

REPORT ON TIME ALLOCATION AND WORK PERCEPTIONS OF TEACHERS

A LOOK INSIDE DELHI'S
GOVERNMENT AND
MUNICIPAL SCHOOLS

JANUARY 2019

200 teachers from 39 government and municipal schools in Delhi, were surveyed between December 2017 and April 2018 to unpack their work and role related perceptions and to map the time spent by them on various school activities. Teachers were found to be juggling multiple activities in settings with low capacity and resources. The situation is exacerbated due to planning and management issues. This in turn is affecting the quality and time spent on academic tasks, as well as teacher morale.

Delhi Commission for Protection of Child Rights

Government of National Capital
Territory of Delhi

&

Accountability Initiative,

Centre for Policy Research



दिल्ली सरकार

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Foreword

A critical role of the Delhi Commission for Protection of Child Rights (DCPCR) is to study and monitor all constitutional and legal rights of children - one of which is the right to free and compulsory education for children aged between 6-14 years. Needless to say, teachers are central to imparting high quality education and instilling good values in children. One well trained and motivated teacher has the power to mold an entire generation of young minds. Hence, if teachers are not well equipped to handle students' needs or are working in less than ideal conditions teaching-learning processes are bound to be adversely impacted.



In this regard, DCPCR commissioned a research in partnership with Accountability Initiative at Centre for Policy Research to conduct a study and submit a report on the time distribution of Delhi's government school teachers, and analyse how teachers perceive their roles and responsibilities. The study systematically looked at school activities that the teachers are engaged in during and after official working hours, and shed light on teachers' views on their roles, motivations, take on issues affecting their classes and schools, and thoughts on performance assessment. This is one of the pioneering studies in the field of understanding teachers' time distributions in schools - an area that continues to be under-researched, especially in an Indian context. This study seeks to fill that gap.

The study found that teachers were juggling multiple activities, which appear to distract them from their primary goal of teaching. It also points out areas of improvement in the system, including issues related to proper planning and management at the level of the school as well as higher offices of the education department. The study also highlights a deep-seated issue in the education system - that of not clearly defining and accounting for all the non-teaching related roles assigned to teachers, which in turn are cutting into time that could otherwise be spent on academic activities.

The findings of the research study have been presented to the Commission and discussed at length. Some of these provide very insightful inputs from the perspective of policy design. I congratulate Member (RTE) Shri Anurag Kundu, for his initiative and for anchoring the process, as well as the Accountability Initiative Project at the Centre for Policy Research for carrying out the study diligently.

I assure complete support from this Commission in pursuing the findings, enabling our teachers to serve at their full potential.

A handwritten signature in blue ink, appearing to be 'Ramesh Negi', written over a light blue rectangular background.

Ramesh Negi
Chairperson DCPCR
December, 2018

Acknowledgements

We have all had that one teacher who impacted the way we look at the world, the way we think and the way we act. They have made us who we are. This report is dedicated to that one teacher that we have all had.

I would like to begin by thanking hon'ble Deputy Chief Minister Shri Manish Sisodia whose inspiring leadership has made education an issue of public discourse and brought to surface several critical issues that need redressal.

I am thankful to Shri Ramesh Negi (Chairperson, Delhi Commission for Protection of Child Rights) for his thoughtful foreword, his consistent guidance and leadership throughout my tenure at the Commission. I would also like to acknowledge the serious contribution that Shri Rakesh Bhatnagar (Member-Secretary, DCPCR) makes in the smooth administration of the Commission and Shri B.C. Narula (Senior Consultant, DCPCR) who acts as pillar of our strength guiding us throughout.



It is also pertinent to thank the Committee constituted to examine the feasibility of this research study, which gave invaluable feedback. It comprised of Shri. Shailendra Sharma, (Principal Advisor to the Director Education, GNCTD), Ms. Jyoti Duhan Rathee (Member, DCPCR), Shri. BC Narula, Ms. Reenu Gupta (Teacher, EDMC) and Dr. Karamveer Singh (Mentor Teacher, DoE). I also express gratitude to Ms. Ranjana Prasad (Member, DCPCR) for her feedback and support.

The study would not have been possible without the constant support of the then Pr. Secretary (Education) and Director (Education) Ms. Punya Srivastava and Ms. Soumya Gupta whose leadership has proven critical in the revamp of government schools of Delhi. I would like to specially acknowledge Shri Sanjay Goyal, Director (Education), Government of NCT of Delhi, who has taken the reforms forward with equal vigour and energy. Special mention must be made of the Directors (Education) of all three Municipal Corporations of Delhi for their cooperation, paving way for further improvements in the implementation of the provision of Right to Education Act. Ms. Nirmala (Deputy Director of Education, North MCD), and Shri Ambuj Kumar (Assistant Director, East MCD) and Ms. Rita Sharma (Deputy Director of Education, South MCD) and Shri. N T Krishna, Consultant (Planning), DoE, must also be thanked for facilitating the study.

While the officials have provided support and their insights during the research study, the actual research has been carried out by Accountability Initiative at the Centre for Policy Research. For this, I would like to thank Ms. Yamini Aiyar (President, Centre for Policy Research), and the team at Accountability Initiative, led by Ms. Avani Kapur (Director, Accountability Initiative). I would, therefore, like to acknowledge the author, Ms. Vincy Davis (Senior Research Associate, Accountability Initiative) for leading the design of the research and analysis of quantitative and qualitative data.

I would especially like to thank various experts who shared their insights and provided critical feedback and guidance at different stages of the study. Therefore, I am deeply thankful to Shri Shailendra Sharma (Principal Advisor to the Director (Education), GNCTD), Shri Murari Jha (Mentor Teacher, DoE), Dr. Suman Bhattacharjea (Director (Research), ASER Centre), and Dr. Mekhala Krishnamurthy (Ashoka University).

It would be appropriate to acknowledge the significant role the survey and research team has played in collecting all the quantitative and qualitative data scientifically. Hence, special thanks are due to members of the survey team, Ms. Dona Mathew, Ms. Avarna Ojha, Ms. Manvi Dixit, and Shri Sidharth Santhosh who helped in conducting pilots, data collection, and preliminary analysis. Ms. Anoushka Gupta, Ms. Ishani Rajkhowa, and Ms. Saba Rajkotia also provided research assistance in the later stages of the study. The administrative team of Accountability Initiative also deserves a mention for enabling researchers to discharge their functions adequately. Shri Ravi Rounak, Ms. Avantika Shrivastava, and Ms. Sristi Bhatt.

Members of my team at the Commission, Shri Akshay Chooramani, Shri Anirudh Gupta and Ms. Manisha Jandewal have also been instrumental in seeing this research project through.

However, the largest part has been played by all those teachers who set aside time from their busy schedules to interact with the researchers and give insights into what their working days look like. This project would have been redundant without their inputs.

I sincerely hope that this report will enable us to give our teachers all that they deserve for ensuring that our children are in able hands.

I would like to pause for a moment and express my deep gratitude to the activists, authors, litigators, academics, bureaucrats, politicians and judges who made Right to Education Act a possibility. It is their relentless work that the idea of not engaging teachers for non-educational activities became a legislative provision.



Member(RTE) DCPCR

Acknowledgements

This study would not have been possible without the support and guidance of a number of people.

Firstly, we wish to thank all the teachers who participated in this study and shared their experiences so candidly with us. We are grateful to the Delhi Commission for Protection of Child Rights (DCPCR), Government of NCT of Delhi for funding and providing facilitation throughout the course of this study. We would especially like to thank Mr. Anurag Kundu, Member, DCPCR, Mr. Akshay Chooramani, Mr. Anirudh Gupta, Ms. Manisha Jandewal along with other staff members of DCPCR for giving timely inputs during the research and for their comments on the draft report.

We would like to thank the officials in the Directorate of Education (DoE), Government of NCT of Delhi and the Education Department, Municipal Corporation of Delhi, who allowed us access to the schools. We would especially like to thank Mr. Shailendra Sharma, Principal Advisor to the Director, Education (DoE), Mr. Ambuj Kumar, Assistant Director, Education (EDMC), Mr. N T Krishna, Consultant (Planning), DoE, and Mr. Murari Jha, Mentor Teacher, DoE for taking out the time to clarify many of our DoE and MCD school related queries, and giving feedback on the findings and recommendations emerging from this study.

We are also grateful to Ms. Yamini Aiyar, President, Centre for Policy Research, Ms. Avani Kapur, Director, Accountability Initiative, Dr. Suman Bhattacharjea, Director (Research), ASER Centre, and Dr. Mekhala Krishnamurthy, Ashoka University, for providing critical feedback and guidance at different stages of the study.

Special thanks to members of the survey team - Ms. Avarna Ojha, Ms. Manvi Dixit and Mr. Sidharth Santhosh, who helped in conducting pilots, data collection, and preliminary analysis. We would also like to thank Ms. Anoushka Gupta, Ms. Ishani Rajkhowa, Ms. Saba Rajkotia, and Ms. Agrima Zutshi for providing research assistance in the later stages of the study. Thank you all for your steadfast support and dedication.

Finally, we would also like to thank Mr. Ravi Rounak, Administrative Officer, Accountability Initiative for providing excellent administrative support throughout the study, as well as Ms. Avantika Shrivastava, Senior Communications Officer, Accountability Initiative, and Ms. Sristi Bhatt, Designer, Centre for Policy Research, for their support in editing and laying out the report.

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About the Centre for Policy Research:

CPR is an independent and non-partisan research institute and think tank located in New Delhi. Established in 1973, its main objectives are to provide thought, leadership and creative solutions to address pressing intellectual and policy issues. It has been recognized as 38th amongst all leading think tanks in the world by the 'Global Go To Think Tank Index' of the Lauder Institute in 2014.¹ It is also one of the 27 national social science research institutes recognized by the Indian Council of Social Science Research (ICSSR), Government of India.

CPR is committed to achieving and maintaining the highest standards of excellence in public policy research. An active academic environment is sustained via resources that are available to all faculty members of CPR, and in some cases to external partners as well. It is set apart by its multi-disciplinary approach and unique blend of scholarship and practical expertise. CPR's faculty have considerable impact on policy and public debates on a variety of issues including Water and Sanitation, Environmental Law and Governance, Public Health, Economic Policy, Law and Regulation, Public Accountability and International Relations and Security.

About Accountability Initiative:

Founded in 2008, Accountability Initiative (AI) is a research group housed within the Centre for Policy Research (CPR), one of India's leading public policy think tanks. AI's mission is to improve the quality of public services by increasing transparency in governance and driving greater accountability for the delivery of these services. It looks to achieve this by conducting rigorous grassroots research on the implementation of government programmes and linking evidence with citizen-led action. One way it has done this is through the PAISA studies.

In 2009, AI started its flagship project called PAISA (Planning, Allocations and Expenditures, Institutions: Studies in Accountability) which undertakes large scale expenditure tracking studies. Specifically, PAISA focuses on developing tools and methodologies to track planning, budgeting and decision-making systems across the delivery chain for key social sector programmes.

Additionally, AI's past work has included tracking funds for elementary education, sanitation, nutrition (ICDS) and the Mid-Day Meal scheme. Over the past 8 years, AI has thus become a "go to" research group for work on budgetary analysis, expenditure tracking surveys and institutional studies to strengthen governance and accountability. This is evidenced by the fact that a number of government departments at the state and central government level have requested AI to apply its expertise to study their programmes.

Table of Contents

Foreword	3
Acknowledgements	4
List of Figures	9
List of Abbreviations	10
1. Introduction and study background	11
1.2 Study objectives and research questions	12
2. Research design and sampling	13
2.1 Design and methodology	13
2.2 Sampling	14
3. Findings from teachers' roles and work perceptions survey	16
3.1 Teacher profiles	16
3.2 Job expectations and motivation	16
3.3 Roles and responsibilities	17
4. Findings from teachers' time allocation survey	23
4.1 Annual academic cycle in MCD and DoE schools	23
4.2 Main categories of activities	23
4.3 MCD schools – Key findings	24
4.4 MCD: Time allocation during school hours	26
4.5 DoE schools – Key findings	31
4.6 DoE: Time allocation during school hours	33
5. Key findings and lessons	38
5.1 Teachers as professionals	38
5.2 Difficulties in planning and time-management	39
5.3 Managing records and databases	41
6. Recommendations and way forward	42
7. Notes	45
8. References	46

List of figures

Figure 1 - District and school sampling	14
Figure 2 - Total teachers surveyed	15
Figure 3 - Total time allocation data collected	15
Figure 4 - Major hurdles teachers face in school	20
MCD	
Figure 5 - Overall time spent in different locations (in hours)	26
Figure 6 - Overall time spent on activities during school hours (in %)	26
Figure 7 - Time spent on activities during school hours - all phases (in hours)	27
Figure 8 - Distribution of time spent on academic tasks out of total time on academic tasks, during school hours (in %)	28
Figure 9 - Distribution of time spent on school management tasks out of total school management time, during school hours (in %)	29
Figure 10 - Time spent on activities beyond school hours - all phases (in hours)	31
DoE	
Figure 11 - Overall time spent in different locations (in hours)	32
Figure 12 - Overall time spent on activities during school hours (in %)	33
Figure 13 - Time spent on activities during school hours - all phases (in hours)	33
Figure 14 - Distribution of time spent on academic tasks out of total time on academic tasks, during school hours (in %)	34
Figure 15 - Distribution of time spent on school management tasks out of total school management time, during school hours (in %)	35
Figure 16 - Time spent on activities beyond school hours - all phases (in hours)	37

List of Abbreviations

ACR	Annual Confidential Report
AI	Accountability Initiative
ASER	Annual Status of Education Report
BLO	Booth Level Officer
CBSE	Central Board of Secondary Education
DCPCR	Delhi Commission for Protection of Child Rights
DIET	District Institute of Education and Training
DoE	Directorate of Education
EVM	Electronic Voting Machine
GoNCTD	Government of the National Capital Territory of Delhi
GoI	Government of India
HoS	Head of School/ Heads of Schools
MCD	Municipal Corporation of Delhi
MDM	Mid-Day Meal Scheme
NAS	National Assessment Surveys
NIIPA	National Institute of Educational Planning and Administration
NDMC	New Delhi Municipal Council
NIOS	National Institute of Open Schooling
PGT	Post Graduate Teacher
RTE	Right of Children to Free and Compulsory Education Act, 2009
SCERT	State Council of Educational Research and Training
SMC	School Management Committee
SSA	Sarva Shiksha Abhiyan
TDC	Teacher Development Coordinator
TGT	Trained Graduate Teacher
ToT	Teacher Time-on-Task
UDISE	Unified District Information System for Education



1. Introduction and Study Background

“I feel helpless and guilty for not being able to give full time to my students... makes me think what am I getting this salary for?”

“I feel like a clerk most of the time!”

These statements embody two powerful narratives that we have repeatedly heard in government schools across different states in India. The narratives are of teachers feeling overworked and overburdened, and of teachers expressing concerns about spending a lot of time on activities other than teaching, which cut into teaching time and affect their self-identity as teachers (Ramachandran, Beteille, Linden, Dey, Coyal, & Goel, 2017; Sankar & Linden, 2014; Ramachandran, Bhattacharjea, & Sheshagiri, 2008).

If teachers' narratives about working in Delhi's government schools hold true, it would in fact amount to violation of children's legal right to acquire a good quality education as stipulated under the Right of Children to Free and Compulsory Education Act, 2009 (RTE). Section 24 of the RTE Act mandates teachers to transact the syllabus in a timely manner, provide additional support to weak students, assess children's learning and interact with parents. Meanwhile Section 27 of the RTE Act states that teachers are prohibited from being deployed for "non-educational" purposes other than census, disaster relief and election duties.

Violations aside, given that teachers are key partners in teaching-learning processes in schools, it is safe to assume that if teachers are regularly complaining about feeling tired, demotivated and disconnected from their core roles, and are spending more time on "non-teaching" related activities than needed, then the time and quality of classroom inputs needed to ensure students learn well are going to be affected.

Keeping the need to focus on teachers at the centre of improving learning outcomes, the Government of the National Capital Territory of Delhi (GoNCTD) has taken a number of recent initiatives to shift the focus of school actors to teaching-learning related matters such as teachers' capacity to teach and to improve students' learning outcomes. These initiatives were introduced to stop the dip in students' academic results.²

Since 2016 for instance, a series of subject and pedagogy centric workshops for teachers, and school leadership and management based workshops for principals, were organised. Estate managers were introduced in Directorate of Education (DoE) i.e. State government administered schools, to free up principals' time spent on managing administrative tasks and encourage them to focus more on academic issues. In 2016, students in standards 6 to 9 in DoE schools were regrouped according to their learning levels under a programme called "Chunauti 2018". The programme was introduced to promote a joyful teaching-learning environment inside classrooms and bridge the gap in learning levels. The regrouping was done to enable teachers to provide tailored support to students as per their level of understanding of the lessons prescribed in the curriculum. This was introduced in Municipal Corporation of Delhi (MCD) schools in Delhi in 2018 with the same objectives, in the form of a programme called "Mission Buniyaad". Between 2016 and 2017, the state government also developed two new cadres of academic resource persons called "Mentor Teachers" and "Teacher Development Coordinators" (TDC) to provide pedagogic support to teachers in DoE schools.

The need to focus on students' learning outcomes gained further momentum in 2017 when the RTE was amended to ensure that all teachers acquire the minimum qualifications prescribed under the Act by 31st March, 2019.³ Moreover, the RTE Rules, 2010 were amended to include a rule which mandated states to prepare "class-wise, subject-wise learning outcomes for all elementary classes" and also devise "guidelines for putting into practice continuous and comprehensive evaluation, to achieve the defined learning outcomes."⁴

While there are a number of studies that have focused on the need to improve teacher training and teaching practices (NCERT, 2016; Bhattacharjea, Wadhwa, Banerji, 2011; Ramachandran et al, 2008; NCF, 2005), there are fewer studies in the Indian context which attempt to explain how much time teachers allocate to school related tasks or how they perceive and prioritise certain activities above others.

At the time of drafting this report, a report released by the National Institute of Educational Planning and Administration (NIEPA) stated that only 19.1% of a teacher's annual school hours were being spent on teaching related activities, while 42.6 % time went in "non-teaching core activities" and 38.3% time went in school management and other education department related activities. The study covered government school teachers from Maharashtra, Karnataka, Gujarat and Orissa. Other recent studies related to these themes have looked at either Teacher Time-on-Task (ToT) which primarily focused on classroom activities (World Bank 2014, 2016, in conjunction with SSA-RMSA), or have qualitatively tried to understand difficulties faced by teachers inside schools (NIEPA 2016).

This study by Accountability Initiative is a contribution to the growing body of literature on unpacking how government and municipal school teachers distribute their time on different school related activities, and how they perceive their roles and responsibilities, with a focus on Delhi.

1.2 Study objectives and research questions

Broadly, this study had two main objectives. The first, was to systematically probe how teachers were spending time in their schools. Assessing how much time teachers were actually able to allocate to essential school tasks, particularly on teaching-learning related activities, was a way to construct a nuanced picture of a teacher's school day, identify teacher priorities and make these the starting point to probe how teachers' priorities took shape.

Second, the study also sought to explore how teachers perceived their roles and responsibilities, their experience of working in the current education system and whether this affected their professional identity, morale and perception of workload.

Specifically, the study sought to address the following four key questions:

- How much time were teachers allocating to school related activities during and after school hours, and what were these activities?
- How were teachers perceiving their official roles and responsibilities?
- Which activities did teachers identify as "non-academic" and non-core to their role as teachers?
- Were there variations in time allocation and role perception amongst teachers belonging to two different education managements?

The remainder of the report is organised as follows. Chapter 2 outlines the study design and methodology. Chapter 3 lays out the findings from part I of the survey which was on teachers' perceptions of their roles and responsibilities, and work conditions. Chapter 4 presents results from part II of the survey on teachers' time allocation on different school activities. Chapter 5 is a discussion on the main findings and lessons emerging from the study. In the final chapter, we list recommendations and briefly discuss the way forward.



2. Research Design and Sampling

Since 2016, AI has been studying a few key interventions launched by the GoNCTD which aim to improve the quality of teaching-learning transactions in government schools.

Preliminary findings from the study appear to indicate that teachers' perception regarding their workload and the nature of tasks they are doing in schools affects their approach and level of responsiveness to policy changes, general attitude towards change and critically, their ability to provide undivided attention to their students. The findings are similar to the central lesson learnt from a study carried out in Bihar in 2014-15, on the critical role played by organisational culture and resultant perceptions and practices in interpreting, articulating and implementing reforms in schools (Aiyar, Dongre, & Davis, 2015). These findings only deepened our interest in conducting a study on the time allocation and work related perceptions of teachers in other schools of Delhi, to systematically understand whether this was a wider phenomenon.

2.1 Design and methodology

The study had two distinct components: a time allocation study and a perception survey.

Time Allocation Study

Methodologically, time allocation studies are popular with anthropologists and other social science disciplines to record in fine detail, the behaviour of selected persons/groups and the range of activities they are engaged in. These are used to construct highly accurate narratives and explain social phenomena.

The survey instrument designed for this study was based on the tool designed for a proto-time allocation study conducted by AI in September 2017 with 10 randomly selected teachers from DoE schools.

All collected data was self-reported. Time, resources and maximising reach amongst teachers, were the main factors which drove the decision to opt for this data collection method. Brief discussions with HoS were carried out at random after surveys to broadly verify the activities of the day for which data was reported by the teachers.

Data was recorded period-wise as per the timetable for DoE schools and in half hour slots for MCD schools.⁵

A detailed survey protocol which included definitions and categories of activities reported by teachers, was created. Surveyors visited each school in pairs.⁶

Surveyors were trained to help the teacher recall all activities including breaks and work done while multi-tasking. The reported information was of activities conducted by the teachers a day prior to the survey. The time allocation survey component took 10-15 minutes to complete.

Perception Survey

The perception survey component was designed to capture teachers' backgrounds, roles and responsibilities, their take on issues affecting their schools and their work conditions.

The questionnaire had 41 questions with a mix of closed and open-ended questions. Barring two questions, the teachers were not provided options or prompts throughout the survey. All responses, including explanations offered by teachers for the closed-ended questions, were noted verbatim in the survey tool itself by the surveyor. Verbatim responses were recorded to verify coding and to retain the richness of the interviewee responses. The perception survey took 25-30 minutes to complete.

2. RESEARCH DESIGN AND SAMPLING

The perception survey responses read with the time allocation survey data collected from different teachers in three different months, helped to construct and interpret teachers' work days and priorities more holistically.

Surveyors also collected basic information about the school including vacancies, number of guest and permanent teachers, staff on deputation, list of "additional charges"⁷ and duties performed by teachers as part of the school profile-building exercise. Qualitative observations of the school's infrastructure and management were also made before and after the survey.

Permissions were sought by the DoE and MCD authorities prior to the school visits, so HoS were informed about the survey but they were not aware of the day when the survey was to be conducted in their respective schools.

Preliminary findings were shared with the DCPCR after each phase of the study to get feedback.

Phases of data collection

The surveys were conducted in three phases to capture differences across various points in the academic year. In the first phase, data was collected in the month of December (early December, specifically), which was expected to be a "regular" month for teachers without too

many administrative tasks to distract them. The second phase was in February (before the final exams which generally begin in the final week of February and run well into March), when teaching was expected to peak as students and teachers prepared for final exams. Finally, the third phase was in April when the new academic session starts and admissions-related plus additional school management tasks like recordkeeping in particular, were expected to peak for teachers.

2.2 Sampling

District selection

All school data was retrieved from UDISE and the total number of schools from the two largest government education departments in Delhi – the DoE and the MCD – were first proportionately divided.⁸ These were mapped on to the 13 education districts of Delhi as categorised by the DoE.⁹ NDMC (New Delhi Municipal Council) and MCD Aided schools were left out of the sample due to their low share.

For MCD schools, the education zones under each of the three local corporations were mapped on to DoE districts. The final districts selected consisted of 8 unique districts for the MCD schools and 5 unique districts for the DoE schools (see Figure 1). For the DoE Aided school sampling, the district selected was the one where the number of DoE Aided schools is the highest.

FIGURE 1 – DISTRICT AND SCHOOL SAMPLING

Authority	MCD-North	MCD-South	MCD-East	NDMC (New Delhi)	MCD Aided	DoE	DoE Aided	Total
Total schools	665	661	367	51	44	1017	211	3016
Proportion (in %)	22%	22%	12%	2%	1%	34%	7%	100%
No. of schools	3	3	2	0	0	4	1	13
Districts covered	3	3	2	0	0	4	1	13

SOURCE: UDISE 2016-17 (AS ON OCTOBER 10TH 2017)

School sampling

School information was organised by districts and arranged in ascending order of student enrolment. The three schools falling in the middle of each list were shortlisted for the three phases of data collection. On three occasions, we found schools had shut down completely, so a nearby school which was close to the enrolment size of the previously sampled school, was selected as the replacement.

The final school sample consisted of 39 schools with 12 DoE, 3 DoE Aided, and 24 MCD schools. The median student enrolment was 687 in the sampled DoE schools, 384 in the MCD schools and 244 in the three sampled DoE Aided schools.

Teacher selection

The focus of this study was on teachers who had to juggle multiple tasks, to see to what extent teachers were able to manage teaching along with other activities and understand the range of issues surrounding such multitasking. To this end, the surveyors sought to talk to a minimum of 5 teachers from each school who were understood to be the “busiest” in their schools.¹⁰

Selection of the “busiest” teachers was based on the definition reported by teachers and HoS, which included those who had been assigned examination, timetable and Mid-Day Meal charges, as well as the TDC charge in DoE schools and Teachers Incharge in MCD schools.¹¹ Surveyors were instructed to additionally identify and interview other “busy” teachers as identified by the respective HoS.

Figure 2 provides phase-wise information on the number of teachers surveyed. In all, 200 teachers were interviewed from 39 schools, of whom 192 provided time allocation information. Figure 3 provides a summary of the time allocation data gathered through the survey, in hours.

FIGURE 2 – TOTAL TEACHERS SURVEYED

Teachers surveyed	MCD	DoE & DoE Aided	Total
Phase 1	38	25	63
Phase 2	37	31	68
Phase 3	35	34	69
Total	200		

The small sample size allowed us to probe in depth. Needless to say, findings from this study are not representative of the whole state but only indicative of possible trends in time allocation and teachers’ perceptions surrounding their work and conditions.

FIGURE 3 – TOTAL TIME ALLOCATION DATA COLLECTED

Time-allocation data (in hours)	MCD	DoE & DoE Aided	Total
Phase 1	229	146	375
Phase 2	203	205	408
Phase 3	187	221	408
Total	1191		



3. Findings from teachers' roles and work perceptions survey

In this chapter we present findings from the perception survey for both DoE and MCD school teachers. The responses of both government and municipal school teachers were overwhelmingly similar. Wherever responses between the two were visibly different, they have been pointed out and discussed further.

200 teachers (110 MCD; 90 DoE teachers) from the sampled schools were administered part I of the survey of whom 192 could also spare time for part II i.e, the time allocation component of the survey.

3.1 Teacher profiles

MCD teachers

Work Experience: The surveyed MCD teachers had work experience ranging from 6 months to 34 years, as government school teachers. The average teacher had taught in government schools for approximately 12 years.

A majority of MCD teachers i.e. 81 of 110 teachers interviewed, had never taught in a private school. Those who had worked in a private school, did not for a long period of time. Of the 29 teachers who were previously employed in a private school, 25 taught for 3 years or less. MCD teachers' work experience teaching in a private school ranged from 2 months to 9 years.

Educational Qualifications: Of the sampled MCD teachers, 17 had studied up to class 12; 48 held an undergraduate degree and 45 held a postgraduate degree.

Professional Qualifications: Of the 103 MCD teachers who responded to this question, 55 had a Bachelors level qualification in education, while 47 held a diploma. Only 1 teacher was found to have a master's degree in education.

DoE teachers

Work Experience: The work experience in government schools, of the DoE teachers interviewed, ranged from 1 to 39 years. On average, teachers had taught in a government school for 18 years.

39 of the 90 teachers spoken to, had previously worked in a private school. Their experience ranged from a few months to 13 years. 28 of these 39 teachers, taught in a private school for 3 years or less.

Educational Qualifications: Of the 90 DoE teachers interviewed, 19 had an undergraduate degree, while the majority i.e. 71 teachers held a postgraduate degree. 12 of these 71 teachers, had more than one postgraduate qualification. Unlike in MCD schools, no teacher was found to have less than an undergraduate qualification.

Professional Qualifications: Majority of the DoE teachers had a bachelor's degree in education or elementary education (76 out of 90), while 4 held a diploma. Meanwhile, 4 teachers were found to hold a postgraduate degree or PG diploma in education. 6 teachers recorded no response.

3.2 Job Expectations and Motivation

To gather information about teachers' job expectations and motivations behind joining the government sector, teachers were asked the following 4 questions:

- Why did they take up teaching?
- If they taught in a private school then what led them to shift to a government/municipal school?
- What did they like most about their job as a teacher?
- What was the least enjoyable activity they did as teachers?

Most teachers gave multiple reasons in response to the first two questions. These were later coded against the pre-tested options. The latter two questions were descriptive in nature.

Reasons for taking up teaching as a profession

Of the 200 respondents, 62.5% mentioned reasons which carried “positive” connotations associated with teaching as a profession. Their reasons varied from their personal interest in teaching, spending time with children, idolising someone close to them who was/is a teacher, for the social prestige attached to the job and/or for the betterment of society. Of the 125 teachers who reported these assorted “positive” responses, 63 were from MCD and 62 from DoE schools

31% of the respondents mentioned reasons that had “neutral” to “negative” connotations. Teachers who stated that either they did not have any particular reason for joining teaching, or were guided/ felt pressured by someone close (mostly family members) to take up the profession. A higher percentage (37%) of MCD teachers gave these “neutral” to “negative” responses compared to 23% of DoE teachers.

15.5% of the teachers gave reasons related to the expected work-life balance they hoped to achieve. Many women respondents were either told or personally felt that the job was appropriate for women who also had to juggle domestic duties. Finally, 11% of respondents shared that the perks or social prestige associated with being a government employee drew them into the profession.

Top responses to the descriptive question on what teachers liked the most about their profession were: “teaching itself” and “interacting with children”. To the follow up question on what they least liked doing as teachers, the responses were overwhelmingly similar. Teachers stated that “non-academic work” including school management tasks, record maintenance, data feeding work on the office computer and other non-teaching duties, and being interrupted while teaching were the least liked aspects of being school teachers.

Choosing government over private schools

Of the 200 respondents, 76 (36 from MCD; 40 from DoE) had taught in private schools prior to joining the government system. The biggest factors for choosing government/municipal schools, as reported by 71% of the 76 respondents were “job security/higher income/ the social prestige” attached to being a government employee. 39% felt they could maintain a better work-life balance teaching in government schools. There was an expectation with most teachers that their workload would be lighter in government/municipal schools and the work environment would be more “relaxed” compared to the private schools where they had taught.

One teacher summed up the sentiment shared by most of the respondents to these two questions, in a line:

“Only those who have run out of options go for private (sector) jobs!”

3.3 Roles and Responsibilities

Three questions were central to unpack teachers’ take on their roles and responsibilities:

- Who, according to them, made for a model/good teacher?
- What were the major hurdles they faced as teachers in schools?
- Question about a list of activities (read out to the respondents by surveyors) which teachers considered to be either primary, secondary, or activities they should not be doing.

Understanding of their roles as teachers

Teachers were asked to describe who they believed, made for a good teacher. Responses were found to be similar across DoE and MCD teachers. The reported features or traits could be classified under three themes:

3. FINDINGS FROM TEACHERS' ROLES AND WORK PERCEPTIONS SURVEY

Teaching-Learning Style: Traits included mastery over subject matter; teaching methods; friendly relations with students; someone whom the students trusted.

Good personal traits: Someone who was patient, punctual, polite, and motivated students.

Focused on all-round development of students: Someone who prioritised students' emotional and mental development over syllabus completion and scoring high test scores; could advice and counsel students.

To the question on which tasks teachers felt were their primary or secondary responsibilities, and tasks which they felt they should not be doing, DoE and MCD teachers had similar things to say. Of all the activities that teachers do, a majority of the respondents felt that the following were their "primary" responsibilities as teachers:

- Preparing lesson plans and designing activities for student learning
- Invigilation/exam duties
- Attending trainings and workshops

While all teachers acknowledged that lesson plans were important to structure their teaching and activities were needed to make learning more engaging, some teachers felt it was impractical to prepare and follow detailed lesson plans or to use activity-based methods to teach, due to time, infrastructure and other constraints.

Similarly, teachers had mixed reactions to the idea of attending workshops and seminars. Many teachers responded that while they recognised trainings were essential for professional development, they wished for trainings that were of higher quality, less theoretical and addressed their school specific issues.

“Non-academic” duties in school

Apart from core teaching related tasks, teachers are also required to do essential management tasks for the smooth functioning of the school. Moreover, being government employees, they are also regularly called upon to carry out activities that are not directly related to the

education department, such as conducting census and disaster relief duties.

Talking about their school management related roles, teachers shared their opinions about the recordkeeping work regularly carried out by them. Teachers made a distinction between two types of recordkeeping work, preferring to work on one type of record over the other.

The first type involved maintaining basic information that directly related to the students they were teaching, including student attendance, test scores and enrolment data. 37% and 32% respondents said this should be a primary task and secondary task respectively, while 31% of teachers felt they should not be doing this at all.

The second type was more clearly described as “administrative”, “non-academic” and/or “clerical” work. This involved records that teachers recognised as essential to school management, but were not directly related to teaching-learning processes or outcomes. For instance, opening bank accounts, updating students' Aadhaar IDs, distributing and maintaining records of entitlements like uniforms, scholarships, books etc., responding to Department circulars and feeding UDISE information, were viewed as “administrative” and/or “clerical” tasks by the respondents. These activities were further described as time-consuming as they had multiple steps—from collecting the information to organising the data to verification to online data entry—all of which cut into teaching time.

It was felt that these activities should instead be done by dedicated clerical staff. Some teachers also suggested that bank or Aadhaar officials should hold regular camps in schools instead of involving teachers in the process. Harassment by bank employees who sometimes refused to open bank accounts of the students, the errors in the Aadhaar details submitted to teachers and sudden demands by administrative officers in the Education Department to provide different data points further aggravated the situation.

Teachers stated that they had no choice but to do these activities in the current schema because of the students'

backgrounds. Many parents could not be relied upon to fill forms accurately. Vacancies and/or low competence of clerical staff in DoE schools and lack of such posts in MCD schools exacerbated the problem.

While overall trends in responses on "non-academic" duties were similar for MCD and DoE teachers, two main differences were noted. First, with respect to the task of distribution, 29% of MCD teachers felt this was a primary task for them while 7% of the DoE teachers felt the same way. This is not surprising since MCD schools cater to primary school students who are of a very young age. Second, the percentage share of school management duties which were viewed as "primary" was slightly higher for MCD teachers who were most likely influenced by the fact that their schools do not have clerical staff.

Through this combination of responses, teachers made several important points about how they perceived themselves and their peers as teaching professionals and what they felt they should or should not be doing as teachers. Tasks which were not directly related to teaching-learning appeared to clash with teachers' fundamental perception of who a teacher was or should be. As one teacher succinctly pointed out:

“Our job is to teach, not to do the work of lower division clerks...”

Attending trainings and seminars

81% of the DoE teachers and 67% of the MCD teachers reported attending trainings and seminars in the past 2 years. DoE and MCD teachers reportedly spent on average 8 and 10 days respectively, attending trainings and seminars in this two year period.¹²

DoE teachers mostly attended subject related workshops organised by the State Council of Educational Research and Training (SCERT), as well as Chunauti and Mission Buniyaad related seminars. Of those who did not attend any trainings (19% of DoE teachers), some tended to be PGTs who reported that they were exempt from most

regular workshops. In comparison, 33% of MCD teachers did not attend any training or workshops in the last 2 years. Unlike DoE, MCD in-service trainings are held in batches where a set of teachers is called each time, due to which some teachers stated their "turn" had not come in the last two years. A handful of teachers also stated they simply do not go because attendance is not mandatory. Common trainings attended by MCD teachers included subject specific workshops organised by the SCERT and Learning Outcomes seminars organised through Sarva Shiksha Abhiyan (SSA). Some seminars on art and craft, dance, music and computer trainings were also reported.

Exempt duties under RTE and other non-school activities

Among DoE teachers, 44% reported being engaged in duties exempt under the RTE, spending an average of 9 days in the last 2 years on them. On average, DoE teachers spent 5 days on duties related to the MCD elections held in April 2017; 6 days on other official duties like invigilating and evaluating external exams.

In the case of MCD teachers, 88% of teachers were engaged in exempt duties in the past two years, spending an average 15 days on the same. On average, teachers spent 6 days on elections duties, mostly for the MCD elections in 2017. This included a day spent on undergoing training and a day for checking and receiving EVMs. Some MCD teachers also reported that they had the additional responsibility of being a Booth Level Officer (BLO). 2 DoE teachers reported being engaged in BLO duty. (The issue of involving teachers in various aspects related to elections, including juggling BLO duties, has been a contentious one since RTE was implemented and has been discussed in greater detail in Chapters 5 and 6).

Furthermore, MCD teachers spent an average of 5 days on other official duties like invigilating scholarship related exams or the NAS assessment held in 2017, and 14 days on average conducting official surveys. This mainly included (i) Child Census which involves collecting data on male and female children between 0-14 years, such as the number of students who had dropped out of school and gathering reasons for non-enrolment in schools, for

3. FINDINGS FROM TEACHERS' ROLES AND WORK PERCEPTIONS SURVEY

which teachers are assigned any locality in Delhi and (ii) a door-to-door admissions survey which MCD teachers are expected to do – whether officially or unofficially – before the start of the academic year, in order to get all the children in their locality enrolled in school. MCD teachers also reported being involved in other surveys including a survey of functional streetlights and another on the rate of drug use among children in their locality. DoE teachers did not report being involved in any surveys in the last two years.

Across both DoE and MCD, no teacher was found to be involved in disaster relief work in the past two years.

Everyday experiences in school

Teachers were also asked about the major hurdles they faced while working in their school. The top 5 issues identified by both MCD and DoE teachers were the same. These were:

- Non-teaching tasks that teachers described as “administrative” tasks or additional tasks. (Overall,

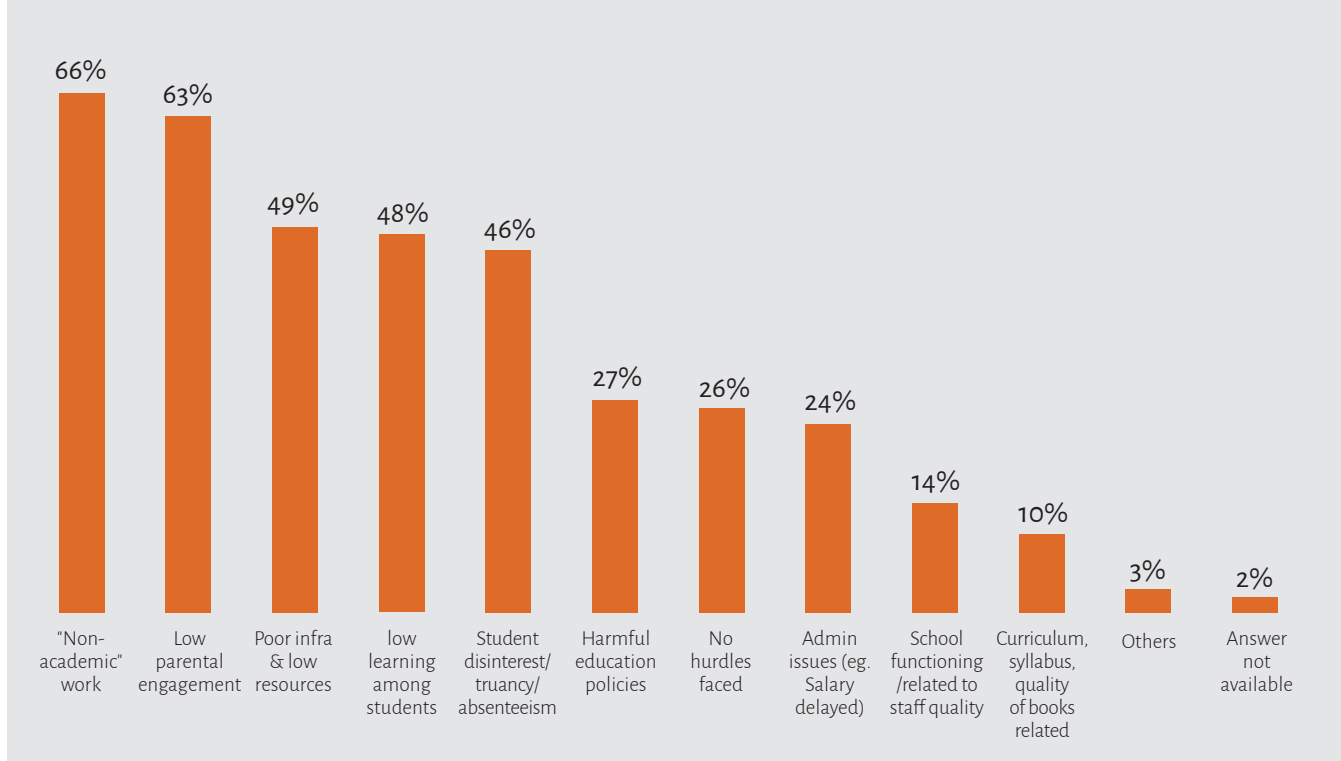
66% of all responses recorded for this question).

- Lack of parental involvement in students' studies (63% of all responses)
- Lack of resources and infrastructure (49%)
- Weak academic foundation/low learning levels among students (48%)
- Students being disinterested in studies, undisciplined, or frequently absent (46%) (See Figure 4).

As a follow up to this question, teachers were asked what the topmost thing on their mind was, while they taught in class. Overwhelmingly, teachers stated that their number one priority while teaching was to ensure that some of what they taught was retained by their students (82% of all responses).

“I hope my children are able to understand at least some of the lessons I teach...”

FIGURE 4 – MAJOR HURDLES TEACHERS FACE IN SCHOOL



There was a sense of exasperation with which most teachers spoke about teaching their students. Many of the respondents expressed their disappointment and frustration with students and their family background.

The weak socio-economic background of students and lack of parental involvement were largely understood to be the main reasons behind why students lacked the right “environment” in their homes to practice lessons. In the same breath, many teachers felt that policies including those under the RTE Act of ending corporal punishment, no-detention, as well as continuous and comprehensive evaluations, have reduced the importance of studying in the eyes of students, over the past few years.

Teachers, particularly those from MCD schools, expressed other issues affecting their morale and motivation towards their work. MCD teachers have been experiencing frequent salary delays. During the time of data collection in late 2017 and early 2018, teachers were reporting salary delays of up to 3 months or more. Some teachers raised concerns about their personal safety, citing instances where they faced harassment at the hands of students’ guardians. In MCD schools, not having security guards stationed at all times at the school gate was understood to be a critical issue contributing towards creating an environment of fear and mistrust.

When and why does paperwork take up a lot of time?

Two central questions were included in the survey to probe into why teachers were frequently heard complaining about “data”:

- Do you think paperwork takes a lot of time or not? If yes, why?
- During which months is the volume of paperwork high? Why is this the case?

The main findings to the first question were the following:

- 93% of all respondents felt that paperwork took up a lot of time. Only 7% did not concur with this.

- The three reasons stated for paperwork being time consuming were:

1. Information being asked for throughout the year/ having to be verified multiple times (56% of all respondents)
2. Information being asked for in both hardcopy and softcopy formats (55% of all respondents)
3. Because of clerical staff (either there was a lack of staff or the quality of data maintenance was low) (54% of all respondents)

There were differences in the percentage share of responses between MCD and DoE teachers. 46% DoE teachers felt that the volume of paperwork was high or cumbersome compared to 25% MCD teachers. 33% MCD teachers said lack of or poor quality infrastructure and resources (for example, lack of or old computers and poor internet connectivity) was an issue compared to 10% of DoE teachers. As mentioned before, MCD schools lack clerical staff.

Other popular reasons included, duplicity of information requested in different formats (21% of all respondents), delays in requests or sudden demands for data by department officials (17%) and lack of clarity on where and how information was supposed to be submitted (5%).

Both MCD and DoE teachers reported that September to October and March to April were the months with the most amount of time spent on paperwork and record maintenance. Between September and October, the annual UDISE reports had to be updated and scholarship funds were released. In March and April, final exam evaluations and settling of annual accounts took place, followed by admissions, distribution of books and other resources. Many teachers noted that around this time they had to take work back home as they did not get enough time in school to finish it.

3. FINDINGS FROM TEACHERS' ROLES AND WORK PERCEPTIONS SURVEY

Performance assessment

The last three questions in the perception survey were about teachers' performance assessment. These were:

- Whether teachers felt the parameters for assessing the range of work they did were fair?
- On what parameters was their work as teachers assessed by their respective HoS?
- What could be fair parameters to assess teacher performance?

42% of all respondents felt that the performance assessment was not fair. This was followed by 25% who felt it was fair "to some extent" and "19%" who said "Yes". 14% of the respondents could not give a clear answer to this question or said that they had never been assessed.

It should be noted that it took some time for most teachers to understand this question. On most occasions, the surveyors had to explain the question further by using concepts that were more familiar to teachers such as "feedback", and "ACR" (Annual Confidential Report). The purpose of phrasing this question in this manner in the survey was to gather teachers' take on being assessed for their work. Responses, however, indicated that the idea of "performance assessment" or seeking feedback for the work they did was a foreign one to many teachers. Instead, for many teachers "assessment" in concrete terms meant their ACR. The ACR is the official report to record and give feedback to the higher officials about teachers' performance, and on the basis of which teachers are promoted. However, teachers were quick to point out that filling the ACR was largely viewed as a formality in the government system. It was not used as an aid to discuss and give feedback to teachers about their work.

In the same vein, 3% of respondents said they were not assessed because being contractual teachers, they did not have ACRs made unlike permanent teachers.

The next question was on the parameters against which the HoS assessed their work or gave them any kind of feedback. 156 teachers (77 MCD and 79 DoE) could answer this question. Of these 156, 71% said that

the topmost parameter was the pass percentages or examination results of students. Some teachers linked students' results to their ACR wherein students' results are prominently covered in the first section itself. Additionally, several teachers shared that the frequent message that exam results needed to be prioritised at all times, was reinforced by the Education Department through circulars, official inspections and meetings with administrative supervisors. The pressure on HoS percolated down to teachers to deliver results.

There were some differences noted in responses to this question, across school types. 63 of 79 DoE, and 48 of 77 MCD respondents said that students' exam results mattered the most when it came to holding teachers accountable. The higher proportion of DoE respondents could be attributed to the fact that many of the interviewees taught senior classes including standards 10, 11 and 12, whose exam scores are used as an important indicator to assess schools' academic performance in the Education Department.

The second most popular response, at 34%, was teachers' ability or methods to teach. This was primarily assessed through sporadic classroom observations carried out by the HoS and officials who may be in school for inspections and was completely dependent on the supervisor's inclination and ability to give feedback. Teachers also reported that HoS only occasionally discussed behavioural and school management related matters such as teachers' punctuality, inter-personal skills, maintaining official records, assisting in school management, and participating in cultural activities. When we asked teachers which parameters they would like to be assessed on, teachers reported measures that are interestingly already in place including getting HoS, academic resource persons such as mentor-teachers, and administrative supervisors to spend more time observing teachers as they teach and give constructive feedback. The fact that teachers mentioned this so frequently leads us to propose that despite the Education Department laying down classroom observation as a requirement to be carried out periodically by different actors, it is either not being done frequently or substantively or both.



4. Findings from teachers' time allocation survey

In this chapter we describe the key findings from the time allocation survey conducted inside MCD and DoE schools.

4.1 Annual academic cycle in MCD and DoE schools

The academic cycle and the main activities around which schools organise themselves are similar for MCD and DoE schools. The academic year in Delhi starts in April with new admissions and ends in March of the following year with final exams and evaluations. Broadly, admissions, examinations and evaluations, along with settling financial and administrative accounts, are the key activities around which schools organise themselves, in a typical year.

Planned and non-plan admissions start in April, followed by the summer vacation for students which lasts from mid May to the end of June. Admissions usually continue well into July and even August, as new students continue trickling in. Half-yearly exams are held in September. In DoE schools, remedial classes, extra classes and mock tests commence post November for standards 9 and 11, as do Pre-Board exams for students of standards 10 and 12, in preparation for the critical Central Board of Secondary Education (CBSE) administered exams which are also commonly called Board Exams. Between September and October DISE formats are filled and uploaded across all schools, which tends to be a time-consuming exercise involving many teachers. Series of unit tests and weekly tests are interspersed between July and December for different classes. Sports and cultural events like the Annual Function and the Annual Sports Meet are usually held in the last weeks of December in DoE schools. Winter vacation takes place for around two weeks, starting in the final week of December. Term-end exams take place from mid February to early March. Most of March is dedicated to final evaluations and closing year-end accounts. Various scholarship and other competitions are organised throughout the year at roughly the same time each year.

4.2 Main categories of activities

The study found that both MCD and DoE schools reported spending time on similar activities. These have been classified under four broad categories:



Academic – Activities involving teaching-learning inside classrooms, as well as games or sports. This includes classroom management and activities which directly aid teaching-learning processes such as preparing and evaluating tests, lesson planning and checking notebooks.



School Management – Activities related to the functioning and management of the school. This includes routine activities like marking attendance, recordkeeping, participating in and managing the daily school assembly, managing students outside classrooms and supervising MDM, among other related activities.

4. FINDINGS FROM TEACHERS' TIME ALLOCATION SURVEY



Stakeholder Interaction – Time teachers reported spending on verbally interacting with parents/community members, officials and School Management Committee (SMC) members. This also includes time spent attending official meetings, defined as formally organised gatherings with a specific agenda. This however, does not include time spent on informal, day-to-day interactions teachers engage in with peers.



Break – Time when teachers were idle during school hours. Usually, this includes the time designated for lunch and “free time” between classes or teaching periods when teachers were reportedly not doing any school related activities.



Other – Time spent on activities that did not fall under the aforementioned categories. For instance, teachers being on officially sanctioned leave.

“Academic” activities were subdivided into four broad headings:

- “Teaching” which entailed actual teaching in class;
- “Classroom Management” which included noting student attendance, disciplining and other essential class organisation activities that complement teaching;
- “Games/Sports” included activities requiring physical exertion by students which were conducted without a concerted learning objective; and
- “Teaching-Learning Supporting Tasks” which included tasks such as evaluating answer scripts, making lesson plans etc. which aid teaching.

“School management” activities were also subdivided:

- “Routine Management” activities which were conducted regularly such as marking attendance or participating in and organising assemblies;
- “Recordkeeping” which included maintaining and updating records related to student enrolment, entitlements and funds, among others;
- “MDM” which related to distribution and supervision of the Mid-Day Meal;
- “Planned/Special Events” which entailed organising

and/or participating in events which were occasionally conducted in schools; and

- “Other School Management” tasks that were not routinely carried out but were understood to be a part of teachers’ duties.

Time use data reported by MCD and DoE teachers have been separately analysed and presented in two sections due to the schools being run by different departments, resulting in differences in school management set-up, routines, timings and so on.

4.3 MCD schools – Key findings

A total of 107 teachers across 24 MCD schools were interviewed for the time allocation survey. 619 hours’ worth of information was reported by the participating teachers.

MCD schools provide pre-primary and primary education, with classes ranging from nursery to standard 5.

On average, a typical MCD school functions for 4.5 hours to 5 hours. Teachers are required to be present 15 minutes before and after school hours. Moreover, since

MCD schools cater to very young students, teachers are expected to stay back in school till all students under their care are picked up by their guardians.

Schools may be run in a "single shift" or "double shift" with a morning and evening session, because of high student strength and limited infrastructure. Morning shift schools may either be co-ed or for girls only, while evening shifts are exclusively for boys.

Summer timings for single shift schools are usually 8:00 AM to 13:00 PM. Schools that run in two shifts tend to be from 8:30 to 12:30 PM and 13:00 PM to 17:30 PM, respectively.

MCD schools do not follow set timetables which are divided into neat periods. Typically, in an MCD school, one teacher is assigned to a group of students and she is responsible for teaching all subjects. As students progress to the next class, the teacher moves to the next class with them. Teachers reported that since the students are so young, the time they allot to teach and the subject being taught, depends on how students respond to the same on a given day.

MCD: School infrastructure and management

Infrastructure in most of the sampled MCD schools was poor. The schools were found to have old buildings with little to no greenery in the complex. The "playground" in many of the schools tended to be a small patch of cemented space, which was considered unsafe by teachers and thus not used. Instead, students played inside the classroom - an activity almost all MCD school teachers noted as part of the students' daily routine. Almost all sampled MCD schools had broken and poorly maintained furniture, windows and blackboards. Access to most of the MCD schools was also difficult as they were either located in cramped colonies or isolated areas that were difficult to reach.

Staff shortage was a common problem across MCD schools. Most MCD schools had 3-4 teachers including the HoS. In the absence of a principal, many of the school incharges also had to regularly teach. During the course of this study, one MCD school with a student strength

of 163 was found to have only 2 teachers in the school, including the HoS.

Many schools also reported vacancies for the posts of cleaning staff and attendants. Further, MCD schools do not have IT or clerical staff to enter and submit routine school management or other information, such as the daily attendance and MDM data. Most of the MCD schools did not have security guards. Schools also reportedly lacked functional computers and/or had poor to no internet connectivity.

Teachers, thus, had to juggle multiple classes and school management tasks. Additionally, since the students were very young, teachers had to be more hands on about overseeing students' hygiene, nutrition and so on. During the MDM period, teachers had to oversee everything from ensuring students' hands and lunchboxes were washed, to supervising the food distribution and helping in cleaning up after the students had eaten.

While schools did have a fixed time for guardians to interact with the HoS, the study found that parents tended to drop by at any time, including walking into classrooms when classes were going on.

MCD: Time spent by teachers in different locations

Teachers spent the reported time in 6 locations across the three phases. Unsurprisingly, teachers spent maximum time inside their own schools (92% of the total time reported) followed by working from home after school hours, which was a distant second at 5% of the total time reported. The remaining locations i.e. other schools, the income tax office, bank and market, accounted for just a little over 3% of the time spent outside school and home, during or after official school hours. MCD respondents spent a combined total of 49 hours working beyond school hours, in different locations. Figure 5 shows the location-wise distribution of time as reported by MCD teachers in the three phases.

4.4 MCD: Time allocation during school hours

The sampled MCD schools functioned for 5 to 5.5 hours, on average, including the 15 minutes of time teachers are required to reach before school starts for students.

As mentioned earlier, MCD schools were not organised around a period-wise timetable. Instead, most teachers were assigned to one class and were required to teach students all subjects. As a result, time spent teaching a subject was more fluid as teachers switched subjects and altered the teaching duration based on student response.

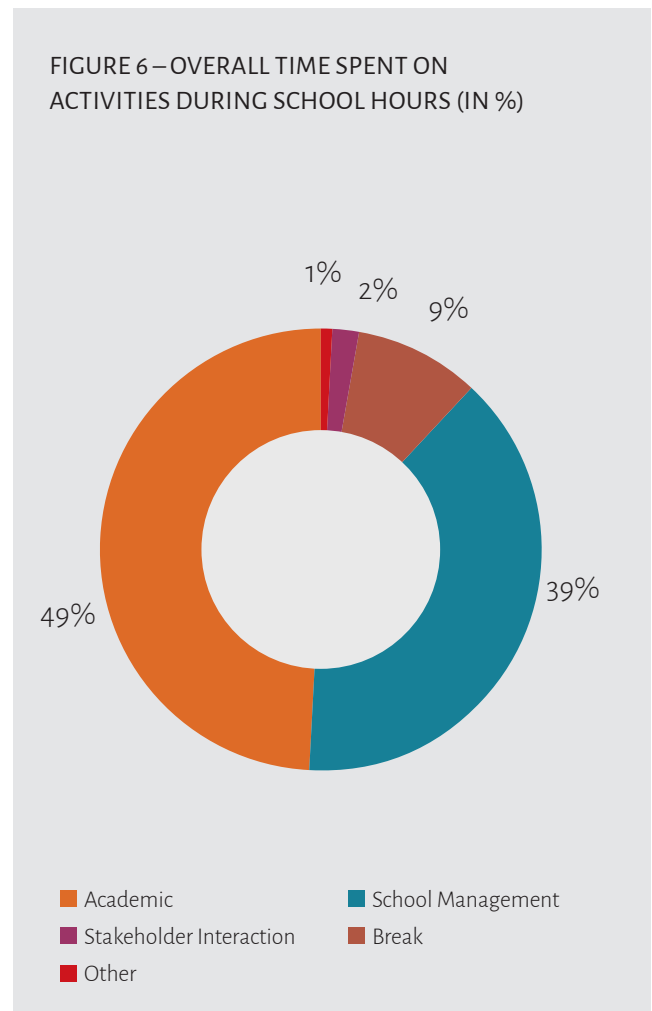
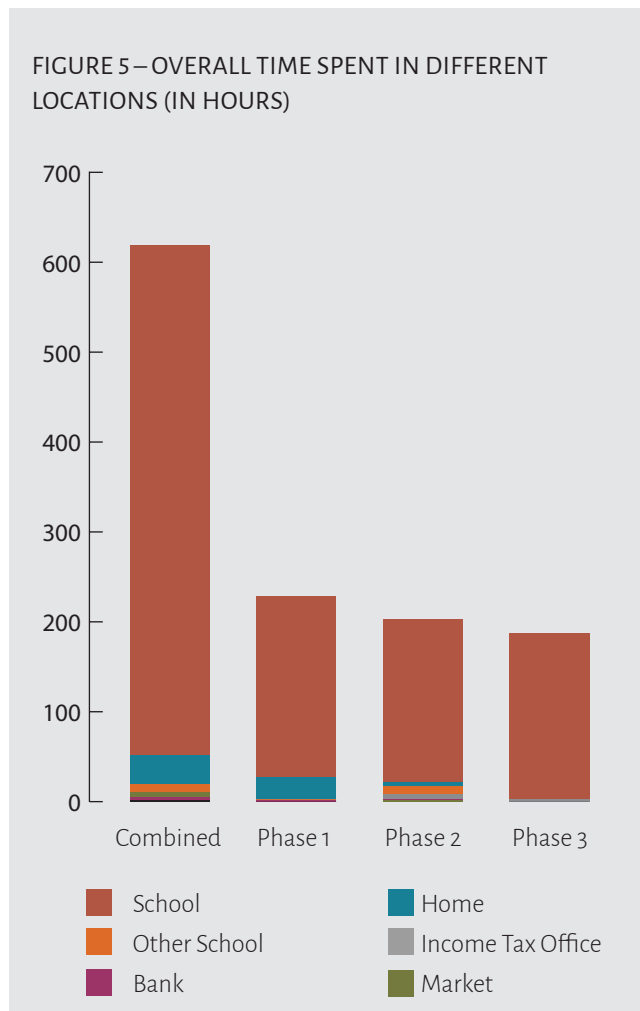
The school day usually began with an assembly which lasted for the first 20 minutes, following which classes commenced. Recess is supposed to last for 20 minutes but the

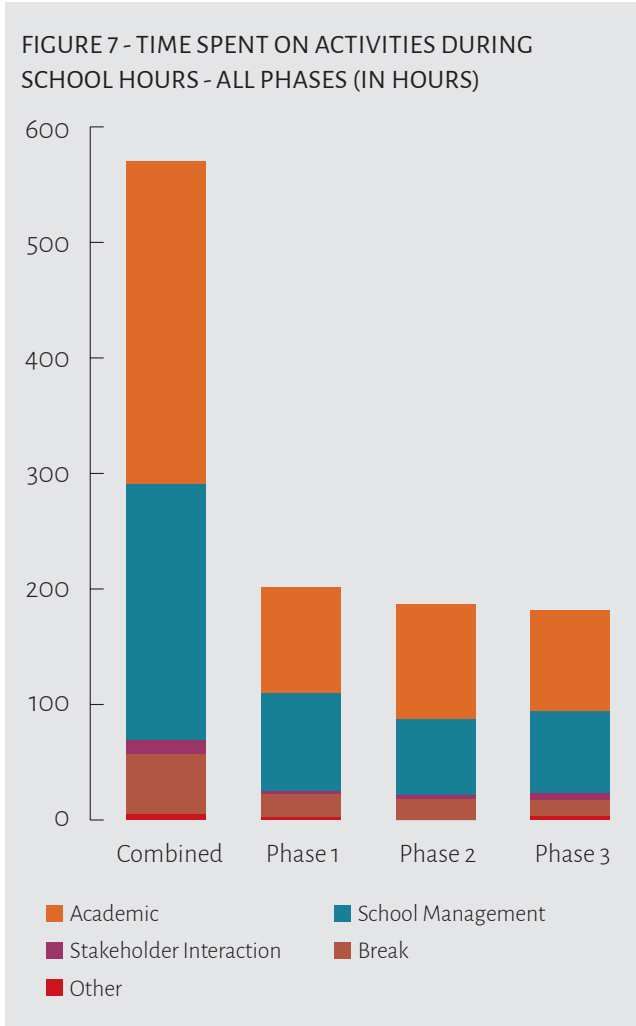
study found that MDM distribution and supervision could take up to 40 minutes, as teachers had to clean up after the young students. Sometimes teachers were also required to carry out school-related management tasks outside the school premises during school hours. The time taken to complete such tasks could not always be planned for.

Time distribution of activities in all locations, during school hours

Of the 619 hours' worth of information reported, there were 570 school official school hours. Of this, 556 hours were spent inside schools and 14 hours were spent outside, during school hours, to tend to school related tasks (see Figure 5).

Figure 6 shows 49% of the time during school hours

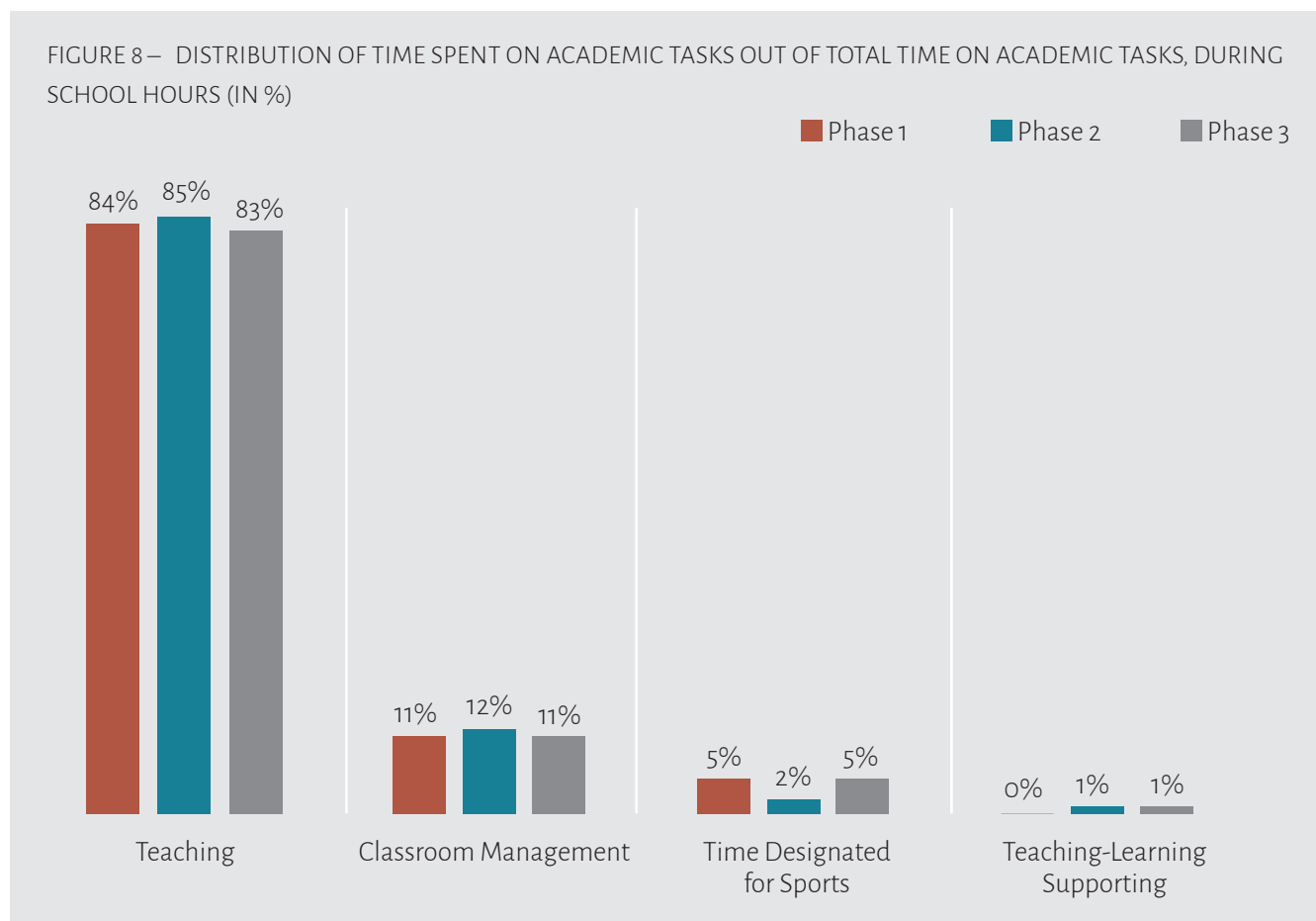




was allotted to performing "Academic" activities, while 39% was allotted to "School Management" tasks. "Break" constituted 9% percent of the total time reported, and accounted for the time MCD teachers spent on having their own lunch or when they were "resting". Overall, 3% of the time spent in school was on stakeholder interaction and "Other" activities. "Other" activities in this case only included two instances when teachers were on approved half-day leave.

A phase-wise comparison shows that trends with respect types of different school activities conducted during school hours, were relatively similar (see Figure 7).

There were some differences across the phases with respect to total time spent on these activities. "Academic" activities peaked in Phase 2 at 54% out of total school time, compared to 45% and 49% in Phases 1 and 3 respectively. Time spent on "School Management" tasks was highest in Phase 1 at 42% out of total school time, compared to Phases 2 and 3 when the percentages stood at 35% and 39%, respectively. "Break" lasted between 8-10% in all three phases while "Stakeholder Interaction" (primarily parents in this case) peaked at 3% in Phase 3, during the admission season.



Academic activities

As previously stated, a majority share (49% or 279 hours) of the total time reported on activities conducted during school hours, was spent on "Academic" activities.

MCD teachers reportedly spent 83-85% of "Academic" time engaged in active teaching, in all three phases. Time spent on other non-teaching yet "Academic" activities such as classroom management, teaching-learning supporting activities and playing games/sports, was very low. This was consistent across the three phases. Figure 8 shows phase-wise how much time was spent on different types of "Academic" activities in percentages.

School management tasks

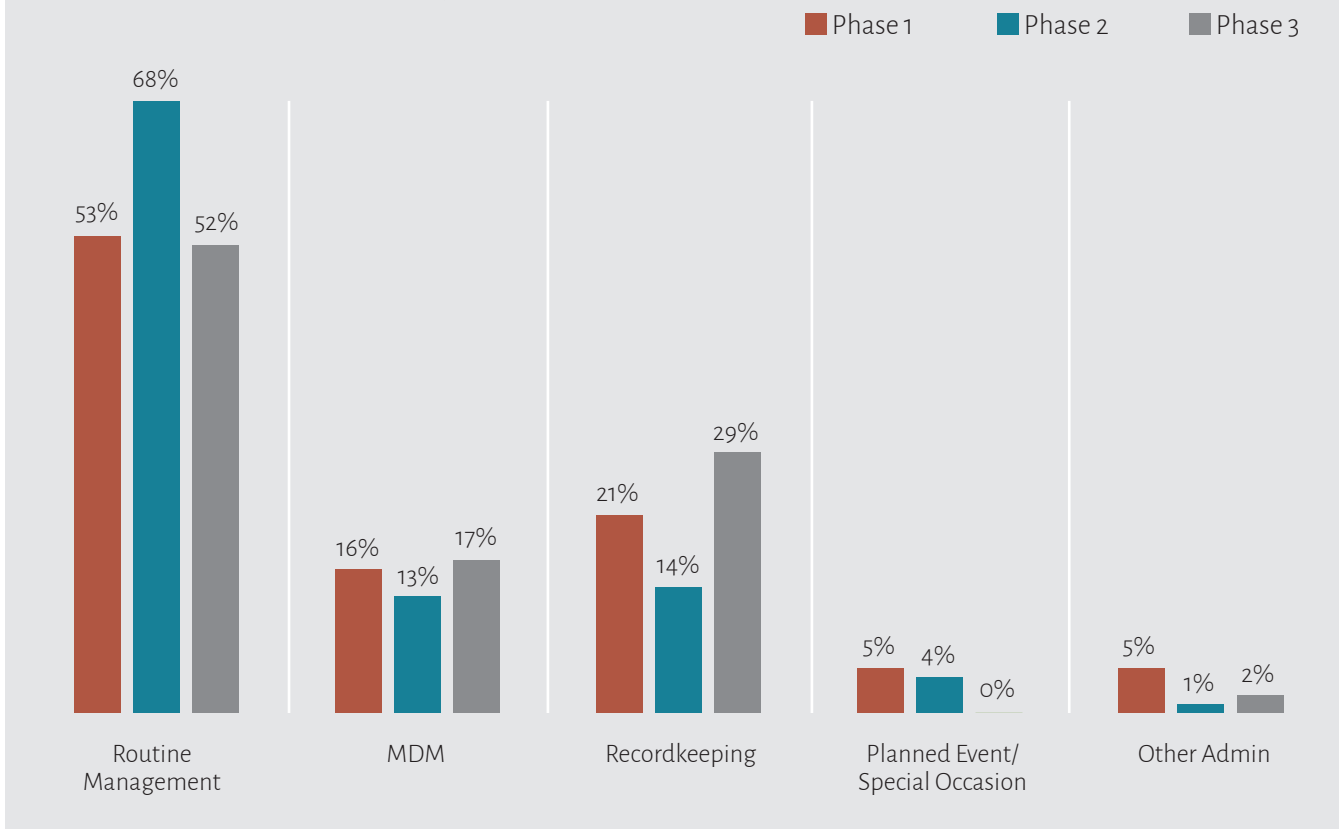
The second most time consuming activity for teachers was school management work. Of the total time reported, 39% or 222 hours were allotted to this.

A further breakup of "School Management" activities shows that routine management tasks took up the most time, constituting 52-68% of overall "School Management" time (see Figure 9 on the next page). Daily activities like marking attendance and overseeing dispersal of students accounted for the bulk of this time.

Attendance was a time consuming affair as teachers not only marked student attendance in their registers, but also had to line up students to record their facial attendance on a biometric attendance recording machine. This was usually located near the HoS' office. Teachers reported issues like slow servers, the machine not recognising faces and other technical difficulties which increased the time spent on this basic activity.

The next most time-consuming "School Management" task was recordkeeping, which peaked at 29% of the total school management time in Phase 3 due to start-of-year

FIGURE 9 - DISTRIBUTION OF TIME SPENT ON SCHOOL MANAGEMENT TASKS OUT OF TOTAL SCHOOL MANAGEMENT TIME, DURING SCHOOL HOURS (IN %)



admissions and "Mission Buniyaad" – a new programme introduced by the Delhi government to improve students' foundational skills. In Mission Buniyaad, teachers were required to maintain records of students learning levels after assessing them.

Activities involving opening or updating students' bank accounts and Aadhaar seeding were negligible throughout, including the third phase of data collection which was conducted during the admission season. However, teachers reported spending some time, in Phase 1 in particular, on discussions with parents primarily related to queries about bank forms and the procedure to open bank accounts.

MDM activities occupied between 13-17% of total "School Management" time during school hours. The process was found to be time-consuming due to time spent on queuing

up students, ensuring they washed their hands and tiffins, as well as supervision and cleaning up afterwards.

Events such as a retirement party for a HoS in Phase 1 and a teacher spending time preparing for a science fair in Phase 2, accounted for the 4-5% of total time spent on "School Management" work.

Similarly, time spent on "Other School Management" activities was negligible. This included instances of a teacher overseeing repair and maintenance work in her school, and another where a teacher reportedly spent time assisting the doctor who was providing deworming tablets to students. Activities which were pre-planned and expected as routine events.

MCD school teachers were sent out of school for various school-related tasks during school hours for 2.38% of the

4. FINDINGS FROM TEACHERS' TIME ALLOCATION SURVEY

total school time reported. In Phase 2, instances of teachers spending time on school activities outside the school peaked at 6 for two reasons - first, some teachers were occupied with the annual science fair and were out of their parent school; and second, during this time some teachers were busy filing income tax returns. 3 teachers were sent by their respective HoS to the Income Tax office to check, correct and submit tax return forms for the entire school staff.

Managing “additional charges”

On average, the surveyed MCD teachers had 4 charges related to school management. Across all three phases, teachers who reported spending less than 50% of their time purely on teaching, included teachers with exams-related charges, IT charges or the Head Teacher charge. However, while teachers with these charges were repeatedly found in the bottom of the list, upon arranging data by time spent on teaching for each of the three phases, they were by no means the only ones who spent less than 50% of the time teaching.

Differences were noted due to the time of year when the data was collected. Teachers with "seasonal" charges (charges which require work to be conducted only at a certain point of the year, like admissions), were observed to be busier with charge related work at relevant points in the academic cycle, and were found to be spending less time on teaching. However, this needs to be tempered with another insight which was gathered through this study – that variations in time spent on activities depended on the nature and number of charges, the classes assigned to the teacher, and the way work was delegated. For instance, some teachers had fewer charges but were teaching multiple classes/sections. Additionally, some teachers with daily charges e.g. MDM, may be less busy if their school has employed someone to distribute, supervise and clean up after the meal. Further, in case of funds and scholarships related charges, much of the work is ongoing rather than seasonal, due to small amounts being disbursed throughout the year.

Interaction with stakeholders

Interaction with stakeholders such as parents, SMC members and education officials accounted for 1-3% of the total time in schools. Discussions with parents about their child's lessons or academic progress, were distinctly missing in teachers' report of their time usage. Instead, discussions with parents tended to primarily veer around admissions, bank account related work, school leaving certificates and student entitlements. No interaction with SMC members was reported.

With respect to meetings with other officials - only one staff meeting was reported by a teacher which took place after school hours, for 15 minutes. Similarly, only one instance of interaction with an education department official was reported. The official was in school for an inspection and the interaction lasted for 15 minutes.

Working beyond school hours

Another issue frequently mentioned by teachers was that of regularly doing school related work, well beyond official school timings, which affected their personal lives.

Of the 107 MCD teachers surveyed on their time use, 59 reportedly spent time on school related activities, beyond the official school timings. These teachers collectively spent 49 hours out of the total 619 hours doing school related tasks, beyond school hours. 64% of this time was spent working from teachers' homes and 22% in the school itself. The remaining time (14%) was spent in other schools attending a science fair, at the income tax office (all instances noted in Phase 2), the bank (one instance recorded in Phase 1) and a market (one instance noted in Phase 2).

On average, teachers spent 44 minutes in Phase 1, 28 minutes in Phase 2 and around 10 minutes in Phase 3, on school activities, beyond official school hours. Figure 10 shows the time distribution (in hours) on various types of school related activities carried out after school hours, across all reported locations.

Activities performed beyond school hours were largely related to routine school management. As mentioned earlier, 22% of time spent working beyond school hours, involved teachers working within the school premises. This mostly comprised of teachers marking their own attendance, closing the school, overseeing student dispersal and waiting with them till their guardians arrived to collect them.

Time spent working from home was highest in Phase 1 when teachers were busy entering and uploading UDISE related information, spending around 3 hours on this activity. Teachers reported they had to take out extra time to finish this task since schools either did not have the required facilities or they were of poor quality. For instance, low speed internet connectivity, only having one computer and lack of IT staff were commonly reported issues, resulting in teachers relying on personal means to finish the tasks. The quantum of time this task took up was higher than usual and was unexpected, since teachers reported the UDISE format saw revisions in 2017. In addition to submitting school related information, teachers had to submit detailed information on both teachers' and students' backgrounds this time round.

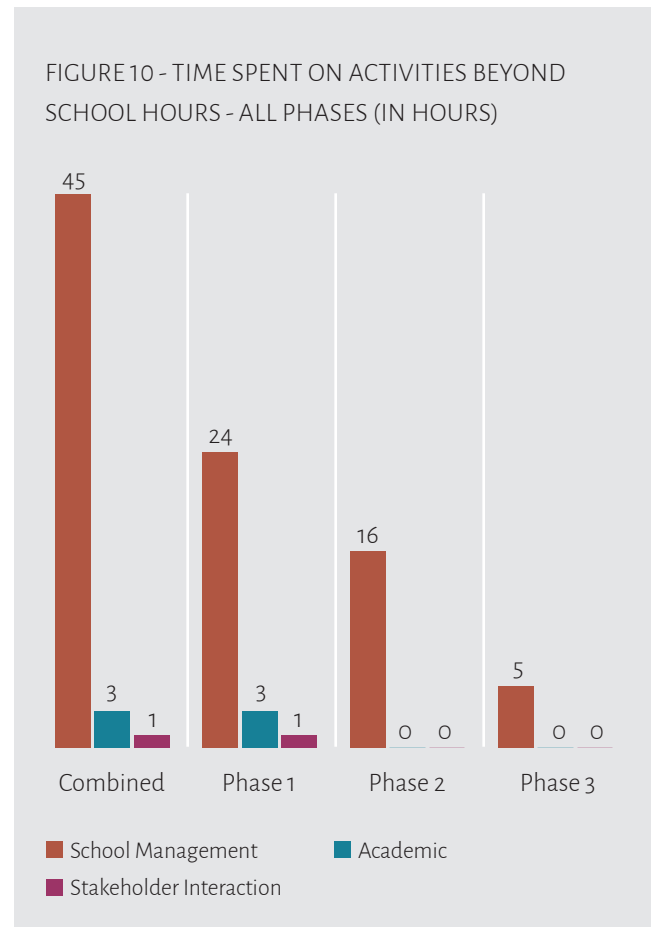
Only three instances were reported of teachers engaged in teaching-learning supporting activities beyond school hours, accounting for 6% of the total time spent working beyond school timings.

4.5 DoE schools – Key findings

For this study, 15 DoE schools were sampled and a total of 85 teachers were interviewed. In total, 572 hours' worth of information was self-reported by the participating teachers.

Like MCD schools, DoE schools are either "single shift" or run in "double shift" because of high student strength and limited infrastructure.

Summer timings for single shift schools are from 8:00 AM to 14:30 PM. Meanwhile, double shift schools have a



morning and an evening shift and run for 5 to 5.5 hours. The summer timing for morning shift schools is usually from 7:30 AM to 13:00 PM, while evening shift schools run from 13:00 PM to 18:30 PM.

School staff spend the last half hour to complete pending school management tasks or conduct meetings to discuss academic issues. The additional half hour was introduced in 2017 with an aim to develop a culture of academic discussions in schools. In the case of evening shift schools, teachers are required to come in half an hour early, while in morning shift schools they are required to stay back after classes.

While the majority of schools follow the standard 8 period timetable, some have altered it to 7 periods. This is based on DoE instructions and principals' discretion. During exam time, schools follow "block teaching" wherein timetables are adjusted to 6 periods in order to allow teachers to teach for longer, undisturbed time.

DoE: School infrastructure and management

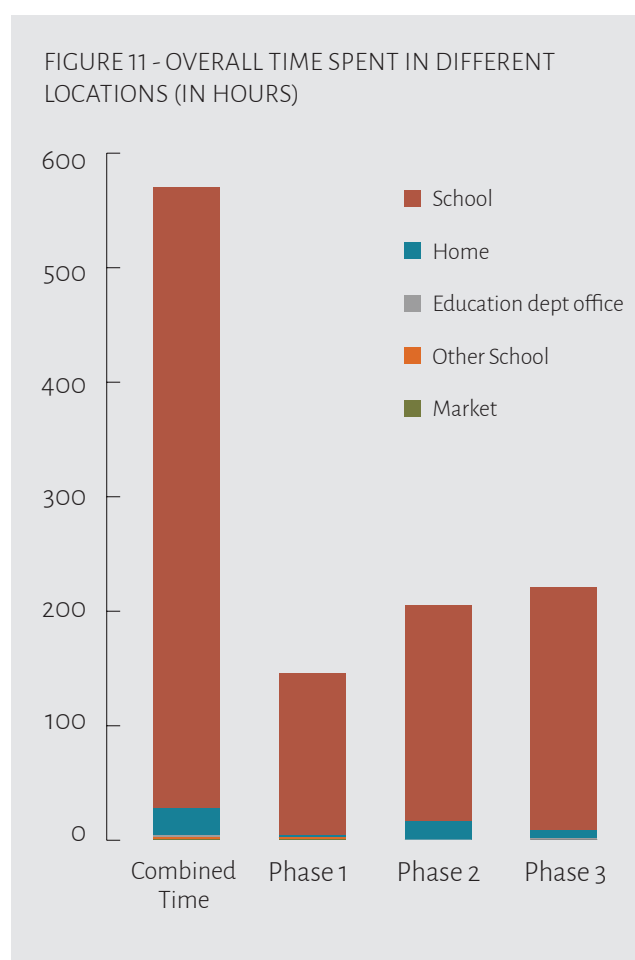
In terms of infrastructure and IT facilities, DoE schools tended to be better resourced compared to MCD schools. At least one computer was found in the HoS' office in all sampled schools, along with some playing area for the students and a reasonably well maintained building with adequate classrooms. However, there were differences in the quality of the resources available based on the location of the school. Schools in central Delhi were found to have higher infrastructure quality including better bathroom facilities and playgrounds compared to schools located in urban slum colonies. One of the sampled schools in a JJ colony for instance, lacked basic classroom structures and classes were being held in makeshift tin sheds, which were a health hazard to both staff and students, in the heat.

Overall management of the sampled DoE schools appeared good, with the HoS being present on the days of the study. School management related charges were clearly distributed among teachers in DoE schools, including guest teachers who had to support permanent teachers, since the latter were commonly assigned more demanding charges such as the examinations or timetable charge. Key non-teaching posts were mostly filled in the DoE schools including that of sweeper, security guard and the estate manager. Unlike the sampled MCD schools, the DoE schools had a data operator or IT employee, as well as some clerical staff.

Parents and other community members could interact with the HoS during fixed visiting hours displayed in a prominent location in the schools. School staff are strict about not letting any non-school or non-education department actor enter classrooms without permission. HoS however, noted that on most days they expected parents to drop by any time, which disturbed their day-to-day plans, but they found it difficult to turn them away due to a sense of obligation.

DoE: Time spent by teachers in different locations

The 572 hours of total time reported were spread across five locations over the three phases. Unsurprisingly, teachers spent maximum time inside their own schools (95% out of the total time spent in different locations), during official working hours and on days when they had to stay back in school for various reasons. Across the three phases, teachers spent around 25 hours (around 4% of the total time reported) working from home, after school hours. The remaining three locations accounted for just 1% of the time spent outside school, during or after school hours (see Figure 11).



Phase 2 contributed the maximum time spent by teachers working at home (i.e. 16 of the total 25 hours were spent working at home). This was around the time final exams were due to start for the elementary and senior classes. This time at home was primarily spent on evaluating answer scripts of senior students, who had recently written their pre-board and mock exams.

Across the three phases, DoE teachers spent approximately 13 hours (around 2% of the total time) working in school, beyond the official school hours. Of these 13 hours, approximately 8 hours were spent in Phase 3 of which 6 hours alone went in preparing for and invigilating NIOS (National Institute of Open Schooling) exams which were being conducted in two of the respondents' schools.

4.6 DoE: Time allocation during school hours

Schools are organised around a timetable. Duration of teaching periods typically range between 40 and 45 minutes. The exact duration may vary depending on the time of the year and the school's circumstances, as discussed earlier.

The first 20 minutes of the day were generally allotted for assembly. The first period tended to be 10-15 minutes longer than other periods, since this time was allotted for class teachers to carry out essential non-teaching duties such as marking student attendance. Recess lasted between 20 and 30 minutes.

The sampled DoE schools functioned for an average of 6.3 hours a day across all three phases of the survey. This included the additional half hour that teachers were required to spend in school to discuss issues related to pedagogy and prepare academic plans with their peers.

Of the approximately 572 hours' worth of information reported, teachers collectively spent 530 hours in school (this includes the 4 hours spent by two teachers on half day leave) during official school hours. Approximately 3 hours went in doing school related work outside the

FIGURE 12- OVERALL TIME SPENT ON ACTIVITIES DURING SCHOOL HOURS (IN %)

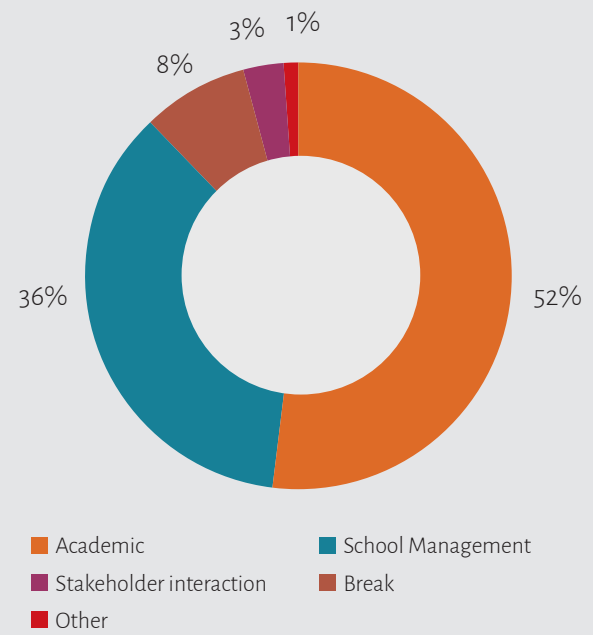
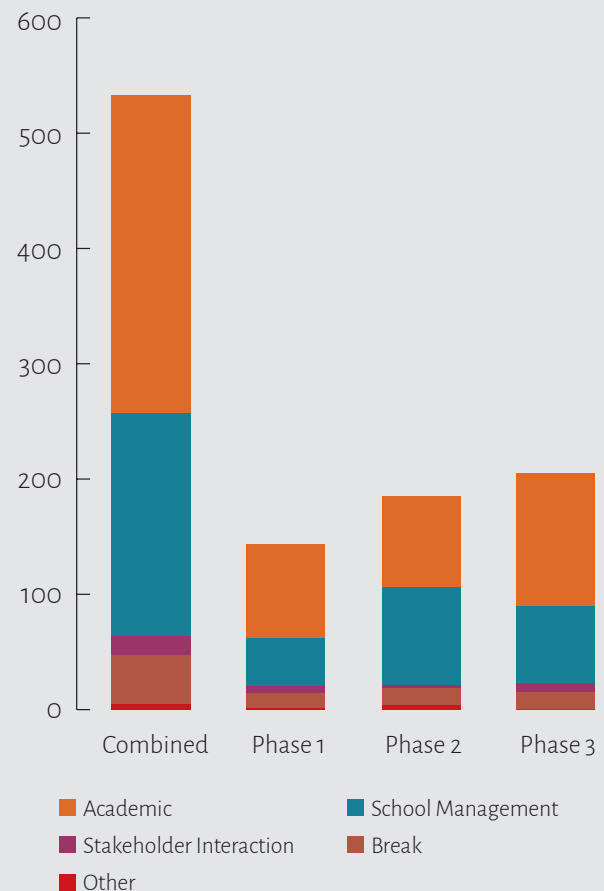


FIGURE 13 - TIME SPENT ON ACTIVITIES DURING SCHOOL HOURS - ALL PHASES (IN HOURS)



4. FINDINGS FROM TEACHERS' TIME ALLOCATION SURVEY

school during official school hours. Figure 12 depicts the time distribution on various activities during school hours, including time spent outside the school to carry out official duties.

The time in schools was primarily divided between "Academic" and "School Management" duties. "Break" time primarily composed of recess time.

The overall distribution of activities shows some general trends that are consistent across phases, but also highlights differences in the way teachers allocate their time in school and the tasks they prioritise at different points in the academic year (see Figure 13 on the previous page).

Academic activities

52% or 276 hours out of the overall time spent in schools, were allotted to "Academic" activities.

Figure 14 shows that the distribution of teaching time was between 71% and 79% of the total time spent on "Academic" activities. Compared to Phase 1, a slight dip in teaching time was seen in Phase 2 (first half of December) owing to more "School Management" duties involving the final exams. During this phase, respondent teachers shared that they had completed their syllabi by that time and so they were able to divert more time in carrying out non-teaching activities. Meanwhile, a spike was noted in Phase 3 which teachers attributed to less disturbances at the start of the academic year, allowing them to focus more on teaching.

FIGURE 14 - DISTRIBUTION OF TIME SPENT ON ACADEMIC TASKS OUT OF TOTAL TIME ON ACADEMIC TASKS, DURING SCHOOL HOURS (IN %)

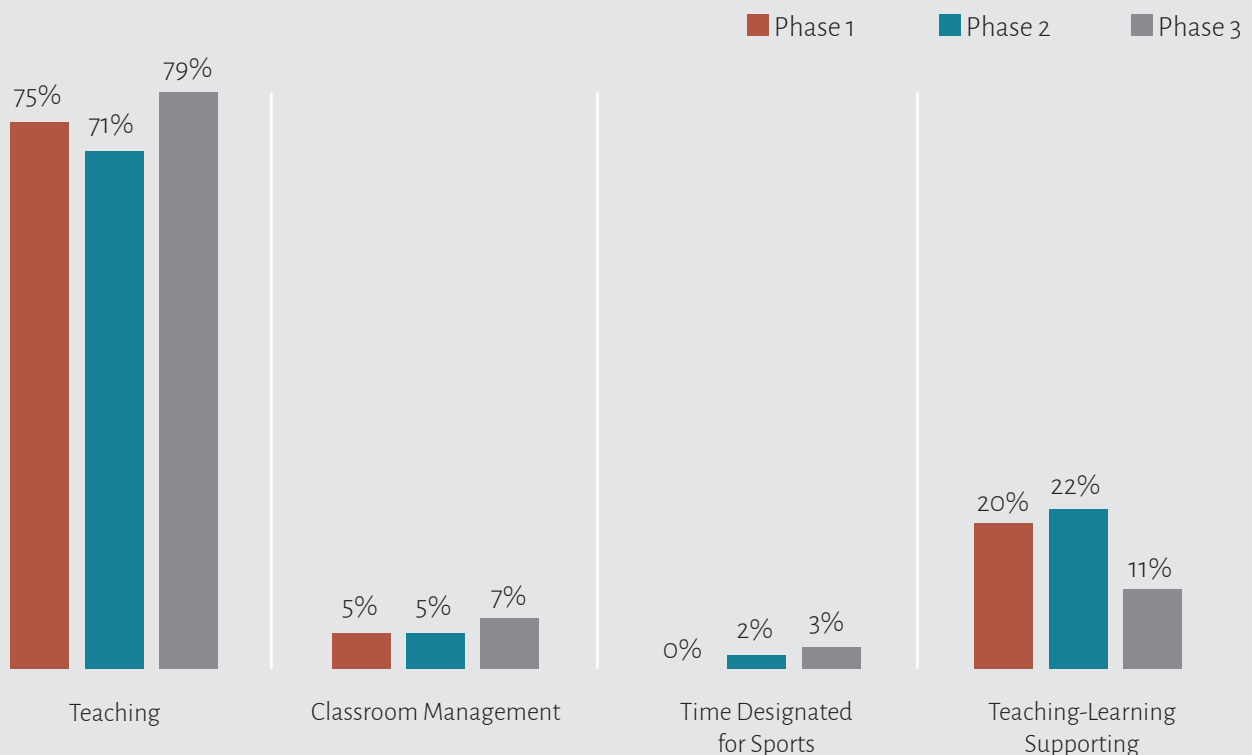
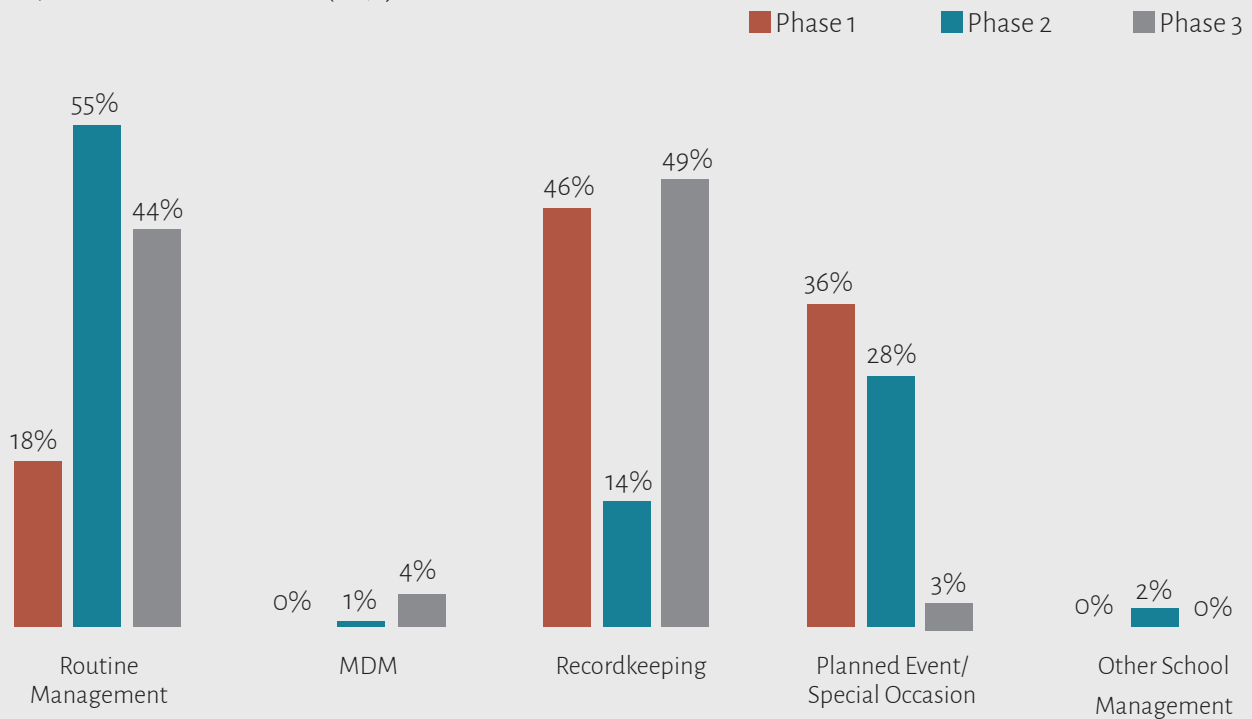


FIGURE 15 - DISTRIBUTION OF TIME SPENT ON SCHOOL MANAGEMENT TASKS OUT OF TOTAL SCHOOL MANAGEMENT TIME, DURING SCHOOL HOURS (IN %)



Similar trends in time allotment were reported across the three phases with respect to classroom management, including involving students in games and sports. Teachers allotted similar percentage of time to teaching-learning supporting tasks, in both Phases 1 and 2 which were mainly spent on checking copies and test paper evaluations. Time spent on these activities was nearly halved in Phase 3 as it corresponded with the start of the year when the main focus was on delivering the syllabus.

School management tasks

"School Management" tasks constituted 36% or 193 hours out of the total time spent in schools. Figure 15 on the next page, shows a phase-wise breakdown of "School Management" tasks. The figure shows that routine management related activities and recordkeeping constituted the bulk of "School Management" tasks carried out by teachers.

The spike in routine management related activities in Phase 2 (55% of the total "School Management" time) was attributed to the increase in workload related to the logistics of conducting the final exam including distributing admission cards, preparing seating plans and reworking school timetables. This was also partly due to the fact that school timetable incharges and examination incharges were purposely included in the sample as they were reportedly some of the busiest teachers in schools.

Phase 3 also saw high time allotment on routine management activities (44% of total "School Management" time) which was a result of it being the start of the new academic session in April. This included activities like creating or modifying timetables, planning relieving duties and arrangements for teachers who were involved in invigilating compartment exams or were away on evaluation duties assigned by the CBSE.

4. FINDINGS FROM TEACHERS' TIME ALLOCATION SURVEY

Recordkeeping related activities constituted 46-49% of total "School Management" time in Phases 1 and 3. This dipped to 14% in Phase 2. This dip in share of recordkeeping time was due to the significant increase in routine management tasks due to exam related preparations. Updating records related to the government programme "Chunauti", scholarship and funds related registers took up most of the time in Phase 1. In Phase 3, teachers were occupied with admissions and resource distribution – both tasks that involve heavy paperwork. "Recordkeeping" also includes two instances where teachers were involved in updating students' bank account and Aadhaar card details for 20 and 40 minutes respectively.

Following these two major activities, between 28-36% of "School Management" time in Phases 1 and 2, was spent organising and participating in events. In Phase 1, this time mostly comprised of preparations related to the annual function which is usually organised in the final weeks of December. In Phase 2, a "special" event was organised at the behest of the Central Government wherein teachers along with students were required to watch a nationally televised speech by the Prime Minister in school.

Given that DoE schools do not include primary classes, the time spent on MDM was low across all phases. Moreover, DoE teachers, especially ones who were interviewed, were mainly Trained Graduate Teachers (TGT) or Post Graduate Teachers (PGT) who do not tend to supervise MDM resulting in an even lower proportion of time spent on MDM-related activities.

"Other School Management" included a few stray instances. For instance, in Phase 2, one teacher oversaw stationery and furniture delivery plus installation in the school for around two hours. In Phase 3, a teacher spent close to two hours preparing for the NIOS exam during school hours as their school was one of the exam centres. Another teacher spent close to four hours in a different school to invigilate the NIOS exam.

During the survey period, three teachers mentioned three instances where they had to leave the school premises, during school hours. Two of these instances were of teachers spending around half an hour to purchase materials from the market, and one of the teacher who had to visit another school as part of his NIOS exam duties.

Managing "additional charges"

Juggling multiple school management related charges was the norm in DoE schools. 30 of the 85 DoE teachers either exclusively taught standards 11 and 12 or both 11, 12 and junior classes. These "senior" teachers had, on average, four school management related charges apart from the responsibility of teaching their designated subjects. 15 of these teachers could not spend over 50% of their time in school on "Academic" activities. 21 out of these 30 teachers could not teach for over 50% of their time in school.

All 6 teachers who were Teachers' Incharge of school affairs taught for less than 50% of their time in school.

TDCs are required to teach 24 periods, per week, according to a DoE circular.¹³ However, during the course of the study, 1 TDC reported that she had been assigned 30 periods per week. Similarly, the Primary Incharge should not be given class teachership and "routine work such as scholarship disbursement, Aadhar card seeding, updation of records etc."¹⁴ However, Primary Incharges, among the sampled teachers, were observed having class teachership as well as other charges.

Another interesting finding with respect to handling multiple charges in DoE schools was that even though a teacher was officially assigned a certain charge, work on the same was often reported to be a group affair, with the senior teacher delegating work to other teachers, thus affecting multiple teachers in the school, including teachers with other assorted charges. This was especially applicable in the case of "seasonal" charges like admissions, exam related recordkeeping, annual function etc. where

data or records had to be updated for multiple classes. As a result, time spent by teachers with these demanding, seasonal charges was not as high as we expected it be. For example, in Phase 2, while some exam incharges were heavily involved in recordkeeping, preparing lists for invigilation duties, other teachers without the official charge were also involved in preparing seating plans among other exam logistics related activities.

Interaction with stakeholders

Teachers reportedly spent less than 1% of their time during school hours talking to parents in Phases 1 and 2. This increased, as expected, to around 3% in Phase 3 during admissions. The interactions with parents happened at odd times of the school day, as and when the parents dropped by, which would sometimes result in teachers having to step out of their classes.

Staff meetings were held sporadically though. Phase 1 saw more staff meetings. Most of the reported staff meetings were concentrated in the last half hour which has been allotted to discuss pedagogic issues. The meetings lasted for around half an hour, on average, across the three phases. On two occasions meetings lasted for one hour. The meetings could be best described as planning meetings and were primarily held in the HoS' office to relay instructions to the school staff about upcoming events such as exams, remedial classes, and annual function.

Interestingly, no interaction with SMC members or other department officials such as zonal or district level deputy directors were reported during the survey period.

Working beyond school hours

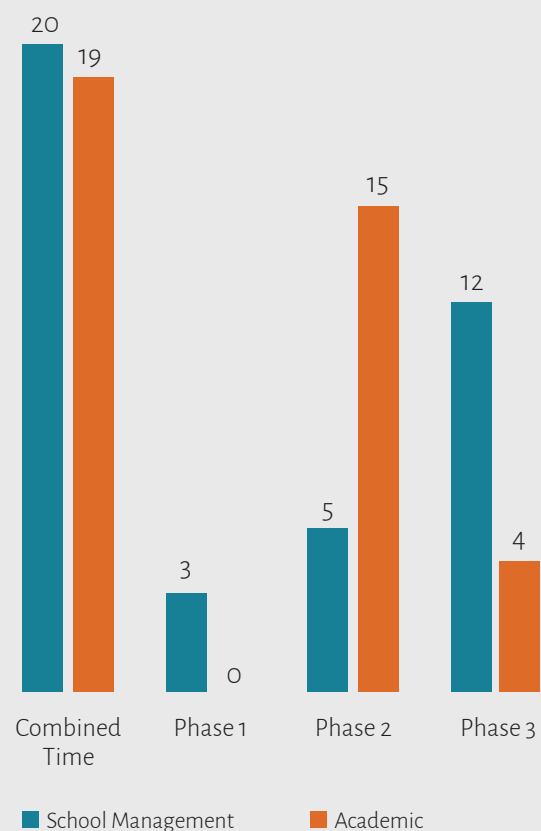
Across the three phases, 38 out of the 85 DoE teachers reportedly spent a combined total of 39 hours working beyond the official school timing. Figure 16 shows the time distribution (in hours) on various types of school-related activities carried out after school hours.

On average, teachers in Phase 1 spent around 7 minutes working beyond official school time. This spiked to 41 minutes and 31 minutes in Phases 2 and 3, respectively.

In Phase 1, no academic activities were carried out by the respondent teachers, beyond school hours. But in Phase 2, teachers spent around 15 hours or 75% of the total time outside school hours, on "Academic" tasks. In this case, the main "Academic" task fell under the "teaching-learning supporting" category – teachers were taking back answer scripts to evaluate them from their homes.

In Phase 3, time spent on "School Management" tasks was high mainly because of one respondent who spent 6 hours invigilating the NIOS exam and visiting the pay and accounts office to submit salary bills. Other "School Management" tasks across the three phases were largely routine in nature and were mostly carried out in the school itself. For instance, activities like signing out of the school for the day, going through official letters, and updating records.

FIGURE 16 - TIME SPENT ON ACTIVITIES BEYOND SCHOOL HOURS - ALL PHASES (IN HOURS)





5. Key findings and lessons

This study sought to gather teachers' perceptions around their roles and responsibilities, and construct a nuanced picture of how teachers spent a typical day working on school-related activities. In doing so, the attempt was to get at the heart of why teachers frequently complained about feeling overburdened with "non-academic" tasks, how and why this narrative takes shape and continues to hold. In this chapter, we present a summary of the key lessons and findings emerging from this study.

5.1 Teachers as professionals

Reasons for joining the profession:

- The most commonly stated reasons for joining the profession were related to intrinsic factors like having an interest in teaching, working with children and wanting to help the society.
- Other reasons included the prestige and perks of having government job such as higher pay, job security and better work-life balance.

Articulation of roles and responsibilities:

- Teachers' narration of their roles and responsibilities revolved around activities directly connected to teaching, including preparing lesson plans, evaluating homework and tests. Recordkeeping tasks related to students' attendance, test scores and enrolment were also largely viewed as critical roles that teachers had to perform.
- Teachers however, strongly felt that recordkeeping activities related to students' bank accounts, Aadhaar details, and scholarship and entitlement distribution, were "clerical" activities and thus, should not fall in the ambit of their responsibilities as it distanced them from teaching or teaching related activities.
- Teachers also felt that they were spending more time than expected on non-teaching activities, which was also affecting their classes. Teachers reported feeling guilty, disappointed, and expressed other negative

emotions while describing how time spent on non-teaching tasks affected their self-image, morale and relationship with students.

- Through the survey it became apparent that a complete consensus on "non-academic" or "non-education" activities of teachers, does not exist. The survey also made it apparent that this is a chronic source of discontentment amongst teachers.

Further research into the issue sheds some light on why this confusion might be persisting. Section 24 of the RTE lists duties of teachers but does not spell out the range of "non-academic" roles teachers are expected to fulfil. With respect to such roles, the Act merely states that teachers must "perform such other duties as may be prescribed."

Section 27 of the RTE only states that "No teacher shall be deployed for any non-educational purposes other than the decennial population census, disaster relief duties or duties relating to elections to the local authority or State Legislatures or Parliaments, as the case may be." In a clarification issued in 2010, the MHRD stated that "the purpose of Section 27 is not to enumerate the non-educational duties of a school teacher, but to emphasise that teachers should not be deployed for non-educational duties other than those which are considered to be essential in national interest." NIEPA's 2018 report on teachers' involvement in non-teaching activities, in fact, recommends that the MHRD should consider developing "a definition for teaching and non-teaching activities."

Without an agreement on all the tasks that teachers should be doing, one will continue to see a mismatch in the work expectations of teachers and Education Departments. Moreover, without clarity on what "non-teaching", "non-education" and "non-academic" activities actually entail, one cannot begin to estimate or create a benchmark for the time that teachers should be spending on performing roles that are not

directly related to teaching-learning, but are critical to school functioning.

- There appeared to be confusion about teachers' involvement in BLO duties. Many of the DoE respondents stated that teachers had been freed from BLO duties yet two DoE teachers claimed they were still involved in the same. While MCD respondents almost unanimously stated that teachers were still juggling BLO duties.

Further research into the issue led to us to a DoE circular dated 30th November, 2017 which clarified that DoE teachers are still tasked with BLO duties. (Vide DoE Circular No. F. 23/163/2017/Edn./GOC/13417-13424). The circular further noted that many teachers tasked with BLO duties were not "attending to their primary duties during school hours" and it went on to instruct HoS to ensure that they did not perform their BLO duties during school/office hours, following the instructions issued by the Election Commission in a letter dated 7th December, 2012 on this matter.

The confusion among DoE teachers could have arisen because of this very letter issued by the Election Commission. A DoE Circular No. DE. 1(3)/10/E-I/G. Elect/2010/11F40 dated 28th December 2012, referred to the instructions issued by the Election Commission that "female teachers or disabled teachers facing genuine difficulty" be offered the option to decline the position "for any election or electoral roll related work during teaching days and teaching hours on a case to case basis...".

The issue of teachers' involvement in election duties has been a particularly charged one, as some state governments have reduced teachers' involvement in elections to polling and counting days, while other states continue to involve teachers as BLOs, viewing the role as essential to the electoral process.

Evaluation and Feedback:

- Many teachers reported that the existing official mechanism of evaluating teachers' performance did not sufficiently capture the range of activities teachers did and the effort they put into teaching and assessing students' progress. Currently, students' exam results and pass percentages are the only formal measures of assessing teachers' performance. These are considered inadequate as these do not show how far students have progressed in terms of their levels of learning nor does it shed light on teachers' teaching abilities.
- In the absence of meaningful professional feedback (and other hurdles which have been summarised below), teachers appear to prioritise what is minimally expected of them vis-a-vis their teaching responsibilities i.e. ensuring that chapters in the syllabi are taught to the extent that students are able to score well in tests.

5.2 Difficulties in planning and time-management

- Findings from the perception survey and the time distribution on activities, as reported by teachers, indicate that teachers are frequently unable to clearly *allocate* time to perform critical activities, such as teaching. Instead, they *allot* time to tasks based on cues or instructions they receive from other actors. This was found to be an issue in DoE schools despite them having strict timetables, and was all the more pronounced in MCD schools which do not follow a period-wise timetable.
- The common complaint heard was that allocating time to complete different tasks or fulfil various responsibilities, entailed having clarity about the department's goals and priorities, knowledge of timing of upcoming events, and control over one's own schedule, which teachers often lacked.

5. KEY FINDINGS AND LESSONS

With respect to the time that teachers should allocate to various activities, the Delhi School Education Rules, 1973 and the RTE spell out the number of days schools should remain open, and the number of instructional hours teachers should be spending on teaching alone, but these documents are once again silent about the time teachers should allocate to complete other essential school related tasks.

Teaching and other academic activities:

- Time spent on teaching constituted 41% and 39% of the overall time spent by teachers in MCD and DoE schools respectively, across the three phases. Including "Academic" activities such as classroom management, games and sports, and teaching-learning supporting activities, the overall percentage of time goes up to 49% and 52% in MCD and DoE schools, respectively. It is, however, important to highlight that many of the sampled teachers could not spend even half their time in school, teaching.
- Regular interruptions, usually related to routine "School Management" tasks, cut into teaching time in both types of schools. These disruptions either lasted for a continuous stretch of time or were interspersed throughout the day. Of the 85 DoE teachers who shared their day's work-breakdown, 54 teachers reported being interrupted while teaching. In an approximate 45-minute period, teaching accounted for around 30 minutes, other "Academic" activities like classroom management took up around 6 minutes while "School Management" and other activities, outside the scheduled class, took up around 9 minutes.
- A closer look at the timesheet of 35 DoE teachers and 54 teachers from the MCD sample shows that even though total time spent on certain non-teaching tasks was not significantly high, its intermittent distribution throughout the day could be a reason for teachers' perception of feeling bogged down by "non-academic" tasks.
- In MCD schools, the issue of teachers having to split time between teaching and "School Management" activities is compounded by the fact that teachers are

not assigned any scheduled "free periods" to tend to essential non-teaching tasks. Instances of guardians disrupting classes to resolve administrative queries around admissions, bank accounts or school leaving certificates, among other issues, were also noted in MCD teachers' timesheets.

School management:

- Despite assigning specific "additional charges" to teachers, work was often delegated and/or distributed among several teachers, especially when data from multiple classes had to be collected and prepared. In other words, multiple teachers might be affected by a "School Management" task, and not just the teacher who has been officially charged with the responsibility of a task. Thus, timesheets of many of the teachers reflected activities which were not under their official charge.
- Routine "School Management" tasks such as noting and submitting students' and teachers' attendance, timetable adjustments, organising and participating in the school assembly, managing students outside classrooms, overseeing dispersal of students, and supervising MDM distribution, frequently took up more time than needed. This was largely due to procedural inefficiencies, limited capacities and resource constraints. In MCD schools, daily tasks including attendance, MDM and overseeing student dispersal, took up more time than needed due to a combination of staff shortage and technical difficulties such as malfunctioning biometric machines and poor to no internet connectivity.
- A similar trend was observed in DoE schools, although the nature of time-consuming routine work, differed slightly. Most disruptions to teaching generally occurred in the first half of the day, particularly in the first period, primarily due to start-of-day classroom management and everyday tasks such as taking and uploading attendance, arranging the timetable for the day, settling down the class, going through circulars, responding to letters and so on.

Recordkeeping:

- 9% and 11% of the overall time in MCD and DoE schools, respectively, was spent on recordkeeping, during school hours.
- While some amount of recordkeeping was expected, at times, records demanded on short notice affected teaching time or other pre-planned activities. Furthermore, at times teachers set aside time on certain days to finish up recordkeeping work, during school hours, due to the sheer volume of the work. Difficulties were faced both due to lack of advanced planning by the teachers as well as due to unavoidable circumstances such as not receiving information from the Education Department or the HoS on time, or lack of clarity on how to prepare and submit a certain record. Periodic or annual recordkeeping tasks, such as completing UDISE reporting, student resources and entitlement related recordkeeping, exams, and admissions related recordkeeping, were especially prone to be affected by the abovementioned factors.

Working beyond school hours:

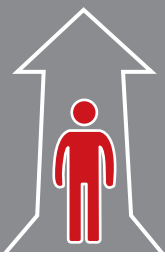
- Teachers were found to be working beyond school hours, fairly regularly, especially in MCD schools, where teachers are expected to stay back till guardians collect their wards from the school. However, overall time spent working beyond school hours was not as high on the days the time use data was reported by teachers, when compared to how teachers appeared to portray it in the perception survey.
- Of the total 39 hours reportedly spent by DoE teachers working beyond school hours, 49% was spent on tasks that were "Academic" in nature, while 51 % was spent on tasks related to "School Management" activities such as, marking their attendance, managing student dispersal and recordkeeping work like making exam result summaries, external exam invigilation duties, and responding to official mails and circulars.

- In MCD schools, teachers spent a total of 49 hours working beyond school hours, of which a mere 6% was spent on "Academic" activities like checking copies, unit test answer scripts and lesson planning, while 94% was spent on "School Management" and "Other" activities. MCD teachers spent significantly more time on management activities such as recording facial attendance of students, waiting with students whose guardians were late to collect them, addressing guardians' inquiries regarding admissions and withdrawal, as well as collecting documents, signatures and filling out various forms for parents including bank, and Aadhaar forms.

5.3 Managing records and databases:

- Almost all records prepared by teachers were maintained in both hardcopy and softcopy forms in both MCD and DoE schools. Often, lists and records are first prepared manually and then entered online by one or more teachers. This increases the time spent on recordkeeping.
- In DoE schools, teachers complained about the lack of or quality of the clerical staff in their schools. They felt the clerical staff either lacked training in managing administrative records related to the school and using computer applications effectively, or showed less interest in doing their job. In MCD schools, IT or clerical staff positions have not been sanctioned. HoS were thus frequently deputing teachers in both MCD and DoE schools to the task of preparing and submitting online reports to the Education Department.

While many of the identified issues require long-term, systemic changes, such as a need to modify performance assessment mechanisms for teachers, there are a few low hanging solutions to some of the more immediate challenges teachers and schools face. The recommendations emerging from this study have been presented in the next chapter.



6. Recommendations and way forward

As per RTE, schools are required to remain open for 200 days, and teachers are required to spend 800 hours on teaching, per year, for standards 1-5. For standards 6-8, schools are required to remain open for 220 days, with teachers spending 1000 hours on instruction, per year. They are required to spend 45 hours, per week, on teaching, preparatory activities and evaluations. To maximise the time available to school actors, the following recommendations could be considered by education planners.

1. Preparing people to take on the role of a government school teacher and managing expectations

Teachers report the shock and struggle they face upon formally entering the school system and realising the degree to which they have to multi-task in the face of less or poor quality resources. They also often lack the skills and training to handle tasks such as recordkeeping, time management and activities such as counselling students and parents. Instead of relying on on-the-job experience as the main mode of developing these skills, pre-service and in-service trainings should have dedicated sessions on the following themes -

1.1 Time and work management training to help teachers better prioritise and manage teaching and other official responsibilities. A basic orientation on best practices for common tasks like attendance records, marks and entitlement disbursement could help increase efficiency.

1.2 Sessions to sensitise teachers to students' social backgrounds, how to give feedback to guardians about their wards' overall development, and how to manage relations with peers, students, and parents.

1.3 Administrative and management workshops for HoS who have to oversee all such matters of the schools, and for teachers who handle more demanding charges such as responding to RTI queries or maintaining salary

and fund related records for which many do not have no prior training. This will help minimise errors and increase efficiency in discharging duties.

1.4 There is an urgent need to **define the terms "non-academic", "non-education", "non-teaching"** roles of teachers and enumerate the tasks that fall under these categories. This will end confusion regarding the range of roles and responsibilities of teachers employed in government and municipal schools, and enable greater accountability.

2. Improving planning, managing workflows, and setting school priorities straight

2.1 Redesign the Annual School Calendar issued by the DoE in a way that activities of all branches are visible, date and month-wise, in one place. This would require key officials of all branches to hold a few joint meetings before the new academic session commences, to iron out potential clashes in dates of key events while accounting for the number of instructional days available to teachers. In its current form, the "calendar" is a poorly collated list of timelines issued by each branch of the DoE. It is easy for school actors to miss out on important dates or identify clashes in dates of events planned by different branches.

2.2 Improve coordination between different departments and branches and ensure they are cognisant of the time available to teachers per week to finish routine school management tasks, as well as meet the data needs of various Education Department branches. This would require close coordination among branches to ensure that plans made at short notice by one branch are not clashing with demands placed on schools by other branches in the same time frame.

2.3 Education Departments should consider **setting a norm to ensure teachers do not spend beyond say, 30% of their time in school, per day, on "School Management" tasks**, in any circumstance. The norm will serve as a benchmark

for both teachers and HoS to regulate how much time they assign to different activities, and help them plan their day and week better, individually and collectively.

3. Reducing time spent on recordkeeping related tasks such as recording information, analysing, retrieving and managing school related data

3.1 Contractual data operators should be hired, in proportion to the school's strength, and provided basic training on Microsoft Office softwares such as MS Excel, and handling school data. Exclusively assigning data management related responsibilities to 2-3 individuals per school, would free up teachers' time and mental space, and cause less disturbances to their teaching schedules. A contractual data operator's salary would be a fraction of the salary of a teacher who is regularly devoting his/her precious time to non-teaching tasks.

3.2 In MCD schools, posts for clerical or IT staff could be sanctioned to enable hiring of such staff that could exclusively look after data-related needs of the school.

3.3 In DoE schools, vacant clerical and IT staff posts should be filled at the earliest.

3.4 Clerical and IT staff in DoE schools, should be formally trained to use Microsoft Office software such as MS Excel and to handle school data. Many teachers and HoS from DoE schools have complained that the clerical staff in their schools almost exclusively focus on managing salary related records. They either wilfully stay away from managing other accounts and records or have not been oriented or trained to manage them. Education Departments have the authority to categorically clarify the clerical and IT staff roles and make them responsible for handling all record-keeping, data retrieval, analysis and management-related responsibilities. Providing periodic or pre-service training to the clerical and IT staff would build their capacities to

enable them to do the tasks properly.

3.5 Alternately, select **teachers should be trained to use MS Office software to quicken the processes of record preparation, analysis, retrieval, and management of information.** Almost all records maintained by teachers are already digitised. Basic training imparted by the school's computer teacher or IT staff should suffice. This will greatly reduce inefficiencies and errors that teachers have reported when working with data of all kinds.

3.6 The same principles would apply to the offices at the zone, district and higher levels. These offices should **hire data analysts or upgrade skills of existing IT staff** to analyse and retrieve information as and when needed, at their level itself. This will reduce instances of school actors being called upon at different times of the day and year for data which has already been shared at their level. This will further free up school actors' time and mental space to focus on academic matters.

3.7 Education Departments should actively move towards ending record maintenance on paper/registers and **switch entirely to the digital platform to reduce duplication of data collection** at the school level.

3.8 The GoNCTD should **expedite the process to provide tablets to all DoE teachers, to record and maintain data.** The scheme should be extended to all government and municipal school teachers in Delhi.

3.9 There is an urgent need to **identify and weed out data points being repeatedly collected** in a year, due to lack of coordination between the different branches of the education department. Where possible, data collection for allied themes such as the various scholarships, should be unified, similar to the UDISE data collection exercise where all basic data points related to the school are collected in one go, each year.

3.10 Essential administrative requirements such as opening of students' bank accounts, Aadhaar related work etc. could be outsourced to appropriate agents working in that field. Schools could hold annual camps for these purposes in the school compound or at a nearby location wherein appropriate agents could help parents and students fill out new bank account forms, Aadhaar forms etc. without involving teachers. For the rest of the year, parents could be notified of agents who could be reached out to at any time in case issues related to these matters arise.

4. Improve staffing and infrastructure in MCD schools

While the DoE schools appear to be better endowed in terms of resources, there are some glaring resource and infrastructure related issues in MCD schools.

4.1 There is an urgent need to launch a state wide assessment of the condition of cleanliness, access, playground and sports facilities, and students' safety in MCD schools.

4.2 In MCD schools, updated desktop computers, high speed internet connectivity, and improved servers are needed to cut down time spent on routine management tasks.

4.3 As per UDISE 2016-17, MCD schools reported 100% vacancy for the post of HoS. These vacancies need to be urgently filled to free up the time of the Teachers Incharge. Students from DIETs could temporarily bridge the issue of teacher vacancies in MCD schools. More coordination will be needed between the MCD Education Department and DIETs to realise this arrangement.

4.4 MCD schools should have cleaning staff and security guards in proportion to the size of the schools. Presently, MCD schools have one person on the roll for cleaning, irrespective of the size of the school. Cleaning

staff and security guards could be hired through private companies in the same way as it was done in DoE schools, to spare teachers from getting involved in basic issues like cleanliness, hygiene and security.

This study was a targeted attempt at gauging the depth of the issues repeatedly raised by teachers with respect to the way they spend their time on school related activities. The sentiment harboured by teachers of feeling overburdened, as the preceding chapters showed, is a layered one. The feeling stems from a combination of factors including genuinely struggling to spend enough time on teaching; the quality of teaching that takes place in class as a result of frequent disruptions and stress of juggling other tasks; lack of feedback on substantive teaching-learning matters from academic and administrative supervisors; poor planning, work and time management at all levels of the education departments; lack of preparation to juggle the myriad activities and expectations as teachers at the outset; and resource related issues.

Through this study, we sought to highlight the need for Delhi's two main Education Departments to prioritise teaching-learning, once again, while keeping a realistic estimate of the time teachers are putting in to manage other essential school management tasks, in the current context of low capacity and limited resources.

The way the schools function, the time put in to fulfil essential tasks, and quality of teaching-learning taking place inside schools, must also be viewed as a symptom and a consequence of issues at higher levels since government and municipal schools are embedded in a complicated administrative hierarchy.

To push for positive, long term changes in schools, and realise the vision of RTE, planning, coordination and capacity related issues at higher levels of the education administration, and ways by which teachers are assessed for their performance, need to happen in parallel with attempts to reform school management and improve teachers' performance.

Notes

- 1 The Go To Global Think Tank Index ranks over 6500 think tanks across the world, using a set of 18 criteria developed by the Think Tank and Civil Societies Program at the Lauder Institute, University of Pennsylvania.
- 2 As per the result analysis carried out by the DoE, the average pass percentage of standard 10 students from Delhi was 87.69% and 89.19% in 2016 and 2017 respectively compared to the national average of 89.25% and 92.44% for the same years . In 2017, the National Assessment Survey (NAS) was conducted across India for Classes 3, 5 and 8 in government and government aided schools where students were tested in the subjects of Math, Sciences, Language, and Social Sciences. Delhi's performance was found to be below average in all subjects across the three standards.
- 3 Right of Children to Free and Compulsory Education (Amendment) Act, 2017 was introduced with a new proviso inserted in sub-section (2) of Section 23 of the RTE Act, 2009 which related to teachers' qualifications for appointments and terms of conditions of service.
- 4 These clauses were introduced in the Right of Children to Free and Compulsory Education Rules, 2010 under Rule 23 of Part VII relating to Curriculum and Completion of Elementary Education.
- 5 In most MCD schools one teacher is tasked with the responsibility of teaching all subjects to a class assigned to her. Since these schools cater to primary school students, teachers teach as per students' interest, attention, and responsiveness to lessons. Therefore, subjects are not always taught for equal intervals of time over the course of a day.
- 6 Wherever possible, two surveyors interviewed a teacher – while one asked questions, the other noted the responses. On occasions when time was short, surveyors split up.
- 7 It is a norm in both MCD and DoE schools to assign responsibilities related to school management to certain teachers which are commonly referred to as "additional charges". They are perceived as "additional" in relation to teachers' academic responsibilities. There is no official list of charges that has been prescribed by the Education Departments. HoS use their discretion to create the roles and assign them to teachers for the smooth functioning of the school.
- 8 The Municipal Corporation of Delhi was trifurcated into three smaller corporations – North Municipal Corporation of Delhi, South Municipal Corporation of Delhi, and East Municipal Corporation of Delhi – in 2012. The territory falling under the 3 corporations have been divided into 29 educational "Zones" as of 2018 which cater to pre-primary and primary school students and are collectively called MCD schools. MCD schools have an administrative setup and leadership which is entirely separate from the DoE. The administrative zones of MCD Education Department do not overlap with the zones or districts created by the DoE.
- 9 Under DoE, Delhi NCT has been divided into 13 "Districts" and 29 "Zones" as of 2018 which are headed by Deputy Directors (District) and Deputy Directors (Zone).
- 10 In few sampled MCD schools, there were less than 5 teachers so surveyors interviewed more than 5 teachers in some of the DoE schools to meet the approximate target of 65 teachers per phase.
- 11 "Teacher Incharge" in a MCD school is a senior teacher usually tasked with the additional responsibility of handling school's administrative affairs in the absence of the Head of School (HoS).
- 12 Many of the sampled teachers expressed lack of surety in reporting number of days spent on attending the trainings. At the time of drafting this report, the total number of trainings and number of days spent by teachers attending these in the last two years could not be independently verified owing to delays in receiving response from the DoE and SCERT.
- 13 Vide DoE circular No. DEB (6556)/Sch.Br./2017/1406 dated 27.06.2017.
- 14 Vide DoE circular No. DE(OS)/Nur-Pry 8r./2017/04 dated 22.06.2017.

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