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Africa's Progress on the Five FLEX2024 Commitments and the Six Triennale Recommendations

A continental review based on the five Kigali commitments, weaving in the 2025 ADEA Triennale's Sub-Theme 2 recommendations on foundational learning, in Preparation for FLEX2026 (Lilongwe, Malawi)

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Executive Summary

Africa's foundational learning agenda is anchored in the African Foundational Learning Exchange (FLEX), the largest platform for country-to-country exchange in foundational learning across the continent. The first FLEX took place in Freetown, Sierra Leone, in 2023 with eight African countries in attendance. The second one (FLEX2024) was held in Kigali on 11–13 November 2024, where 34 government representatives endorsed a five-point Declaration for Action — collaboration and political leadership; scaling evidence-based approaches; data, evidence, assessment and accountability; intentional and efficient use of resources; and partner coordination — and a collective pledge to end learning poverty by 2035. One year later, the 2025 ADEA Triennale on Education and Training (29–31 October 2025, Accra, Ghana), convening over 600 in-person participants and delegates from more than 40 African countries, adopted six foundational learning recommendations that elaborate these commitments — within the institutional architecture of the AU Decade of Accelerated Action for the Transformation of Education and Skills Development 2025–2034.

This analysis takes stock of continental progress against the five FLEX2024 commitments — roughly twenty months after Kigali and eight months after Accra — ahead of FLEX2026 in Lilongwe, Malawi (15–17 July 2026), with the six Triennale recommendations woven into the commitments. The analysis adopts a trailblazer/deep-dive methodology rather than a uniform 54-country scorecard: roughly twenty to twenty-five countries with strong, citable evidence of reform are profiled in depth, spanning Anglophone, Francophone and Lusophone contexts and all five AU regions. Continental data, including from country self-reporting based on the FLEX Indicators Framework and the Foundational Learning Action Tracker (FLAT) 2025, feed the commitment-level picture, supplemented by regional synthesis for the remainder of the continent.

The headline finding is a consistent “policy is strong, delivery needs improvement” pattern. Africa now possesses some of its most sophisticated foundational learning policy architecture to date — CESA 2026–2035, the Continental Assessment Framework for Africa (CAF-Africa), South Africa's Mother Tongue-based Bilingual Education programme, and a number of national reading and TaRL-style remedial programmes — yet FLAT 2025 rates the 52 African countries with data at an average “established” level (2.7 of 4), essentially unchanged since 2024, with few countries showing a substantial rating increase. The gap between policy ambition and classroom-level delivery persists across all five Kigali commitments and the six Triennale recommendations woven through them.

Delivery now runs through a four-part, Africa-led implementation backbone, and the Africa Foundational Learning Ministerial Coalition (AFLMC) is its political engine, with a genuine post-Kigali movement — the Coalition's 10th meeting (26 March 2026) showcased the first country-by-country progress update since the Triennale, and the 11th session (June 2026) finalized Ministerial alignment for FLEX2026. The first recommendation from this review is to strengthen the Coalition's effectiveness. The FLEX Indicators, mapped one-to-one onto the five commitments and piloted first by Zambia and Kenya, is the tool countries have used to report on progress ahead of FLEX2026. FLIGHT (a US\$35 million government-led reform fund) and AFLAI (the Africa Foundational Learning Assessment Initiative) complete the backbone as financing and technical arms; both remain in early rollout. The 10th AFLMC update showed genuine early movement: Sierra Leone trained over 28,000 teachers in evidence-based pedagogy; Rwanda established a Foundational Learning Delivery Unit; Mali elevated national languages to official status; and Eritrea reported instruction delivered in nine languages.

Beyond FLAT, the evidence base triangulates against independent sources — World Bank and GPE programme documentation, J-PAL's national randomized evaluation of Zambia's Catch-Up programme, AU and ADEA primary sources, and PASEC/CONFEMEN — now joined by a first round of direct country self-reporting: the FLEX2024 Commitments Tracking Forms submitted in July 2026 by nine countries: Côte d'Ivoire, Lesotho, Malawi, Niger, Rwanda, Senegal, South Sudan, The Gambia, and Union of the Comoros. They corroborate and sharpen the picture, from Côte d'Ivoire's 104,000 educators trained under its national PNAPAS rollout to South Sudan's still-earlier-stage account of Teaching at the Right Level, assessed but not yet implemented. The submission from Senegal brings further clarity to the picture: the country reports full training coverage for teachers in bilingual CI and CP classes, learner to textbook ratios of 0.9 in reading/writing and 1.11 in mathematics, national evaluation references (CFEE and SNERS) alongside PASEC 2024, and disaggregated budget shares for textbooks (1.09%) and in-service teacher training (0.22%). A shared, cross-country gap in reporting textbook-specific budget shares persists even as The Gambia becomes the first to report an in-service teacher-training share.

The woven record is consistent throughout: verifiable and dated delivery across all linguistic zones — Sierra Leone's 28,000-plus teachers trained in evidence-based pedagogy, Ghana's US\$118.8 million SCALE/GALOP co-financing agreement, and Malawi's BEFIT scale-up towards all public primary schools.

Financing remains the cross-cutting risk. Many flagship national reading and assessment programmes referenced in this analysis were substantially externally funded, and the 2025 USAID withdrawal, combined with a broader decline in Official Development Assistance to education, threatens to undermine delivery even where domestic political commitment is strong. Section 7 sets out implications for FLEX2026, organized by FLEX2024 commitment, for Ministerial and technical discussions in Lilongwe.



1. Background and Methodology

The Africa Foundational Learning Exchange (FLEX) is the largest platform for country-to-country exchange in foundational learning across the continent. FLEX is co-organized either annually or biannually by the Association for the Development of Education in Africa (ADEA) and Ministries of Education in African countries, supported by key development partners.

1.1 FLEX2024 and the Five Kigali Commitments

This analysis recalls the commitments made at the first FLEX in Freetown, Sierra Leone (FLEX2023) where eight African countries participated, alongside key development partners. The review is anchored on the follow-up FLEX2024 held in Kigali on 11–13 November 2024, where 34 government representatives endorsed a five-point Declaration for Action and a collective pledge to end learning poverty by 2035. The five commitments — strengthening collaboration and political leadership; scaling evidence-based approaches; strengthening data, evidence, assessment and accountability; using resources more intentionally and efficiently; and enhancing partner coordination and alignment — constitute the continent’s operating framework for foundational learning reform, and they form the backbone of this document.

Everything that has followed — the 2025 Triennale’s six foundational learning recommendations, the FLEX Indicators Framework, the AU Foundational Learning Scorecard, and the FLEX2026 agenda itself — elaborates, measures or finances those five commitments. This analysis therefore reads the Triennale recommendations as instruments of the Kigali commitments rather than as a parallel framework.

1.2 The 2025 ADEA Triennale within the FLEX Trajectory

The Triennale on Education and Training is ADEA’s flagship continental gathering, held every three years. The 2025 edition took place on 29–31 October 2025 at the Labadi Beach Hotel, Accra, Ghana, opened by Ghana’s Vice President, Prof. Jane Naana Opoku-Agyemang, and closed by Ghana’s Deputy Minister for Education, Hon. Clement Abas Apaak, under the call to “walk the talk.” ADEA Executive Secretary, Albert Nsengiyumva, framed ADEA’s role throughout as “facilitator and convener.” The Triennale’s official Outcome Document organizes recommendations under eight sub-themes; Sub-Theme 2, “Improving foundational learning — progress and challenges since FLEX 2024,” contains the six recommendations woven through this analysis. Read from the Kigali vantage point, Sub-Theme 2 is the Triennale’s elaboration of the five FLEX2024 commitments into actionable recommendations.

1.3 Continuity Across the AU Decade Chain

The Triennale sits within a tightly linked continental chain anchored by FLEX2024: the African Union's 2024 Year of Education, FLEX2024 (Kigali, November 2024, where 34 governments endorsed a five-point Declaration for Action), the Nouakchott Declaration (December 2024, which raised the upper education-financing benchmark from 6% to

7% of GDP), the launch of the AU Decade of Accelerated Action for the Transformation of Education and Skills Development (2025–2034), the 2025 Triennale itself, and FLEX2026 (Lilongwe, Malawi, 15–17 July 2026). The AU Decade's Continental Steering Committee, where ADEA serves as the Secretariat, provides institutional continuity across these milestones.

1.4 Methodology and Scope of This Analysis

As with ADEA's prior FLEX2024 commitments analysis, this document adopts a trailblazer/deep-dive approach rather than a uniform 54-country scorecard. Evidence across the five commitments is structurally uneven: the data-and-accountability commitment (carried by the Triennale Recommendations 1 and 6) is tracked through the Foundational Learning Action Tracker (FLAT)'s 2025 report and the African Union's continental assessment architecture, while the leadership, scaling and coordination commitments rely more heavily on programme-level and country-policy evidence. The analysis draws on three tiers of evidence:

- Continental and regional data: UNICEF's FLAT 2025 report, covering 52 African countries; UNESCO's World Inequality Database on Education; the World Bank and UNESCO's Education Finance Watch; and African Union documentation on CESA 2026–2035 and the Continental Assessment Framework for Africa (CAF-Africa).
- Trailblazer country profiles: approximately twenty to twenty-six countries — including Angola, Botswana, Cameroon, Comoros, Côte d'Ivoire, Egypt, Eritrea, Ethiopia, the Gambia, Ghana, Kenya, Lesotho, Madagascar, Malawi, Mali, Mozambique, Namibia, Niger, Nigeria, Rwanda, Senegal, Sierra Leone, South Africa, South Sudan, Tanzania, Zambia — selected for the strength and citability of evidence on reforms aligned to one or more of the six recommendations, spanning Anglophone, Francophone and Lusophone contexts and the five AU regions.
- Regional and continental synthesis for the remainder of the continent, drawing on the same FLAT 2025 dataset, AFLMC country reporting (most recently its 10th meeting on 26 March 2026), and African Union and ADEA institutional reporting.

This is a stocktaking and synthesis document for Ministerial and technical discussion ahead of FLEX2026, not a definitive scorecard. Several mechanisms referenced — FLIGHT, AFLAI, and the FLEX Indicators — were either announced or launched in late 2025 and remain in early rollout; their impact is described as planned rather than yet demonstrated and is flagged as such throughout the review. This analysis is complemented by ADEA's companion synthesis, *From Commitment to Implementation: Continental Progress Across Africa's Foundational Learning Journey Since Kigali 2024* (July 2026), which reads progress across all 25 FLEX member countries through three implementation pathways — strong implementation momentum, progressing towards scaled implementation, and strengthening implementation through targeted support. Its Technical Focal Point evidence base overlaps substantially with the FLEX2024 Commitments Tracking Forms cited throughout this document.

2. The Frameworks: Three FLEX2023 & Five FLEX2024 Commitments and Six Triennale Recommendations

Sierra Leone organized the first Africa Foundational Learning Exchange. Representatives from Cote d'Ivoire, The Gambia, Ghana, Liberia and Nigeria (as well as Edo State), with virtual participation from Malawi and Rwanda, shared experiences, challenges and ambitions on the path to make learning a reality for all children. The table below highlights the three commitments.

#	FLEX2023 Commitments
1	Create and finance realistic education plans aligned to CESA-SDG-4 FL indicators.
2	Ensure equitable distribution of resources across pre-primary and primary levels.
3	Halve the global share of 10-year-olds unable to read a simple text, by 2030.

The five commitments adopted at FLEX2024 in Kigali are reproduced here, as the framework this analysis takes as its backbone:

#	FLEX2024 Commitments
1	Strengthening Collaboration and Political Leadership — Promote strong government leadership, national ownership and collaboration among countries, partners and stakeholders to advance foundational learning reforms.
2	Scaling Evidence-Based Approaches — Identify, adapt and scale proven interventions that improve foundational learning while ensuring they are responsive to national contexts and implementation realities.
3	Strengthening Data, Evidence, Assessment and Accountability — Improve the generation and use of data, assessment and evidence to support decision-making, monitor progress and strengthen accountability for results.
4	Using Resources More Intentionally and Efficiently — Align financing and resource allocation with interventions that have the greatest potential to improve learning outcomes and strengthen education systems.
5	Enhancing Partner Coordination and Alignment — Strengthen coordination among governments, development partners and stakeholders to reduce duplication, improve coherence and maximize impact.

Source: FLEX2024 Declaration of Action, Kigali, November 2024.

One year on, Sub-Theme 2 (Foundational Learning) of the Triennale's official Outcome Document records six recommendations that elaborate these commitments, reproduced below:

#	Recommendation
1	Enhance country-level technical support to generate and use high-quality foundational learning data for evidence-based decision-making and improved learning outcomes.
2	Prioritize multilingualism and translanguaging in teaching and learning.
3	Improve uptake and scaling of contextualized evidence-based foundational learning pedagogies.
4	Improve school readiness, retention, and transition to primary and beyond.
5	Expand advocacy efforts to improve investments at the foundational level and improvements in learning outcomes by engaging communities and their leaders and middle-tier political leaders, e.g., members of parliament.
6	Align foundational learning assessments on the continent with the Continental Education Strategy for Africa (CESA) 2026–2035.

The Outcome Document commits ADEA to “develop a framework to track the implementation of these recommendations prior to the next Triennale,” and names FLIGHT, AESTIF (the African Education, Science, Technology and Innovation Fund) and the African Centre for School Leadership (ACSL) as exemplar Africa-led initiatives supporting delivery.

These recommendations operationalize and deepen the five FLEX2024 commitments adopted in Kigali in November 2024, and this analysis is therefore structured around the commitments themselves. Using the five Kigali commitments, the analysis weaves through the six recommendations: the leadership commitment carries Recommendation 5’s advocacy agenda; the scaling commitment carries Recommendations 3, 2 and 4; the data-and-accountability commitment carries Recommendations 1 and 6; the resources commitment carries Recommendation 5’s investment agenda; and the coordination commitment runs through Section 4.5 and the implementation backbone (Section 5). Throughout, FLAT is triangulated with independent evidence from government, World Bank, GPE, J-PAL/TaRL Africa, AU/ADEA, PASEC/CONFEMEN and other credible African sources.

Source: ADEA, 2025 ADEA Triennale Outcome Document, November 2025 (ADEA2025D020).



3. The Five FLEX2024 Commitments as the Backbone: A Commitment-by-Commitment Analysis

Overall, countries report some form of active foundational learning programming, but the reported stage of implementation varies considerably — from early piloting to nationally scaled approaches with several years of evaluation history. Two evidence-based approaches recur across submissions: structured pedagogy and Teaching at the Right Level (TaRL), used as a primary or complementary remediation approach. National coordination mechanisms for foundational learning exist in some countries but not in others. National foundational learning assessments are being implemented in many of the analyzed/reporting countries while in the remaining countries, the assessments are either not in place or not scaled. Data completeness varied substantially across countries with data readily available for some, and others reporting extensive narrative and quantitative detail, while others demonstrate scarcity or general level responses.

Across the 52 African countries with FLAT data, average progress on foundational learning sits at “Established” — 2.7 out of a possible 4 points on the tool’s four-level scale (Not yet initiating → Initiating → Established → Championing). According to UNICEF’s Africa Snapshot, “efforts on foundational learning have remained largely unchanged, suggesting that the ambition of the Kigali commitments is yet to translate into full accelerated delivery. Below is a table showing the FLAT indicators feeding two of the FLEX2024 commitments or actions and the corresponding recommendations from 2025 ADEA Triennale.

Indicator	2025 (Africa)	Trend	Feeds commitment (recommendation)
Nationwide use of assessment data to inform FL programmes	56%	▲ from 16% (2023)	C3 (Recs 1, 6)
Annual nationally representative early-grade assessment	38%	▲ from 19% (2024)	C3 (Recs 1, 6)
Use of assessment data to inform classroom practice	38%	▼ from 39% (2024)	C3 (Rec 1) / C2 (Rec 3)
Evaluated evidence-based FL programme implemented at scale	25%	▲ from 22% (2024)	C2 (Rec 3)
“Reach every child” RAPID dimension (proxy for readiness/ retention)	3.1 / 4 (strongest dimension)	—	C2 (Rec 4)

Source: UNICEF & Hempel Foundation, Foundational Learning Action Tracker 2025 — Results for Africa, October 2025.

Fed into the commitment framework, FLAT shows Africa advancing fastest on Commitment 3 — the data, evidence, assessment and accountability architecture carried by Recommendations 1 and 6 — while the indicator most relevant to Commitment 2 (an evaluated, evidence-based programme implemented at genuine national scale, Recommendation 3’s core measure) remains the weakest, at just 25%. Senegal’s July 2026 self-report is consistent with that wider trend: it reports a national foundational learning assessment in place, systematic use of assessment data for policy, classroom strengthening, programme design and improvement of assessment tools, and transmission of assessment data to both continental and global platforms.

3.1 Commitment 1



Strengthening Collaboration and Political Leadership

The first Kigali commitment asks governments to lead, own and collaborate on foundational learning reform. It is the commitment on which the other four rest, and the one where the post-Kigali record is most visible: a standing Ministerial architecture, Heads of State and Ministers staking political capital on foundational learning, and an advocacy ecosystem —

Recommendation 5's core concern — extending from parliaments to community associations. Recommendation 5 of the Triennale, weaving into this commitment, calls for expanded advocacy to improve foundational-level investment by engaging communities, local leaders and parliamentarians. At the Triennale, the foundational learning advocacy session was moderated by the International Parliamentary Network for Education (IPNEd) and featured Hon. Harry Kamboni, MP, Chair of Zambia's Parliamentary Committee on Education, Science and Technology, alongside ARED (Senegal), the Zizi Afrique Foundation, Usawa Agenda (Kenya), and the ONE Campaign. At the UNGA80 "Disrupt to Deliver" Ministerial side event (23 September 2025), the then AU Commissioner for Education, Science, Technology and Innovation, Prof. Mohammed Belhocine, and IPNEd advanced a five-point plan to "Ensure Every Child Learns," citing a

World Bank estimate that sub-Saharan Africa's learning crisis could cost US\$21 trillion in lost global productivity, against a potential US\$6.5 trillion in additional global value by 2030 if addressed.

Here the post-Kigali record is substantial. The FLEX platform itself is Ministry-hosted and government-led, moving from Freetown (2023) to Kigali (2024) to Lilongwe (15–17 July 2026), whose theme, "From commitment to results: Delivering foundational learning at scale", signals a deliberate shift from declaration to delivery. The Africa Foundational Learning Ministerial Coalition (AFLMC) has developed a regular Ministerial engagement since Kigali: its 8th meeting (3 July 2025, chaired by Zambia's Hon. Douglas Syakalima) noted technical focal points appointed in 29 countries and endorsed the Africa Foundational Learning Accountability Framework (FLEX Indicators Framework); the 10th meeting (26 March 2026, chaired by Sierra Leone's Hon. Conrad Sackey) was the first platform where countries provided progress update after the Triennale, with reports from Sierra Leone, Rwanda, Zambia, Eritrea, Malawi, Namibia, Mali and South Africa; and the 11th meeting (25 June 2026, chaired by Malawi's Hon. Dr. Bright Msaka) served as the final Ministerial alignment ahead of FLEX2026.

Individual governments have converted this collaboration into visible political leadership. **South Africa** used its 2025 G20 presidency to place foundational learning in the G20 Leaders' Declaration and announced a Quality Foundational Learning Network under the India–Brazil–South Africa (IBSA) partnership; **Rwanda** has established a Foundational Learning Delivery Unit. The Unit oversees implementation of the Foundational Learning Strategy, meets weekly, convenes monthly workstream review meetings, and feeds into a quarterly Steering Committee chaired by the Minister of Education. **Mali** declared 2026/27 its national year of education; **Sierra Leone**, which chairs the coalition, has adopted a whole-of-government joint-planning model under its "financing the future" agenda; and **Mauritania's** École Républicaine reform, championed personally by President Mohamed Ould Cheikh El-Ghazouani and anchored in PNDSE III (2023–2030), with an action plan costed at an estimated MRU 28 billion against a potential state budget of about MRU 11 billion — exemplifying political ownership at the highest level, with an honestly acknowledged financing gap of nearly MRU 8 billion.

Côte d'Ivoire's July 2026 FLEX2024 self-report describes a similarly documented approach to political engagement: a strategy anchored in the Stratégie Nationale d'Amélioration des Premiers Apprentissages Scolaires (SNAPAS), the États Généraux de l'Éducation Nationale et de l'Alphabétisation (EGENA) reform recommendations, and a GPE partnership compact, with political leaders engaged through PNAPAS steering committees, sector reviews and national validation workshops. Niger's July 2026 self-report evidences a similar engagement architecture — anchored in the Loi d'Orientation du Système Éducatif Nigérien (LOSEN), the Plan de Transition du Secteur de l'Éducation et de la Formation (PTSEF), the Charte de la Refondation and the Programme de la Refondation de la République (PRR), with a Ministerial lettre de mission.

Malawi — hosting FLEX2026 — reports its Technical Focal Point attending three of the four quarterly Coalition meetings held in 2025 and both two held so far in 2026, alongside a documented Ministerial strategy and guidelines to engage political leaders in foundational learning. The **Union of the Comoros** reports the fullest Ministerial attendance record of any country reviewed in this analysis: the country reports that its Minister attended all four Coalition meetings held in 2025 and both meetings held so far in 2026. **Somalia's** July 2026 self-report describes more modest engagement at this earlier stage: one of six quarterly Coalition meetings and three technical meetings attended since 2025, alongside a National Steering Committee and Ministry-level governance structure used to engage leaders, and participation spanning FLEX2024 in Kigali, the 2025 ADEA Triennale in Accra, the Nairobi 2025 workshop, and the AFLAI workshop in Cape Town. The structural caveat is institutional fragility: the International Parliamentary Network for Education notes that many African Ministers serve a limited tenure, which constrains long-horizon leadership and makes institutionalized mechanisms — the coalition, delivery units, statutory accountability frameworks — all the more important.

Sources: ADEA, 8th, 10th and 11th AFLMC meeting read-outs (Jul. 2025, Apr. 2026, Jul. 2026); FLEX2026 concept note; World Bank, FLEX2024 press release, 11 Nov. 2024; IPNEd, Reflections from FLEX2024; Government of Mauritania, PNDSE III / École Républicaine, Côte d'Ivoire, Niger, Malawi and Somalia, FLEX2024 Commitments Tracking Forms (Jul. 2026).

Community, parliamentary and civil-society advocacy (weaving Recommendation 5)



Senegal

West Africa, Francophone

Community and women's-association engagement model

The Lecture Pour Tous programme's structured engagement with school management committees and women's associations across six regions (Diourbel, Kaffrine, Kaolack, Louga, Matam and Saint-Louis) offers a documented community-engagement model directly relevant to Recommendation 5. Senegal's July 2026 self-report also confirms regular political and technical participation in the Coalition's quarterly and technical meetings in both 2025 and 2026, and lists ADEA/FLEX convenings, LEAP, KIX Africa, the AUF filière des cadres éducatifs and the 2026 Yidan Prize conference among the country's knowledge-exchange platforms.

Sources: ADEA, Triennale Outcome Document and closing remarks, Nov. 2025; IPNEd/VVOB, UNGA80 report, Sep. 2025.



Zambia, Ghana and Kenya

Multiple regions

Parliamentary and civil-society advocacy infrastructure

Zambia's Parliamentary Committee on Education, Science and Technology provided the lead parliamentary voice at the Triennale's advocacy session. Ghana's GETFund and renewed national mother-tongue policy debate (led by Deputy Minister Apaak) illustrate domestic political-level advocacy. Kenya's Usawa Agenda and the pan-African Zizi Afrique Foundation sustain civil-society and community-level advocacy on learning outcomes, complementing the continent-wide work of the African Network Campaign on Education for All (ANCEFA).

3.2 Commitment 2



Scaling Evidence-Based Approaches

The second Kigali commitment — identify, adapt, and scale proven interventions responsive to national contexts and implementation realities — is where classroom change happens or does not. Three Triennale recommendations weave into it: Recommendation 3 on evidence-based pedagogies is its direct instrument; Recommendation 2 grounds scaling in the language children understand; and Recommendation 4 ensures children arrive, stay and transition so that scaled instruction actually reaches the children.

Scaling evidence-based pedagogies (weaving Recommendation 3)

The FLAT 2025 report finds that structured pedagogy is now implemented nationwide in almost half of countries globally (up from 24% in 2023), but only 25% of African countries report an evaluated, evidence-based foundational learning programme implemented at genuine national scale — the weakest indicator most directly relevant to any of the six recommendations. Teaching at the Right Level (TaRL), an approach pioneered by Pratham and evaluated extensively by J-PAL, has nonetheless reached 5.8 million children across 16 African countries since 2019, per TaRL Africa and Co-Impact reporting (July 2025), with Zambia and Côte d'Ivoire having formally adopted the methodology and seven Nigerian states adopting it (five allocating government funds).



Kenya
East Africa

The continent's most rigorously evaluated structured-pedagogy reform

Tusome, Kenya's national early-grade literacy programme covering roughly 23,000 public schools, was independently evaluated (Management Systems International, 2017) with effect sizes of approximately 1.04 standard deviations in English and 0.76 in Kiswahili for Grades 1–2, at a cost of roughly US\$96.2 million over eight years — still the most rigorously evaluated national-scale structured pedagogy reform on the continent.



Zambia
Southern Africa

First large-scale TaRL adaptation in sub-Saharan Africa

Zambia's Catch-Up programme was the first large-scale TaRL adaptation in sub-Saharan Africa, reaching more than 5,000 schools — over half of the country's primary schools — with nearly 17,000 teachers recruited and trained, and has since been complemented by play-based pedagogy and digital school-readiness assessment tools reported at the March 2026 AFLMC meeting.



Nigeria
West Africa

Sub-national government co-financing of TaRL at scale

TaRL has been formally adopted in seven Nigerian states, five of which allocate government funds to its implementation, including the Kano Literacy and Mathematics Accelerator (KaLMA) — demonstrating sub-national government ownership and co-financing of an evidence-based pedagogy at meaningful scale. ADEA's July 2026 companion synthesis reports a broader federal-level portfolio alongside these state efforts: Jolly Phonics, SMASE and Reggio Emilia-inspired approaches are also being implemented, supported by the Basic Education in Nigeria Bootcamp (BEN-B), with a national foundational-learning policy under development.

Sources: TaRL Africa & Co-Impact, programme overview, Jul. 2025; J-PAL, TaRL evidence summary.



Côte d'Ivoire

West Africa, Francophone

National cohort-based rollout of Structured Pedagogy, with TaRL for remediation

Côte d'Ivoire's Programme National d'Amélioration des Premiers Apprentissages Scolaires (PNAPAS) delivers Structured Pedagogy as its primary approach in French and mathematics, with Teaching at the Right Level integrated as a complementary remediation track for learners with specific gaps. The July 2026 FLEX2024 self-report puts formal training coverage at roughly 75% of foundational-level teachers (pre-school through CE1): approximately 66,000 educators and pedagogical support staff in the 2024 first cohort, plus 37,727 CE1 teachers and school directors in a 2025 second cohort. Learner to textbook ratios in literacy and numeracy are reported at 1:1, and PNAPAS consolidates lessons from five earlier pilot projects (PAPSE, PALEC, PEC, PNAAF and AVSI) into a single national programme with harmonized teacher guides, structured lesson plans and regular classroom coaching by inspectors and pedagogical advisors.

Source: Côte d'Ivoire, FLEX2024 Commitments Tracking Form, Jul. 2026.



Angola and Egypt

Central and North Africa

Targeted instruction reaching tens of thousands of students

Angola's Aprendizagem na Idade Certa, a TaRL-based remedial programme, benefited over 36,000 students in its 2024–2025 rollout and is cited by FLAT 2025 as the continent's leading "Championing" example on the "Prioritize the fundamentals" dimension. Egypt's National Programme for Developing Arabic Language Skills reached over 190,000 students with five hours of structured literacy instruction per week over a twelve-week period.

Source: UNICEF, Foundational Learning Action Tracker — Results for Africa, Oct. 2025.

Additional government-led adopters of TaRL or structured/targeted instruction include Botswana, Ghana, Madagascar, Niger and Mali, with Malawi reported at the March 2026 AFLMC meeting as piloting TaRL with national scale-up planned — illustrating a credible pipeline of countries moving from pilot to scale, even as the continental 25% scale-up rate underscores how much further this recommendation has to travel.

Botswana's adoption illustrates the evidence-use dimension of Recommendation 3 rather than raw scale: ADEA's July 2026 companion synthesis describes government-led adaptation of TaRL guided explicitly by learning-assessment data, with continuous monitoring feeding adjustments back into implementation — an evidence-to-adaptation loop that is more fully documented for Botswana than for most other adopters in this list.



Niger

West Africa, Francophone

A named remediation package with a documented materials and evaluation base

Niger's July 2026 FLEX2024 self-report identifies three named instruments as its evidence-based approach to foundational learning: the Stratégie de Remédiation Pédagogique (SRP), the Paquet Minimum Axé sur la Qualité (PMAQ), and a digital-coaching component for teachers. The Ministry of Education reports having formally trained 58.67% of teachers in these approaches, with learner to textbook ratios of 3:1 for literacy and 5:1 for numeracy — compared to the 1:1 ratios reported by several trailblazer peers elsewhere in this analysis. Niger reports two national evaluations of its evidence-based approach conducted since 2024, alongside PASEC 2019 as its most recent regional evaluation reference point. The Ministry also reports a formalized teacher mentoring and coaching system — the Cellule d'Animation Pédagogique (CAPED) and MINI-CAPED — which it credits with contributing to overall system performance, and cites Read@Home, the Stratégie de Scolarisation Accélérée Passerelle (SSAP), the Centre Communautaire d'Éducation Alternative des Jeunes (CCEAJ) and renovated Quranic schools as documented practice examples — evidence relevant to Recommendation 5's advocacy agenda as well as to scaling.

Source: Niger, FLEX2024 Commitments Tracking Form, Jul. 2026.



South Sudan

East Africa

The earliest-stage submission in this tracking round, reported transparently

South Sudan describes TaRL at the assessment and school-selection stage: an initial assessment has been conducted and 111 schools selected for piloting, but implementation had not yet begun as of the reporting date. Data is not readily available on the percentage of teachers formally trained and for learner to book ratios in literacy, numeracy and soft skills; the same for national or regional evaluations of any evidence-based approach since 2024.

Source: South Sudan, FLEX2024 Commitments Tracking Form, Jul. 2026.



Malawi

Southern Africa — FLEX2026 host

BEFIT scale-up paired with a self-reported national-evaluation gap

Malawi's July 2026 FLEX2024 self-report confirms Structured Pedagogy and TaRL as its two evidence-based approaches, with 50% of teachers — concentrated in Standards 1–4 — formally trained, and a 1:1 learner to book ratio reported for both literacy and numeracy (the soft-skills ratio was not reported). Notably, the Ministry of Education reports zero national or regional evaluations of its evidence-based approach conducted since 2024, a gap that sits alongside the pilot-level randomized evidence already available for BEFIT (0.34 SD literacy, 0.29 SD numeracy gains) — a reminder that programme-level pilot evaluation and a Ministry's own national evaluation cycle can move at different speeds, and are being tracked, and reported, separately. Malawi confirms having a formalized teacher mentoring and coaching system in place, though the submission does not elaborate on its design.

Source: Malawi, FLEX2024 Commitments Tracking Form, Jul. 2026.



Lesotho

Southern Africa

Early-stage TaRL introduction, candidly self-reported

Lesotho reports introducing TaRL, «though still in the initial stage,» alongside a Child Steps early-childhood monitoring tool. Some 566 teachers have been trained on foundational-learning materials for Grades 1–3, piloting is being done in 300 schools, with a 1:1 learner to book ratio reported for literacy and numeracy. The Ministry has conducted no national or regional evaluations of the approach since 2024, as piloting is still in progress, an acknowledgement that distinguishes early implementation from evaluated delivery, and illustrates the range of starting points FLEX2026 may need to accommodate within a single accountability framework.

A pilot now anchored in national policy, with a more precise and modest scale-up baseline

The Ministry of Basic and Secondary Education delivers Structured Pedagogy under the Mainstreaming Effective Intervention Strategies in Schools (MEISS) programme — multilingual scripted lesson plans, teacher professional development, instructional materials, classroom coaching and continuous monitoring. MEISS is now formally anchored in national policy through the Language in Education Policy (2025–2030) and curriculum implementation for ECD Levels 2–3 and Grades 1–3. As of July 2026, 2% of teachers have been formally trained through the MEISS pilot (55 schools, World Bank RISE-funded), with the Ministry targeting roughly 60% coverage when the programme scales nationally from September 2026. The learner to book ratio is reported at 1:5 nationally per EMIS data, reaching 1:1 only within the MEISS and ThinkEqual (174-school, social-emotional-learning) pilots — a reminder that pilot-level and national figures should be read separately. A midline evaluation using EGRA and EGMA assessments has tracked the MEISS pilot's impact since 2024, and a Fidelity of Implementation framework, supported by a Power BI dashboard, now monitors classroom-level delivery. A Teacher Induction and Mentoring System, successfully piloted, remains constrained from national rollout by funding.

Reading Recommendation 3 jointly with this commitment, the post-Kigali period has produced substantially stronger evidence than FLAT alone records. Zambia's Catch-Up programme, profiled above, now has national trial evidence: a randomized controlled trial (2022–2024; J-PAL, TaRL Africa, VVOB and the Ministry of Education; principal investigator Andreas de Barros) found gains of 0.10 standard deviations in literacy and 0.15 in numeracy — rising to roughly 0.40 SD on the specific mathematics competencies targeted — at approximately US\$4.80 per child per year, placing it as one of the most cost-effective large-scale education interventions evaluated. This progress could be enhanced save for the constraints: average daily attendance was 50.4%, falling to 33% during Catch-Up sessions, and an additional continuous-professional-development layer nearly doubled cost while producing no additional learning gains. Catch-Up now operates in all provinces, reaching more than one million learners a year.

Sierra Leone's teacher-training figures of more than 28,000 cumulatively, self-reported at the 10th AFLMC meeting, are corroborated by independent documentation: World Bank and GPE records describe roughly 8,000 Primary 1 teachers trained in systematic phonics (built out from 30 master trainers and a 40-school materials pilot) and more than 12,000 in-service teachers trained on a new Grade 1 numeracy package, with UNICEF Innocenti publishing a dedicated 2025 lesson-learning study on scaling structured pedagogy in the country. **Ghana** has trained more than 72,000 teachers under GALOP, with its Differentiated Learning model (DL+) being prepared for rollout to all public primary schools; in **Nigeria**, the TaRL

footprint now spans roughly 2,000 schools, with Kebbi and Kaduna committing state funds and Lagos co-designing its own model after a peer-learning visit to Kaduna. **Malawi**, the FLEX2026 host, is scaling BEFIT (Building Education Foundations through Innovation and Technology), a government-led, GPE Multiplier-supported tablet-based programme delivering one course content in Chichewa, from an initial 500 schools towards all 6,000 public primary schools — about 3.8 million learners a year in Standards 1–4, at a full-rollout capital cost of around US\$220 million. Pilot RCT evidence showed gains of 0.34 SD in literacy and 0.29 SD in number identification; national-scale results are still emerging.

Lusophone foundational learning systems are converting the same agenda into delivery, albeit from a lower and less visible evidence base. **Mozambique**, a member of the original World Bank Accelerator cohort, is implementing Aprender+, a structured early-reading programme for Grades 1–2 developed by MINEDH with World Bank and Foundational Learning Compact support under the MozLearning project — a response to a baseline in which fewer than 5% of children can read a basic text by the end of Grade 3; Mozambican officials joined **Kenyan, Nigerian** and **Sierra Leonean** delegations on a structured learning journey to **Brazil**’s Ceará state, whose foundational learning turnaround informed the programme’s design. Angola’s Aprendizagem na Idade Certa, cited above via FLAT, is corroborated by non-FLAT sources: UNICEF

Angola documents roughly 500 teachers trained and some 22,000 learners in Grades 3–5 reached through a blended government–private financing coalition (Banco de Fomento Angola, the Government of Austria and church partners), and national state radio reported implementation in 71 schools by February 2025. **Guinea-Bissau**, one of the continent’s systems in transition (27% primary completion), completed its first curriculum reform since the 1980s and by February 2025 had trained 3,015 teachers — half of all Grade 1–4 teachers, across all 560 roll-out schools — supported by tablets pre-loaded with 200 audio lessons in Portuguese and Mathematics, under a GPE/World Bank-financed programme; Grade 5–6 materials are under development supported by UNICEF.

The **Union of the Comoros** uses STATEDUC as its evidence-based pedagogical approach, paired with formal teacher preparation in evidence-based practice — the scaling counterpart to the assessment-institutionalization evidence discussed under Commitment 3 below. The **Central African Republic**, in ADEA’s July 2026 companion synthesis, illustrates a further point on this spectrum: a capacity-constrained system in transition where the immediate task is less about scaling a named pedagogy and more about transition-aware planning and service continuity — sustaining any foundational-learning delivery pending stronger institutional and financing capacity. **Somalia**’s July 2026 self-report describes a comparable position: a Ministry of Education, Culture and Higher Education-led and UNICEF-supported TaRL pilot, evaluated with positive results, is being progressively institutionalized through pre- and in-service teacher training and a decentralised, Federal Member States-led cascade of continuous professional development.

Sources: J-PAL, Zambia Catch-Up randomized evaluation (2025); TaRL Africa (2026); World Bank Africa Can blog and GPE, Sierra Leone (2025); UNICEF Innocenti (2025); World Bank and UNICEF Ghana (2025–2026); GPE and Global Schools Forum, BEFIT documentation; World Bank Africa Can and MozLearning documentation, Mozambique (2024); UNICEF Angola and Rádio Nacional de Angola (2024–2025); GPE, Guinea-Bissau (Feb. 2025).

Multilingualism and translanguaging (weaving Recommendation 2)

This recommendation has the deepest existing policy base of the six. According to UNESCO’s World Inequality Database on Education, marked on International Mother Language Day 2025, children in Africa who learned in a familiar language were 30% more likely to read with understanding by the end of primary school than those taught in an unfamiliar language. UNESCO further reports that **Mozambique**’s shift to bilingual instruction in primary education increased learning rates by 15%. **Senegal**’s self-report provides a concrete implementation example within this wider policy agenda: bilingual CI and CP classes are fully staffed with formally trained teachers under the country’s current foundational learning package, linking language-of-instruction policy more directly to teacher preparation and materials provision.



One of the continent's most advanced mother-tongue assessment rollout

Mother Tongue-based Bilingual Education (MTbBE), piloted in the Eastern Cape from around 2010–2012, was rolled out from Grade 4 in 2025 in Mathematics and Natural Science & Technology. By late 2025, 11,948 schools across all nine provinces were implementing MTbBE, reinforced by the BELA Act (2024) and the 1997 Language-in-Education Policy. The first MTbBE Grade 4 assessments were written on 24–25 November 2025, with language weighting beginning at 80:20 (mother tongue: English) in Grade 4 and shifting to 50:50 by Grade 7 — one of the most systematic, assessment-backed mother-tongue transition model on the continent.

Source: South African Government, Minister Siviwe Gwarube statement, 24 Nov. 2025; South Africa DBE.



Demonstrated learning gains from bilingual instruction

Bilingual education has expanded to roughly a quarter of Mozambique's schools. The USAID-funded Vamos Ler! programme (from 2017, approximately 2,000 schools) lifted Grade 3 minimum reading proficiency from 4.9% in 2016 to 43.2% in 2021 in the regions where it operated — among the most strongly evidenced multilingual-instruction results on the continent.

Source: Creative Associates International, Vamos Ler! programme results, 2017–2021; UNESCO, 2025.



Early-grade reading in national languages

The USAID-funded Lecture Pour Tous programme (2016–2021, approximately US\$70 million, implemented by Chemonics) built a national early-grade reading programme in Wolof, Pulaar and Seereer, working through school management committees and women's associations across six regions. ARED's real-time bilingual model and the 2020 harmonized bilingual education framework (MOHEBS) continue this work.

Source: USAID/Chemonics, Lecture Pour Tous programme documentation, 2016–2021.



Recent policy steps reported since the Triennale

In its 2025–26 reforms, Mali elevated national languages to official status to strengthen foundational learning, alongside declaring 2026/27 its year of education. Eritrea delivers foundational instruction in nine languages. Both were reported as concrete progress at the 10th AFLMC meeting on 26 March 2026, the first country update since the Triennale.

Source: ADEA, 10th AFLMC meeting read-out, 1 Apr. 2026.

Additional countries with mother-tongue or multilingual foundational learning policies include Ethiopia, Niger, Burkina Faso, Cameroon (operating dual Francophone/Anglophone systems), Tanzania (Kiswahili-medium instruction) and Zambia (local-language early reading materials). Ghana's Deputy Minister Clement Abas Apaak underscored a renewed national focus on mother-tongue instruction at the Triennale's close, clarifying the approach as bilingual rather than a replacement for English-medium instruction.

Two further Francophone developments since Kigali strengthen this recommendation's institutional base. Senegal's bilingual national-language model continues to expand, and ARED, its long-standing national-language instruction partner, won the 2025 Yidan Prize — international recognition of an African-grown multilingual pedagogy. Mauritania, host of the Nouakchott Declaration, created a National Institute for the Promotion of National Languages under its École Républicaine reform and PNDSE III (2023–2030), tasked with selecting and training teachers of national languages and drafting their curricula — the kind of standing institutional machinery that Recommendation 2 requires if multilingual policy is to outlast individual Ministers.

Sources: Gates Foundation and Yidan Prize reporting on Senegal (2025); Government of Mauritania, PNDSE III / École Républicaine documentation (2024–2026).

School readiness, retention and transition (weaving Recommendation 4)

Primary completion rate for a large part of Africa stood at roughly 67.5% in 2019, with a primary survival rate of approximately 68.3% and net primary enrolment around 79% (2018); more than 100 million children across Africa remain out of school. FLAT 2025 report's "Reach every child and keep them in school" dimension is, notably, the continent's strongest RAPID dimension at 3.1 of 4, with **Botswana, Lesotho and South Africa** identified as leading countries — suggesting that this recommendation, while still demanding, builds on the most established continental foundation of the six.



Rwanda
East Africa

Systematic pre-primary expansion strategy with a numerical target

Rwanda demonstrates a mixed but increasingly systematized instructional model: TaRL or Remedial Education at national scale, structured pedagogy in selected schools, and Learning Through Play in selected pre-primary schools. TaRL is embedded in the national curriculum, Learning Through Play is integrated into the pre-primary curriculum, 98.8% of pre-primary teachers are reported trained on Learning Through Play, 100% of lower-primary teachers on remedial education strategies, and 65% of lower-primary teachers on structured pedagogy, with a reported 1:1 learner-book ratio for literacy and numeracy in lower primary. Rwanda has also established a dedicated Foundational Learning Delivery Unit since the Triennale.

Source: Rwanda's July 2026 submission.



Sierra Leone
West Africa

Enrolment surge paired with pre-primary teacher pipeline

Sierra Leone's Free Quality School Education programme raised enrolment from under 2 million (2018) to over 3 million (2021). Its partnership with GPE, running through 2027, supports training over 10,000 pre-primary teachers and reaching over 306,000 children, complemented by an Education Outcomes Fund-supported early childhood programme (approximately US\$15 million) reaching over 29,000 children across 87 community early childhood development centers. The country also reported training over 28,000 teachers in evidence-based pedagogy at the March 2026 AFLMC meeting, the single largest country-reported teacher-training figure since the Triennale.

Source: Global Partnership for Education; Education Outcomes Fund; ADEA, 10th AFLMC meeting read-out, Apr. 2026.



South Africa and Namibia

Southern Africa

Sub-national government co-financing of TaRL at scale

South Africa's early childhood care and education programme, expanding under an Education Outcomes Fund-supported portfolio, shared with Rwanda and Sierra Leone (over US\$57 million combined), continues the function transfer of ECD into the basic education sector completed in the early 2020s. Namibia reported in March 2026 that it is integrating early childhood development into its education system alongside inclusive, multilingual assessments, directly linking Recommendations 2 and 4.

Source: Education Outcomes Fund; ADEA, 10th AFLMC meeting read-out, Apr. 2026.



3.3 Commitment 3



Strengthening Data, Evidence, Assessment and Accountability

The second Kigali commitment — identify, adapt, and scale proven interventions responsive to national contexts and implementation realities — is where classroom change happens or does not. Three Triennale recommendations weave into it: Recommendation 3 on evidence-based pedagogies is its direct instrument; Recommendation 2 grounds scaling in the language children understand; and Recommendation 4 ensures children arrive, stay and transition so that scaled instruction actually reaches the children.

Country-level technical support for data (weaving Recommendation 1)

This recommendation calls for strengthened country capacity to generate and use foundational learning data. It is closely linked to Recommendation 6 and to two Africa-led mechanisms showcased at the Triennale: the Africa Foundational Learning Assessment Initiative (AFLAI) and ADEA's five-year Tackling Education and Skills Data Challenge in Africa (ESDC) initiative. AFLAI was co-created at a September 2024 Nairobi convening of thirteen countries, with support from ADEA, Kenya National Examinations Council (KNEC), University of Cape Town's DataFirst/ AFLearn Hub, and Gates Foundation, as a response to the decline in external assessment financing following the 2025 USAID withdrawal. A March 2026 AFLAI co-design workshop in Cape Town brought together PASEC, the Eastern Africa Regional Centre (EARC), DataFirst and national examination councils.



Kenya
East Africa

National assessment system as part of the continental reference point

The Kenya National Examinations Council (KNEC) operates one of the continent's more robust national assessment infrastructures and is a technical partner in the new AFLAI initiative, illustrating the kind of country-level technical capacity Recommendation 1 seeks to generalize.



Rwanda
East Africa

NESA, a strong institutional body for national assessment

Rwanda reports a comparatively strong institutional architecture for foundational learning assessment through NESA, including Termly Comprehensive Assessment for all grades, LARS for P3, P6 and S3 every two years, and annual national examinations at P6, S3 and S6. The Ministry states that these data are used to identify learning gaps, inform policy and planning, guide programme design and targeting, and improve assessment instruments, while also acknowledging that routine classroom-level use of assessment results still needs strengthening. Rwanda submits learning-related indicators for global SDG 4 monitoring and participates in PISA 2025, even though it is yet to submit foundational learning assessment data to continental platforms



Côte d'Ivoire

West Africa, Francophone

Data used as the explicit basis for national reform

Côte d'Ivoire used its PASEC 2019 results — which found only 17% of children reached a sufficient mathematics level by the end of primary school — as the explicit evidentiary basis to launch the États Généraux de l'Éducation Nationale and the PNAPAS early-reading programme, a clear example of data driving decision-making as called for in Recommendation 1. Its July 2026 FLEX2024 self-report describes an institutionalized assessment system coordinated by the Direction de la Veille et du Suivi des Programmes (DVSP), used explicitly to inform policy, adapt classroom practice, design PNAPAS itself and improve assessment instruments; results feed both continental (PASEC) and global (TIMSS, UNESCO's MILO, and SDG Indicator 4.1.1 monitoring) platforms — one of the more complete data-to-accountability loops among the four countries reviewed in this round.



Zambia

Southern Africa

Multi-instrument national assessment architecture

Zambia runs a National Assessment Survey in Grades 5 and 9, EGRA/EGMA assessments in Grade 2, participates in SEACMEQ at Grade 6 and in PISA for Development. The country also operates a National Learning Assessment Framework — one of the more comprehensive country-level data architectures on the continent, and a first-mover in piloting the new FLEX Indicators framework ahead of FLEX2026.



Senegal & Ghana

West Africa

National rollout of continental data tools

Senegal has launched the Tackling Education and Skills Data Challenge in Africa (ESDC) initiative and hosts PASEC's secretariat function via CONFEMEN. Ghana launched FLAT nationally on 27 October 2025 – ahead of the ADEA Triennale, in partnership with UNICEF and the Hempel Foundation, at the Accra College of Education.

Sources: ADEA, Triennale Outcome Document, Nov. 2025; ADEA, 30 Jul. 2025; UNICEF Ghana, 27 Oct. 2025; Côte d'Ivoire, FLEX2024 Commitments Tracking Form, Jul. 2026.

The Francophone backbone of the Kigali data commitment is **PASEC 2024**, which expanded to 21 sub-Saharan countries (from 10 in 2014 and 14 in 2019). It added a lower-secondary module and opened its microdata through a new public data portal. Full country results, expected around FLEX2026, will provide the first citable post-Kigali learning trend for much of Francophone Africa against a sobering 2019 baseline: 48% of end-of-primary pupils at sufficient competency in reading and 38% in Mathematics.

Beneath the continental instruments, national assessment momentum is uneven in ways FLAT does not fully capture. **Chad** (2022), **Togo** (February 2024) and the **Republic of Congo** (September 2024) conducted early-grade assessments; **Burkina Faso** has secured a domestic budget line for its national assessment programme, while **Benin** and **Togo** remain external funder-dependent with no dedicated assessment budget line. The **Union of the Comoros** illustrates a further, less visible gap: its July 2026 self-report states that a national foundational-learning assessment has been developed and implemented, yet the same submission reports that results are not currently transmitted to either continental or global platforms — a reminder that an assessment existing and its evidence entering the continental accountability system are two distinct steps. Having just completed its first-ever National Learning Assessment pilot for Grades 3 and 6, alongside the positive TaRL pilot evaluation,

Somalia reports that this evidence has not yet reached the stage of informing policy or programme design — an important milestone to be attained for a system establishing its foundational-learning assessment architecture for the first time.

Domestically, though, ADEA's July 2026 companion synthesis credits **Comoros** with a fuller data-use loop than most peers in this round: assessment evidence reported as informing policy development, classroom practice, programme design and improvements to the assessment instruments themselves. **Nigeria**, meanwhile, has moved beyond its existing national assessments with a new National Learning Assessment launched under the Nigerian Education Sector Renewal Initiative (NESRI); the same synthesis notes that this evidence is informing programme targeting and policy, even as classroom-level use “remains uneven.”

The Gambia's July 2026 self-report illustrates a third position between these two: no fully-fledged national foundational-learning assessment yet exists, but EGRA/EGMA piloting under MEISS, standardized curriculum-aligned assessment items, foundational-learning screener tools, and a National Foundational Learning Assessment Framework and Assessment Policy under development together describe genuine work in progress rather than a standing start — with interim evidence already submitted to global platforms (UIS, UNICEF, SDG Indicator 4.1.1) ahead of continental submission, which the Ministry states it is still working to align to international standards. This speaks directly to ‘the Kigali accountability’ commitment, as external assessment financing declines. **Niger** similarly reports a developed and implemented national assessment, used to inform policy and plans, strengthen classroom practice and design programmes, though its submission points to more limited use of assessment data for improving assessment-instrument design itself, and cites PASEC 2019 as its most recent regional evaluation reference.

Malawi, hosting FLEX2026, has likewise developed a national foundational-learning assessment, yet — as with Comoros — reports no national or regional evaluations conducted since 2024, another instance of the gap between assessment infrastructure and the evaluation cycle needed to act on it.

Sources: CONFEMEN/PASEC (2026); CGD, PASEC analysis (2025); ADEA blog on Francophone national evaluation systems (Benin, Burkina Faso, Togo); Union of the Comoros, Niger and Malawi, FLEX2024 Commitments Tracking Forms, Jul. 2026; The Gambia and Somalia, FLEX2024 Commitments Tracking Forms, Jul. 2026.

Aligning assessments with CESA 26–35 (weaving Recommendation 6)

CESA 26–35, the African Union’s successor strategy to CESA 16-25, places a stronger emphasis on foundational learning than its predecessor, organized around six Strategic Areas including Basic Education (covering foundational literacy and numeracy, socio-emotional and 21st-century skills) and cross-cutting governance, communications and monitoring and evaluation provisions.

The principal instrument for Recommendation 6 is the Continental Assessment Framework for Africa (CAF-Africa), validated at a workshop convened in Livingstone, Zambia, commencing 29 July 2025 by AU-IPED together with ADEA, the Association for Educational Assessment in Africa (AEAA), the UNESCO Global Education Monitoring Report team and the UNESCO Institute for Statistics. CAF-Africa provides a shared, technically grounded approach to reading and mathematics benchmarks aligned to both SDG Indicator 4.1.1 and CESA 26-35. AU-IPED Coordinator, Adoumtar Noubatour, described it as “a statement of our collective ambition.” ADEA’s Senior Programs Officer, Shem Bodo, stressed the “twin challenge” of strengthening both the continent’s two regional assessment bodies — PASEC (Francophone-anchored, via CONFEMEN, with PASEC2024 covering 21 countries across French-, Portuguese- and English-speaking states) and SEACMEQ — and national assessment systems simultaneously.

In November 2025, the African Union convened a follow-up workshop to develop a Foundational Learning Scorecard and the CESA 26-35 cluster architecture, performance indicators and reporting mechanisms. The Africa Foundational Learning Assessment Initiative (AFLAI), launched at the 2025 ADEA Triennale, is a principal vehicle translating Recommendation 6 into country-level technical capacity, working through PASEC, the Eastern Africa Regional Centre (EARC), DataFirst and national examination councils such as KNEC — explicitly framed as a continental response to the ODA decline.

AFLAI’s country-facing work began in early 2026: a February 2026 webinar showcased Kenya (KNEC) and South Africa (DBE) pathways to nationally owned reading benchmarks — South Africa’s empirically grounded benchmarks now spanning 11 languages and drawing on data from more than 35,000 learners — followed by the March 2026 Cape Town co-creation workshop that designed its operational framework with DataFirst, PASEC, SADC and the PAL Network. This is the “Africanization” of assessment capacity that the Kigali data-and-accountability commitment envisaged, arriving exactly as external assessment financing contracts.

Source: ADEA, AFLAI webinar and Cape Town workshop reports, Feb.–Mar. 2026.



Zambia and Kenya *Southern and East Africa*

First movers piloting the FLEX Indicators framework

Zambia and Kenya are the first two countries that piloted the FLEX Indicators accountability framework ahead of continent-wide rollout, directly operationalizing the link between Recommendation 6 and the FLEX2024 Kigali commitments that the indicators are built to track.

Source: ADEA, FLEX2026 concept note and preparatory materials.

PASEC and SEACMEQ themselves remain central to Recommendation 6: PASEC2024, covering 21 countries across French-, Portuguese- and English-speaking states, represents the most geographically diverse PASEC round to date and is positioned as a key empirical test of how well regional assessment harmonization under CAF-Africa is functioning in practice.

3.4 Commitment 4



Using Resources More Intentionally and Efficiently

The fourth Kigali commitment — aligning financing and resource allocation with the interventions most likely to improve learning — has become the binding constraint on all the others since the 2025 ODA shock. Recommendation 5's investment agenda weaves in: financing benchmarks first, then the new co-financing instruments that constitute Africa's first structural response.

Financing benchmarks and the new co-financing wave (weaving Recommendation 5)

The global benchmark of 4–6% of GDP or 15–20% of public expenditure on education, reaffirmed by 17 African Heads of State and Governments and Ministers under the Nairobi Declaration, was expanded by the December 2024 Nouakchott Declaration, which raised the upper GDP bound from 6% to 7%. **Ghana's** Deputy Minister Apaak cited the country's Education Trust Fund (GETFund) at the Triennale as a domestic-financing model worth replicating, and **Zambia's** Minister, Douglas Syakalima, co-led a Triennale call to action that early childhood education “must be prioritized and properly funded.”

Concrete country-level budget-share data against these benchmarks remains rare, but **The Gambia** reports a 25.39% allocation to foundational learning overall, and a specific 0.28% share for in-service teacher training, though textbooks remain an externally funded line without a domestic percentage attached. **Senegal's** submission also usefully narrows the gap for Francophone West Africa: it reports that the elementary education programme accounts for 23.40% of the Ministry of Education budget in 2025 against a 35% target, alongside a textbook allocation of CFAF 3,000,500,000 representing 1.09% of the programme budget in 2026 and CFAF 599,286,127 for in-service teacher training, equivalent to 0.22%. The **Union of the Comoros** reported that 19.38% of its total education budget is allocated to foundational learning (grades to age 10) — the second of the few countries to cite a specific figure.

Lesotho and **Côte d'Ivoire** could not disaggregate a foundational-learning budget share into textbook or in-service teacher-training shares. **Niger** is the first submission in this tracking round to disaggregate all three budget lines across multiple fiscal years: an overall foundational-learning share of 83.07% (2024), 70.41% (2025) and 85.31% (2026) — figures so far above every other country cited here that they likely reflect a narrower budget base or a different definitional scope than other countries' reporting, and could benefit from methodological verification — alongside a textbook-specific share (2.15%, 1.79% and 2.87% across the same three years) and an in-service teacher-training share (0.06%, 0.11% and 0.27%). **Malawi** reports that data is not readily available for any of the three budget-share questions — a transparency gap consistent with several other countries in this round. **Somalia** reports a similar gap: without disaggregated budget tracking for foundational learning, textbooks or in-service teacher training, all such spending remains folded within the broader basic-education budget.

The Kigali commitment to use resources more intentionally and efficiently has produced Africa's first substantial wave of blended and co-financing instruments for foundational learning. Ghana's SCALE agreement (signed 28 May 2025) matches US\$40 million raised by a consortium of the Jacobs Foundation, Fondation Botnar, UBS Optimus and ten cocoa and chocolate companies dollar-for-dollar through the GPE Multiplier, with US\$38.8 million in supplementary grants — US\$118.8 million in additional financing for GALOP, expected to reach more than two million children across roughly 15,000 schools; Ghana has also created a National Research Fund (GHS 50 million seeded from GETFund) and an Education Evidence and Data Lab. Côte d'Ivoire's CLEF facility, a cocoa-industry–philanthropy–government coalition targeting more than four million children, has been complemented by a World Bank-supported debt-for-development swap, redirecting fiscal savings to the education sector.

Amid ODA retreat, several counter-cyclical moves stand out. **Gates Foundation's** April 2025 global education strategy commits more than US\$240 million over four years to India and sub-Saharan Africa (roughly US\$38 million a year more than the prior strategy), and a December 2025 partnership with ADQ will deploy up to US\$40 million for an EdTech and AI fund. In February 2025, World Bank launched **AIM4Learning**, a US\$1.54 billion IDA/IBRD regional programme for Eastern and Southern Africa designed to improve foundational learning for more than 70 million children — one of, if not, the largest single financing envelope directed at foundational learning on the continent since Kigali — while the bank's Accelerator Program expanded its African cohort. In Francophone West Africa, **Mauritania** ratified in October 2025 a US\$44 million IDA financing agreement for the regional Sahel education project. FLIGHT, the US\$35 million government-led fund launched at the Accra Triennale, remained pre-operational as of mid-2026. The challenge is fiscal space: in **Sierra Leone**, debt service consumes roughly a quarter of the national budget, constraining foundational learning financing even where political commitment is strongest.

Sources: World Bank & UNESCO, Education Finance Watch; ADEA, Triennale Outcome Document, Nov. 2025; GPE and Citi Newsroom, SCALE/GALOP announcements (May 2025); UNESCO co-financing case studies (CLEF, SCALE); Devex (28 Jul. 2025) and Gates Foundation (Dec. 2025); World Bank, AIM4Learning press release (20 Feb. 2025), Foundational Learning Compact and Accelerator documentation; Government of Mauritania, IDA financing ratification (Oct. 2025); GPE, Sierra Leone financing blog; The Gambia, South Sudan, Lesotho, Union of the Comoros, Côte d'Ivoire, Niger, Somalia, and Malawi FLEX2024 Commitments Tracking Forms, Jul. 2026.

3.5 Commitment 5



Enhancing Partner Coordination and Alignment

The fifth Kigali commitment — strengthening coordination among governments, development partners and stakeholders to reduce duplication and improve coherence — determines whether the other four commitments compound or fragment the push towards ending learning poverty by 2035.

The coordination commitment is becoming institutionally concrete. Globally, the Global Coalition for Foundational Learning (Gates Foundation, FCDO, UNICEF, UNESCO, World Bank, GPE) anchors the Commitment to Action, and the World Bank's Foundational Learning Compact umbrella trust fund reports leveraging some US\$33.4 billion across 76 countries and territories. At country level, GPE Partnership Compacts in **Ghana, Rwanda and Sierra Leone** organize all partner financing behind a single priority reform through a designated coordinating agency and local education group, and **Rwanda's** annual Accelerator Symposium functions as a standing government–partner accountability forum. The compact model is also proving itself in low-capacity, fragile and small-island contexts: **Cabo Verde's** compact concentrates partner financing on the foundational years, prioritizing equitable preschool expansion and early-grade quality; **Guinea-Bissau's** compact organizes partners around access, retention and teaching quality from preschool to lower secondary, with the local education group credited with sustaining sector dialogue through political instability, while government expenditure on education rose from 14.5% of total expenditure in 2020 to 17.7% in 2022; and **São Tomé and Príncipe** has likewise signed a compact.

Rwanda's provides a clear example of a functional national coordination mechanism for foundational learning. The Ministry of Education's Delivery Unit coordinates with agencies and development partners, holds monthly workstream meetings, and quarterly Steering Committee meetings chaired by the Minister, which reviews implementation progress against priority strands of the Foundational Learning Strategy

In philanthropy, the Hempel Foundation–Human Capital Africa partnership is explicitly shifting from parallel implementation towards “system-aligned philanthropy,” and a new African Philanthropy Coalition and an African CEOs Coalition for Foundational Learning were launched to mobilize domestic private resources — an early institutional response to the coordination vacuum left by USAID's withdrawal. National coordination mechanisms show a similar range in the July 2026 FLEX2024 tracking round: **Côte d'Ivoire** reports the most institutionalized arrangement, with technical committees meeting monthly and a steering committee quarterly, plus extraordinary sessions as needed; **The Gambia's** Technical Working Group and **Comoros' national mechanism** meet quarterly and twice yearly respectively; **Niger** reports a permanent coordination mechanism running from the central to decentralized levels; **Malawi's** Foundational Learning Steering Committee, chaired by the Minister of Education, meets twice a year; **Nigeria** coordinates through a National Education Group Sub-Committee dedicated to foundational learning, per ADEA's July 2026 companion synthesis; and **Somalia** reports a Ministry-led national coordination mechanism bringing together the Federal Member States and development partners through routine technical meetings and periodic high-level Steering Committee sessions; and **Lesotho and South Sudan** report not having a functional national coordination mechanism — a gap worth direct follow-up given Commitment 5 is precisely what the coalition exists to strengthen.

Sources: World Bank, Foundational Learning Compact overview; GPE partnership compacts and country pages (Ghana, Rwanda, Sierra Leone, Cabo Verde, Guinea-Bissau, São Tomé and Príncipe); ADEA and Hempel Foundation/HCA partnership reporting (2026); African Union, CESA 26-35 and ELPAF campaign materials; The Gambia, South Sudan, Lesotho, Union of the Comoros, Côte d'Ivoire, Niger, Somalia, and Malawi FLEX2024 Commitments Tracking Forms, Jul. 2026.



4. The Implementation Backbone: AFLMC, FLEX Indicators Framework, FLIGHT and AFLAI

Four Africa-led mechanisms form the connective tissue between the Kigali commitments and FLEX2026 accountability: the **Africa Foundational Learning Ministerial Coalition** is the political engine, **FLEX Indicators Framework** the measurement backbone, **FLIGHT** one of the key financing models with great potential once operationalized, and **AFLAI** the technical assessment platform linked to the Continental Assessment Framework (**CAF-Africa**). Apart from the Coalition, each remains in early rollout, not yet fully demonstrated, in the delivery architecture.

Strengthening the effectiveness of AFLMC

This Coalition is the political engine. Co-convened by ADEA and Human Capital Africa, it has established a genuine post-Kigali engagement process: the 8th meeting (July 2025) endorsed the FLEX Indicators Framework and confirmed technical focal points in 29 countries; the 10th session (March 2026) held the first country-by-country progress update since the Triennale; and the 11th one (June 2026) finalized Ministerial alignment for FLEX2026 — giving the continent, for the first time, a standing Ministerial forum that meets between the high-level forums rather than only at the forums.

Strengthening the Coalition's effectiveness is the first-order task, ahead of the newer mechanisms. Four steps stand out: converting Ministerial self-reports into verified reporting by routing coalition updates through the FLEX Indicators Framework; insulating continuity from the sometimes limited tenure of education Ministers through the more 'permanent' technical focal points and dedicated secretariat capacity; feeding the Coalition's resolutions into the grant criteria of models like FLIGHT and technical workplans of AFLAI and CAF-Africa, so that the political, financing and technical arms of this backbone pull in one direction; and anchoring the FLEX2026 resolutions in time-bound, indicator-linked targets that makes it easy and consistent to update the Coalition's regular meetings.

The FLEX Indicators Framework

The framework maps directly onto the five FLEX2024 Kigali commitments — inter-country collaboration, scaling evidence-based approaches, data and accountability, efficient resource allocation, and partner coordination. A select number of countries are piloting the framework, with full continental rollout expected after FLEX2026.

FLIGHT

FLIGHT is a US\$35 million, government-led reform fund supporting country-driven foundational learning initiatives. As of the March 2026 AFLMC meeting, FLIGHT had recruited an Executive Director and finalized its fiscal sponsorship arrangements, positioning it for active grant-making ahead of FLEX2026.

Fuller detail underlines why FLIGHT's impact remains prospective. Announced at the ADEA Triennale in October 2025 with initial funding from Echidna Giving, Gates Foundation, Hempel Foundation and Federer Foundation, the fund has recruited Joan Oviawe as Executive Director and, at the 11th session of AFLMC in June 2026, introduced an Expression of Interest process and country-readiness survey ahead of FLEX2026 — but no first cohort of countries or disbursements had been publicly named as of mid-2026.

AFLAI (Africa Foundational Learning Assessment Initiative)

Co-created at a September 2024 Nairobi convening of thirteen countries and formally launched at the 2025 Triennale, AFLAI builds African-led assessment capacity in direct response to the decline in externally funded testing programmes following the USAID withdrawal. Its March 2026 co-design workshop in Cape Town convened PASEC, the Eastern Africa Regional Centre, DataFirst and national examination councils, anchoring Recommendations 1 and 6 in a shared technical platform.

5. Cross-Cutting Findings and Risks

5.1 A consistent “policy strong, delivery needs improvement” pattern

Across all six recommendations, the evidence shows Africa’s foundational learning agenda is strongest at the level of policy design, institutional architecture and continental coordination — CESA 2026–2035, CAF-Africa, MTbBE, AFLAI — and weakest at the point of classroom-level, at-scale delivery, where FLAT 2025 report’s 25% rate of evaluated, nationally-scaled evidence-based programmes is the most concrete single indicator. This mirrors the finding of ADEA’s prior FLEX2024 commitments analysis, reinforcing that this is a structural, multi-year continental challenge rather than of any single tracking exercise. ADEA’s July 2026 companion synthesis of all 25 FLEX member countries reaches the same conclusion independently, finding that political commitment is “not sufficient to deliver sustained improvements in learning” without matching implementation capacity.

5.2 Financing continues to be the binding constraint

Many of the flagship programmes profiled in this analysis — Tusome, Lecture Pour Tous, Vamos Ler!, national EGRA/EGMA rounds, and PASEC itself — were substantially externally-financed. The 2025 USAID withdrawal and the broader, multi-year ODA decline to education place these gains at genuine risk, even where domestic political commitment (e.g., Sierra Leone, Rwanda, Ghana’s GETFund) is strong. The African Education, Science, Technology, and Innovation Fund (AESTIF) and FLIGHT are the principal Africa-led financing responses, but neither has yet been tested at the scale that external financing previously provided.

The scale of the shock can now be quantified. The European Training Foundation’s April 2025 analysis records 396 USAID education programmes cancelled across 58 countries; USAID had been the world’s largest bilateral

education donor, with over US\$1 billion in annual allocations and roughly US\$680 million for primary education in 2024 alone. Concrete African losses include Nigeria’s LEARN to Read (2022–2026) and Opportunities to Learn (2022–2027) programmes, closed abruptly with teacher retrenchments and school closures in conflict-affected areas, and Mali’s US\$25 million Shifin ni Tagne local-language literacy programme, which had taught some 20,000 Malians to read and write.

UNICEF’s September 2025 analysis projects ODA to primary education falling by US\$856 million (34%) between 2023 and 2026 within a US\$3.2 billion (24%) decline in total education aid, with an estimated US\$164 billion in lifetime earnings at stake — figures that frame both the urgency of the co-financing instruments and the limits of what they can realistically replace.

A related, more granular gap surfaced in the July 2026 FLEX2024 implementation tracking by ADEA: of the eight countries reviewed — **Côte d’Ivoire, Lesotho, Malawi, Niger, Senegal, South Sudan, The Gambia**, and the **Union of the Comoros, Senegal and Niger** could report both textbook- and in-service-training-specific shares, while The Gambia could report only the in-service training line. Senegal’s submission is especially useful because it reports all three levels in a directly interpretable way: 23.40% for the elementary education programme within the Ministry budget in 2025, 1.09% for textbooks in 2026, and 0.22% for in-service teacher training in 2026. Malawi reported that budget data was not readily available for any of the three lines, illustrating that the transparency gap persists even among the most recent submissions. South Sudan reports its education budget in a different, non-comparable format (15% to early childhood education, 30% to the primary section, rather than a single foundational-learning figure), underscoring that financing transparency is not simply a binary present/absent gap but also a comparability challenge across countries reporting in different terms. Closing this more granular financing-transparency gap will need dedicated country-level follow-up for future reporting on Commitment 4.



5.3 Multilingual policy ahead of multilingual practice

Research consistently finds a gap between mother-tongue or multilingual policy adoption and actual classroom practice, with teachers in South Africa, Mozambique and Cameroon repeatedly reporting reverting to the dominant or examination language. South Africa's assessment-backed MTbBE rollout, with graduated language weighting through to Grade 7, is the most deliberate continental attempt to close this gap and merits close monitoring as a potential model for other countries.

6. Conclusion

Africa's foundational learning agenda now has a clear continental backbone and real early movement. FLEX2026, however, should be the inflection point where the political ambition, assessment architecture and financing translate into accelerated, classroom level delivery in a widening group of countries. Read together, FLEX2024's five commitments and the six 2025 ADEA Triennale recommendations have given the continent its most coherent operating framework to date for ending learning poverty by 2035, under the institutional continuity of the AU Decade of Accelerated Action for the Transformation of Education and Skills Development in Africa 2025-2034.

The second section set out this framework: FLEX2024's commitments as the main focus and the Triennale recommendations as their instruments, with Recommendation 5 woven into Commitment 1, Recommendations 3, 2 and 4 into Commitment 2, and Recommendations 1 and 6 into Commitment 3. Section 4 complemented this framing with the implementation backbone — the Africa Foundational Learning Ministerial Coalition (AFLMC), the FLEX Indicators Framework, FLIGHT and AFLAI — linking political leadership, measurement, assessment capacity and financing in ways that were largely absent before Kigali.

The core cross cutting finding is a persistent 'policy strong, delivery needs improvement' pattern. Across the 52 African countries with FLAT data, continental progress remains at an average established level, with very few countries recording substantial rating gains since 2024 — confirming that ambitious policy and programme design are yet to be matched by commensurate gains in learning outcomes.

This review highlights three risks that could stall progress even where political commitment is strong: (i) multilingual policy remaining ahead of multilingual practice, especially where Recommendation 2 has not yet translated into classroom language reform; (ii) uneven institutionalization of assessment and data use cycles under Recommendations 1 and 6, including gaps in transmitting national results to continental and global platforms; and (iii) financing as the binding constraint in the wake of USAID's withdrawal and wider ODA decline, with many flagship reading and assessment programmes relying heavily on external funding. Without deliberate action on these fronts, the continent risks consolidating a situation where foundational learning is politically prioritized and technically measured, but insufficiently funded, implemented or monitored at the classroom level.

Against this backdrop, FLEX2026 in Lilongwe must move the system from declaration to results. At continental level, this means using the FLEX Indicators Framework to lock in time bound, commitment linked targets and anchoring AFLMC resolutions in verified, indicator based reporting rather than narrative self report alone. At country level, Ministers and technical focal points need to use the framework to prioritize the scale up of evaluated pedagogies, close assessment transmission and data use gaps, and protect or expand domestic foundational learning budget shares even as external funding decreases.

Finally, this progress review since FLEX2024 underscores that Africa now possesses the institutional tools to deliver on the pledge to end learning poverty by 2035, but their impact will depend on how forcefully governments, partners, parliaments and communities use them over the next decade. FLEX2026 is the moment to align the political engine, financing instruments, and technical platforms behind a shared continental expectation: that foundational learning reforms are not only announced and measured, but implemented at scale in every classroom, in every language, for every child

7. Implications for FLEX2026

FLEX2026 should be used not as another reaffirmation moment, but as the point at which the five Kigali commitments are translated into a tighter delivery compact:



- Under Commitment 1, Ministers should strengthen the Africa Foundational Learning Ministerial Coalition's accountability function and sustain political ownership beyond short Ministerial tenures.
- Under Commitment 2, countries should prioritize scaling evaluated pedagogies, multilingual delivery and school-readiness measures where evidence is already strongest.
- For the third commitment, the immediate task is to close the gap between assessment production, transmission and actual use in policy and classrooms through the FLEX Indicators, CAF-Africa and AFLAI.
- Under Commitment 4, governments and partners should protect and expand domestic financing for foundational learning in response to shrinking aid and use agreed benchmarks to sharpen budget advocacy.
- Under Commitment 5, ADEA, AU, development partners and civil-society networks should use FLEX2026 to reduce fragmentation around a single Africa-led implementation backbone.

Put differently, Lilongwe should judge progress less by the number of commitments restated than by whether countries leave with clearer targets, stronger reporting discipline, and a more credible path from policy architecture to scaled classroom delivery.

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9. Annex 1: Country Case Studies – Reform Pathways

The following country reform pathways should be read as illustrative examples within the broader continental landscape presented in Chapter 3. They are not intended to represent the full scope of progress across the FLEX community. Rather, they bring the continental synthesis to life by demonstrating how countries are advancing foundational learning through different reform entry points, implementation approaches and system contexts.

Rwanda illustrates the role of political leadership, system alignment and sustained national commitment in advancing foundational learning reforms. Sierra Leone highlights the importance of teacher development, structured pedagogy and implementation support. Malawi illustrates how foundational learning priorities can be advanced through teacher support, implementation at scale and sustained reform momentum. Botswana demonstrates how assessment, evidence and targeted instruction can strengthen learning outcomes. Côte d'Ivoire shows how structured pedagogy approaches can be integrated within national education systems and taken to scale. Comoros provides lessons in system strengthening, resource prioritisation and reform in a small-state context. Mozambique illustrates the importance of multilingual and context-responsive approaches. The Central African Republic highlights the challenge—and necessity—of sustaining foundational learning reforms in fragile and capacity-constrained environments. Somalia illustrates how early-stage institution-building, pilot evidence and decentralised delivery can lay the groundwork for foundational learning reform in a newly re-engaging system.

These examples are presented as learning cases rather than models to be replicated. They do not constitute a ranking of performance, nor are they intended to suggest that progress is limited to the countries featured in this chapter. Instead, they demonstrate the diversity of reform pathways emerging across the FLEX community and provide practical insights that may inform policy dialogue, peer learning and future implementation efforts across Africa.

Countries such as Sierra Leone and Rwanda also hold particular significance in the history of FLEX as hosts of the 2023 and 2024 Exchanges, respectively. Their experiences are therefore referenced not only for their reform journeys but also for their contribution to advancing the continental foundational learning agenda.



CASE STUDY 1: RWANDA

Pathway 1 • Strong Implementation Momentum

Country Context

Rwanda has positioned foundational learning at the center of its education reform agenda and, as host of FLEX 2024, has also held a visible leadership role in the continental agenda. The July 2026 Rwanda FLEX2024 Commitments Tracking Form strengthens this picture by showing a more explicit delivery architecture built around a Ministry Delivery Unit, regular review cycles, curriculum-linked pedagogies, institutionalized assessment, and continued engagement with regional and global foundational learning platforms.

Why Rwanda Is Included

Rwanda shows how political commitment is being translated into implementation routines rather than remaining at the level of broad policy intent. The evidence is more specific and shows a country combining political visibility, structured coordination, teacher support, assessment use, and selective but meaningful evidence on programme effectiveness.

Reform Pathway

Leadership → System Coordination → Scaling → Learning Improvement

Rwanda's evidence suggests a reform pathway in which political commitment is being operationalized through a dedicated coordination structure, scaled instructional approaches, and routine use of assessment and programme evidence to guide system decisions.

Translating the Kigali Commitments into Action

Kigali Commitment	Evidence from Rwanda
Leadership & Collaboration	Hosted FLEX 2024 and championed the Kigali Declaration for Action. Ministerial attendance at quarterly Coalition meetings has been intermittent: the Minister attended 1 of 4 meetings in 2025 and none of the 2 held in 2026 to date, while the Foundational Learning Coordinator attended both 2026 Coalition meetings and two technical preparation meetings for FLEX 2026
Political Engagement & Knowledge Exchange	Has a Foundational Learning Strategy and active participation in knowledge-sharing events, including the March 2026 Fun Learning Conference, the January 2026 5th National Early Childhood Development Conference, the May 2026 Global Technical Financing Forum on Early Childhood Development, the 2025 and 2026 State of Education conferences, and the 2025 ADEA Triennale where Rwanda presented progress on foundational learning and its commitment to end learning poverty by 2035.
Evidence-Based Approaches	Teaching at the Right Level (TaRL) or Remedial Education at national scale, structured pedagogy in selected schools, and Learning Through Play in selected pre-primary schools. TaRL is embedded in the national curriculum, while Learning Through Play is integrated into the pre-primary curriculum.
Teacher Development & Materials	98.8% of pre-primary teachers were trained on Learning Through Play, 100% of lower-primary teachers were trained on remedial education strategies, and 65% of lower-primary teachers were trained on structured pedagogy. It also reports a 1:1 learner-book ratio for literacy and numeracy in lower primary, with soft skills embedded in literacy, numeracy, and supplementary materials.
Data, Assessment & Accountability	Foundational learning assessment is institutionalized through NESA using Termly Comprehensive Assessment for all grades, LARS for P3, P6 and S3 every two years, and annual national examinations at P6, S3 and S6. These data are reportedly used for planning, policy decisions, programme design, learner support, and improvement of assessment instruments, although classroom-level use still needs strengthening.
Resource Efficiency	One national evaluation since 2024: a Ministry analysis of the Remedial Learning Programme that found it cost-effective and associated with reduced repetition across primary education, helping inform additional financing for the holiday remedial programme. However, data not readily available regarding the budget-share indicators on overall foundational learning, textbooks, and in-service teacher training.
Partner Coordination	Functional national coordination mechanism centred on a Ministry Delivery Unit that oversees implementation of the Foundational Learning Strategy. The Delivery Unit team meets weekly, workstream review meetings are held monthly, and a quarterly Steering Committee chaired by the Minister of Education reviews progress with agencies and development partners.

Key Lessons from Rwanda

- **Political commitment needs delivery structures.** Rwanda's case shows that high-level leadership becomes more credible when anchored in a standing Delivery Unit with regular review cycles and minister-chaired oversight.
- **Curriculum embedding matters for sustainability.** Integrating TaRL into the national curriculum and Learning Through Play into the pre-primary curriculum reduces the risk that effective approaches remain short-lived pilots.
- **Teacher development can be systematized.** Rwanda's Continuous Professional Development framework, including weekly time for Communities of Practice and mandatory courses on key pedagogies, links reform ambition to routine teacher support.
- **Assessment systems are most valuable when they shape action.** Rwanda demonstrates strong assessment architecture and policy use of data, while also showing that classroom-level data use remains the next implementation frontier.
- **Evidence can inform resource decisions even when budget tagging is weak.** The remedial-learning analysis appears to have supported additional financing decisions, but incomplete budget reporting still constrains full financing analysis.

Conclusion

Rwanda's experience strengthens the case for treating it as a country with strong implementation momentum grounded in system coordination, pedagogical integration, and institutionalized assessment.

It also offers a more nuanced picture of real progress and increasingly systematized, but financing visibility, classroom-level use of assessment data, and consistent ministerial engagement remain areas where the reform architecture is not yet complete.

CASE STUDY 2: SIERRA LEONE

Pathway 1 · Strong Implementation Momentum

Country Context

Sierra Leone has placed foundational learning at the centre of its education reform agenda, recognising that strong literacy, numeracy, and socio-emotional skills are essential for improving educational outcomes and building human capital. Over the past decade, the country has implemented reforms focused on teacher effectiveness, curriculum delivery, learning assessment, and accountability systems. As the host of FLEX 2023, Sierra Leone also played an important role in strengthening continental momentum around foundational learning and peer learning among African countries.

Why Sierra Leone Is Included

Sierra Leone is included because it demonstrates how sustained political commitment, investment in teachers, and the use of evidence can drive improvements in foundational learning. Its experience highlights the importance of strengthening classroom practice through teacher support while building systems that use data to inform policy and implementation. Through hosting FLEX 2023, Sierra Leone also contributed to advancing regional collaboration and shared learning on foundational learning reform.

Reform Pathway

Reform Momentum → Teacher Development → Curriculum Delivery → Learning Improvement

Sierra Leone's experience illustrates how sustained reform momentum, combined with investments in teacher quality and curriculum implementation, can help improve foundational learning outcomes at scale.

Translating the Kigali Commitments into Action

Kigali Commitment	Evidence from Sierra Leone
Leadership & Collaboration	Hosted FLEX 2023, facilitating continental dialogue, peer learning, and collaboration on foundational learning.
Evidence-Based Approaches	Strengthened literacy and numeracy through improved teacher support, curriculum implementation, and evidence-informed interventions.
Data & Accountability	Expanded learning assessments and strengthened education data systems to support planning, monitoring, and accountability.
Resource Efficiency	Prioritised foundational learning within national education reforms and teacher capacity-development efforts.
Partner Coordination	Aligned development partner support around nationally defined foundational learning priorities.

Key Lessons from Sierra Leone

Political commitment drives reform. Sustained government leadership helps maintain focus on foundational learning as a national priority and supports continuity of implementation.

Teacher effectiveness is critical. Strong teacher preparation, ongoing professional development, coaching, and classroom support are essential for improving literacy and numeracy outcomes.

Evidence strengthens implementation. Learning assessments and education data enable more informed decision-making, stronger accountability, and continuous improvement.

Curriculum reforms require classroom support. Effective curriculum implementation depends on teachers having the skills, materials, and guidance needed to translate policy into practice.

Regional engagement reinforces national reform. Through hosting FLEX 2023, Sierra Leone demonstrated how continental collaboration can strengthen domestic reform efforts while contributing to shared African learning and innovation.

Conclusion

Sierra Leone's experience underscores the importance of combining political commitment, teacher development, and evidence-based implementation to improve foundational learning. Its reform pathway shows how strengthening teaching and learning at the classroom level, supported by robust systems and regional collaboration, can help translate policy ambitions into improved outcomes for learners.



CASE STUDY 3: MALAWI

Pathway 1 • Strong Implementation Momentum

Country Context

Malawi has placed foundational learning at the centre of its education reform agenda, with sustained attention to early-grade literacy, foundational numeracy, teacher support and system strengthening. The country's reform efforts are taking place within a context where access to schooling has expanded, but improving learning outcomes and strengthening lower-primary education remain important priorities.

Malawi also occupies an increasingly important place within the continental FLEX agenda as host of FLEX2026. This positions the country not only as a reforming education system, but also as a continental convenor helping to sustain momentum from the Kigali Declaration for Action and support peer learning across the FLEX community.

Why Malawi Is Included

Malawi is included because it demonstrates strong implementation momentum in foundational learning and plays an important role in sustaining the continental FLEX process. Its experience offers useful lessons on how countries can combine national literacy and numeracy reforms, teacher support, curriculum implementation and system strengthening to advance foundational learning.

As host of FLEX2026, Malawi also contributes to the continental foundational learning agenda by providing the next platform for countries to review progress since Kigali, share implementation lessons and strengthen collective action towards ending learning poverty.

Reform Pathway

Foundational Learning Priority → Teacher Support → Implementation at Scale → Learning Improvement

Malawi's experience demonstrates how national prioritisation of foundational learning, combined with teacher support, structured implementation and evidence-informed adaptation, can strengthen literacy and numeracy reforms at scale.

Translating the Kigali Commitments into Action

Kigali Commitment	Evidence from Malawi
Leadership & Collaboration	Hosts FLEX2026 and continues to demonstrate national and continental leadership in advancing foundational learning.
Evidence-Based Approaches	Advances foundational learning through national reading and numeracy reforms focused on early-grade literacy, numeracy and teacher support.
Data & Accountability	Uses evidence, assessment and implementation learning to strengthen programme design, classroom support and monitoring of foundational learning progress.
Resource Efficiency	Directs attention towards priority investments in lower-primary education, teacher development, learning materials, school readiness and system strengthening.
Partner Coordination	Works with partners to support foundational learning reforms, teacher workforce development, numeracy improvement and system-level implementation.

Key Lessons from Malawi

- **Continental leadership can reinforce national reform.** Malawi's role as host of FLEX2026 strengthens its contribution to the continental foundational learning movement while reinforcing national reform momentum.
- **Foundational numeracy requires dedicated attention.** Malawi's experience highlights the importance of strengthening mathematics teaching and learning in the early grades alongside literacy reforms.
- **Teacher support is central to implementation quality.** Training, structured materials, peer learning and classroom support are essential for improving instruction.
- **Evidence strengthens reform design.** Implementation evidence and learning data can help refine programmes, strengthen delivery and improve classroom-level practice.
- **System strengthening supports sustainability.** Foundational learning reforms are more likely to endure when linked to teacher development, curriculum implementation, learning environments, assessment and education finance.

Conclusion

Malawi's experience highlights the importance of moving from foundational learning commitment to system-wide implementation. Through its national reading and numeracy reforms, teacher-support initiatives and its role as host of FLEX2026, Malawi demonstrates how countries can strengthen early-grade learning by combining political leadership, evidence-informed implementation and sustained investment in teachers and learners.

CASE STUDY 4: BOTSWANA

Pathway 1 · Strong Implementation Momentum

Country Context

Botswana has a long-standing reputation for prioritising education, national planning and evidence-informed policymaking. Within the foundational learning agenda, it provides an important example of how assessment, evidence and implementation learning can strengthen reforms and improve learning outcomes. The country's experience demonstrates the value of linking learning data to practical decisions that support teachers, learners and system improvement.

Botswana's experience with Teaching at the Right Level (TaRL) shows how evidence-based approaches can be adapted, tested and progressively scaled within a national system. Through government leadership, continuous learning and collaboration with partners, Botswana illustrates how targeted approaches can respond to learners' actual levels and support improved literacy and numeracy outcomes.

Why Botswana Is Included

Botswana is included because it demonstrates how learning data can be used to inform decisions, strengthen implementation and improve outcomes, rather than serving only reporting purposes. Its experience offers lessons on how assessment can help identify learning gaps, guide targeted support and strengthen classroom-level responses.

Botswana also provides an important example of adapting and scaling Teaching at the Right Level through government leadership, continuous learning and partnership. Its experience illustrates how evidence-based approaches can move from pilot implementation towards broader system adoption while remaining focused on learning improvement.

Reform Pathway

Assessment → Evidence-Informed Decision-Making → Adaptation and Scale-Up → Learning Improvement

Botswana's experience demonstrates how assessment, evidence use and continuous learning can inform implementation decisions, support adaptation of proven approaches and strengthen outcomes at scale.

Translating the Kigali Commitments into Action

Kigali Commitment	Evidence from Botswana
Leadership & Collaboration	Advanced foundational learning through government leadership, national planning and collaboration with partners.
Evidence-Based Approaches	Adapted and implemented Teaching at the Right Level as an evidence-based approach to strengthen literacy, numeracy and targeted instruction.
Data & Accountability	Used assessment and learning evidence to identify learner needs, inform implementation decisions and support continuous improvement.
Resource Efficiency	Directed attention towards interventions that respond to learners' actual levels and strengthen the efficient use of available resources.
Partner Coordination	Worked with partners to support implementation, adaptation, monitoring and learning around evidence-based foundational learning approaches.

Key Lessons from Botswana

- Learning data should inform action. Assessment is most valuable when it guides instructional decisions, identifies learner needs and strengthens implementation.
- Evidence-based approaches require adaptation. Botswana's experience with Teaching at the Right Level shows that proven approaches must be adapted to national systems and classroom realities.
- Government leadership supports scale. Moving from pilot implementation to broader adoption requires national ownership, institutional coordination and alignment with education priorities.
- Continuous learning strengthens reform. Monitoring, reflection and adjustment help ensure that implementation remains responsive to evidence and learner needs.
- Targeted instruction improves learning focus. Supporting children according to their actual learning levels helps teachers address foundational gaps more effectively.

Conclusion

Botswana's experience underscores the importance of assessment, evidence-informed decision-making and adaptive implementation in strengthening foundational learning reforms. Its reform pathway shows how learning data can guide targeted instruction, support continuous improvement and help evidence-based approaches move towards broader system adoption.

Africa Foundational Learning Exchange 2024

Moving Together from Commitments to Impact at Scale

Kigali Convention Center, November 13, 2024



CASE STUDY 5: CÔTE D'IVOIRE

Pathway 2 · Progressing Towards Scaled Implementation

Country Context

Côte d'Ivoire provides an important Francophone example of how foundational learning reforms can be progressively integrated within government-led education systems. Through the Programme National d'Amélioration des Premiers Apprentissages Scolaires (PNAPAS), the country has advanced efforts to strengthen literacy and numeracy through structured pedagogy, targeted learning approaches, teacher support, curriculum improvement and assessment-informed implementation.

Its experience shows how evidence-based approaches can move beyond isolated pilot initiatives towards broader system adoption. Through government leadership, institutional coordination and collaboration with partners, Côte d'Ivoire illustrates how foundational learning reforms can be embedded within national programmes while remaining focused on improving classroom practice and learner outcomes.

Why Côte d'Ivoire Is Included

Côte d'Ivoire is included because it demonstrates how evidence-based approaches can move from pilot interventions to national implementation through strong government leadership, structured pedagogy, teacher development, coaching, assessment and system integration.

Through the Programme National d'Amélioration des Premiers Apprentissages Scolaires (PNAPAS), the country offers an important example of how structured pedagogy and Teaching at the Right Level (TaRL) can be embedded within a government-led reform programme and progressively institutionalized at scale.

Within the FLEX community, Côte d'Ivoire is particularly relevant to the Progressing Towards Scaled Implementation pathway. The country shows active reform momentum, while continued attention remains important for strengthening implementation quality, monitoring systems, financing, institutionalisation and sustainability at scale.

Reform Pathway

Structured Pedagogy → Teacher Support and Coaching → Government-Led Integration → Institutionalisation and Scale → Learning Improvement

A distinguishing feature of Côte d'Ivoire's reform experience is its investment in teacher development at scale. Through PNAPAS, approximately 75 per cent of teachers in foundational learning grades have received formal training in evidence-based pedagogical approaches. National reporting indicates that more than 66,000 education actors were trained during the initial phase of implementation, with an additional 37,727 teachers and school leaders trained in 2025. Training is reinforced through coaching, mentoring and a national distance-learning platform that supports continuous professional development.

Translating the Kigali Commitments into Action

Kigali Commitment	Evidence from Côte d'Ivoire
Leadership & Collaboration	Advanced foundational learning through the national PNAPAS reform programme, supported by high-level policy commitment, national steering structures and active participation in regional and continental learning initiatives including FLEX, LEAP and PASEC-related exchanges.
Evidence-Based Approaches	Implemented structured pedagogy through PNAPAS, supported by structured lesson guides, harmonised learning materials, teacher training, classroom coaching, learner assessment and remediation. The programme also incorporates Teaching at the Right Level (TaRL) approaches to address learning gaps in literacy and numeracy.
Data & Accountability	Institutionalised national assessments and uses assessment evidence to inform policy reform, classroom support, programme design, teacher development and continuous improvement of evaluation systems. Côte d'Ivoire also participates in PASEC, TIMSS and MILO assessments.
Resource Efficiency	Invested in large-scale teacher training, instructional materials and classroom support through PNAPAS, while ensuring broad access to learning resources and foundational learning interventions.
Partner Coordination	Coordinates foundational learning reforms through technical and steering committees and works closely with development partners to support implementation, monitoring, teacher development and evidence-informed decision-making.

Key Lessons from Côte d'Ivoire

- **Evidence-based approaches can be institutionalised.** Côte d'Ivoire demonstrates how structured pedagogy and targeted learning approaches can move from pilot interventions towards government-led implementation at scale.
- **Teacher support is central to achieving scale.** Côte d'Ivoire demonstrates that large-scale reform requires sustained investment in teacher training, coaching, mentoring and continuous professional development if evidence-based pedagogical approaches are to be effectively implemented in classrooms.
- **Institutionalisation strengthens sustainability.** By embedding structured pedagogy and targeted instruction within PNAPAS and the broader national education reform agenda, Côte d'Ivoire shows how evidence-based reforms can move beyond projects and become part of routine government delivery systems.

- **Assessment should drive implementation.** Learning data is most valuable when it is used to identify learner needs, strengthen instruction, inform policy decisions, monitor implementation quality and support continuous improvement.
- **Government leadership strengthens sustainability.** Embedding reforms within national programmes, implementation structures and policy frameworks increases the likelihood of long-term impact and continuous improvement.
- **Partner alignment supports scale.** External support is most effective when it reinforces national priorities, strengthens government-led systems and contributes to shared accountability for learning outcomes.

Conclusion

Côte d'Ivoire's experience highlights the importance of structured pedagogy, targeted learning approaches and government-led integration in advancing foundational learning reforms. Its reform pathway demonstrates how evidence-based interventions can be progressively embedded within national systems while strengthening teacher support, implementation quality and institutional sustainability. The country's experience further shows that large-scale foundational learning reform is most effective when teacher development, assessment systems, learning materials, coaching and implementation oversight are integrated within a coherent national strategy.

CASE STUDY 6: COMOROS

Pathway 2 · Progressing Towards Scaled Implementation

Country Context

Comoros provides an important small-state example of how foundational learning reforms can be advanced through prioritisation, resource alignment and system strengthening. Evidence reported through the FLEX Technical Focal Point process suggests sustained ministerial engagement, the adoption of evidence-based approaches, teacher training efforts, national learning assessments and functioning coordination mechanisms despite significant resource and capacity constraints. These experiences provide valuable lessons for other small-state education systems seeking to strengthen foundational learning through focused and realistic reform strategies.

As a country with a smaller education system and specific capacity constraints, Comoros illustrates how focused reform choices can help governments make progress even where resources, technical capacity and implementation systems require continued strengthening.

Within the foundational learning agenda, Comoros highlights the importance of concentrating efforts on the core conditions that support literacy, numeracy and early-grade learning. Its experience demonstrates that smaller systems can use targeted planning, partner coordination and focused implementation to advance reforms in ways that are realistic, context-sensitive and aligned with national education priorities.

Why Comoros Is Included

Comoros is included because it demonstrates how smaller education systems can strengthen foundational learning by prioritising key reform areas and aligning available resources behind them. Its experience is relevant to countries seeking to make progress despite constraints related to financing, technical capacity, data systems and implementation scale.

Within the FLEX community, Comoros is particularly relevant to the Progressing Towards Scaled Implementation pathway. The country shows how foundational learning reforms can advance when government priorities, partner support and implementation efforts are brought into closer alignment. Its case offers lessons on how focused prioritisation and coordination can support reform momentum in small-state contexts.

Reform Pathway

Prioritisation → Resource Alignment → Coordination → Targeted Reform → Learning Improvement

Comoros' experience demonstrates how small-state education systems can advance foundational learning reforms by focusing on priority areas, aligning limited resources and strengthening coordination around practical implementation needs.

Translating the Kigali Commitments into Action

Kigali Commitment	Evidence from Comoros
Leadership & Collaboration	Demonstrated sustained engagement in the FLEX process, with ministerial participation in all four Coalition meetings in 2025 and both meetings held in 2026. Technical-level participation has also remained active through the national Technical Focal Point.
Evidence-Based Approaches	Implemented the STATEDUC approach and reported formal teacher preparation in evidence-based pedagogical practices to support foundational literacy and numeracy.
Data & Accountability	Institutionalised national assessment of foundational learning and reported using assessment evidence to inform policy development, classroom practice, programme design and improvements to assessment tools.
Resource Efficiency	Prioritised foundational learning investments within broader education spending while aligning limited resources towards teacher support, learning materials and implementation needs. The country reported approximately 19.38 per cent of public education expenditure across education levels.
Partner Coordination	Maintains an operational national coordination mechanism for foundational learning that brings stakeholders together to review progress and align implementation efforts. The mechanism meets twice annually.

Key Lessons from Comoros

- **Prioritisation is essential in small systems.** Comoros shows that countries with limited resources can still advance foundational learning when reform efforts are focused on the most critical implementation priorities.
- **Resource alignment strengthens implementation.** Even in a small-state context with constrained resources, aligning investments around teacher development, learning materials, assessment systems and priority learning outcomes can help sustain reform progress.
- **Coordination reduces fragmentation.** In smaller systems, partner coordination is especially important to avoid duplication and ensure that support reinforces national priorities.
- **System strengthening supports sustainability.** Foundational learning reforms are more likely to endure when they are connected to planning, financing, monitoring and institutional capacity.
- **Sustained engagement matters.** Comoros demonstrates that consistent ministerial and technical participation in continental learning processes can help reinforce national reform momentum and maintain attention on foundational learning priorities.
- **Targeted reform can build momentum.** Progress does not always require large-scale reform at once. Focused action in priority areas can create the foundation for broader implementation over time.

Conclusion

The country's experience further demonstrates how sustained political engagement, teacher development, national assessment systems, and coordination mechanisms can support improvements in foundational learning even in relatively resource-constrained contexts. Its reform pathway shows how countries can make progress by focusing on practical implementation priorities, strengthening national systems and aligning partner support around shared learning goals.



CASE STUDY 7: MOZAMBIQUE

Pathway 3 · Strengthening Implementation Through Targeted Support

Country Context

Mozambique provides an important example of how foundational learning reforms can be advanced in a multilingual and contextually diverse education system. The country's reform experience is shaped by the need to strengthen literacy, numeracy and early-grade learning while responding to differences in language, geography, institutional capacity and implementation conditions across the education system.

Within the foundational learning agenda, Mozambique highlights the importance of language-responsive and context-sensitive reform. Its experience demonstrates that improving learning outcomes requires approaches that are adapted to learners' realities, supported by teachers and aligned with broader system-strengthening efforts. It also illustrates the need for sustained technical support, partner coordination and implementation capacity in contexts where reform must respond to complex delivery conditions.

Why Mozambique Is Included

Mozambique is included because it demonstrates the importance of adapting foundational learning reforms to linguistic, geographic and institutional realities. Its experience offers lessons on how countries can strengthen early-grade learning by paying attention to language of instruction, teacher support, learning materials and classroom-level implementation.

Within the FLEX community, Mozambique is particularly relevant to the Strengthening Implementation Through Targeted Support pathway. The country shows how foundational learning reforms can progress in complex operating environments when government priorities, partner support and implementation efforts are aligned around practical learning needs.

Reform Pathway

Language Responsiveness → Teacher Support → Contextual Adaptation → Learning Access → Learning Improvement

Mozambique's experience demonstrates how foundational learning reforms can be strengthened when they respond to learners' language contexts, support teachers and adapt implementation approaches to the realities of different schools and communities.

Translating the Kigali Commitments into Action

Kigali Commitment	Evidence from Mozambique
Leadership & Collaboration	Advanced foundational learning within broader education reform efforts and participation in the FLEX process.
Evidence-Based Approaches	Strengthened attention to language-responsive approaches, teacher support and early-grade literacy and numeracy improvement.
Data & Accountability	Recognised the importance of learning evidence, monitoring and assessment to strengthen implementation and improve learning outcomes.
Resource Efficiency	Focused available resources on priority needs such as teacher development, learning materials and support for early-grade learning.
Partner Coordination	Worked with partners to support implementation, technical assistance and alignment around foundational learning priorities.

Key Lessons from Mozambique

- **Language matters for learning.** Mozambique shows that foundational learning reforms must respond to the language realities of learners if they are to improve early literacy and comprehension.
- **Context-sensitive implementation is essential.** Reform approaches need to be adapted to different geographic, linguistic and institutional realities rather than applied uniformly across all settings.
- **Teacher support remains central.** Teachers require training, materials and practical guidance to implement language-responsive and foundational learning reforms effectively.
- **Targeted support can strengthen progress.** In complex operating environments, technical assistance, peer learning and partner coordination can help sustain reform momentum.
- **System resilience supports learning continuity.** Foundational learning reforms are stronger when they are linked to planning, monitoring and implementation systems that can respond to disruption and local constraints.

Conclusion

Mozambique's experience underscores the importance of language-responsive, context-sensitive and teacher-supported reform in advancing foundational learning. Its reform pathway shows how countries can strengthen early-grade learning by adapting approaches to learners' realities, aligning support around national priorities and building the implementation capacity needed to sustain progress in complex environments.

CASE STUDY 8: CENTRAL AFRICAN REPUBLIC

Pathway 3: Strengthening Implementation Through Targeted Support

Country Context

The Central African Republic provides an important example of how foundational learning reforms can be advanced in fragile and capacity-constrained contexts. The country's education system faces complex implementation challenges linked to institutional capacity, service delivery constraints, teacher availability, financing pressures and the need to sustain learning opportunities for children in difficult operating environments.

Within the foundational learning agenda, the Central African Republic highlights the importance of resilience, partner alignment and targeted support. Its experience demonstrates that improving literacy, numeracy and early-grade learning in fragile contexts requires more than technical reform design. It also requires sustained coordination, practical implementation support, strengthened delivery systems and a focus on ensuring that children continue to access meaningful learning opportunities.

Why the Central African Republic Is Included

The Central African Republic is included because it demonstrates the importance of sustaining foundational learning reforms in contexts where system capacity and implementation conditions remain constrained. Its experience offers lessons on how countries can continue advancing learning priorities while strengthening institutional systems, teacher support and partner coordination.

Within the FLEX community, the Central African Republic is particularly relevant to the Strengthening Implementation Through Targeted Support pathway. The country illustrates why differentiated support is necessary across the FLEX membership. In some contexts, the priority is not only scaling reforms, but also strengthening the basic systems, partnerships and implementation capacity required to sustain foundational learning over time.

Reform Pathway

Transition-Aware Planning → Service Continuity → Partner Alignment → System Resilience → Learning Improvement

The Central African Republic's experience demonstrates how foundational learning reforms can be strengthened when planning is adapted to transitional contexts, delivery systems are supported and partners align behind nationally defined priorities.

Translating the Kigali Commitments into Action

Kigali Commitment	Evidence from the Central African Republic
Leadership & Collaboration	Advanced foundational learning priorities within a complex education context, with continued engagement in the FLEX process.
Evidence-Based Approaches	Strengthened attention to approaches that support early-grade literacy, numeracy, teacher support and classroom-level learning improvement.
Data & Accountability	Recognised the importance of strengthening monitoring, evidence and learning data to guide implementation in constrained environments.
Resource Efficiency	Focused available resources on priority needs, including teacher support, learning materials and service delivery in difficult contexts.
Partner Coordination	Relied on coordinated partner support to strengthen implementation, technical assistance and alignment around foundational learning priorities.

Key Lessons from Central African Republic

- **Transitional contexts require differentiated support.** The Central African Republic demonstrates that foundational learning reforms must be adapted to the realities of system capacity, financing constraints and service delivery challenges.
- **Learning continuity is essential.** In complex and fragile environments, sustaining access to learning opportunities provides the foundation for improving literacy, numeracy and learner progression.
- **Partner coordination strengthens implementation.** Alignment among government, development partners and implementing agencies is particularly important where institutional capacity and resources are limited.
- **Teacher support remains central.** Foundational learning reforms depend on teachers having access to training, instructional materials, mentoring and practical classroom support.
- **System resilience supports long-term progress.** Sustainable reform requires strengthened planning, monitoring, institutional capacity and implementation systems that can withstand disruption and support continuity over time.

Conclusion

The Central African Republic's experience highlights the importance of fragility-aware planning, service continuity and partner alignment in advancing foundational learning reforms. Its reform pathway shows that progress in complex contexts depends on targeted support, stronger coordination and sustained investment in the systems that enable children to learn.

For the FLEX community, the Central African Republic offers an important reminder that the continental foundational learning agenda must be inclusive of countries facing difficult implementation conditions. Strengthening foundational learning across Africa requires not only showcasing momentum, but also supporting countries that need focused technical assistance, peer learning and coordinated partnerships to sustain progress.



CASE STUDY 9: SOMALIA

Pathway 3: Strengthening Implementation Through Targeted Support

Country Context

Somalia's education system is undergoing early-stage institutional development following an extended period of conflict and state fragility. Foundational learning is a relatively new government-led initiative, and the Ministry of Education, Culture and Higher Education is progressively building the leadership structures, pilot evidence base and decentralised delivery systems needed to advance literacy, numeracy and early-grade learning outcomes across the country's Federal Member States.

Within the foundational learning agenda, Somalia illustrates how a system in transition can begin translating global commitments into national action. Its experience demonstrates that building durable foundational learning reform requires establishing governance structures, generating pilot evidence and clarifying the division of responsibility between federal and state-level authorities before reforms can be sustained at scale.

Why Somalia Is Included

Somalia is included because it illustrates how a country at an early stage of foundational learning reform can begin institutionalising evidence-based practice while building the systems required for national ownership. Its experience offers lessons on how countries can move from small-scale pilots toward decentralised, system-wide delivery.

Within the FLEX community, Somalia is particularly relevant to the Strengthening Implementation Through Targeted Support pathway. The country illustrates why differentiated support is necessary across the FLEX membership. In contexts where foundational learning is a newly established government priority, the emphasis is on building basic institutional capacity, generating credible pilot evidence and establishing coordination mechanisms that can carry reforms forward.

Reform Pathway

Institution-Building → Pilot Evidence → Decentralised Delivery → System Strengthening → Learning Improvement

Somalia's experience demonstrates how foundational learning reforms can take root when national institutions establish governance structures, pilot promising approaches such as Teaching at the Right Level, and progressively hand over implementation responsibility to Federal Member States, while strengthening the systems that translate early evidence into lasting learning improvement.

Translating the Kigali Commitments into Action

Kigali Commitment	Evidence from Somalia
Leadership & Collaboration	Established a National Steering Committee and Ministry-led coordination structures to guide foundational learning, with the Technical Focal Point engaging in continental knowledge-exchange events including the FLEX 2024 and FLEX 2026 Exchanges, the 2025 ADEA Triennale and AFLAI co-creation workshops.
Evidence-Based Approaches	Piloted Teaching at the Right Level (TaRL) with UNICEF support, training a limited number of teachers and subject specialists and recording positive early results, while maintaining a 1:1 learner-to-book ratio across literacy, numeracy and soft-skills materials.
Data & Accountability	Completed its first National Learning Assessment pilot for Grades 3 and 6, establishing a baseline for future policy and classroom use, though translating assessment results into instructional and programme design remains at an early stage.
Resource Efficiency	Has not yet established disaggregated budget tracking for foundational learning, textbooks or in-service teacher training, with related investments currently integrated within broader basic education programming.
Partner Coordination	Operates a functional national coordination mechanism convening routine technical meetings and periodic high-level Steering Committee sessions with Federal Member States and development partners.

Key Lessons from Somalia

- **Decentralised delivery requires clear division of labour.** Somalia's federal structure divides responsibility between the national Ministry, which sets policy, materials and Training-of-Trainers programmes, and Federal Member States, which cascade training and support school-level implementation.
- **Pilot evidence builds the case for scale.** Early positive results from the Teaching at the Right Level pilot are informing plans to progressively institutionalise the approach through pre-service and in-service teacher training.
- **A first national assessment is a foundational milestone.** Completing a first-ever National Learning Assessment pilot establishes a critical baseline, though translating results into policy, classroom practice and programme design remains the next challenge.
- **Budget visibility remains a constraint.** The absence of disaggregated tracking for foundational learning spending limits financing accountability, a pattern also observed elsewhere across the FLEX community.
- **Sustained political engagement is a work in progress.** Modest attendance at quarterly Ministerial Coalition meetings alongside more consistent technical-level engagement suggests that political championship is still consolidating behind a newly established government priority.

Conclusion

Somalia's experience highlights the importance of institution-building, pilot evidence and decentralised delivery in advancing foundational learning reform within a system that is still consolidating basic governance and assessment capacity. Its reform pathway shows that progress in early-stage contexts depends on establishing credible evidence, clarifying institutional roles and sustaining political engagement over time.

For the FLEX community, Somalia offers an important reminder that the continental foundational learning agenda must remain open to newly engaging systems. Strengthening foundational learning across Africa requires supporting countries at every stage of reform readiness, including those building the foundational institutions and evidence base needed to sustain progress.

READING THE NINE CASES TOGETHER

The nine country examples collectively highlight that Africa's foundational learning progress is driven by a continental goal but varies in approach. These cases reveal that countries are implementing the Kigali Commitments through different reform strategies, influenced by their specific policy priorities, institutional capacities, language contexts, funding environments, and practical realities.





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