and for 1981 (4 million additional enrolment) are given in the table below :

**REQUIREMENTS OF ADDITIONAL WORKERS  
(1974 to 1981)**

	Model A	Model B	Model C	Model D	Model E	Total
(All figures in thousands)						
1. No. of Units						
1974	2.5	3.5	6	8.5	10	30.5
1981	10	50	15	33	17	125
2. Balsevikas/Pre- primary teachers						
1974	2.5	3.5	3	—	—	9
1981	10	50	7.5	—	—	67.5
3. Part-time Worker						
1974	2.5	—	3	—	10	15.5
1981	10	—	7.5	—	17	34.5
4. Helper						
1974	2.5	3.5	3	—	—	9
1981	10	50	7.5	—	—	67.5
5. Social Worker						
1974	0.5	0.35	—	—	—	0.85
1981	2	5	—	—	—	7
6. Local Women Workers						
1974	—	—	—	8.5	—	8.5
1981	—	—	—	33	—	33
7. Supervisors						
1974	0.125	0.175	0.150	0.425	—	0.875
1981	0.50	2.40	0.375	1.65	—	5.25
8. Primary Teachers						
1974	—	—	—	—	10	10
1981	—	—	—	—	17	17

## VI

### TRAINING OF PERSONNEL

**6.01 Importance of Training :** That the success of any programme depends on the competence of those who run it is obvious. Such professional competence becomes indispensable when it comes to dealing with preschool children. We cannot therefore overemphasise the importance of training and orienting the various categories of workers required for this programme. Moreover, the presence of larger numbers of trained workers in itself can contribute significantly to broadening the community awareness of the importance of early childhood.

**6.02 Different Categories of Workers :** This programme will need a large number of workers of different categories. From the account of the different operational models given earlier, it is obvious that we visualise seven different categories of trained workers, besides higher administrative staff, local leaders and others associated with the programme. Three of these categories are new in the sense that, though they are found in a few instances, their numbers are so small as to be negligible. These include—

*a. The part-time worker*, who may be either an educated woman volunteer, a student or any other member of the community, and would function as a support to the teacher in the institution ;

*b. The local woman worker*, who is expected to run the Anganwadi in isolated rural or tribal areas; and

*c. The supervisor*, who is expected to provide professional guidance to teachers, Balsevikas and other field workers.

Two of the categories, viz., Balsevikas/preprimary teachers and the social workers, exist at present. However, the existing training programme of teachers and Balsevikas needs modifications and expansion. In the case of social workers, the quality of existing training programmes is adequate but the number needs expansion.

One category of worker—the Helper—needs on-the-job training only; and the last category, the primary teacher, is adequate in number but requires orientation.



Our most important recommendations in this context, therefore, are two :

- (1) three new categories, *i.e.* part-time worker, local woman worker and supervisor, should be created; and
- (2) an adequate training programme of good quality should be designed for all the six categories of workers.

**6.03 Special Features of the Training Programme :** Before taking up the detailed discussion of the training needed for each category of workers separately, we shall draw attention to some of the special features of the training programme we have in view. These are :

1. A complete alteration in the content of teacher training at the primary level in the short-term, medium-term and long-term, so as to bring primary education and preschool education together. In the short-term, we visualise orientation courses for primary teachers in service so as to enable them to function as part-time preprimary teachers; in the medium-term, we visualise such re-training of at least 50% of all primary teachers; in the long-term, substantial alterations in the curriculum of primary and preprimary teacher training so as to bring them in line with one another and to integrate education for the age-group 3-10. It would be desirable in the long run to employ preschool trained teachers to handle classes I and II.

2. Modifications in the training of preprimary teachers so as to bring them more in line with Balsevikas and to make the integrated care of the preschool child, the focus of all types of training.

3. The provision of new kinds of training courses for all categories of workers :

a. Sandwich type courses in which supervised placement or on-the-job training plays an important role. We visualise that in such courses, periods of study at the training institutions will alternate with periods of supervised work in the field, rounded off by an intensive concluding phase.

b. Vacation courses and short orientation courses for students, volunteers, etc.

4. Emphasis on providing an orientation towards urban/rural/tribal environments, needs and problems, as the case may be, in the content of training courses.

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- a. *The part-time worker*, who may be either an educated woman volunteer, a student or any other member of the community, and would function as a support to the teacher in the institution ;
- b. *The local woman worker*, who is expected to run the Anganwadi in isolated rural or tribal areas; and
- c. *The supervisor*, who is expected to provide professional guidance to teachers, Balsevikas and other field workers.

Two of the categories, viz., Balsevikas/preprimary teachers and the social workers, exist at present. However, the existing training programme of teachers and Balsevikas needs modifications and expansion. In the case of social workers, the quality of existing training programmes is adequate but the number needs expansion.

One category of worker—the Helper—needs on-the-job training only; and the last category, the primary teacher, is adequate in number but requires orientation.

to make play material and educational equipment out of cheap and waste materials.

**Numbers Required :** The existing 11 Balsevika training centres and about 90 preprimary teacher training institutes turn out about 5,000 workers per year. Most of the trained Balsevikas are employed, but no precise figures on employment are available regarding the preprimary trained teachers. There is thus a definite case to conduct research to assess the present position of the employment market in respect of this category of workers. Pending such a study, we may go on the basis of a conservative estimate which places the number of unemployed trained personnel available in both the categories at 2,000. These workers would require an orientation to strengthen the areas which did not receive adequate weightage during their training period (health, nutrition, education and social welfare in the case of preprimary teachers and child development, pre-school education, in the case of Balsevikas).

The total number of additional Balsevikas/preprimary teachers required during 1972-74 is 9,000. Allowing for the number already available, we need 7,000 additional workers. Out of these 2,000 will be turned out from the existing organisations by the end of 1974 (over and above the requirement of the current programme). To meet the balance of 5,000 workers, either 100 more centres should be opened or the existing centres may be expanded to have 50 more trainees per unit.

The number of workers required for the second phase *i.e.* 1974-81 is 56,500.

**6.05 Helpers :** The helper is expected to assist the teacher in every way, especially in seeing to cleanliness of the children, collection of children, preparation of the food, and other duties connected with the physical lay-out and organisation of the worker. Educational qualifications are not emphasized and no special training is required except whatever is provided on the job itself. The number of helpers needed by 1974 is 8,500 and by 1981 it will rise to 67,500.

**6.06 Part-time Workers :** The main functions of this worker are :

- to assist the Balsevikas/preprimary teachers in carrying out the entire programme of the institution, that is, health care, nutrition, education and welfare; and
- to assist the Balsevikas/preprimary teachers in maintaining and building up contacts with the parents and com-

munity, in obtaining community support, organising parent education, etc.

*Educational Qualifications :* At least Middle School, and preferably High School or above. Students and educated housewives may be especially suitable for this work.

*Duration of Training :* Six weeks, phased (initial four weeks, followed by supervised placement, followed by two weeks continuation).

*Existing Facilities :* None.

*Nature of Training :* The main content of the training programme would include elementary knowledge of child development and nutrition, practical skills for work in the Balwadi, techniques of community organisation for involving and educating parents, elementary knowledge of group work techniques, and role perception.

*Numbers Required :* By 1974, 15,500 workers will be needed in this category and their number will rise to 35,000 by 1981.

**6.07 Social Workers :** The main duties of this worker are :

- to guide and coordinate the work of eliciting and maintaining community involvement, support and participation,
- to organise parent and family education through a variety of methods,
- to supervise and provide guidance to the Balsevika and part-time worker,
- to provide liaison with other agencies and community organisations which can be related to the programme in various ways, and
- to provide counselling where required, including referral service.

*Training Required :* Master's degree in Social Work or Child Development or Home Science/Rural Community Extension; where lower pay scales are offered, Bachelor's degree in Social Work/Home Science.

*Modifications Required :* Special orientation may be needed for Home Science graduates to equip them to meet job requirement.

*Numbers Required :* About 7,000 workers will be required, 850 of them in the first phase, and about 900 every year thereafter.

In the case of Social Workers, there are no estimates of the number of people available for employment, and there is also a case for a manpower survey. It can however be assumed that not all the 1,000 graduates produced every year have found satisfactory employment. In the first phase, therefore, it may be possible to meet the demand from the output of the existing courses and institutions, by drawing on the reserve of unemployed but qualified personnel. However, in the long-term, it will be necessary to produce at least 500 or possibly more additional personnel every year in this category.

As regards Home Science, about 100 post-graduates are produced each year in Child Development and Extension, a large number of whom are likely to be employed. There is, however, a large pool of graduates in Home Science who can be inducted into the programme provided their initial training is suitably modified or sufficient orientation is provided.

**6.08 Supervisors :** The main duties of this worker are to supervise the working of the various operational models proposed.

As the success of any programme is determined to a very great extent by the quality of supervision, it is essential to have adequate supervisory personnel to look after this programme and provide it with specialized guidance. Hitherto this area has been neglected except in the case of the Mukhyasevika training.

*Education :* As the job demands a high degree of competence and subject orientation, the trainees have to be drawn from the pool of graduates, preferably with a degree in Home Science, Social Work or Education.

*Training :* The training will be conducted by national organisations like the NCERT, schools of social work, etc., where a nucleus qualified staff is available. It will cover all the areas of health, nutrition, social welfare, education, etc., besides methods and principles of supervision. The training would also include adequate field experience and placement in the areas where the supervisor is operating (rural, urban and tribal).

*Numbers Required :* To cover the 4 million children (1 million in 1972-74 and 3 millions in 1974-81) through the models visualised (except the fifth), the total requirement of the super-

visory staff will be 5,250 (*i. e.* 875 during the first phase and the rest during the second phase). For the fifth model, it is expected that the supervision will be provided by the inspecting officers of the primary schools who would be given suitable orientation. Similar orientation will also be given to Mukhya-sevikas supervising the Balwadi programme.

The training of this cadre of workers should be given adequate priority in the phasing of the training programme so that by the time the major schemes go into operation, the supervisory staff will be available.

**6.09 Local Women Workers :** The main duty of this category of workers is to run the Anganwadis in rural areas. The experience of Tamil Nadu with this category of workers is very valuable and has been described briefly in Appendix VII.

*Education :* Local women, preferably Middle Class passed, may be selected. The educational qualification however will not be insisted upon, and willing, suitable and available workers should always be considered. Those who have received some training like that of the Associate Women Workers under the Community Development Programme can also be made use of.

*Training :* The initial 4½ months of training will be devoted to theory classes, demonstrations, practicals and field placements. After this period, they will be placed in jobs for a period of one year. Continuation courses of a duration of 15 days should be held after every twelve months for a period of two years. The training can be conducted by the nearest and most suitable existing institutions.

*Numbers Required :* To organise 8,500 Anganwadis in 1972-74 we require an equal number of local women workers. The additional number to be trained by the end of 1981 is 24,500.

**6.10 Primary Teachers :** The main duties of this category of workers are to run part-time classes for children aged 4 plus and to prepare them for primary education through the use of play-activity methods and suitable equipment.

Training required for this is of three kinds :

*a. Short-term :* Short in-service courses for teachers should be organised to orient them to concepts and methods of pre-primary education. The content of the course will include methods and materials of preschool education, value of play, child development and characteristics of growth, and the use of equipment to stimulate development.

*Numbers Needed* : It is expected that 17,000 (10,000 in the first phase and another 7,000 in the next) teachers of this type will be required.

*b. Medium-term* : Similar short orientation courses should be organised to cover at least 50% of all teachers handling class I in primary schools. This would involve the training of about 2 lakh teachers, and therefore would have to be undertaken by the Education Departments as part of their regular programme. The cost of this programme will be marginal but its returns will be immense in reducing wastage and stagnation.

The short and medium-term courses may be organised by teacher training institutions and State Institutes of Education.

*c. Long-term* : Orientation of all primary teachers in pre-primary education should be organised in future by suitable alterations in the primary teacher training curriculum. At the same time, Balsevikas/preprimary teachers should be oriented and employed in early primary classes. Therefore, there should be a regular scheme for the integration of preprimary and primary training and inter-changeability in service as provided for in the Maharashtra State.

6.11 We recommend that very high priority should be given to the development of these training programmes because the success of the scheme will largely depend upon their adequacy and efficiency.

## VII

### EQUIPMENT AND LITERATURE

**7.01 Cost of Equipment :** The provision of suitable and adequate play and educational equipment is essential for the success of the scheme. Taking as our guide the different operational models suggested earlier, we recommend that the State contribution towards their equipment should be at the following levels of expenditure :

Model A	Rs. 2,500
Model B	Rs. 2,000
Model C	Rs. 1,000
Model D	Rs. 1,500
Model E	Rs. 1,000

This would be supplemented by local contributions.

In arriving at these estimates of costs, we have been guided by the list of equipment prepared by the Indian Council for Child Welfare (See Appendix VIII).

**7.02** While it is desirable that every institution should ultimately aim at a comprehensive provision of equipment (as suggested by the Working Group on Production and Supply of Educational Equipment and Toys), we recognize that such a provision is not immediately feasible. A balance has thus to be struck between the optimum desirable and the maximum feasible and the provision of Rs. 2,000 made for Model B is on this basis. Model A will naturally require a somewhat larger amount of equipment. Model C, since it will function for a shorter time or provide only limited service, will require the smallest amount. However, Model D which is being run by an isolated and semi-trained worker will require more support in the form of a wider range of play equipment. Since Model E is concerned solely with an educational and play programme and need not be provided with equipment for nutrition and care, a sum of Rs. 1,000 is thought to be sufficient.

**7.03 Production of Equipment :** We recommend that a variety of methods should be adopted to produce necessary equipment. Some concrete suggestions are made below :



1. *Mass-produced equipment provided by the State and produced by the public or private sector on the basis of prototypes provided.*

The following items are especially suitable for mass production :

- a. toys, play equipment, educational games, materials, etc.
  - b. school readiness material kits and others kits of specified types such as programmed learning kits.
2. *Equipment and materials fabricated from local materials by local agencies using prototypes as the basis.*

The use of such agencies as technical training institutions, craft classes in basic schools, and programmes of work experience in secondary schools, hobby and workshop classes at college level and socio-economic production units supported by the Central Social Welfare Board, etc., should be explored for the production of such materials of a simple type.

3. *Equipment made by teachers.*

Such equipment should be improvised out of locally available and inexpensive materials. The training to produce such materials should form an integrated part of the course content of training programmes.

4. *Collection of folk toys, games and other teaching materials.*

These should be collected for each region by a suitable agency to be named for the purpose.

5. *Simple furnishings including utensils.*

These may be provided by the local communities. At present, there are several agencies producing equipment, some of which are unsuitable for children. It is therefore necessary to develop suitable prototypes. We recommend that assistance should be given to institutions which have the necessary facilities to establish prototype design units and display centres. Their functions will also include research on the most effective types and uses of play equipment, standardisation of design and supply of prototypes to all production agencies.

**7.04 Literature :** The available literature, especially in the regional languages, is meagre, and the quality of what is

available has not been carefully scrutinised by competent persons. We, therefore, recommend that immediate steps should be taken to produce the needed literature for (1) teachers and trainees, (2) teacher educators, supervisors, administrators and planners, (3) the community, and above all, (4) the preschool children themselves. The following programmes are suggested from this point of view :

1. *Literature suitable for teachers and trainees in the regional languages* : Competent persons in the different fields connected with child development may be asked to prepare simple and practical manuals and guide books for the use of teachers and trainees in the regional languages. Some efforts along these lines are being made by the Central Social Welfare Board but these need considerable expansion and supplementation.

2. *Literature suitable for teacher educators, administrators, supervisors and planners* : There is a dearth of this type of literature also. To a certain extent, material useful for teachers and trainees may also be used by this category of persons and this is what is being done at present. There is a special need for literature on the content, objectives and methods of supervision of programmes. Production of such literature should be given priority in support of training programmes for supervisors. Prototype literature may be prepared in English and translated, when necessary, into other languages.

3. *Literature suitable for the community* : There is an almost complete dearth of literature for community education about the preschool child. Therefore, production of such literature by suitable local agencies should be encouraged. Even more important is the use of the mass media and the arts to create awareness among the people.

4. *Literature suitable for preschool children* : The available literature in this area needs to be carefully scrutinised, compiled and categorised in relation to its suitability for various age-groups, and for each regional language separately. In addition, there is need to encourage the publication, by public and private agencies, of materials (especially picture books) suitable for the preschool child. There is also a need to collate, edit and compile collections of folk literature and to record music suitable for this age-group in each regional language. A beginning in the collection of literature has already been made by the Indian council for Child Welfare. It needs expansion and supplementation.

## VIII

### RESEARCH AND EVALUATION

**8.01 Need and Significance :** We recommend that in this programme special emphasis should be laid on the development of appropriate programmes of research and evaluation right from the start. The need for research on the preschool child cannot be over-emphasised. What we have available at present is mostly research carried out in the industrially advanced countries where the social, economic and cultural conditions are very different. Some of these findings may not be applicable to Indian conditions and others may require modification to a very great extent. At any rate, we must develop without delay our own research programmes on the Indian preschool child so that we are able to evolve a programme of action which is more suited to our circumstances. Obviously, such research will largely concern itself with the socio-psychological needs and problems of the preschool child in the different socio-economic conditions prevailing in the country.

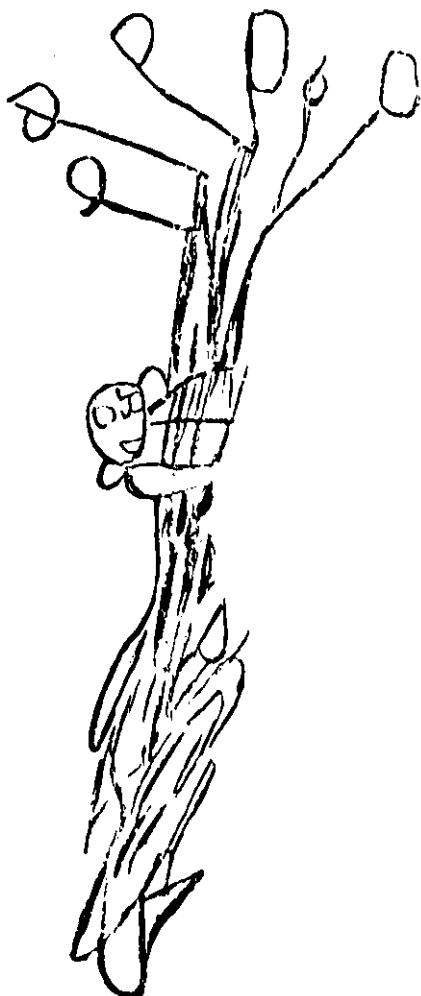
**8.02 Some Suggestions for Research :** Some of the more important areas of research in this field have been indicated below :

- i. A study of the perceptions of teacher-educators and supervisors regarding the concept and importance of preschool education, in order to evolve suitable programmes for their orientation.
- ii. Parental expectations of preschool education.
- iii. Expectations of primary schools in regard to pre-schools.
- iv. Studies of preprimary schools and Balwadis situated in different types of socio-economic areas, in order to study—
  - a. Problems of organisation and administration;
  - b. insights of teachers and aspirations of parents in regard to preschool education;
  - c. efficiency of the institution in terms of accommodation, staff, instructional techniques, playmaterials, incidence of wastage, community support, etc.

- d. efficiency of different operational models in specific situations;
  - e. criteria for the content and presentation of literature for preschool children;
  - f. the type and kind of parent/community participation for various models.
- v. Studies of preprimary teacher training institutions and preschool centres which are known to have introduced innovations and succeeded in evolving new patterns of preschool education.
  - vi. Action-research projects for evolving new models of preschool centres, Balwadis and preschool instructors' training centres, in order to identify administrative, financial, instructional and other factors involved in their effective organisation in accordance with given objectives.
  - vii. Child rearing practices in different regions in the country, with special emphasis on socio-cultural indices, such as training for independence/dependence, competitiveness/cooperation, family/individual egocentricism and in relation to later achievement.
  - viii. Parental expectations and satisfactions with preschool development programmes, in terms of the socialisation process.
  - ix. Primary school performance (mental and social indices), of children with and without preschool institutional experiences; developmental levels of institutional versus family reared children in the age-group 0-6 years.
  - x. Different systems of preschool education in relation to achievement in later years.

For development of research in this area, we recommend that assistance may be sought from agencies like the NCERT, schools of Social Work, departments of Child Development in Home Science colleges, training institutions, State Institutes of Education and the Indian Council of Social Science Research.

**8.03 Evaluation :** We recommend that a programme of evaluation should be built into the different activities recommended in this report. Such evaluation should be a continuous responsibility of the supervisory staff and of the agencies at the district, State and national levels. In addition, selected projects in selected areas should also be evaluated from time to time.



**Up a tree**

## IX

### ADMINISTRATION

9.01 Implementation of this comprehensive programme requires a strong administrative machinery at all levels—national, State, district and local.

9.02 **National Level :** At the national level, administration and coordination have been considerably facilitated by the combination of the Department of Education and Social Welfare under the charge of one Minister. However, in view of the importance we attach to the programmes for the development of the preschool child, and in view of the fact that these programmes will continue to be undertaken by a large number and variety of agencies, we feel there is need for a strong and effective central machinery for the coordination of all these programmes. We therefore recommend the appointment of a National Committee for the Preschool Child under the chairmanship of the Minister for Education and Social Welfare with representation from all the concerned Ministries and other professional and voluntary organizations. For effective implementation of the decisions of the National Committee, there should be a Directorate for Preschool Programmes which will look after the coordination of the programme and also provide secretarial services to the Committee. The responsibilities and functions of this Directorate need to be specified in detail. The creation of such a Directorate will imply a review and re-examination by the Government of the functions and responsibilities of the various organizations and agencies now working in this area.

9.03 The Directorate should be a small and compact office, the staff consisting of a Coordinator/Director, who can provide the necessary technical coordination and leadership, together with the minimum administrative staff necessary to service the project. The Coordinator/Director should be appointed on a tenure basis, and should preferably be selected in turn from one of the States which has a record of successful endeavour in this area, and from among those persons who have been associated with such projects.

9.04 **State Level :** The Department which could be responsible for the administration of this scheme at the State level will differ from State to State. In States where the programme

is proposed to be organized through social welfare agencies, the Department of Social Welfare and the State Social Welfare Board would be most appropriate. In States where the scheme is to be implemented either through the panchayats or other community organisations, the most appropriate department would be the Panchayati Raj and Community Development Department. On the other hand, in States where the scheme is to be implemented primarily through the educational institutions, the appropriate department would be the Education Department. Where the programmes are being organised by all the three departments, a suitable coordinating machinery may be created.

9.05. In any event the need for coordination among different departments is obvious. Where the Chief Ministers are interested, and can find time, the most effective means of coordination would be to have a Committee of Ministers, senior officials and non-officials under the chairmanship of the Chief Minister. Where the Chief Ministers are unable to spare sufficient time, it might be desirable to entrust the work of coordination to the Chief Secretary. The State Coordination Committee will have representatives from the Departments of Panchayati Raj and Community Development, Health, Social Welfare, Education and Finance and representatives of the State Social Welfare Advisory Boards and State branches of the Indian Council for Child Welfare as well as some other active field agencies and workers.

9.06 A full-time officer of appropriate status shall have to be appointed at the State level to be responsible for this programme.

9.07 **District Level :** The district would be the most appropriate administrative unit for effective coordination in the field. In cases where the Zila Parishad has been formed and is effectively functioning, the Chairman of the Zila Parishad may be the Coordinator. In other cases, the Collector may be the Coordinator. The District Coordination Committee, to be presided over by one of these two persons, will include District Officers representing Education, Social Welfare and Health Departments, in addition to some field workers, voluntary workers, and local experts, if available.

9.08 The various agencies and organisations which are already engaged in schemes of child welfare can also be involved for the greater success of the programme.

9.09 At the district level, there will have to be a full-time officer for the implementation of this project, who will be of the

status of a district officer and will work directly under the Collector.

9.10 *Local Bodies—Rural* : The success of the scheme will depend a great deal on the dedication and professional efficiency of the supervisory personnel. Arrangements for conveyance in some form should be made available to field supervisors to enable them to be fully effective. If these supervisors are placed under the control of the Zila Parishad or Panchayat Samiti in some States, it may be possible for them to avail of suitable transport facilities. In other cases, special arrangements will have to be made so as to make maximum use of existing facilities and keep transport costs to the minimum.

9.11 *Local Bodies—Urban* : In urban areas, where the programme is expected to be implemented in a big way in the slums, there should be a Standing Committee of the appropriate municipal authority (including representatives of important welfare agencies in the area) to supervise the programme. The execution of the programme should be entrusted to a special officer appointed for the purpose.

9.12 *Estimated Costs* : We have attempted to estimate the cost of this programme till the end of the Fourth Plan only, *i.e.*, to cover the period 1972-74.

9.13 We further assume that one-third of the number of units proposed would be opened in the first year and the remaining two-thirds in the second. This is the only feasible assumption because a good deal of the time in the first year would be taken up by the essential preparations.

9.14 The details of costs for the different programmes visualised in this report, both recurring and non-recurring, are given in Appendix IX. On this basis, the estimated cost for the first and second year of the programme would be as follows:

*Recurring Costs*

	First Year
	Rs.
1. Institutions	2.5 crores
2. Training	0.71 crores
3. Research, Evaluation and Administration	0.325 crores
4. Nutrition	1.4 crores
	-----
Total	4.935 or Rs. 5 crores (in round figures)
	-----



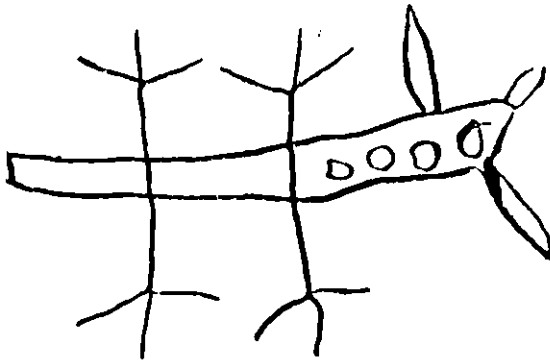
## Second Year

	Rs.
1. Institutions	7.55 crores
2. Training	1.43 crores
3. Research, Evaluation and Administration	0.90 crores
4. Nutrition	4.20 crores
<b>Total</b>	<b>14.08 or Rs. 14 crores (in round figures)</b>

The total recurring cost during the Fourth Five-Year Plan would thus be Rs. 19 crores.

9.15 The non-recurring cost has been estimated at Rs. 4.2 crores on the assumptions made by us and given in Appendix IX.

9.16 The total cost of the programme is, therefore, estimated to be Rs. 23.2 crores. Out of this, the amount needed for the nutrition programme (Rs. 5.6 crores) has already been budgetted for under the Department of Social Welfare. The additional expenditure involved in these proposals will therefore be Rs. 17.6 crores.



Looking up at the Aeroplane

## X

### LOCAL COMMUNITY PARTICIPATION

**10.01 General Principles :** A very important element which will contribute significantly to the success of this programme is the involvement of the local community. The maximum amount of community participation should, therefore, be sought, encouraged and maintained in the organisation of all programmes for the development of the preschool child. This is justified on two main grounds. The first is the close relationship between the development of the child and the community. Second to the home and family, the community is the most important influence on the young child as it determines the environment in which he grows. Ultimately, the improvement of the developmental environment of the child can come about only through the betterment of the environment *for* the community as a whole and *by* the community as a whole. At the same time, institutions and services for the child can also serve as instruments for parent and community education and for the improvement of the community as a whole. The second reason is that community participation reduces costs and, therefore, makes the programme feasible and enables the State to develop it on a larger scale.

**10.02 Integrated Approach :** The community will participate enthusiastically only when it can clearly see the aims and objectives of the programme and is convinced of their value. The idea of integrated services for the preschool child can only be conveyed to the community at the field level by the presence and through the activities of a single field worker who is responsible for all aspects of the programme. Though a large number of agencies may be involved in providing the various services, they can be effective only if all programmes are co-ordinated and implemented by a single field worker. The field worker in person symbolizes to the community the integrated approach.

**10.03 Sharing Responsibility :** Local community participation usually means the support which a community provides for services within its own locality. This is the minimum effort which every community is expected to make. However, the term community should not be used restrictively to mean only this kind of participation. On the contrary, better-off communities are expected to do a little more and to provide support

to those which are disadvantageously placed. For instance, in the large urban and metropolitan areas, the more affluent sections of the community should be expected to provide regular support through various institutional channels for the programme in the less privileged sections. Such assistance could be channelled through voluntary agencies, social service agencies, trusts, charitable organisations and so forth, in addition to that which is provided through official channels.

**10.04 Resources :** The expression 'community participation and support' is generally meant to cover *voluntary* participation and financial support. However, this should not rule out the possibility of local taxation being used for the purpose because such taxation is also a voluntary effort of the local communities to provide themselves with essential services. An attempt has been made by a few local bodies to levy a cess for education and a part of it has been earmarked to providing services for the preschool child. We recommend that as many municipalities and panchayati raj local bodies as possible should be encouraged to levy such a cess and to earmark a part of it for the preschool children's programme. We would also urge that local bodies explore all possible avenues to increase the resources for service to the preschool child.

**10.05 Contribution in Services :** An important form of local community participation is to contribute in the form of services. We would emphasise this aspect even above monetary contribution. From the operational models described earlier, it will be seen that we place great reliance on such categories of workers as local women and part-time field workers. Even in the rural areas where educated men and women are comparatively fewer, it is possible to mobilise voluntary effort to provide a number of services to the preschool child, either free or on payment of a small honorarium. In the urban areas, these possibilities become much greater. There is a large number of educated women who have free time and who are prepared to work in carefully organised programmes, either in an honorary capacity or on payment of out-of-pocket expenses or small honoraria. The talent and energies of such women should be fully utilized for promoting the programme. This should be a responsibility of the sponsoring authorities and the supervisory staff.

**10.06 Buildings :** Another important contribution which the local community can make is to provide buildings required for the programme. Very often, existing public buildings like Panchayat Ghars, primary health centres, etc., could be utilised for the purpose. Other public buildings or even private build-

ings could be made available by the community. Wherever feasible, the centres may be housed in the local primary schools. In fact, we have made no provision in these estimates for any payment of rent on account of buildings because we believe that the local communities will either make a building available for these programmes or raise contributions to cover the rent. However, it is quite possible that some communities may be unable to make even this contribution, in which case the State will have to support this item also.

**10.07 Nutrition :** In the existing nutritional programmes, the grant from the Government is taken at 15 paise per child per day and the local community is expected to provide a contribution of 10 paise. We have assumed that this practice will continue and that the local community will be making a fairly substantial contribution to all feeding programmes. This contribution may be in the form of materials, services or cash.

**10.08 Equipment :** It will be possible for local communities to provide at least some of the equipment, furnishings, etc., needed for preschool programmes, either by improvising them through local materials and skills, or through contributions in cash. The community can also supplement whatever equipment is supplied by the State and help to maintain it in good condition.

**10.09 Other Agencies :** The participation of the local community could be on an individual basis or it could also be through organisations, such as Mahila Mandals or other women's organisations, voluntary organisations and social service schemes, educational institutions, particularly secondary schools, colleges and training institutions, professional organisations, and social welfare agencies, etc. An effort should be made to involve such organisations as deeply as possible in programmes for the preschool child because their efforts will be far more effective than individual assistance which is necessarily sporadic and discontinuous.

**10.10 Parent and Community Education :** This is an integral part of any programme for the development of the preschool child and should be viewed as such from the beginning. The duties of the workers in charge of the services will include :

- a. seeking to create an awareness among the parents and community about the crucial significance of early childhood for the later development of the child ;
- b. seeking to enlarge the awareness of parents and com-

munity about the needs of the child and ways of meeting those needs ;

- c. promoting activities and services that are related to the creation of a more healthy and wholesome environment especially home activities which can stimulate the child's development ;
- d. guiding parents and families in fulfilling their roles towards the child ;
- e. identifying cases of special need and referring them appropriately ; and
- f. eliciting and maintaining community cooperation and contribution towards the services.

**10.11 Other Contributions :** Contributions in cash should also be emphasised, both from parents as well as from the community at large. Parents may contribute in (a) cash, in the form of donations at the time of admission, festivals, the child's birthday or other suitable occasions ; (b) provision for the child's needs in the form of a set of clothes, vessels and other personal necessities ; (c) gifts in kind such as toys or utensils ; (d) food, such as cereals and other foodstuffs, especially in the rural areas, and (e) time and services offered for various duties such as preparation and serving of food, cleaning of premises, escorting of children, construction and repair of equipment, etc. We are not in favour of the levy of a compulsory fee. However, fees may be levied where possible provided care is taken to ensure that it does not deny access to services to those most in need of them.

## XI

### AN APPEAL

11.01 We have accepted as a national goal the achievement of economic growth with social justice. Social justice implies the opportunity for each individual to develop his innate capacities to the utmost. The most glaring inequalities arise from the deprivatory effects of adverse social, economic and cultural conditions. Unequal opportunities at the earliest stages of life themselves create disabilities in individuals which deny them access to further opportunities. With every year, the gap between the privileged and the others widens, so that the disadvantaged child who has not had the benefit of a healthy and stimulating environment in his earliest years is unable to develop himself sufficiently even to take advantage of opportunities which may cross his path later.

11.02 Social justice therefore demands attention to the pre-school child because what we know today about the pattern of human growth tells us that the first five years are crucial for all forms of development. The effects of a deprived or abundant environment are most telling at this stage and investment in human resource development at a later stage may well prove a waste if the foundations have been neglected.

11.03 It is for this reason that we appeal to the Government and all concerned to promote programmes for the pre-school child as a matter of utmost urgency.

## XII

### SUMMARY OF MAIN FINDINGS AND RECOMMENDATIONS

1 **Need and Significance** : Integrated services combining education, health, nutrition and welfare are essential for the total development of the preschool child and should receive high priority and adequate resources.

(2.05)

2 **Objective** : The objective of such services should be to promote the optimum physical, mental, emotional and social development of the preschool child.

(2.06)

3 The different agencies concerned should make concerted and coordinated efforts to provide these services.

(2.07)

4 **Collection of Data** : Basic data collected at regular intervals are essential for a proper planning, implementation and evaluation of programmes for the preschool child. The Department of Social Welfare may be designated and adequately equipped to collect and publish this data annually.

(3.07)

5 **Special Features that Need Emphasis** : In drawing up a programme of services for the preschool population, special attention needs to be given to the vulnerable groups of children, remedying imbalances in the distribution of services, coordination among the agencies involved in the programme, expansion and reorientation of the training programmes and provision of guidance and supervision.

(4.00)

6 **The New Approach** : Strategies that would help in undertaking a sizeable programme within the limited resources available include mobilising community support and involvement, employing local women in rural areas, part-time employment of educated women and students, maximum utilisation of existing institutions and facilities, and adoption of a variety of models.

(4.01)

**7 Targets :** About one million children in the age-group 3-5 are covered at present by existing services. A reasonable and feasible target of enrolment would be to cover 10 per cent or 5 million children by 1981, *i.e.* one million more children by 1973-74 and a further 3 million by 1981, priority being given to children from the vulnerable sections of the population, *i.e.*, children from the urban slums, tribal areas and under-privileged groups in rural areas.

(4.01 & 4.02)

**8 Need for Variety and Experimentation :** (a) Flexibility and response to the needs of each situation are essential to maximise the benefits of the programme. A variety of operational models has been suggested which may be adapted to each situation in the most advantageous manner possible. These include the Comprehensive Day-Care Centre mainly for urban slums, half-day Balwadis, first stage centres, Anganwadis mainly for rural areas, and Primary school-based Centres.

(5.01)

(b) The special needs, difficulties and circumstances of the tribal areas call for an unorthodox approach and increased accent on community participation.

(5.09)

**9** During the initial period (1972-74) greater emphasis will have to be placed on the low cost models. In the subsequent seven-year period, the improvement in the position expected regarding resources and trained personnel will facilitate the adoption of a larger proportion of the more comprehensive and hence costlier models.

(5.12 & 5.13)

**10 Training of Personnel :** The training and orientation of various categories of workers is essential for the success of the programme and should be accorded high priority. An adequate training programme of good quality should be designed for all categories of workers. It will also be necessary to create three new categories of workers : the part-time worker, the local woman worker and the supervisor.

(6.01, 6.02 & 6.03)

**11** The special features of the training programme recommended include : (1) alterations of the primary teacher training curriculum so as to bring primary and preschool education closer together; (2) modification of the preprimary training course so as to bring it in line with the course for the Balsevikas;



(3) provision of new training courses for all categories of workers, including sandwich type courses and vacation and orientation courses; (4) orientation towards urban, rural and tribal environments; and (5) integration of extension, training and research in all training units.

(6.08)

**12 Equipment :** Provision of suitable and adequate play and educational equipment is essential for the success of the scheme. Scales of equipment have been suggested for the different models striking a mean between the optimum desirable and maximum possible. The State and local community should both contribute to provide these.

(7.02)

**13** A variety of methods should be adopted to provide the necessary equipment, including mass production, local fabrication, class room improvisation, collection of folk toys, etc., and contributions of simple furnishings by the local community. Assistance should be given to institutions to establish prototype design units and display centres.

(7.03)

**14 Literature :** The existing literature on the subject being meagre, immediate steps should be taken to produce the needed literature for teachers, teacher-trainees, teacher educators, supervisors, administrators and planners, the community and the children themselves.

(7.04)

**15 Research and Evaluation :** Special emphasis should be laid on the development of appropriate programmes of research.

(8.01)

**16** A programme of evaluation should be built into the different programmes recommended in the report, and should be the continuous responsibility of the supervisory staff and of the agencies at the district, State and national levels.

(8.08)

**17 Administration :** Implementation of a comprehensive programme of the kind detailed in this report requires a strong administrative machinery at all levels—national, State, district and local (rural and urban).

(9.01)

*a. National Level :* In order to ensure a strong and effective central machinery for the coordination of the programmes at the national level, a National Committee for the Preschool

Child should be set up under the Chairmanship of the Union Minister for Education & Social Welfare. A Directorate for Preschool Programmes will look after the effective implementation of the decisions of the Committee.

(9.02)

*b. State Level :* The department which would be responsible for the administration of this scheme at the State level will differ from State to State. Where more than one department is involved, a suitable coordinating machinery will need to be created. A full-time officer of appropriate status will have to be made responsible for the programme.

(9.04-9.06)

*c. District Level :* The district being the most appropriate administrative unit for effective coordination in the field, a suitable coordinating committee should be set up with representatives from various agencies engaged in schemes of child welfare. A full-time officer of the status of a district officer and working directly under the Collector should look after the implementation of the programme.

(9.07-9.09)

*d. Local Bodies—Rural :* Supervisors placed under the control of Zila Parishad or Panchayat Samiti should be provided facilities of transport to enable them to function effectively.

(9.10)

*e. Local Bodies—Urban :* A Standing Committee of the municipal authority concerned should supervise the programme in urban areas. A special officer should be entrusted with the execution of the programme.

(9.11)

**18 Estimated Costs :** The total cost on the programme during 1972-74 will be Rs. 23.2 crores (Rs. 12 crores recurring and Rs. 4.2 crores non-recurring). This will involve an additional expenditure of Rs. 17.6 crores over and above what is already budgetted for nutrition programmes.

(9.14-9.16)

**19 Local Community Participation :** The maximum amount of community participation should be mobilised for the development of the preschool child. Such participation would include contribution in cash and kind, contribution in terms of voluntary services, and contribution towards buildings, equipment, and feeding programmes. Well-to-do communities should also extend support to those less advantageously placed. In addition, local bodies should explore all avenues to raise resources for preschool child services.

(10.01-10.11)

20. At the field level, all the programmes for the preschool child should be coordinated and implemented by a single field worker so as to convey the idea of integrated services to the community.

(10.02)

Sd/-  
(Mina Swaminathan)

Sd/-  
(M.C. Nanavatty)

Sd/-  
(Rajammal Devadas)

Sd/-  
(Kitty Shiva Rao)

Sd/-  
(R. Muralidharan)

Sd/-  
(Margaret Khalakdina)

Sd/-  
(O.P. Ghai)

Sd/-  
(C. Nayar)

Sd/-  
(Anil Bordia)

Sd/-  
(J. Jamuna Bai)

Sd/-  
(Champalakshmi Venkatachalam)

Sd/-  
(Chitra Naik)

Sd/-  
(J. P. Naik)

February 7, 1972  
New Delhi

APPENDIX I

PRESCHOOL EDUCATION : INSTITUTIONS, TEACHERS AND PUPILS—1967-68

State/Territory	Total Institutions	Total teachers		Pupils enrolled		Pupils per teacher
		Total	Per cent females	Total	Per cent females	
1	2	3	4	5	6	7
ALL INDIA	3,614	7,974	82.1	2,71,268	47.3	34
Andhra Pradesh	74 *	160	85.0	12,144	53.1	76
Assam	80	108	93.5	5,678	50.0	53
Bihar	44	160	68.8	3,415	37.3	21
Gujarat	645	1,522	72.9	50,344	47.2	33
Haryana	2	5	100.0	76	28.9	15
Jammu & Kashmir	....	....	...	...	...	...
Kerala	203	256	95.3	12,150	51.2	47
Madhya Pradesh	282	545	90.8	25,815	45.7	47
Madras	61	158	94.3	4,426	51.1	28
Maharashtra	512	1,441	80.9	37,805	45.0	26

	1	2	3	4	5	6	7
Mysore	741	1,234	96.8	42,818	...	35	
Orissa	...	...	...	...	...	...	...
Nagaland	...	...	...	...	...	...	...
Punjab	4	9	88.9	229	38.4	25	
Rajasthan	28	105	71.4	4,300	44.2	41	
Uttar Pradesh	200	982	71.5	22,264	42.8	23	
West Bengal *	166	422	88.4	18,703	51.3	44	
Andaman and Nicobar Islands	1	3	100.0	57	50.8	19	
Chandigarh	2	2	100.0	88	51.1	22	
Dadra Nagar Haveli	2	4	100.0	95	54.7	48	
Delhi	42	185	100.0	4,672	45.2	25	
Goa, Daman & Diu	163	186	100.0	5,130	47.2	25	
Himachal Pradesh *	12	31	100.0	474	46.6	15	
L. M. & A. Islands	6	10	100.0	196	46.4	20	
Manipur	...	2	100.0	35	57.1	18	
North East Frontier Agency	1	...	...	...	...	...	
Pondicherry	45	58	86.2	3,602	53.0	62	
Tripura	371	386	41.7	16,752	48.4	43	

Note \* Figures relate to 1966-67.

Source : *Statistical Profile of Children and Youth* (South Central Asia), Planning Section, United Nations Children's Fund, South Central Asia Region, 11, Jor Bagh, New Delhi.

## APPENDIX II

### BALWADIS UNDER THE CENTRAL SOCIAL WELFARE BOARD

The Central Social Welfare Board has contributed significantly towards shaping and developing preschool education programme in India on a planned basis. The Board's programme made its headway in two major directions viz. (i) under the sponsored programme of the Board, and (ii) under grant-in-aid to voluntary organisations, each of which is distinct in its approach.

#### **Sponsored Programmes**

Preschool education in the country was in its nebulous stage when the Central Social Welfare Board launched its multipurpose welfare programme of welfare extension projects in the rural areas in 1954. Balwadis/preschools formed an integral part of these welfare extension projects. The W.E. Ps. though started as a composite programme of welfare service to women and children, laid emphasis on the child and on preschool education. This aspect of the programme however developed from stage to stage as the pattern of the welfare extension projects was modified from time to time according to the experiences gained in the field. The Board's programmes of W.E.P. (original pattern) underwent slight changes when it was converted into coordinated pattern projects during 1957.

During the First Plan Period the Board set up about 1,150 Balwadis in the rural areas in 292 W.E.Ps. (original pattern). At the end of the Second Plan there were about 2,004 Balwadi centres under the W.E.P. (original pattern) and about 2,829 centres under W.E.P. (CP).

In the Third Plan period, some of the Balwadi centres started under the welfare extension projects were handed over to local voluntary organisations. The Board also started a number of new Balwadis in the remote border areas.

While reviewing the programme in rural areas it was brought to light that the programme of the W.E.Ps. being multipurpose in nature, was inadequate to meet the total needs of children and hence the need to provide integrated services for children. Child Welfare was thus taken up by the Ministry of Education

and the programme of organisation of Balwadis was entrusted to the Central Social Welfare Board in 1962.

The Committee on Child Care set up by the Central Social Welfare Board in 1961 made a comprehensive study of children and their needs and made extensive recommendations for the provision of comprehensive services for children of preschool age.

During the Third Plan Period, the position of Balwadis under the various programmes is indicated below :

Programme	No. of Centres
1. Welfare Extension Project (Original pattern)	40
2. W.E.P. (CP)	2,332
3. Mahila Mandal	1,629
4. Border area W.E.Ps.	58
5. Balwadis in Demonstration Projects	424
	4,493

### Family and Child Welfare Projects

From past experience the Board realised that Balwadis without associating the mothers would not be effective. Since the family plays an important role in the total development of the child, it was considered necessary to draw up a comprehensive programme for the child and family. The Family and Child Welfare Projects providing integrated services to children and mothers were thus launched from 1967 onwards.

According to the Report on the Study of the Programmes of the Central Board 1953-69, the Board had spent a sum of Rs. 1,185.29 lakhs on rural welfare programmes up to the end of 1969. This reveals that the Board contributed substantially towards the development of preschool education in the rural areas.

Besides, Balwadis were also started in the urban areas under the Board's programme of welfare extension projects (urban) and integrated preschool project (urban neighbourhood).

The net position of Balwadis sponsored by the Board under its various programmes as at the end of 1968-69 and the number of beneficiaries is indicated in the following table :

Name of Programme	No. of Balwadis	No. of beneficiaries
1. Welfare Extension Project (original pattern)	58	4,100
2. W.E.P. (CP)	1,331	52,418
3. Mahila Mandal	1,463	60,224
4. Border Area Projects	63	1,553
5. FCW. V.Ps.	920	27,600
6. Demonstration Projects	269	8,070
7. W.E.P. (Urban)	29	1,922
8. Integrated Preschool Projects	10	800
	4,143	1,56,687

### Grants-in-Aid Programme

Under the grants-in-aid programme of the Central Board also, the Board extended financial assistance to Balwadis run by the voluntary agencies all over the country. During the First and Second Plan Period the Board aided 2,174 Balwadis and in the Third Plan the number of Balwadis aided were 4,816. In the year 1968-69 the number of Balwadis aided were 1,599 and the number of beneficiaries in these Balwadis were about 1,08,732. The grants of the Central Board were mainly towards meeting the salaries of trained personnel, purchase of equipment and improvement of services rendered.

Thus, during 1968-69 the Board had assisted 5,742 Balwadis which catered to about 2,65,419 children. Besides the quantitative expansion of the programme of preschool education, the Board had significantly contributed towards the training of preschool teachers. The training programme consisted of training Gramsevikas and Mukhyasevikas in the beginning and as the programme developed the emphasis on provision of integrated services to children and of the family culminated in the drawing up of specialised training for Balsevikas.



Closely allied to the training aspect the Board attempted to bring out materials for use of teachers and other workers engaged in preschool education. A pamphlet on the Organisation of Rural Balwadi was published giving certain minimum standards for a rural Balwadi.

Besides, special supplements for use of Balsevikas are being brought out in the Board's journal *Samaj Kalyan* and *Social Welfare*.

## APPENDIX III

### NUTRITION PROGRAMMES FOR PRESCHOOL CHILDREN\*

The Department of Social Welfare has two schemes on the programme of nutrition for the preschool children. One scheme which has been included in the Central Sector of the Fourth Five Year Plan relates to the nutritional services for children in the age-group 3-5 years provided through Balwadis and Day-care Centres. The second scheme of Special Nutrition Programme for the preschool children and expectant and nursing mothers was introduced in 1970-71 as a Non-plan programme in the budget of the Department of Social Welfare. However, the scheme has been incorporated in 1971-72 in the Fourth Five Year Plan under the Central Sector for Social Welfare.

#### I. Nutritional Programme for Preschool Children through Balwadis and Day-care Centres

This programme which was started in December 1970, visualises the provision of supplementary nutrition to the extent of 300 calories and 15 grams of protein during 250 days in a year for children attending Balwadis and Day-Care Centres. It is being promoted with the help of four national-level voluntary organisations, viz., the Indian Council for Child Welfare, Harijan Sewak Sangh, Bharatiya Adamjati Sewak Sangh and Central Social Welfare Board.

A total provision of Rs. 5 crores has been made in the Fourth Five Year Plan for the programme. During the last three months of the year 1970-71, 19,280 children were provided nutritional services at 467 Balwadis at a total cost of Rs. 2,10,275.

During the year 1971-72, a provision of Rs. 90 lakhs has been made in the budget of the Department of Social Welfare for the programme. Already nearly Rs. 78 lakhs have been committed for providing the services. Steps are being taken to utilise the balance of the funds by expanding the services in existing as well as new Balwadis. The over-all position regarding the provision of nutritional services for children during the year 1971-72 will be as shown in the table on page 62.

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\*Source : Department of Social Welfare

NUTRITION PROGRAMME THROUGH BALWADIS AND  
DAY-CARE CENTRES 1970-71

Organisation	No. of Balwadis			No. of Beneficiaries			Total Commitment (In Rupees)
	Existing	New	Total	Existing	New	Total	
1. Indian Council of Child Welfare	169	654	823	6,367	24,060	30,427	22,14,775
2. Harijan Sewak Sangh	121	203	331	5,379	8,120	13,499	9,59,621
3. Bharatiya Adamjati Sewak Sangh	229	200	429	9,894	8,000	17,894	9,58,805
4. Central Social Welfare Board	3,841	350	4,191	1,36,340	14,000	1,50,340	47,33,987
5. Training of Balwadis							1,32,812
<b>Total</b>	<b>4,367</b>	<b>1,407</b>	<b>5,774</b>	<b>1,57,980</b>	<b>54,180</b>	<b>2,12,160</b>	<b>90,00,000</b>

The provision of nutrition services through Balwadis has resulted in establishing the required infrastructure for promoting other services also such as health, education and welfare. The Department of Social Welfare has worked out detailed quarterly and annual returns on the promotion of services for pre-school children at the Balwadis where nutrition is being provided. It is hoped that the establishment of Balwadis will provide the necessary organisation, specially in rural areas, for developing integrated services of health, nutrition and welfare for these children.

## **II Special Nutrition Programme for Preschool Children and Expectant and Nursing Mothers**

The Government of India introduced a Crash Nutrition Programme in 1970-71 to combat malnutrition and under-nutrition among children in the age-group of 0 to 3 years belonging to the lower socio-economic sections of the population. A budget provision of Rs. 4 crores was approved for the scheme to provide supplementary nutrition to children of 0 to 3 years covering 6,80,000 beneficiaries (half of them in the tribal areas and half in the urban slum areas). Under this scheme, a child of 0 to 1 year is provided nutritious food containing at least 200 calories and about 8 to 10 grams of protein and a child between 1 and 3 years, 300 calories and about 12 grams of protein, besides essential vitamins and minerals. The budget provides for an expenditure, per child per day, of 18 paise on the cost of food, 2 paise on the transportation of food commodities and 3-5 paise for administrative overheads. By the end of 1971-72, over 6,50,000 children would be covered under the programme throughout the country, except in Assam, Meghalaya, Nagaland, Jammu and Kashmir and the Union Territory of Manipur where the programme could not be introduced due to administrative and other difficulties.

For the current financial year, 1971-72, a budget provision of Rs. 10 crores has been made for the scheme to cover a target of 20 lakhs beneficiaries (10 lakhs in the tribal areas and 10 lakhs in the slum areas). The scope of the programme has also been extended to cover all preschool children up to 6 years of age as well as expectant and nursing mothers in these two priority areas, namely, tribal areas and urban slums. The mothers will be given nutrition on the basis of 500 calories and about 20 to 25 grams of protein, besides essential vitamins and minerals.

The programme during this year covers all the States and Union Territories and is being implemented everywhere, except in NEFA and Laccadive and Amindivi Islands which have not

yet been able to start the programme. Till October 1971, 1,280 lakh beneficiaries were covered by the programme. The progress made by the scheme up to the end of October 1971 is shown in the table below :

This is a Central Scheme for which the entire expenditure is met by the Government of India. The State Governments and Union Territory Administrations which implement the scheme on behalf of the Government of India are provided grant-in-aid to reimburse them for the expenditure incurred on the implementation of the scheme. The scheme envisages the full utilisation of all existing agencies at the governmental and the non-governmental level, so as to keep the expenditure over administrative overheads to the minimum. In the Tribal Areas the Tribal Development Block is the administrative unit for implementing the programme. In the urban slums, local bodies have been considered as the best agency. The services are being promoted at these places, with the help of schools, health centres, mahila mandals, ashram schools, tribal schools, multi-teacher (general) schools, project implementation centres, Family and Child Welfare centres, Balwadis, gram panchayats, etc.

An urban feeding centre on an average caters for 300 beneficiaries and a tribal centre for 100 beneficiaries. The workers actually managing the feeding centres are paid an honorarium of Rs. 30 per centre per month. Though the scheme is implemented with the help of the existing agencies, the State Governments have been given funds for the appointment of some supporting staff for administration and supervision of the programme.

**PROGRESS MADE UNDER THE SPECIAL  
NUTRITION PROGRAMME AS ON  
OCTOBER 31, 1971**

Name of the State/ Union Territory	Coverage reached		
	Tribal	Urban	Total
1. Andhra Pradesh	60,000	41,954	1,01,954
2. Assam	60,000	12,626	72,626
3. Bihar	37,300	30,000	67,300
4. Gujarat	70,064	36,472	1,06,536
5. Haryana	—	1,351	1,351
6. Himachal Pradesh	1,752	200	1,952

Name of the State/ Union Territory	Coverage reached		
	Tribal	Urban	Total
7. Jammu & Kashmir	—	3,400	3,400
8. Kerala	10,497	46,229	56,726
9. Madhya Pradesh	68,877	32,200	1,01,077
10. Maharashtra	24,490	75,820	1,00,310
11. Meghalaya	—	—	—
12. Mysore	964	45,690	46,654
13. Nagaland	4,530	3,192	7,722
14. N. E. F. A.	—	—	—
15. Orissa	1,50,000	13,000	1,63,000
16. Panjab	—	5,545	5,545
17. Rajasthan	40,400	50,900	90,900
18. Tamil Nadu	1,025	1,47,323	1,48,348
19. West Bengal	30,187	60,238	90,425
20. Uttar Pradesh	2,700	57,400	60,100
<b>Total (States)</b>	<b>5,62,386</b>	<b>6,53,540</b>	<b>12,25,926</b>
21. A & N Islands	—	150	150
22. Dadra & Nagar Haveli	1,758	—	1,758
23. Delhi	—	26,000	26,000
24. Goa, Daman & Diu	—	375	375
25. Manipur	4,306	875	5,181
26. Pondicherry	—	3,100	3,100
27. Tripura	10,490	7,160	17,650
28. L. M. & A. Islands	—	—	—
<b>Total (Union Territories)</b>	<b>16,554</b>	<b>37,660</b>	<b>54,214</b>
<b>Grand Total :</b>	<b>5,78,940</b>	<b>7,01,200</b>	<b>12,80,140</b>

## APPENDIX IV

## EXISTING FACILITIES FOR MATERNAL &amp; CHILD HEALTH SERVICES

S. No.	Name of the State/Territory	RURAL			URBAN						Total No. of institutions	No. of maternity beds	No. of children's beds
		MCH Centres	Primary health centres	Sub-centres	MCH Centres	Maternity homes	Maternity hospitals	Mat. Wards in Genl. hospitals	Children's hospitals	Children's wards in Genl. Hospitals			
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1.	Andhra Pradesh	177	415	2,995	168	19	21	5	10	31	3,891	1,482	673
2.	Assam	76	112	286	9	2	1	5	—	—	491	273	87
3.	Bihar	28	587	2,881	51	NA	NA	NA	NA	NA	3,547	NA	NA
4.	Gujarat	560	251	1,515	79	53	43	53	—	8	2,563	3,465	448

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5. Haryana	14	89	623	22	—	28	21	—	2	799	528	60
6. Jammu & Kashmir	—	69	148	5	—	—	6	—	4	268	150	100
7. Kerala	56	162	1,758	69	—	6	146	—	69	2,266	3,153	1,192
8. Madhya Pradesh	232	446	1,958	42	25	15	139	1	18	2,876	2,491	256
9. Maharashtra	132	382	2,745	59	192	43	76	2	101	3,732	8,999	1,343
10. Mysore	71	265	1,972	7	27	11	121	1	45	2,520	3,570	667
11. Orissa	361	308	1,526	27	4	1	49	1	11	2,284	1,158	242
12. Punjab	33	127	726	53	5	8	17	1	14	984	929	685
13. Rajasthan	11	232	771	79	—	3	43	—	22	1,161	3,165	542
14. Tamil Nadu	2,219	355	2,789	241	82	8	215	1	44	5,954	2,136	400
15. Uttar Pradesh	2,867	775	2,765	133	34	199	146	1	13	8,933	7,818	609
16. West Bengal	198	236	1,254	167	30	13	84	6	21	2,009	6,381	1,271
17. Nagaland	15	9	—	—	—	—	21	—	—	45	64	—
18. A & N Islands	5	1	3	1	—	—	1	—	2	13	38	44



1	2	3	4	5	6	7	8	9	10	11	12	13	14
19. Delhi		40	5	26	85	6	2	10	1	9	164	560	520
20. Goa, Daman & Diu		46	15	51	—	16	—	14	—	3	165	715	130
21. Himachal Pradesh		31	71	251	16	—	—	—	—	6	375	107	—
22. L.M & A. Islands		—	7	—	—	—	—	—	—	—	7	—	—
23. Manipur		—	12	38	1	1	—	1	—	1	54	15	6
24. Pondicherry		3	11	6	3	1	2	2	—	2	29	388	78
25. Tripura		18	23	48	6	—	—	1	—	—	96	21	—
26. N. E. F. A.		—	77	—	—	—	—	—	—	—	77	—	—
27. D. & N. Haveli		—	2	5	—	—	—	—	—	—	7	—	—
28. Chandigarh		—	—	2	—	—	—	—	—	—	2	—	—
<b>TOTAL</b>		<b>7,173</b>	<b>5,744</b>	<b>29,178</b>	<b>1,319</b>	<b>496</b>	<b>404</b>	<b>1,226</b>	<b>26</b>	<b>426</b>	<b>45,292</b>	<b>47,606</b>	<b>9,353</b>

Source : Ministry of Health and Family Planning

## APPENDIX V

### COSTS OF OPERATIONAL MODELS

#### Bases of Calculation :

- (a) In all cases, no allowance has been made for rent or cost of buildings, it being assumed that building will be provided by the local community in the manner most suitable under the circumstances in each case.
- (b) Under recurring costs, the costs of the nutrition programme are not shown, as these are separately budgeted and accounted for.
- (c) Only approximate salary costs are shown. The implementing agencies will have to work out their own salary scales for each category of worker in accordance with their own procedures.

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#### MODEL-A

##### COMPREHENSIVE DAY-CARE CENTRE

#### Recurring Costs

	Rs. (per annum)
1. Balsevika/Preprimary teacher	3,000
2. Helper	900
3. Part-time Field Worker	900
4. Social Worker (one-fifth share)	1,200
5. Supervisor (one-twentieth share)	360
6. Other recurring expenses (medical supplies, maintenance, contingencies, etc.)	640
Total	<u>7,000</u>

#### Non-Recurring Costs

Equipment	2,500
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**MODEL-B****HALF-DAY BALWADI**

	Rs. (per annum)
<b>Recurring Costs</b>	
1. Balsevika/Preprimary teacher	1,800
2. Helper	900
3. Social Worker (one-tenth share)	600
4. Supervisor (one-twentieth share)	360
5. Other recurring costs	340
Total	<u>4,000</u>
<b>Non-Recurring Costs</b>	
Equipment	2,000

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**MODEL-C****FIRST STAGE CENTRE**

	Rs. (per annum)
<b>Recurring Costs</b>	
1. Balsevika/Preprimary teacher (half share)	900
2. Helper or part-time worker (half share)	450
3. Supervisor (one-fortieth share)	180
4. Other recurring costs	470
Total	<u>2,000</u>
<b>Non-recurring Costs</b>	
Equipment	1,000

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**MODEL-D****ANGANWADI**

	Rs. (per annum)
<b>Recurring Costs</b>	
1. Local woman worker	1,200
2. Supervisor (one-twentieth share)	360
3. Other recurring costs	440
	<hr/>
Total	2,000
	<hr/>
<b>Non-recurring Costs</b>	
Equipment	1,500

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**MODEL-E****PRIMARY SCHOOL BASED CENTRE****Recurring Costs**

	Rs. (per annum)
1. Teacher	—
2. Part-time worker	900
3. Supervisor	—
4. Other recurring expenses (including, where necessary or desirable, special honorarium for teacher)	600
	<hr/>
Total	1,500
	<hr/>

**Non-recurring Costs**

Equipment	1,000
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## **APPENDIX VI**

### **COURSE CONTENT OF PROGRAMMES FOR TRAINING OF PERSONNEL**

#### **Basic Features to be Incorporated in all Training Programmes**

Since it is suggested that the existing infrastructure be fully utilised for the various training programmes, the training schedules should be planned to fit into the normal working of these organisations.

Particular care should be taken while training to place greater emphasis on child development and not to concentrate on organisation/administration.

The method of training should be based on individual assignments, group activities, group discussions, contact with parents/community etc., so that it would develop a sense of participation among the trainees at all levels.

Necessary and suitable practicals should be conducted within and outside the training centre on aspects like preparation of nutritive food, organisation of Mahila Mandals, etc.

The details of course content for the different programmes are given in Appendices VI A to VI E.

## APPENDIX VI A

### BALSEVIKA/PRIMARY TEACHERS (Orientation of Existing Unemployed)

<b>Objective</b>	To give orientation for providing integrated services of health, nutrition and education to the existing (unemployed) trained Balsevikas and/Preprimary school teachers.
<b>Trainees</b>	Preschool trained teachers ; Balsevikas.
<b>Teachers Educators</b>	Staff of Preprimary teacher training institutes and BST Centres.
<b>Location</b>	Preprimary teacher training institutes, BST centres (of CSWB, ICCW, etc.)
<b>Duration</b>	Four weeks (to include 15 days supervised placement in between).
<b>Course Content</b>	<i>For Preprimary trained teachers</i>  Health and nutrition needs of children.  Common ailments and communicable diseases in children and their prevention (immunisation etc.).  Environmental sanitation and personal hygiene.  Preparation of mid-day meals (with selected basic recipes) using local resources ; retention of nutritive value of food ; balanced diet.  Knowledge of available services for children and organisations providing such services.  Principles of referral services—methods of referring.  Involvement of community—community participation—organisation of groups like Mahila Mandals, etc.

Maintenance of records (Health cards etc.)

*For Balsevikas*

Child development (Principles).

Organisation of preschools.

Programme Planning for Balwadis.

Curriculum in the Balwadis.

Development of concepts of number, space and time.

Language and social development.

**COST**

<b>Unit of 50</b>	<b>Rs.</b>
Allowance to trainees @Rs. 5 per day	7500
Allowances to teacher educators@ Rs. 200 for a month (3 educators)	600
Allowances to administrative staff	100
For practicals, demonstration, field visits, etc.	350
Contingencies	300
	<hr/>
	8,850
	<hr/>
Total cost to orient 2,000 teachers or to conduct 40 centres with 50 trainees per centre	8850 × 40 Rs. 3,54,000

**Balsevika/Preprimary Teacher :**

(Training of this category of workers is in existence. The syllabus of the preprimary teacher needs modification to strengthen the areas of health, nutrition and social welfare. Syllabus of the Balsevikas is under revision).

**Objective** To provide workers for integrated services of :

(i) health and nutrition.

(ii) education.

(iii) welfare.

<b>Trainees</b>	Existing trained workers of preprimary schools and Balsevikas of CSWB, ICCW, KGNMT, etc.
<b>Teacher Educators</b>	Personnel of the existing training centres.
<b>Unit Cost</b>	For a unit of 50 candidates the approximate cost calculated on the basis of the existing BST centres of ICCW is Rs. 53,000.

Extra cost (per unit) involved if the strength of the existing centres is doubled :

	Rs.
Full time staff (two) ...	10,000
Honorarium to visiting Lecturers ... ..	300
Stipends ... ..	27,500
Miscellaneous expenditure including field visits etc....	1,200
	<hr/>
	Rs. 39,000
	<hr/>

### COST

	Rs.
a. Unit cost of new training centres	53,000
b. Unit cost, if the strength of the present centres is doubled :	39,000
Cost per unit on the basis of 50% category (a) and 50% category (b)	46,000
Unit cost of centres to provide available courses to trained and unemployed Balsevikas of preprimary schools	8,150
	<hr/>

\* Based on the existing Balsevika Training Budget



**Total Cost for 1972-74**

	Rs.
Cost of 50 new centres (Preprimary and Balsevikas)	26,50,000
Cost of 50 existing centres doubled	19,50,000
Cost of giving orientation to 2,000 unemployed and trained people	3,54,000
	<hr/>
Total Cost	49,54,000
	<hr/>
Or :	49,50,000
	<hr/>

## APPENDIX VI B

### PART-TIME FIELD WORKER

<b>Objective</b>	To train part-time worker who will assist the Balsevikas in the Balwadi as well as in her activities related to parent/community contacts and participation.
<b>Trainees</b>	Local women
<b>Minimum Qualifications</b>	Ranging from class VIII (rural) to graduates (urban)
<b>Location</b>	Existing training centres under KGNMT, ICCW, CSWB, Community Development department and preprimary teacher training centres.
<b>Teacher Educator</b>	Staff of the aforesaid organisations.
<b>Duration</b>	Three months phased as : One and a half month lecture-discussions with field visits, etc. 15 days supervised placement, One month-concentration phase.
<b>Course Content</b>	

#### *Introduction to :*

- \* Importance of preschool age and basic needs of children
- \* The integrated approach and the role of Balwadis in providing integrated services
- \* Role of the field level worker-Balsevika, etc.
- \* Elementary knowledge of child development

- \* Practicals to include making of educational equipment out of cheap and indiegenous material.

#### *Health and Nutrition*

- \* Environmental sanitation-personal hygeine
- \* Nutritional needs of children
- \* Needs of nutrition education to parents and community
- \* Retention of the nutritive value of food
- \* Balanced diet and making use of local resources
- \* Selected basic recipes

#### *Welfare*

- \* Working with the community-methods of involving the parents, community, panchayats, etc., in the programme
- \* Importance of parent-teacher contacts
- \* Organisation of parents' meetings-Mahila Mandals, etc. and programme planning
- \* Knowledge regarding available services and agencies and methods of referral follow up, etc.

#### UNIT COST

**Each unit to have 50 trainees**

Allowance to trainees at the rate of :	Rs.
Rs. 3.50 per day (rural) for 3 months	15,750
Rs. 5 per day (urban) for 3 months	22,500

Honorarium to the staff at the rate of Rs. 200 per month per head for 3 months for two	Rs. 1,200
Honorarium to part-time staff and visiting lecturers	500
Honorarium to administrative staff	300
For practicals, demonstration field visits, etc.	500
Contingencies.	500
Total	<u>18,750</u> (rural)
	25,500 (urban)
Average Cost :	<u>22,125</u>
Or :	<u>22,000</u>

Total cost to train 15,000 workers or to run 300 centres of 50 candidates each.

Rs. 22,000 × 310  
Rs. = 68,20,2000

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\* A higher daily allowance is proposed to the urban candidates who are expected to possess higher qualifications.

## APPENDIX VI C

### LOCAL WOMEN WORKERS

<b>Objective</b>	To train workers for providing integrated services to preschool children
<b>Trainees</b>	Local girls
<b>Minimum Qualifications</b>	Middle class pass
<b>Location</b>	(1) Village training camps to be conducted by the nearest urban training centre (ICCW, CSWB etc.) (2) Rural centres run by voluntary organisations like KGMT, Yeotemal institutes, etc. (3) Preprimary teacher training centres
<b>Teacher Educators</b>	Personnel of the above mentioned organisations
<b>Duration</b>	Total : six months, phased as : (a) Four weeks initial training (b) Six weeks in the field (c) Refresher course for 15 days (d) Six weeks in the field (e) Refresher course for 15 days (f) One month concentrated phase
<b>Course Content</b>	<i>Education</i> <ul style="list-style-type: none"><li>* Language and number concepts</li><li>* Elements of physical development</li><li>* Emotional development and social development in children</li><li>* Aesthetic sense and creativity</li></ul>

- \* The development of knowledge of the environment
- \* The development of skills of communication with children and parents

*Health and Nutrition*

- \* Environmental sanitation
- \* Personal hygiene
- \* Common ailments of children and their remedies
- \* Communicable diseases and their prevention
- \* Knowledge of available sources of assistance in the field of health (Primary health centres, etc.)

*Social Welfare :*

- \* Ways and means of involving the panchayat and community and obtaining contributions
- \* Involvement of the parents
- \* Awareness of other welfare agencies in the field
- \* Awareness of the structure of C. D. Blocks personnel-relationship etc. Methods of referrals

**UNIT COST**

<b>50 trainees per unit :</b>	<b>Rs.</b>
Rs. 3.50 per day for 6 months (including the refresher course period)	31,500
Allowances to three teachers at the rate of Rs. 200 per month for 6 months	3,600
Honorarium to part-time staff and visiting lecturers	500

	Rs.
Honorarium to administrative staff	600
For practicals, demonstration, field visits, etc.	1,000
Contingencies	1,000
	<hr/> 38,200 <hr/>
Approximate	38,000 <hr/>
Per Unit Cost :	38,000
Cost for 72-74	× 170
	<hr/> <b>64,60,000</b> <hr/>

## APPENDIX VI D

### SUPERVISORY STAFF

<b>Objective</b>	To supervise the implementation of the programmes at all levels
<b>Minimum Qualification of workers</b>	Graduates, preferably with a degree in Home Science, Social Work or Education
<b>Location</b>	NCERT/State Institutes of Education etc.
<b>Teacher Educators</b>	<ol style="list-style-type: none"><li>(1) Reader with requisite qualifications in child psychology and preschool education to be in charge</li><li>(2) Lecturers (three) with the following qualifications :<ol style="list-style-type: none"><li>(a) M. Sc. from College of Nursing or with post-graduate degree or diploma in public health</li><li>(b) M. Sc., in Foods and Nutrition from any of the Home Science colleges</li><li>(c) An M.S.W. (from any of the schools of Social Work)</li><li>(d) Guest lecturers for arts and crafts</li><li>(e) Resource personnel from following areas/institutions :<ol style="list-style-type: none"><li>(i) Social Welfare Organisations</li><li>(ii) CHEB and its branches</li></ol></li></ol></li><li>(iii) Community Development departments</li></ol>



- (iv) Institutes of Mass Communication
- (v) Home Science colleges

**Course Content**

The course would comprise of two parts, *theory* and *practical*.

*Preschool Education*

- \* History of preschool education
- \* Pre-school curriculum
- \* Organisation of preschools
- \* Types of preschool programmes
- \* Building and equipment
- \* Records and reports
- \* Parent education
- \* Staff preparation

*Child Development*

- \* The prenatal period
- \* Maturation and learning
- \* An overview of the developmental process
- \* Motor development
- \* Social development
- \* Emotional development
- \* Language development
- \* Intellectual development
- \* Family relationships
- \* Problem of adjustment
- \* Exceptional children
- \* The level of maturity

### *Health and Nutrition*

- \* Physical development of children
- \* Health and nutritional needs
- \* Services available in the field
- \* Maintenance of health cards and records

### *Social Welfare*

- \* Needs and importance of welfare services
- \* Available services and organisations rendering services
- \* Community contacts and participation
- \* Parental contacts and involvement in the programme

### *Supervision*

- \* Principles and methods of supervision
- \* Importance of supervision
- \* Methods of reporting, etc

(The weightage will depend on the background of trainees-*e.g.* sociologists and psychologists will need greater emphasis on health, nutrition, welfare etc.)

### UNIT COST

<b>Supervisory Staff</b>		<b>Rs.</b>
Stipends to trainees @ Rs. 200 per month	$200 \times 6 \times 50$	60,000
Staff salaries		
Reader 700-50-1250 plus usual allowances		6,150
Lecturers (three) 400-40-950 plus usual allowances		12,780
Visiting lecturers @ Rs. 30 per visit—one lecture per week		720

	Rs.
Resource Personnel on a consolidated salary @ Rs. 400 per month (for 4 persons)	9,600
Allowances to SIE staff for supervision during block placement (Rs. 30 per visit. One visit a week for six weeks).	180
Miscellaneous contingencies	1,000
	<hr style="width: 100%; border: 0.5px solid black;"/>
	90,430
	<hr style="width: 100%; border: 0.5px solid black;"/>
	90,000
	=Rs. 90,000 × 18
	=Rs. 16,20,000

## APPENDIX VI E

### PREPRIMARY SCHOOL TEACHERS

<b>Objective</b>	To equip workers for conducting programme to accelerate school readiness in children before entering primary classes
<b>Trainees</b>	Teachers of the primary classes
<b>Location</b>	Preprimary teacher training centres
<b>Teacher Educators</b>	Personnel of the above mentioned training centres
<b>Duration</b>	Four weeks preferably during vacation
<b>Course Content</b>	<ul style="list-style-type: none"> <li>* Methods and material for pre-school education</li> <li>* Educational value of play</li> <li>* Child development and development characteristics</li> <li>* Specific utilisation of equipment to stimulate development</li> </ul>

#### UNIT COST

	Rs.
<b>Preprimary School based</b>	
(One unit to consist of 50 workers).	
Allowances to teachers at the rate of Rs. 5 per day for one month (50)	7,500
Allowance/honorarium to teacher educators @ Rs. 200 for a month (2 teachers)	400
Allowances to administrative staff	100
Contingencies	200
	8,200
	or Rs. 8,000
Total cost to train 10,000 teachers during 1972-74 or to run 200 units of 50 workers each.	8,000
	× 200
	16,00,000

## APPENDIX VII

### A. THE PRESCHOOL PROGRAMME IN TAMIL NADU

#### I. Different Types of Preschools

In Tamil Nadu there are 1,443 preschools functioning under different types of programme.

a. Preschools functioning in the rural areas	1,240
b. Preschools functioning in women's welfare branches	48
c. Preschools functioning in family and child welfare projects	24
d. Preschools functioning in the Integrated Child Welfare Demonstration Project	50
e. Preschools functioning in the voluntary welfare institutions with Central Social Welfare Board assistance	81
Total	<u>1,443</u>

*a. Preschools Functioning in Rural Areas* are conducted by trained/untrained Balsevikas with an honorarium of Rs. 20 per month. On an average 30 to 40 children attend the preschool. Till recently only some mid-day snacks were distributed to the children. Now the CARE Organisation has come forward to supply food articles such as CSM powder and salad oil to all the preschools. Eight hundred and nine preschools have been covered under this programme. Equipment worth Rs. 400 has been supplied to all the preschools.

The CARE Organisation is also extending financial assistance for the construction of buildings for 1,000 preschools, and 115 buildings have been constructed with such assistance.

*b. Preschools Functioning in Women's Welfare branches :* These are conducted by the Women's Welfare Organisers. On an average 20 children attend the preschool section of the branches. There is no mid-day meals programme in these branches.

c. *Preschools Functioning in the Family and Child Welfare Projects* : The Central Social Welfare Board has been rendering financial assistance for running four projects in the State. Among other activities preschool programme is one. There are 6 preschools functioning in each of the four projects. About 40 children attend each preschool; mid-day meals are supplied; UNICEF have supplied equipment for these preschools.

d. *In the Integrated Child Welfare Demonstration Project, Poonamallee* : Fifty preschools and 10 creches are functioning. The daily attendance is about 40 in the preschools and 10 in the creches. Mid-day meals are distributed to the children, equipment have also been supplied. Trained Balsevikas and Ayahs look after the preschools as well as the creches.

e. *Preschool Programme run by Voluntary Institutions with the Central Social Welfare Board's Assistance* : There are about 81 preschools aided by the Central Social Welfare Board under its grant-in-aid programme.

**II. Nutrition Programme** : Apart from the supply of mid-day snacks to children of the preschools in rural areas and the CARE supply of CSM powder and salad oil, a demonstration nutrition programme has also been introduced in this State with cent per cent assistance from the Centre. The scheme envisages daily feeding of 50 children and 30 expectant and nursing mothers at a cost of Rs. 15. The scheme puts focus on nutritional aspects and demonstration of nutritive food stuff.

**III. Training and Categories of the Balsevikas** : There are 3 categories of Balsevikas appointed in preschools :

a. The first is trained (one year) by the Indian Council for Child Welfare, Madras, and appointed on a regular time scale in the Integrated Child Welfare Demonstration Project, Poonamallee.

b. The second is trained for 3 months in the Rural Extension Training Centres and appointed in the preschools of the rural areas with an honorarium of Rs. 20 per month. Consequent on the introduction of the CARE Feeding Programme, the honorarium of the Balsevika is being enhanced to Rs. 40 per month.

c. The third type of Balsevikas are the candidates taught in ICCW Madras and given job orientation at the training centre at Gandhigram, Madurai, for a period of 3 months. They

are appointed in the preschools of the Family and Child Welfare Projects.

**IV. General Remarks on the Preschool Programme of the State :** 1. Though there is very good demand and response for the programme in the rural areas, certain improvements of the various schemes are required. For example, the honorarium paid to the Balsevikas is not attractive and it is too meagre, with the result, that after having been trained for a year, they leave the job either after completing the bond period (one year) or even before completing it.

2. There is no health programme at all in the preschools. Just as education, nutrition, etc., health is also another important aspect of the preschool child. There are primary health centres started in the blocks. More financial assistance and better coordination from the primary health centres may help in introducing health programme for the children also, mainly immunisation against common diseases. The department has, however, proposed a few schemes to the State Government in this regard.

3. The number of preschools in the rural areas is too low when compared to the response the programme has got and to the number of Panchayats in the State. There is also a proposal under correspondence with the State Government for starting preschools at the rate of 200 per year during the Fourth Plan Period.

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Source : Chairman, State Social Welfare Advisory Board,  
Tamil Nadu

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**B. THE KUZHANTHAIGAL KAPPAGAM FEEDING PROGRAMME  
UNDER CARE AND APPLIED NUTRITION PROGRAMME  
GOVERNMENT OF TAMIL NADU**

Kuzhanthaigal Kappagams are functioning in villages both under the Women's Welfare Department and under the Applied Nutrition Programme in this Directorate. These are like nursery schools, where children of the age group 2-5 are admitted. There are 1,240 Kuzhanthaigal Kappagams functioning in the State.

CARE has come forward with assistance to put up buildings and supply food material for mid-day meal programme.

**Building Programme :**

The Kuzhanthaigal Kappagams are conducted in school

verandas and under trees at present. Suitable buildings were not available. CARE has agreed to assist in putting up 1,000 buildings. The cost of the building ranges between Rs. 7,000-8,000. CARE reimburses Rs. 6,500 of the cost. The balance is met from public contribution and from the Panchayat or Panchayat Union funds.

In the first phase of the programme, 115 buildings have been taken up for construction and 90 completed. The remaining 885 buildings will be taken up for construction as soon as allotments are made by CARE.

### **Feeding**

*Objective* : To prevent physical and neurological defects due to malnutrition in young children, leading to mental damage and retardation in later life, CARE has offered to supply high protein food, Corn Soya Meal (CSM) and salad oil for 1,20,000 beneficiaries, 300 days in a year for 5 years. The feeding is to be conducted in 1,000 Kappagams for 40 children of the Kappagam, 40 children who do not attend the Kappagam and 40 expectant and nursing mothers.

CARE supplies the food free of cost. The State Government's commitments are as follows :

- a. Cost of containers for storing the food @ Rs. 80 per Centre
- b. Additional remuneration for the Balsevika (teacher in the Kappagam) Rs. 20
- c. Pay of an Ayah @ Rs. 10
- d. Non-feed charges towards cost of fuel, condiments, etc. at 3 paise per beneficiary
- e. Transport charges of food stuff
- f. Local costs of CARE

The following local costs have to be raised :

- a. Cost of vessels required for cooking and serving the food Rs. 400 per centre
- b. Local cost @ 3 paise per beneficiary for purchase of vegetables, etc.



Feeding has been started in 515 Centres from January 14, 1971. Initially the feeding was for 40 beneficiaries in each Centre. This has been stepped up to 120 from March, 1971.

As the second phase of the programme, orders have been issued to collect local contribution and purchase vessels in 3,000 Centres. Feeding will be commenced as soon as vessels are available.

Feeding can be started in the remaining 185 Centres after buildings are constructed as facilities for feeding do not exist in these places.

The expenditure for the Government this year will be Rs. 1.43 lakhs.

### **Preschools under Applied Nutrition Programme**

There are 90 Kuzhanthaigal Kappagams in Applied Nutrition Programme blocks also on the same pattern as the Kuzhanthaigal Kappagams started by the Director of Women's Welfare. Demonstration feeding is organised in these Kuzhanthaigal Kappagams as part of the nutrition education activities of the ANP. The vegetables, fruits, eggs, etc. are made available from the ANP gardens and poultry units. Until 1969 UNICEF skimmed milk powder/GSM were supplied. The additional Gramsevikas posted in ANP blocks guide the Balsevikas. The Mahalir Mandrams of the ANP are closely associated with the Kazhanthaigal Kappagams. Buildings have also been constructed for these Kuzhanthaigal Kappagams.

From 1962 until December, 1970, 1.53 lakh lbs. of skimmed milk powder, 14,307 lbs. of Corn Soya Meal, 3,45,542 eggs and 4,776 lbs. of vegetables have been supplied to 7,905 pre-school children.

### **C. CHILD WELFARE SCHEMES UNDER THE SOCIAL WELFARE DEPARTMENT OF THE GOVERNMENT OF TAMIL NADU**

#### **Child Welfare Schemes**

*a. Preschools :* This programme has the twin purpose of serving the rural women and their children. Firstly, the working rural women are relieved of their anxiety regarding their children. Secondly, the preschool programme inculcates in children the school going habit which goes a long way in making free primary education a success.

About 1,200 preschools have been started in villages throughout the State. Local women who have studied up to ESLC are

selected and given training as Balsevikas for three months on preschool programme in the Rural Extension Training Centres of Bhavanisagar or T. Kallupatti. These Balsevikas get an honorarium of Rs. 20 per mensem for conducting the pre-schools.

The preschools are conducted mostly in the mornings. The emphasis is not on education but on play activities and indirect education through such activities. Each preschool has been supplied with educational and general equipment to the extent of Rs. 400 per school. Some nutritive mid-day snacks are distributed to children within the provision available.

The preschools do not have their own buildings and most of them are run in rented, rent free and Mahalir Mandram buildings. The CARE Organisation has offered to assist in the construction of 1,000 buildings for preschools of which 115 buildings have already been completed and arrangements for the construction of the remaining 885 buildings are in progress. In addition, CARE has also offered to feed the preschool children. The feeding programme was started in 500 centres on Pongal Day.

*b. Integrated Child Welfare Demonstration Project, Poonamallee :* This project was started in 1963 as a pilot project. The aim of the project is to render services to women and children by integrating the services of other departments such as Health and Education Departments. Health, education and social habits are the important activities in the project covering the children of the age group of 0-16 years with special focus on the age-group of 0-6 years.

For the age-group of 0-6 years, 50 Kuzhanthigal Kappagams with an average attendance of 40 children and 10 creches with an average attendance of 10 have been started. The Preschools have been supplied with educational and other equipment and are conducted by fully trained Balsevikas who are paid in the scale of Rs. 80-3-110-2-120. The children are given mid-day meals. Extensive immunisation programme is carried out. Till November, 1968, the expenditure on the project was met by the Government of India and the State Government on 75:25 ratio. From November, 1968, the entire expenditure is met by the State Government.

*c. Family and Child Welfare Programme (Central Sector) :* The Women's Welfare Department has also undertaken the

scheme of Family and Child Welfare Projects for implementation in the State in a phased manner. Through this programme, a composite approach is attempted to consolidate the activities organised for each group like women, children, school children, etc. This programme is completely financed by the Central Government through the Central Social Welfare Board.

Four Family and Child Welfare projects are functioning at Villivakkam in Chingleput District, Kurinjipadi in South Arcot District, Athoor in Madurai District and Periyanaickenpalayam in Coimbatore District. Each project has one main centre and five sub-centres. The activities under this programme include a preschool for children below 6 years, training programme for women in home science, dietics, nutrition, health, family planning, nursing, etc. and recreational activities for the school going youth. There is a provision of Rs. 35,000 for construction of buildings for each project, one building for Rs. 20,000 for the main centre and smaller buildings for Rs. 3,000 each at sub-centres.

Balwadi, kitchen garden and laundry equipment worth Rs. 13,000 have been supplied by the UNICEF to each project.

*d. Demonstration Feeding Programme (Central Sector) :* This scheme envisages feeding of preschool children and expectant and nursing mothers in 28 selected blocks having the preschool programme. In each of the selected blocks, one Kuzhanthaigal Kappagam per year is to be chosen as the centre for starting the programme. This programme includes :

- (1) supplementary feeding of expectant and nursing mothers with children in age-group of 0-6 months up to an average of 30 daily;
- (2) nutritional supplement once a day for 20 children in the age group of 6 months to 2 years ; and
- (3) nutritional supplement once a day for 30 children in the age group of 2-5 years.

The feeding is to be for 25 days in a month. This programme is to be operated with a close coordination of the local Mahalir Mandrams. The Balsevikas of these Kuzhanthaigal Kappagams will be paid an honorarium of Rs. 40 p.m. and will be helped by one Assistant Woman Worker who will receive an honorarium of Rs. 30 per mensem.

A sum of Rs. 500 has been allotted for each centre towards purchasing kitchen equipment. A total allotment of Rs. 1.52 lakhs has been provided for 1970-71. The scheme was inaugurated on the 1st January, 1971 in 56 centres at the rate of two Kuzhanthigal Kappagam per block in 28 blocks.

*e. Training of Balsevikas :* Selected village women who have studied E.S.L.C. and above and who are between 18-35 years of age are trained as Balsevikas in batches with Rs. 45 per month as stipend for 3 months. These girls work as Balsevikas after training in the preschools in their villages with an honorarium of Rs. 20 per mensem. The number of Balsevikas so far trained is given below :

1967-68	—	306
1968-69	—	—
1969-70	—	70
1970-71	—	130

*f. Training of Mukhyasevikas :* In order to implement the preschool programme in an effective manner and to enable the Mukhyasevikas to supervise and guide the work of the Balsevikas, the Mukhyasevikas are being given special training for two months in batches at the Service Home, Tambaram. The number of Mukhyasevikas so far trained is given below :

1969-70	—	32
1970-71	—	115

## APPENDIX VIII

### BASIC EQUIPMENT FOR BALWADIS

#### For General Use

1. Small mats or durries ; one for each child (size 1' to 1½')
2. One closed shelf or cupboard (for storage of mats and other equipment)
3. One open low rack
4. One wall blackboard (at the level suited for children to look at)
5. Low wooden chowki with a low table (for teacher)
6. Gong or bell
7. Time piece—one
8. One vessel with lid (for keeping drinking water—locally made mud pot)
9. Mugs, bowls and spoons (according to the number of children on roll)

#### For Outdoor Play

1. Swing (double)
2. See-saw
3. Rubber balls—two (about 10" diameter)
4. Gardening equipment—tools like spade, hoe and rake and little buckets, or water cans, baskets
5. Skipping ropes

#### For Indoor Play

1. Large wooden blocks
2. Hammering equipment
3. Wooden wagons like trucks, cars, carts, aeroplane

4. Wooden figures of people, animals and fruits
5. Big painting brushes and powder colours
6. Hand and finger puppets
7. Wooden alphabets and letters of numerals
8. Rhythm instruments–Manjira or any such instruments
9. Counting frame
10. Doll house with doll
11. Modelling clay and wooden planks for clay work

**Primary Science**

1. Wall thermometer
2. Magnifying glass
3. Bar or horse-shoe magnet
4. Iron filling
5. Prism

**For Washing Facilities**

1. Buckets or vessels for storing water–one
2. Mugs–two
3. Soap containers
4. Towels, mirror, comb
5. Disinfectant
6. Brooms

**For Health Checkup of Children**

1. Weighing machine
2. Health cards
3. One cot (locally made)

4. Measuring tape
5. First aid box (containing basic items)

**Miscellaneous**

- Register (a) for marking attendance of students, teachers and helper.
- (b) to enter the nutrition programme information.
  - (c) cash book and ledger.

*Note :* The information given in Appendix VIII was compiled by the Indian Council of Child Welfare.

**APPENDIX IX**  
**FINANCIAL ESTIMATES FOR 1972-74**

Type of Unit	1st Year Rs.	2nd Year Rs.	Total Rs.
A	5,800,000	17,500,000	23,300,000
B	4,600,000	14,000,000	18,600,000
C	4,000,000	12,000,000	16,000,000
D	5,600,000	17,000,000	22,600,000
E	5,000,000	15,000,000	20,000,000
<b>Total</b>	<b>25,000,000</b>	<b>75,500,000</b>	<b>100,500,000</b>

**Nutrition Programme**

Cost of supplementary feeding in Models B,C,D, and  
15 Paise per child per day

OR      Rs. 40 per child per year

Cost of supplementary feeding in Model A—Rs. 75 per child per year.

Type of Unit	Ist Year Rs.	2nd Year Rs.	Total Rs.
Model A	2,250,000	7,500,000	9,750,000
All others	12,000,000	36,000,000	48,000,000
<b>Total</b>	<b>14,250,000</b>	<b>43,500,000</b>	<b>57,750,000</b>



**Non-Recurring Costs**

Type of Unit	Cost per Unit Rs.	No. of Units	Total Cost Rs.
A	2,500	2,500	6,250,000
B	2,000	3,500	7,000,000
C	1,000	6,000	6,000,000
D	1,500	8,500	12,750,000
E	1,000	10,000	10,000,000
Total			42,000,000

Costs of Administration, Research and Evaluation have been calculated exclusive of costs of training, which are shown separately, and of field supervision, which has been included in cost of operational models.

**Expenses in Training Different Types of Workers****(1972-74)**

Type of Workers	1st Year Rs.	2nd Year Rs.	Total Rs.
Balsevikas	16,50,000	33,00,000	49,50,000
Part-time Field Workers	22,73,400	45,46,600	68,20,000
Local Women Workers	21,54,000	43,06,000	64,60,000
Primary School Teachers	5,34,000	10,66,000	16,00,000
Supervisory Staff	5,40,000	10,80,000	16,20,000
	71,51,400	1,42,98,600	2,14,50,000

[Calculations based on the assumption that 1/3 of the total expenditure will be incurred in the 1st year and 2/3rd in the 2nd year].