

# CASE STUDY

TIMELINE & GLOSSARY

BACKGROUND OF THE PARTNERSHIP

OVERVIEW OF THE PROGRAMME

ROLES & RESPONSIBILITIES OF PARTNERS

FUNDING BREAKDOWN

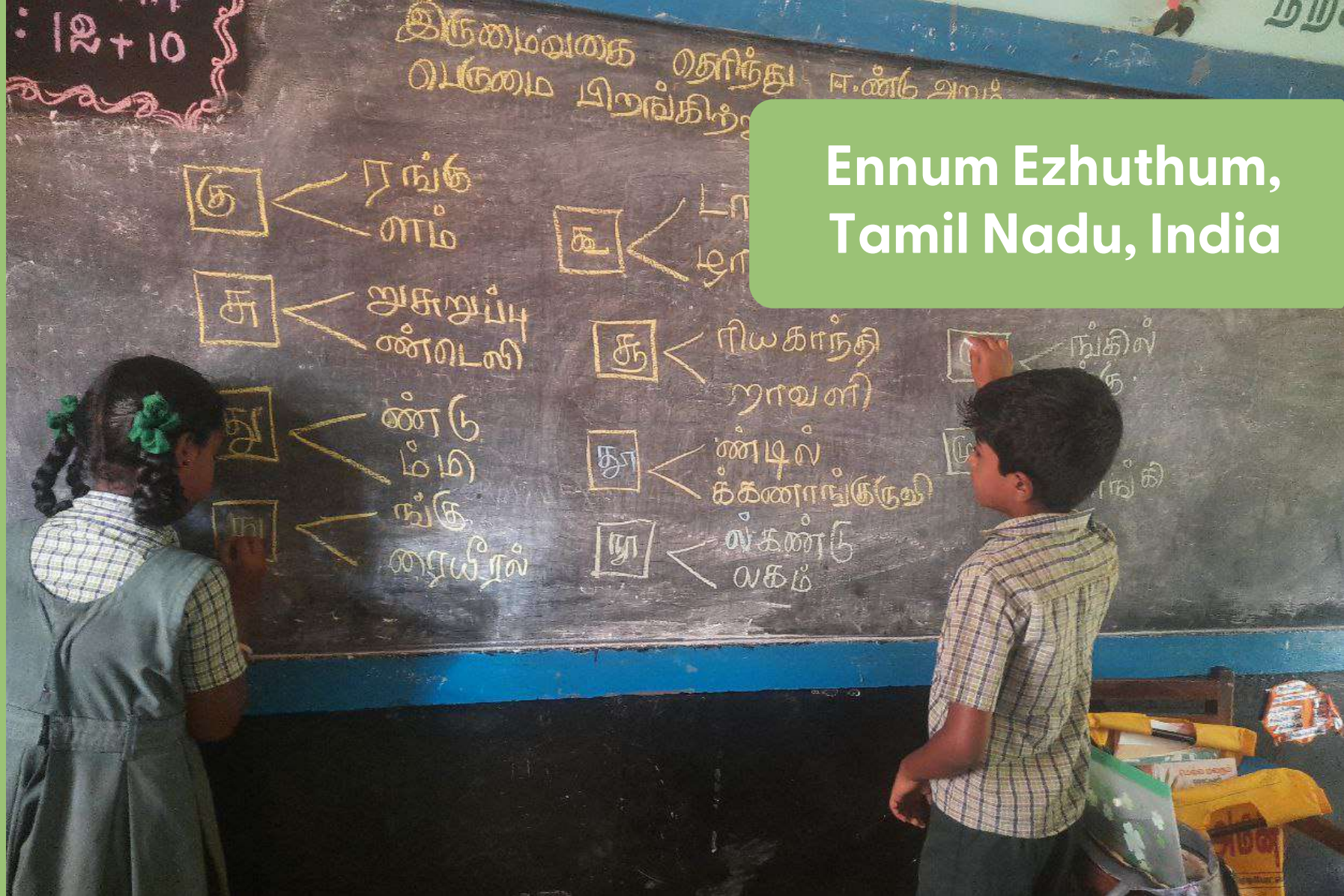
KEY SUCCESS FACTORS OF THE PARTNERSHIP

IMPACT OF THE PROGRAMME

CHALLENGES & MITIGATION MEASURES

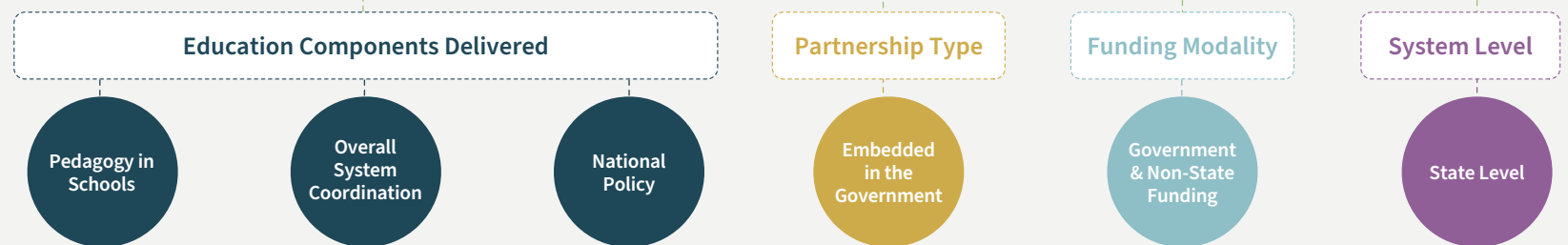
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## Ennum Ezhuthum, Tamil Nadu, India

### Categorisation Framework



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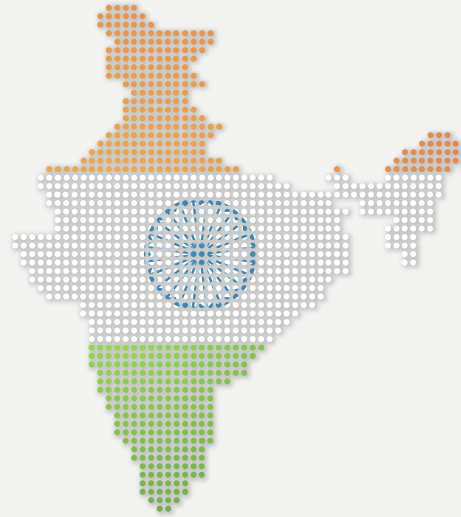
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## TAMIL NADU, INDIA



~83 million population<sup>1</sup>



**37,636**  
Number of public primary schools<sup>2</sup>



**2,29,803**  
Number of teachers in primary schools<sup>2</sup>



**53,14,845**  
Number of students in public schools<sup>2</sup>

## Glossary

<b>BRTE</b>	Block Resource Teacher Educator
<b>EE</b>	Ennum Ezhuthum
<b>EVS</b>	Environmental Sciences
<b>FLIP</b>	Foundational Learning Improvement Programme
<b>FLN</b>	Foundational Literacy and Numeracy
<b>LLDP</b>	Literacy and Language Development Programme
<b>TAP</b>	Transformational Academic Programme
<b>TN</b>	Tamil Nadu

## Timeline of the Partnership Development

### 2016-18

Launched flagship Transformational Academic Program (TAP) with 3 schools which grew to reach 15 schools

### 2018-19

Worked with the State Council of Educational Research and Training to revise and improve quality of textbooks, built stronger relationships with other Education Departments in the state

### 2021-Present

Signed MoU with Government of Tamil Nadu to be the Chief Management Partner for the 5-year COVID Recovery Mission - Ennum Ezhuthum that commenced from the academic year 2022-23

### 2015

Madhi Foundation set up with a mission to provide excellent education for all children

### 2018-19

Surprise visit by a bureaucrat to a Madhi classroom sparked interest in scaling the programme to 2000 schools across 2 districts. Literacy and Language Development Programme (LLDP) was created with an initial emphasis on English

### 2019-20

Expanded to partner with several government departments to deliver the Foundational Learning Improvement Programme (FLIP) in 16 districts across the State



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## Background of the Partnership

Despite having one of the most effective governance systems in India,<sup>3</sup> the learning outcomes in Tamil Nadu are among the lowest in the country.<sup>4</sup> National education surveys and reports such as National Achievement Survey 2021,<sup>5</sup> Performance Grading Index 21-22,<sup>6</sup> Annual Status of Education Report 2022,<sup>7</sup> and The Foundational Learning Study 2022<sup>8</sup> consistently ranked the state poorly in learning outcomes. In Tamil Nadu, teachers and school coaches receive fair and competitive compensation, with no reported shortage of teachers. Despite these favourable conditions, learning outcomes specially for foundational literacy and numeracy (FLN) in Tamil Nadu are still lower than other states with comparable resource levels.

**The vision of Madhi Foundation has evolved from excellent education for all, to a more focused approach towards improving outcomes in foundational literacy and numeracy**

In 2015, Madhi Foundation began its journey with a small team of five, addressing the foundational learning crisis in Tamil Nadu's education system.

Madhi Foundation's journey began with their flagship Transformational Academic Program (TAP), expanding from three to 15 schools by 2016. TAP focused on enhancing student learning through teacher training and pedagogical strategies.<sup>9</sup> The

initiative evolved with the introduction of technology in 2017, leading to the creation of the scaled-up Literacy and Language Development Program (LLDP) after a surprise visit by a bureaucrat. LLDP emphasised on English in 2000 schools across two districts using immersive teaching techniques and contextualised content for teachers and students.<sup>9</sup> In 2019, the Foundational Learning Improvement Program (FLIP) was launched, impacting over 1.8 million students by improving literacy and numeracy through targeted interventions and technology. The Foundation's strategic collaborations enabled it to transition into a key partner in education policy formulation and implementation.

In 2021, this culminated in the signing of an MoU with the Government of Tamil Nadu to spearhead the five-year COVID Recovery Mission — Ennum Ezhuthum. This reflected the government's confidence in Madhi's ability to drive systemic change and uplift educational standards in the region. The goal of the mission is to ensure that all students in government schools in Tamil Nadu attain foundational literacy and numeracy skills by 2025.

Madhi was appointed as Chief Management Partner for Tamil Nadu's Foundational Learning Mission in 2022. Since then, it has overseen key education reform projects and launched new initiatives focusing on literacy and numeracy, with a team of 200 across all 38 districts.

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## Overview of the Programme

### Implementation Timeline

The partnership between Madhi Foundation and the Government of Tamil Nadu evolved over three phases:

2016  
-  
2018

#### Phase 1 – Launch of Transformational Academic Program (TAP)

Madhi launched their flagship Transformational Academic Program (TAP) in three schools in Chennai (Tamil Nadu's capital), leveraging existing relationships with school heads. TAP was set up as a response to the demand from both parents and school heads who believed that schools with Teach for India Fellows had better resources and were able to achieve higher academic results.

TAP's success in these three schools generated additional demand. This resulted in Madhi extending TAP to 15 schools in Chennai to empower teachers, and school leaders and encourage professional development through the latest pedagogical strategies.

At the end of the first year spent fostering a culture of learning, the data showed encouraging results. While there wasn't significant movement among the top 25%, the bottom 25% experienced the most significant improvements.

**TAP saw an improvement in all 3 grades on percentage of objectives mastered (mastery is a score of 60% or above):**

- Grade 1 literacy improved from 27% to 65% (2.5x), and numeracy from 24% to 67% (2.7x)
- Grade 2 literacy increased from 10% to 58% (6x), and numeracy from 34% to 66% (2x)
- Grade 3 literacy rose from 14% to 51% (3.6x), and numeracy from 41% to 61% (1.5x)

2018  
-  
2020

#### Phase 2 - Literacy and Language Development Program (LLDP) And Foundational Learning Improvement Program (FLIP): Government Partnership & Programme Scaling

Following TAP, a surprise visit by a bureaucrat to a Madhi classroom sparked interest from the government in scaling the program to 2000 schools. Recognising the need to adjust the programme for scale, the Madhi team negotiated with the government to focus on either literacy or numeracy to start with. This resulted in the creation of LLDP—a Literacy and Language Development Programme,

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with an initial emphasis on English. In the transition from TAP to LLDP, government promised to leverage their entire machinery to support the scale. The transition required significant considerations and adjustments to accommodate scale and engage with government stakeholders. The shift to LLDP involved more government buy-in, with hybrid collaboration.

In LLDP, the teacher training programme used blended learning to transform the teaching and learning of English, thereby improving foundational literacy. The programme also built system capacity and enhanced transparency and accountability in student learning by leveraging technology to monitor and track the program. LLDP saw a 12.5% improvement in students who attained mastery in literacy skills against control population.

In 2018-19, Madhi worked with the State Council of Educational Research and Training (SCERT)<sup>10</sup> to revise and improve quality of textbooks. The team also went on to build stronger relationships with other education departments in the state and to become a credible partner.

In 2019, from all their learnings from the previous programmes, Madhi expanded to partner with several departments to deliver the Foundational Learning Improvement Programme (FLIP). FLIP was developed as a technology-enabled programme to improve learning outcomes in 16 districts across the State.

The programme introduced Tamil language and numeracy back into the scope; the collaboration with the government became more integrated as Madhi also worked with the government to ensure contextually relevant materials, high-quality tech-enabled teacher training, and enhanced state accountability through data-driven action plans that contributed to improved effectiveness at scale.

The journey involved careful negotiations, adjustments, and intentional efforts to sensitise and train stakeholders as the programme scaled up, addressing the complexities associated with engagement at various levels of the education system.

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2021  
-  
now

## Phase 3 – Ennum Ezhuthum Mission: Running a Statewide Mission & Setting Up a Policy Unit

Scaling with government ownership and a policy unit, Madhi signed an MoU with Government of Tamil Nadu to become the Chief Management Partner to help replicate different elements of FLIP at a state level as a part of the 5-year COVID Recovery Mission—Ennum Ezhuthum.

Ennum Ezhuthum began from the academic year 2022-23 to improve foundational learning outcomes. To scale up for the mission, Madhi set up a state-level Academic Resource Group with teachers and headmasters who set their own goals and outcomes. The group has expanded from 15 to 85 resource group members with support from six members from Madhi.

The Theory of Change (TOC) underpinning this mission involves solutions such as enhanced teacher training through targeted Teaching Learning Materials (TLMs) and setting clear outcomes including increased instructional time and improved teacher efficiency. Through these interventions, the goal is to ensure that all children in grades 1-3 attain grade-level competencies in foundational skills, thus laying a strong foundation for their academic and professional success.



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## Design of the Programme

Under Ennum Ezhuthum, the 6T Model is followed. This comprehensive model integrates various strategies and tools to address literacy and numeracy outcomes among elementary school students, demonstrating a holistic approach to education improvement.<sup>11</sup>

### Teaching Learning Materials (TLM):

- Skill-based and culturally relevant teaching materials aligned with state syllabi and international standards.
- Teachers conduct Classroom Diagnostic Assessments, aligning with Foundational Assessment Indicators and utilising the Ennum Ezhuthum App.
- ‘Differentiated Teaching’ groups students by competencies in multi-grade classrooms.
- ‘Integrated Learning’ combines subjects with integrated themes, fostering language connections and addressing multi-grade challenges while enhancing vocabulary.

**Training:** Technology-enabled training courses aimed at enhancing teacher competencies.

**Tracking:** Collection and analysis of meaningful data to drive informed policy decisions.

**Tutoring at Home:** Empowering parents with information and tools to support their children's early learning needs.

**Targeted Communication:** Communication and advocacy efforts designed to increase awareness about the importance of foundational learning.

**Technology:** Utilising simple, contextual, and scalable tech tools as the foundation of the project's initiatives.



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## Roles & Responsibilities of Partners

### Responsibilities of Madhi under EE Mission

Madhi collaborates with the education department for teacher training, leadership capacity building, mentoring and the creation of Teaching Learning Materials (TLM) for students and educators.

The strategic distribution of Madhi's teams across key sub-departments within the Education Department allows for independent, yet collaborative, work. This ensures a scalable solution at a relatively low cost. Madhi ensures effective delivery, data collection, and monitoring. Over time, their model has evolved to include influencing government policies that support teaching and learning in schools.

They engage in partnerships with NGOs, governmental bodies, and third-party evaluation organisations to enhance impact and address various facets of the education system.

### Responsibilities of the Government of Tamil Nadu under EE Mission

The government's role transitioned from Madhi managing 100% responsibility in the initial phases, to the government taking an 80% role in Mission implementation. The

strategy was geared towards building, operating, and transferring ownership to the government, aligning with the vision of solving problems at scale.

The Government is scaling up the Mission to reach all schools with their resources and machinery at all levels of the system. Together with Madhi, they co-design and co-create the teacher and leadership trainings, TLM, and monitoring systems.





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## Funding Breakdown

- The funding is divided between the government and philanthropic organisations, with seed funders who have been long-standing partners. Initially, there was an 80:20 split, with 2-3 major partners, supporting the technology systems for a few years. In 2016-2017, it was crucial to establish an ecosystem for seed funding for new organisations, which is more commonly available for for-profit ventures.
- In 2022, both the Ministry of Education and the state department aimed to involve the state government in this initiative and saw the value in partnering with Madhi. An open tender process was used, with limited competition as other organisations had not worked at the scale Madhi had in Tamil Nadu. The funding distribution shifted from 80:20 to 40:60.
- Currently, 60% of Madhi's involvement in the program is paid for by the government and the rest, by funders. Outside of that, the government pays for all mission components: books, teacher training, apps, dashboards.

## Key Success Factors of the Partnership

### Gaining Government Buy-In

Madhi gained government buy-in by solving the problem the government defined, and solving for their specific pain points.



### Government Efforts Backed by Evidence & Public Pressure

Recognising the importance of addressing foundational literacy and numeracy (FLN) issues, the government of Tamil Nadu took proactive steps. With reports<sup>5678</sup> consistently ranking the state poorly in education, there was a growing public demand for improvement. The government's commitment to early literacy, along with blended training methods, had a positive impact on educational practices.



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## Madhi's Successful Track Record in FLN



At the time Madhi was established, it was the only organisation working towards foundational learning. Madhi understood the major pain points of the government and they addressed them by focusing on FLN and coming up with their outcomes. Working with the government on improving these consequently enhanced the government's public perception in a positive light.

## Ability to Adapt to Local Context

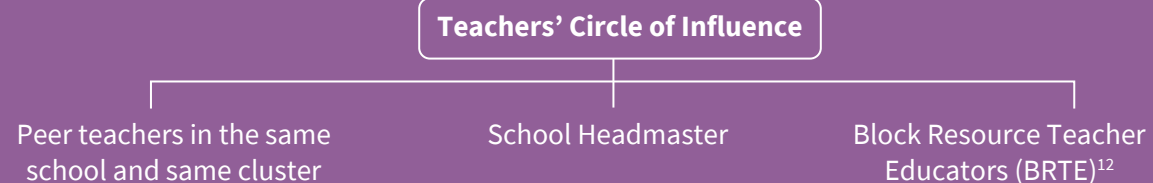


Madhi had worked with the government structures and adapted to local preferences and processes. Tamil Nadu has a bottom-up design to collaboratively design every part of the new programme. External groups of experts are brought in to highlight new perspectives and get the government outside their comfort zone. Madhi helped anchor the process, strategically navigate conversations, and ensure that there is actual reform.

## Leveraging the Teacher Ecosystem for Scale



One key success factor for Madhi was its focused engagement with teachers within the educational ecosystem. This included targeted efforts towards the stakeholders that influence teachers - peer teachers, school headmasters, and Block Resource Teacher Educators (BRTes). Through sensitisation, training, and effective communication, Madhi ensured these stakeholders were aligned with programme goals and confident in their roles. Additionally, the establishment of a state-level Academic Resource Group empowered teachers and headmasters to set their own goals and outcomes, fostering a sense of ownership and autonomy within the system.



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## Impact of the Programme

The impact for the Ennum Ezhuthum programme is measured in terms of the outcomes they are working towards as well as the successful changes in policies:

### Impact of EE



#### Teacher Handbooks

~707k Teacher's Handbook Distributed  
98% Teachers using the handbook



#### Teacher Training

22 days of teacher training  
~238k teachers trained  
96% teachers attended training  
92% improvement in training effectiveness  
76% teachers have mastered training courses



#### Student Workbooks

~12.8k Student workbooks distributed  
64% Students using SWB



#### Monitoring

~226k classroom observations completed in a year  
89% chief educational officers met their visit target  
~80% teachers were observed at least once

### Systemic and Policy Changes:

In addition to the impact achieved in EE, there have been several other successes over the years. There has been a successful transition from a grade/age-based to a level-based approach, as mandated by government policy. This ensures a more tailored and effective educational experience for students, leading to better learning outcomes. The government, in collaboration with Madhi, has also established a structured framework for teacher professional development. Furthermore, the digitisation of processes has enabled rapid decision-making and detailed student progress tracking.





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## Challenges & Mitigation Measures

### Challenges in working with government

- All non-governmental organisations (NGOs) were categorised under the umbrella of private entities. The primary objection raised against Madhi was that the government's objectives with respect to education may get diluted due to the inclusion of external private partners (for example, may influence textbooks)
- Madhi had to be sensitive about the political scenario. Teachers and teacher unions needed to align on the programme. They were initially opposed to third-party programme evaluations, and their concerns had to be addressed by bureaucrats and officers. Reassuring them that the Education Department retains the ultimate authority was essential to alleviate fears of privatisation.
- Process of brainstorming and thought partnering is equally fulfilling and challenging. It was essential for the government to believe in, and take ownership of, the idea.

### Fundraising challenges

- Convincing funders/CSRs to partner with Madhi posed a significant challenge due to low visibility and long gestation periods of programs like LLDP, FLIP, and EE.
- Change in governments leads to uncertainty of the future. Raising funds consistently has been a challenge as systemic reform is a new idea and there isn't enough appreciation for it.

### Team challenges

- Difficulty in sourcing talent for technical and complex work.
- Patience and resilience required for working with governments where there is no instant gratification in projects.



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## Guidance for Similar Government Non-State Partnerships

### Guidance for Governments



#### Ensure value alignment

There is an increasing trend in the civil society to espouse the value of the marketplace alongside vendors and ‘competing’ NGOs. Hence, for real transformation to take place, it is crucial to find an organisation that is aligned on the problems that need to be solved, instead of one that is trying to sell a product or service.

#### Support in building visibility

NGOs and their work are undergoing tremendous transformation, and NGOs need government support to sustain their work. Support does not always mean monetary – often, support comes in the form of opportunities to collaborate or to share credit.

#### Focus on academic- and research-informed change

There is much emphasis on project management units and public policy literature. However, when working for education reform, it is critical that NGOs are capable of driving academic- and research-informed solutions.



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### Guidance for Non-State Actors



#### **Understand the difference between products and templates**

To think that one can solve large-scale, systemic problems with a product, is to oversimplify the problem. Non-state actors must work on building templates of reform and decision-making that, in turn, support robust design and effective implementation.

#### **Conduct extensive field-work**

Unless organisation leaders are on the field, along with the field staff, no problem will be effectively solved. Spend time in classrooms to know these spaces well. Talk to teachers to truly empathise with their roadblocks. At Madhi, all team members observe at least two classrooms in a cycle.

#### **Be patient and stay focused**

Working with the government can be slow and elaborate. Non-state actors must persist to drive reforms. Stay focused. Stay patient. Stay put.

#### **Measure outcomes**

There is no universal truth in measurement. With each effort, the result looks different. Consistency is more critical than over-emphasising rigorous measurement. Low-cost, consistent, and simple measurement tools are more effective than authoritative third-party evaluators.

#### **Understand the government machinery**

It is imperative for NGO partners to understand the dynamics that exist within the system. Many roles intersect with what ultimately takes place within a classroom. So, partners must try to comprehend these dependencies before proposing solutions.

#### **Build genuine relationships**

Building a good relationship with only the leader of the department is not enough. While this may yield short-term results, for an organisation to sustain as a trusted partner of the government, it is important that it builds genuine relationships across all levels of bureaucracy. It requires effort, but without nurturing these relationships, or with a top-down approach, desired outcomes are rarely achieved.



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5. The National Achievement Survey (NAS) is a comprehensive nationwide evaluation designed to gather data on the academic performance of students enrolled in State Government schools, Government-Aided schools, Private Unaided schools, and Central Government institutions across Classes 3, 5, 8, and 10. <https://nas.gov.in/report-card/2021>
6. The Performance Grading Index (PGI) is a framework introduced by the Ministry of Education, India to assess the performance of school education across states and union territories, providing valuable insights for policymakers and enabling targeted improvements in various domains such as learning outcomes, access, infrastructure, equity, and governance processes. [https://www.education.gov.in/sites/upload\\_files/mhrd/files/statistics-new/pgi-s.pdf](https://www.education.gov.in/sites/upload_files/mhrd/files/statistics-new/pgi-s.pdf)
7. The Annual Status of Education Report (ASER) 2022 is a comprehensive household survey conducted nationwide by citizens, offering an overview of schooling and learning among children in rural India. <https://img.asercentre.org/docs/ASER%202022%20report%20pdfs/All%20India%20documents/aserreport2022.pdf>
8. The Foundational Learning Study (FLS), aims to assess Grade 3 students' proficiency in foundational literacy and numeracy, serving as a baseline for the National Initiative for Proficiency in Reading with Understanding and Numeracy (NIPUN) Bharat mission. It also establishes reading and numeracy benchmarks and provides data for reporting on SDG 4.1.1 indicators at the global level. [https://dsel.education.gov.in/sites/default/files/FLS/National/National\\_Report\\_on\\_Benchmarking\\_for\\_ORF\\_and\\_Numeracy.pdf](https://dsel.education.gov.in/sites/default/files/FLS/National/National_Report_on_Benchmarking_for_ORF_and_Numeracy.pdf)
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