



**AFRICA CENTER  
FOR STRATEGIC STUDIES**

# **NATIONAL SECURITY STRATEGY DEVELOPMENT**

## **Senegal Case Study**

### **Working Paper (Preliminary Draft)**

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## **Introduction**

Senegal is considered a model of democracy and political stability in Africa. Since independence, Senegal has never undergone a successful coup d'état. And while the Senegalese democratic culture has been tested time and again by socio-political unrest, the military has refrained from challenging the constitutional order. As a result, Senegal's democratic culture has strengthened over the years.

However, low-intensity fighting persists in the south. In one of the Africa's longest running civil conflicts, the "Mouvement des Forces Démocratiques de Casamance" (MFDC) has sought an independent Casamance since 1982. This conflict has strong links in neighboring Guinea-Bissau and The Gambia, both of whom share the same Diola ethnic groups in Casamance, a legacy of the Gabou Empire. Senegalese rebels and elements of Guinea-Bissau's military and political elite have fought side by side and against one and another during previous conflicts. Relations between Senegal and these two countries are to a large extent determined by the confrontation with the secessionists.<sup>1</sup> In April 2014, the Government of Senegal, under the auspice of President Macky Sall, signed a peace agreement with MFDC leaders. Since then, peace talks have been ongoing.

Senegal is still in the process of developing a comprehensive national security strategy to protect her national security interests. But the country has succeeded in putting in place effective strategies to face challenges and threats which could arise. This study will scrutinize existing security policies by examining the legal and security policy frameworks, the national security architecture, monitoring and oversight mechanisms, as well as identifying challenges to national security in Senegal.

### **1. Security policies frameworks**

The Defense Policy: Unlike Nigeria or Liberia, Senegal has not yet formalized its National Security Policy in a white paper. But since 2001, she has adopted a broad approach to national defense that includes the concept of national security. A Defense Policy not accessible to the public is defined through various institutions participating in developing and implementing national security.<sup>2</sup>

Internal Security Policy: The 2015 Internal Security Strategy was developed by the Ministry of Interior and Public Security. Its prime objective was to enhance the capacity of security forces with regards to anticipation, prevention, action and response to the threats and security challenges faced by the country. To that end, the mission and the organization of the ministry were reviewed, redefined, attached with a comprehensive and realistic budget for 2016. It is

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<sup>1</sup> David O' Regan and Peter Thompson, *Advancing Stability and Reconciliation in Guinea Bissau: Lessons from Africa First Narco-State*.

<sup>2</sup> Col Meissa Niang, *Implementing and Maintaining a National Security Policy: The Experience of Senegal*, ACSS and DCAF Workshop in Guinea, (2011).

worth adding that special attention was paid to the Civil Protection. This Department is suffering from lack of human resources and adequate equipment.<sup>3</sup>

## **2. National Security Architecture of Senegal**

The institutions that help to define and implement national security policy in Senegal are the Supreme National Defense and National Security Councils. They also play a key role in the oversight and the monitoring process.

Supreme National Defense Council: This institution was created by law N° 70-23 of June 1970 and implemented by decrees N°96-177 of February 1996 and 2001-753 of October 2001. It examines questions pertaining to national defense, and issues all opinions and recommendations related to national defense involving the following:

- Preparation, use, and protection of national resources, with a view to ensuring national defense;
- General and military management of national defense, and the conditions for the use of the armed forces in times of peace and of war and during peacekeeping operations;
- Recruitment, consolidation, organization, and distribution of resources for the armed forces.<sup>4</sup>

The President chairs the council with several permanent members, including the Prime Minister, the Chief of Staff of the Office of the President of the Republic, the Minister of Armed Forces, the Minister of Economy and Finance, the Minister of Foreign Affairs, the Minister of Interior, the Minister of Justice, the Minister of Mines, Energy, and Water Resources, the Minister of Equipment and Transportation, the Chief of Staff of the Armed Forces, the High Commander of the Gendarmerie, the Chief of Staff of the President of the Republic, the Inspector General of the Armed Forces, the Secretary-General of the Government and any member of the Government called to sit on the Council.

National Security Council: It meets once a week under the chairmanship of the President. It has more members than the Supreme National Defense Council, and all agencies involved in the military, economic and civilian defense are represented.

Strategic Guidance Center: This body is placed under the direct authority of the President of the Republic, with the mission of centralizing all information from the different Government agencies and coordinating various intelligence services.<sup>5</sup>

National Security Coordination: No official documents designate a national security coordinating institution. This suggests that the National Security Council plays this role.

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<sup>3</sup> Ministère de l'intérieur et de la Sécurité Publique du Sénégal, La Politique de sécurité Intérieure, Anticipation et Réduction des Risques, 2015.

<sup>4</sup> Col Meissa Niang, Op Cit

<sup>5</sup> Ibid

### **3. Monitoring and Oversight Mechanisms**

Parliament: The Senegalese Parliament Defense and Security Committee plays a key role in the development and the implementation of the country's defense and security policies. The Committee is responsible for determining the fundamental principles of the National Defense Policy; examining the budget of the Ministries of Defense and Interior; and examining the framework laws which determine defense and security objectives. The Foreign Affairs Committee examines international treaties related to defense and security issues. The Law Committee maintains jurisdiction over human rights issues, particularly with regards to violations committed by security forces.<sup>6</sup>

Citizen oversight is carried out through civil society and other non-governmental organizations.

### **4. Challenges and Prospects**

Key Challenges: Senegal security policy is facing a number of challenges including the absence of a written document of a National Security Policy or Strategy. This situation is impacting on the effectiveness of the monitoring and evaluation mechanism, the coordination among security services, the management of budgetary and human resources, and the long-term planning and programming<sup>7</sup>. It is also important to mention that a draft National Security Strategy entitled "Prospects for a National Security Strategy for Senegal" exists and may be developed and implemented very soon.

Prospects for a National Security Policy for Senegal: It's an unofficial document presented by Senegalese participants to the conference organized in Rabat (Morocco) on November 2010 by the Centre d'Etudes en Droits Humains et Démocratie (CEDHD Maroc) jointly with the Center for Democratic Control of Armed Forces (DCAF, Geneva). It's worthy to note that Senegalese participants are therefore responsible for the content of the document. According to the document, the primary objective of Senegal National Security will be to defend the territorial integrity of the country, the security of the population, the continuity and the sustainability of the institutions. This should be done through an inclusive and participatory process of all components of Senegalese society. The document identified Senegal national interests, internal and external symmetrical and asymmetrical threats facing the country. The document suggested to put in place fourteen (14) sectoral strategies and twenty-three (23) implementing instruments for the protection of Senegal national interest<sup>8</sup>. Even though the document is not official, it has the merit of paving the way for the forthcoming national security strategy document.

### **Conclusion**

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<sup>6</sup> Mamadou B Ndiaye, Role of the Legislative Branch in the Development and Implementation of a National Security Policy, ACSS and DCAF Workshop in Guinea, 2011.

<sup>7</sup> Col Meissa Niang, Op, Cited above.

<sup>8</sup> Perspectives de Politique de Sécurité nationale pour le Sénégal, 2010.

Notwithstanding ongoing volatility in the south, Senegal is a stable country with functioning democratic institutions. Senegal has been able to face major security challenges in a regional context marked by violent extremism and terrorism without a formalized written National Security Strategy. A National Security Strategy will bolster the country's capacity to defend its national interests through a comprehensive, coherent, and human-centered approach involving all the components of the entire nation.