AFRICAN UNION
INTERAFRICAN BUREAU
FOR ANIMAL RESOURCES

Africa TADs Emergency Fund

A first line of defence for the progressive control of transboundary animal diseases, safe trade and sound livestock economies

Concept for discussion · GF-TADs Regional Steering Committee for Africa

Abuja, Nigeria

Director, AU-IBAR, President RSC



Providing Leadership in the Development of Animal Resources in Africa

WHY NOW

In under two years, almost every FMD freedom status in Southern Africa has been lost or suspended

Before

Six African Members held WOAH FMD-free status: South Africa, Botswana, Namibia, Eswatini, Lesotho and Madagascar — the backbone of Africa's formal beef exports to the EU, Norway and China.

May 2026 — WOAH General Session

Only Madagascar, three zones of Botswana and one zone of Namibia remain on the WOAH FMD-free list for Africa. South Africa, Eswatini and Lesotho are off it.

October 2026

Namibia's free zone is now infected too, its first outbreak in the commercial zone in some 60 years. Of the six, only Madagascar, an island, holds its full status intact.

Each status lost is an export market closed and years of progressive control to rebuild — the joint GF-TADs effort undone by a single uncontained outbreak.

The FMD situation, country by country

SOUTHERN AFRICA, 2025–2026

Country	Former WOAH status	What happened	Status and trade today
South Africa	Free zone without vaccination (to 2019)	Worst episode on record; eight of nine provinces; over 297,000 cattle affected and 120,000 culled; national disaster declared 2026	Status suspended since 2019; China ban from May 2025; beef exports down 26% in 2025
Botswana	Several free zones without vaccination	Outbreaks from January 2026 in over 24 locations; zones 3c, 4b, 5, 6a, 6b and 8–13 suspended by March	EU delisted remaining zones for fresh beef (April 2026); 24 months to recover zones
Namibia	Free zone without vaccination since 1997	22–23 September 2026: outbreak at Karasburg, Kharas region, inside the free zone; 11 farms; source unknown	Nationwide movement and export ban; EU suspended fresh meat (October 2026)
Eswatini	Free country without vaccination	SAT2 from mid-2025 (same lineage as KwaZulu-Natal); three of four regions affected by January 2026	Off the WOAH free list; EU suspended fresh beef and game meat
Lesotho	Free country without vaccination	First case detected February 2026 at Botha-Bothe, on the Free State border	Off the WOAH free list; movement controls in place
Zimbabwe, Zambia, Mozambique	No official status	Outbreaks notified to WOAH in 2026; new SAT1 outbreak in Zambia, a serotype now spreading beyond Africa	Regional trade restrictions; buffer for the free zones eroded

The same pattern across the priority TADs of GF-TADs Africa

BEYOND FMD

PPR — Global priority · 2030 goal

Pan-African PPR Eradication Programme (AU-IBAR, FAO, WOAH, AU-PANVAC; EU EUR 8 m Phase 1 since February 2025). Mid-term review 2026: partners warn national plans lack resources. One uncontained outbreak in a buffer zone resets a country's step on the stepwise pathway.

RVF — Regional priority · zoonotic

West Africa 2025: 404 confirmed human cases and 42 deaths in Mauritania and Senegal — "unusual in its scale and severity" (WHO). Gulf import bans on Horn of Africa livestock have cost up to USD 326 m per episode. La Niña rains raise East Africa risk in 2026.

ASF — Global priority · no Commercial vaccine

1,462 outbreaks and over 141,000 pigs lost across Africa, January 2022 – April 2026 (WOAH). Containment depends on biosecurity, culling and compensation paid fast enough to keep farmers reporting.

HPAI — Trade-sensitive

2026 resurgence in West Africa: outbreaks in five Nigerian states; Senegal and Côte d'Ivoire notified their first outbreaks in years (95,000 birds lost on one farm); H5 and H7 ongoing in South Africa. Emergency responses funded project by project.

CBPP · LSD — Regional priorities

Endemic across the cattle corridors IRLVC is preparing for investment; both trigger movement controls and market closures, and both are controllable only when vaccine and movement control arrive together and early.

All are trade-sensitive; all are on the GF-TADs Africa regional strategy; none has a pre-positioned containment reserve.

One detection closes a market overnight; losses run for years

WHAT IT IS COSTING

−26%

South Africa's beef exports in 2025; shipments to China down 69% after the May 2025 ban

R2.6 bn

Possible South African beef export revenue lost by end-2026 (R821 m already lost 2019–2025) — BFAP

R1 bn+

Dairy losses in South Africa; over 90 dairy farms and 210,000 dairy animals affected by January 2026

USD 180 m

Namibia's live-animal and meat exports (2025) now suspended; the EU takes over 80% of its beef

6,600

Cattle stranded by two Botswana exporters in September 2026, at over P27.8 m in holding costs

USD 326 m

The precedent: Horn of Africa losses from a single RVF-related Gulf import ban (2000–2002)

Ten-year horizon: BFAP estimates accumulated losses to South African beef output alone at R25.6 billion — before the public cost of culling, vaccination and compensation.

Sources: BFAP, "Initial Cost Estimates Linked to the FMD Crisis" (Feb 2026); SA Department of Agriculture; Namibia MAWLR and USDA FAS (Sep 2026); Botswana Meat Commission; Soumaré et al. (2006)

Response money has arrived after the damage

THE FINANCING GAP

Late

1 South Africa's Treasury released about USD 25 million for vaccines only after a national disaster was declared, by then 297,000 cattle were affected and seven provinces infected, and virus was spreading across border to many AU member states.

Short of vaccine

2 900,000 doses borrowed from Botswana in 2025, then about one million doses from Türkiye in March 2026, against a national herd of nearly 12 million cattle.

Alone

3 Each country has financed its own containment. The private sector has carried stranded stock and closed plants; Botswana's mandatory border vaccination came only in October 2026.

No instrument

4 Human-health emergency funds, WHO CFE, the Pandemic Fund, the Africa CDC Epidemic Fund, cannot finance an FMD, PPR or ASF response.

Five things the continent needs when a priority TAD is notified

AFRICA'S NEEDS

1

Speed

Funds within 24–72 hours of a WAHIS or ARIS notification, not subjected to national, regional approval steps or based on a donorfunding cycle.

2

Vaccine at scale

Provide logistics, including strain-matched vaccine, if needed and diagnostics materials, after the authorities decision

3

Cross-border containment

Surveillance, ring vaccination and movement control financed on both sides of a border at the same time, through the RAHCs,

4

Status and trade protected

Fast containment shortens suspensions, supports rapid regaining of freedom and reassures trading partners.

5

Investor confidence

A credible backstop that de-risks private and DFI capital in livestock corridors, starting with IRLVC.

All five protect what GF-TADs exists for: the **progressive control** of TADs. None of them is a project, a post, a training or a new institution.

Where the Fund sits in Africa's own commitments

CONTINENTAL POLICY ANCHORS

Agenda 2063

Aspiration 1: a prosperous Africa based on inclusive growth. **Goal 5**: modern agriculture for increased productivity. The Livestock Development Strategy for Africa (**LiDeSA 2015–2035**) and the AfCFTA both depend on animal-health status that trading partners trust.

CAADP 2026–2035

Commits Member States to increase agrifood output by 45%, triple intra-African agrifood trade, mobilise USD 100 billion in public and private investment and protect 40% of households from shocks, with animal disease surveillance and control named as an intervention area.

GF-TADs Africa Regional Strategy

FMD, PPR and ASF as global priorities, RVF and CBPP as regional priorities; early warning, early detection and **rapid response** as a guiding principle; **Objective 2 & 4**:
Prevent the occurrence of events linked to animal diseases and reduce their potential impacts
advocate adequate funding, including compensation funds, for emergency and non-emergency periods.

IRLVC Programme 2026–2035

AU-IBAR's transformative programme for integrated regional livestock value chains: USD 500 million to 1 billion of Phase 1 investment in corridors across COMESA, IGAD, ECOWAS and EAC, led by the RECs with the private sector in from design.

Every one of these frameworks assumes that trade-sensitive TADs are contained fast. None of them has an instrument that pays for it in the first 72 hours.

WOAH Resolution No. 35 (May 2026): investing in animal health to secure everyone's future

GLOBAL ANCHOR

What the 93rd General Session resolved

- **Cascade approach:** private-sector solutions where viable; public resources reserved for core public goods (Rec. 3)
- **TADs, zoonoses and AMR are global public-good challenges** requiring international cooperation and increased financing, including grants and concessional resources; engage investors and development partners (Rec. 4)
- **The private sector is willing to invest** where responsibilities are clear and governance is transparent (Considering 8–9)
- **Public–private dialogue, PPPs and innovative financing** without prescribing a single model (Rec. 5)
- **Evidence on burden and return on investment** to drive financing decisions (Rec. 8–9)

How the proposed Fund answers it

- **Containment of a notified TAD is a core public good:** public, donor and concessional capital anchor the reserve
- **The value chain that carries the losses co-finances:** banks, insurers, producers, input suppliers, traders and manufacturers — the cascade in practice
- **Rule-based release, trustee, audit and public reporting** are the transparent governance the private sector asks for
- **A blended, multi-source facility,** not a prescribed model — open to insurance-type and parametric contributions
- **A return investors can calculate:** the Southern Africa losses on slide 5 are the counterfactual

The Fund is the regional instrument that turns Resolution No. 35 from advocacy into a financed, African-owned reserve.

Source: WOAH, Resolution No. 35 "Investing in Animal Health to Secure Everyone's Future", 93rd General Session, May 2026

THE PROPOSAL

A ring-fenced reserve, held in trust at the African Development Bank, released immediately by decision of the GF-TADs RSC organisations when a trade-sensitive priority TAD is notified, for containment only, against agreed criteria and a fixed timeline

GOVERNED BY	HELD BY	SPENT ONLY ON	CAPITALISED BY
The GF-TADs Africa RSC tripartite: African Union (AU-IBAR), FAO and WOAH ; decisions, never custody	AfDB as neutral trustee, outside the core budget of any partner, programme or project	Containing the outbreak. No posts, no projects, no capacity-building, no development beyond containment	DFIs, donors, commercial banks, insurance , national, regional authorities, and private actors across the livestock value chain

CONTAINMENT ONLY! *what the Fund pays for, and what it never will*

SCOPE

The Fund pays for

- Emergency vaccine and antigen, strain-matched, from AU-PANVAC-assured producers
- Rapid surveillance, laboratory confirmation and WAHIS/ARIS notification support
- Movement control, biosecurity and stamping-out operations
- Compensation to farmers and traders, designed to reward early reporting
- Deployment of national and regional rapid-response teams, coordinated through the RAHCs
- Regional risk communication during the emergency

The Fund never pays for

- Posts, salaries or institutional running costs of AU-IBAR, FAO, WOAH, RECs or Member States
- Projects, programmes or multi-year interventions of any kind
- Capacity-building, training, workshops or studies
- Infrastructure, laboratories or equipment beyond the emergency itself
- Routine or preventive vaccination outside a declared emergency
- Any disease not on the Africa RSC priority list; any spending beyond the agreed timeline

Each activation closes with a verified expenditure report and a post-event audit; every draw-down is followed by mandatory replenishment so the Fund is always ready.



No contradiction with any AU, FAO or WOAH programmeS

COMPLEMENTARY, NOT DUBLICATING, NOR COMPETING

Existing instrument	What it does	What it cannot do	What the Fund adds
Pan-African PPR Eradication Programme and other AU-IBAR TAD programmes	Multi-year eradication, strategies, surveillance, vaccination campaigns	Release emergency money within days; pay for containment across a border	Protects each country's stage on the pathway; programme budgets stay on plan
FAO EMC-AH, GPP-TAD, etc	Global emergency expertise, rapid technical deployment, revolving advances	Guarantee an African-owned reserve as external funding contracts	A regional first tranche that FAO deployments can draw on and build upon
WOAH standards, PVS Pathway, vaccine banks,etc	Status recognition, standards, vaccine supply, capacity assessment	Finance national containment operations	The money that makes status recovery and vaccine deployment possible in time
IRLVC and continental investment programmes	Value chains, trade corridors, private and DFI investment	Respond to outbreaks	The de-risking layer that keeps corridors open and investors in
Pandemic Fund, Africa CDC Epidemic Fund, WHO CFE	Human-health and pandemic preparedness and response	Pay for FMD, PPR, ASF, CBPP or LSD containment	The animal-source first line of defence that human-health funds assume exists
National contingency budgets	First response at national level, not exist in majority AU MSs	Mobilise fast, consistently, or beyond the border	A bridge for the first 72 hours to 30 days, then handover

ACTIVATION TIMELINE

A determined window, then the Fund steps back

T0

Notification

WAHIS immediate notification or ARIS report; CVO request with costed containment plan

T + 24 h

Release file

GF-TADs Secretariat and RAHC verify trigger, disease, threat to progressive control and eligible items

T + 72 h

First tranche

RSC tripartite decision; AfDB disburses the first tranche up to the agreed ceiling

10–30 days

Containment

Vaccination, movement control, stamping out, compensation; scale-up tranche on epidemiological update

Day 30+

Close-out

Spending stops; expenditure report, independent audit, replenishment; handover to programmes and national budgets

The window is the safeguard. Every activation has an end date agreed at release. Nothing the Fund finances continues beyond it; whatever remains to be done belongs to the programmes, Member States and partners — which is exactly where the Fund hands over.

Those whose investments the Fund protects help to capitalise it

CAPITALISATION

DFIs and development partners

Anchor and concessional capital; AfDB, Afreximbank, TDB, World Bank, IFC, EU and bilateral donors — treating containment as the public good Resolution No. 35 describes.

Commercial banks

Loans to feedlots, abattoirs, dairies and input suppliers default when markets close; a contribution is cheaper than the provisions an outbreak forces.

Insurers and reinsurers

Livestock cover faces a correlated, catastrophic tail risk; fast containment caps claims. Parametric triggers can be co-designed with African Risk Capacity.

Private sector across the whole livestock value chain ; each actor protecting its own investment

Producers

Farmers, pastoralists, feedlots, producer organisations, co-operatives

Input and service providers

Feed, genetics, vaccines and pharmaceuticals, private veterinarians, AgTech

Traders and exporters

Live-animal and meat traders, market operators, exporters to the Gulf, EU and Asia

Processors and manufacturers

Abattoirs, meat and dairy processors, tanneries, leather and poultry manufacturers

The Regional Steering Committee is invited to ……..

FOR DECISION IN ABUJA

1 **Endorse the concept** of a ring-fenced Africa TADs Emergency Fund, limited to containing outbreaks of trade-sensitive priority TADs, held in trust at AfDB or a similar institution.

2 **Affirm** that protecting progressive control from reversal falls within the purpose of GF-TADs and is consistent with the Kampala CAADP Declaration, and adopt a resolution recognising the Fund as an instrument of supporting the regional strategy

3 **Constitute a design task force** AU-IBAR, FAO, WOAH, AU-PANVAC, RECs and RAHCs to draft the Fund Charter, Operations Manual, release criteria, timeline and business case

4 **Confirm the Africa priority TAD list** that defines eligibility, starting from FMD, PPR, RVF, ASF, CBPP, LSD and HPAI

5 **Mandate the President** to open discussions with AfDB as trustee and with DFIs, donors, banks, insurers and value-chain actors on capitalisation

6 **Request the President to report** to the GF-TADs Global Steering Committee Africa regularily on the progress and implementation.

From endorsement to a first activation-ready Fund

ROADMAP

STEP 1 · ABUJA
RSC endorsement

Concept discussed, TADs Emergency Fund **Endorsed** as one of GF-TADs Africa mechanisms; task force constituted; priority TAD list confirmed

STEP 2 · DESIGN
Charter, Operations Manual, business case

Task force **established**; AU, FAO and WOAH senior management **consulted** throughout; indicative capitalisation target set, resource mobilization plan and framework to engage the AfDB, DFIs, Insurance and Public &private sector

STEP 3 · MANDATE
Policy organs and governing bodies

AU STC on Agriculture and Executive Council; WOAH General Session; FAO governing bodies; GF-TADs GSC **INFORMED**

STEP 4 · TRUSTEE
AfDB agreement and first contributions

Trust account **opened;** Contribution Agreements signed with DFIs, donors, banks, insurers and value-chain actors

STEP 5 · READY
Pilot in IRLVC corridors

COMESA, IGAD, ECOWAS and EAC through their RAHCs; first **activation protocol tested;** extension to all RECs

The WOAH-supported consultancy to study the Fund feasibility, which ccontribute to Step 2;
the Chair's outreach under decision point 4 can run in parallel with Step 3 so that trustee and mandate land together.

IN CLOSING

Every freedom status lost this year took decades to earn and will take years to regain. The next notification will come. Let Africa be ready before it does.

Director, AU-IBAR · Chair, GF-TADs Regional Steering Committee for Africa

Thank you | Merci | شكراً لك | Obrigado | Gracias | Asante

www.au-ibar.org repository.au-ibar.org networks.au-ibar.org @au_ibar