
THE CHALLENGES OF FOOD RESILIENCE AND NUTRITION IN SENEGAL

Country report (D.2.4)



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Authors :	UCAD- CREDILA
Working group members :	Prof. Lucienne Kodou NDIONE Dr. Mor FALL Mamadou CISSOKO Ibrahima BARRO Pascal NDOUR Angel FAYE Malick SALL Ibrahima SALL
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ACRONYMS

ACF: Action Contre la Faim (Action Against Hunger)
WHA: World Health Assembly
ANB: National Biosafety Authority
APGMV: Pan-African Agency for the Great Green Wall
CCIA: Chambers of Commerce, Industry and Agriculture
CCPA: Commission de Contrôle des Produits Alimentaires (Food Products Control Commission)
CRC: Convention on the Rights of the Child
CNDN: Conseil National de Développement de la Nutrition (National Nutrition Development Council)
ECOWAS: Economic Community of West African States
CILSS: Comité Permanent Inter-Etats de Lutte contre la Sécheresse dans le Sahel (Permanent Inter-State Committee for Drought Control in the Sahel)
CN-SAD: Conference of Community Heads of State and Government Sahelo-Saharan States
CEDAW: Convention on the Elimination of All Forms of Discrimination against Women.
towards women
CGSMR: Cellule de Gestion et de la Surveillance des Marchés du Riz (Rice Market Management and Monitoring Unit)
CLM: Cellule de Lutte Contre la Malnutrition (Malnutrition Control Unit)
CNSA: Conseil National de Sécurité Alimentaire (National Food Safety Council)
CNB: National Biosafety Committee
CNCA: Comité National du Code Alimentaire.
CNCAS: Caisse nationale de Crédit agricole du Sénégal (Senegal National Agricultural Credit Fund)
CSA: Comité de la Sécurité Alimentaire (Food Safety Committee)
CSRP: Commission Sous-Régionale des Pêches (Sub-Regional Fisheries Commission)
CSDD-PAD: Cadre Stratégique pour Développement Durable d'une Pêche et Aquaculture
DCQ: Division de la Consommation et du Contrôle de Qualité (Consumption and Quality Control Division)
DPPD: Document et Programmation Pluriannuelle des Dépenses (document and multi-year expenditure plan)
DIREL: Direction de l'élevage
UDHR: Universal Declaration of Human Rights

ECOWAP: West African Regional Agricultural Policy
IFAD: International Fund for Agricultural Development
FONSTAB: Fonds d'Appui à la Stabulation (Stabling Support Fund)
FNDASP: Fonds National de Développement Agro-Sylvo-pastoral (National Agro-Sylvo-pastoral Development Fund)
FNRAA: National Fund for Agricultural and Agro-Industrial Research
GOANA : Great Agricultural Offensive for Food and Abundance
LANAC: National Analysis and Control Laboratory
LPDE: Lettre de Politique de Développement de L'Elevage (Livestock Development Policy Letter)
LPSDA: Lettre de Politique Sectorielle de Développement de l'Agriculture (Agricultural Development Sectoral Policy Letter)
LPSEEN: Lettre de Politique du Secteur de l'Environnement et des Ressources Naturelles (Environment and Natural Resources Sector Policy Letter)
LOASP: Loi d'Orientation Agro-Sylvo-Pastorale (Agro-Sylvo-Pastoral Orientation Law)
MHA: Ministère de l'Hydraulique et de l'Assainissement (Ministry of Water and Sanitation)
MASAE: Ministère de l'Agriculture, de la Souveraineté Alimentaire et de Breeding
MEN: Ministry of Education
METE Ministry of the Environment and Ecological Transition
MFB: Ministry of Finance and Budget
MIC: Ministry of Industry and Commerce
MPEM: Ministère de la Pêche et de l'Economie Maritime (Ministry of Fisheries and Maritime Economy)
MSAS Ministry of Health and Social Action
NEPAD: African Union Development Agency
OIA: Interprofessional Agricultural Organizations
WAHO: West African Health Organization
SDGs: Sustainable Development Goals
WHO: World Health Organization
WFP: World Food Programme
PAP: Priority Action Program
PDDA: Programme Détaillé pour le Développement de l'Agriculture Africaine (Detailed Program for the Development of African Agriculture)

PDMAS: Programme de Développement des Marchés Agricoles et Agro-alimentaire du Sénégal (Program for the Development of Senegal's Agricultural and Food Markets)

PCAE: Common Environmental Improvement Policy

PCCP: Plan National de Contingence aux Crises Pastorales (National Pastoral Crisis Contingency Plan)

PNDIPE: National Policy for the Integrated Development of Early Childhood in Senegal

ICESCR: International Covenant on Economic, Social and Cultural Rights

PSMN : Senegal's Multisectoral Nutrition Strategic Plan

PNDN : National Nutrition Development Policy

PNDIPE: National Policy for the Integrated Development of Early Childhood in Senegal

PNSC: National Community Health Policy

POP: Persistent Organic Pollutants

PRACAS: Programme Accélération de la Cadence de l'Agriculture (Agricultural Acceleration Program)

PRA/GRN-CC: Programme Régional d'Appui Gestion des Ressources Naturelle et Climate Change

PRA/accès aux Marchés: Programme Régional d'Appui accès aux Marchés des Agriculture and Food

PRA/ME: Programme régional d'appui Maitrise de l'Eau (Regional water management support program)

PRA/PDG: Regional Population, Gender and Development Support Program

PRA/SAN: Programme Régional d'Appui Sécurité Alimentaire et Nutritionnel (Regional Food and Nutritional Security Support Program)

PRODAC: Programme National des Domaines Agricoles Communautaires (National Program for Community Agricultural Domains)

PSE: Plan Sénégal Emergent

PSSAR-SEN: Senegal's Strategic Plan for Agricultural and Rural Statistics

PSNESE: Health/Nutrition/Environment Policy in the Educational System

REVA: Retour Vers l'Agriculture

RRSA: Regional Food Security Reserve

SNGDERST: Stratégie Nationale de Gestion Durable des Eaux de Ruissellement et de la Salinisation des Terres (National Strategy for the Sustainable Management of Runoff and Land Salinization)

SNRASP: Système National de Recherche Agro- sylvo-pastorales (National Agro-Sylvo-Pastoral Research System)

SNSAR: National Strategy for Food Security and Resilience

SECNSA: Executive Secretariat of the National Food Safety Council

SRC: Regional Climate Strategy

SUN: Scaling Up Nutrition

UNICEF: United Nations Children's Fund

I. CONCEPTUAL FRAMEWORK AND METHODOLOGY

1. Study background and rationale

Over the past few years, Senegal has been faced with a major threat of food and nutritional insecurity, which has become increasingly acute in the West African sub-region, marked in recent years by worsening drought and an acute security crisis, particularly in the Sahel region, which is already highly vulnerable to the effects of climate change. Against this backdrop, food and nutritional insecurity has become a major concern for all countries in the ECOWAS zone, where it has expanded rapidly in recent years, spreading to coastal regions that were previously less exposed.

The precariousness of the food and nutrition situation in the States has been further exacerbated in recent years, exposing millions of people to the threat of famine and malnutrition¹. Millions of people's access to essential foodstuffs has been undermined by price inflation, which has risen exponentially in Senegal in recent years², considerably increasing the number of people without regular access to healthy, balanced nutrition³.

Although trends in food and nutrition insecurity are not identical in all countries, the threat remains significant for the⁴ states, which must create the conditions for strong, viable food and nutrition resilience to ward off this threat and guarantee optimal effectiveness of the right to food in their respective territories and beyond, throughout the ECOWAS zone.

Food and nutritional security has become a major challenge for governments. It implies the availability of several options for action to protect every individual's fundamental right to food, in the face of crises and difficulties of various kinds, by creating the conditions for excellent effectiveness of this right and guaranteeing the availability of sufficient quantities of good-quality locally-produced subsistence, in

¹ Cf. UNICEF press release "Hunger worsens in West and Central Africa amid persistent conflict and economic turmoil", April 12, 2024. Available at <https://www.unicef.org/wca/fr/communiqu%C3%A9s-de-presse/la-faim-saggrave-en-afrique-de-louest-et-centrale-dans-un-contexte-de>. Accessed June 17, 2024

² Cf. ANSD, "Indice harmonisé des prix à la consommation (IHPC) (Base 100 en 2014) - Août 2023. Available at https://www.ansd.sn/sites/default/files/2023-09/IHPC_08_2023.pdf. Accessed June 17, 2024

³ The recent covid-19 pandemic, combined with the effects of armed conflict, recurrent political crises and climate change, has further exacerbated this threat.

⁴ Cf. Regional Report on Food and Nutrition Security (RRSAN 2024). Available at: <https://www.cilss.int/2024/06/04/rapport-regional-san-2024/>. Accessed June 17, 2024

conditions adapted to climatic constraints and environmental protection requirements, and accessible to all.

It also means guaranteeing food safety. As Senegal is a poor country, a large proportion of the population buy their food from unsanitary outlets, commonly known as "markets", exposing themselves to high risks of disease and malnutrition. Unhealthy food is a major source of infection and poisoning.⁵

In view of the above, the quest for food and nutritional security is one of the greatest challenges facing the State of Senegal, which subscribes to and participates in the implementation of the international community's new agenda setting out the Sustainable Development Goals (SDGs), the second of which aims to eradicate hunger and malnutrition by guaranteeing access to safe, nutritious and adequate food for all.

Achieving this goal of food and nutritional resilience presupposes a good grasp of the evolution in time and space of the threats to the effectiveness of MDG2, the updating of national strategies and public policies to combat hunger and malnutrition, and regular monitoring and evaluation of programs and other projects in support of national efforts and synergies to eradicate hunger and malnutrition in Senegal. Actors at state level need to be informed of the situation in order to diversify their options and adapt them as best they can to specific requirements, because the more diversified they are, the more effective they will be.

Food and nutritional resilience in fact calls for the capacity of states, their institutions, communities and individuals to react dynamically and appropriately to the various acute and/or chronic crises, real or potential, in the agricultural and livestock sectors, considered as the main levers through which any national initiative (political, public or private) in favor of effective food and nutritional resilience in Senegal must pass. This resilience requires four fundamental capabilities that must be combined in the various strategies and programs to prevent and combat food and nutritional insecurity. These are: the capacity to anticipate, the capacity to absorb, the capacity to adapt and the capacity to transform. Admittedly, Senegal's food and nutrition habits are essentially based on imported products such as rice and wheat, leaving little room for alternative food and nutrition models that could easily be based on local produce. However, the country has a number of assets that could make it easier

⁵ Cf. Senegal: "Le projet " marché santé ", pour des aliments sains", August 24, 2022. Available at <https://www.afro.who.int/fr/countries/senegal/news/senegal-le-projet-marche-sante-pour-des-aliments-sains>. Accessed June 11, 2024.

to achieve the goal of food and nutrition security. From this point of view, the challenge of food and nutritional resilience remains possible.

2. Study objective

- Analyze the legal and institutional framework for food and nutrition security in Senegal.
- Analyze existing public policies directly or indirectly related to food and nutrition security.
- Produce a report outlining the strengths, shortcomings and challenges of food and nutrition resilience in Senegal compared with national, regional and international guidelines in the field of food and nutrition security.
- Formulate recommendations likely to boost and facilitate food resilience in Senegal
- .

3. Methodology

The study was carried out using a two-stage methodology:

- A 1^{ère} stage of online and on-site data collection and analysis of available documentary resources. Interviews were also conducted with key people from national and international organizations working in the field of food and nutritional resilience (SUN Movement; Action Contre la Faim).
- A 2^{ème} stage of analysis of the available documentary base and report writing.
-

II. LEGAL AND INSTITUTIONAL FRAMEWORKS

In Senegal, the issue of food and nutritional resilience is addressed by a raft of international and regional legal texts ratified by the country, as well as a series of national legal texts. This important legal framework is complemented by an institutional framework comprising national, regional and international bodies, structures and mechanisms, whose synergy of actions helps to guarantee the operationality and effectiveness of food and nutritional resilience in the country.

1. THE LEGAL FRAMEWORK

It is essentially made up of international, regional and national texts that deal directly or indirectly with issues relating to food and nutritional resilience. Within this legal framework, we distinguish three (3) types of legal instrument: international, regional and national.

1.1. International legal instruments

Senegal has ratified several binding and non-binding international legal texts directly or indirectly related to the issue of food and nutritional resilience. These texts include:

- The ***Universal Declaration of Human Rights***, considered to be the first international legal text, enshrined the right to food as a flexible right (art. 25) accepted as a formally binding obligation by all states that ratified the International Covenant on Economic, Social and Cultural Rights (1966).

- The ***International Covenant on Economic, Social and Cultural Rights (ICESCR)***. Under the provisions of this Covenant (article 11, paragraphs 1 and 2), States parties are responsible for the well-being of individuals living on their territory, and are obliged to recognize "*the right of everyone to an adequate standard of living for himself and his family, including adequate food, clothing and housing, and to the continuous improvement of living conditions...the fundamental right of everyone to be free from hunger*".

Despite having ratified the ICESCR, the right to food has not yet been constitutionalized in Senegal. However, the constitutionalization of this right would be an important step forward in the implementation by the State of Senegal of its obligations arising from the ratification of the ICESCR, supplemented by the Optional Protocol of 2008, which creates a Committee⁶ responsible for monitoring its application by States parties. To date, few African states have signed the protocol, and in the ECOWAS region only Cape Verde has ratified it.

- The ***Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)***. Taking into account the difficulties women face in accessing food in situations of poverty, CEDAW advocates providing them with access to adequate nutrition during pregnancy and lactation (Art. 12 al. 2). The Convention also calls for women living in rural areas to be accorded equal treatment with men in land reform and rural development projects (Art. 14 al. 2 (g)). It also advocates providing women in these areas with suitable living conditions, integrating several aspects, including water supply (Art. 14 al. 2 (h)).

- The ***International Convention on the Rights of the Child (CRC)***⁷. This convention, like **the *International Convention on the Rights of Persons with***

⁶ Since 2013, this body has had four mechanisms at its disposal to exercise its field of competence. These are: the reporting mechanism provided for in Article 16 of the Covenant; inter-State complaints mechanisms (Article 10 of the 2013 Additional Protocol); individual communications (Article 2 of the 2013 Additional Protocol); inquiries (Article 11-12).

⁷ The CRC was signed by Niger on January 26, 1990 and ratified on September 30 of the same year. In addition to this Convention, the *Global Strategy for Infant and Young Child Feeding*, drawn up by WHO and UNICEF, aims to "improve the nutritional status, growth and development, health and survival of infants and young children through optimal feeding".

Disabilities (ICRPD)⁸, enshrines the right to food of the persons concerned. These two texts respectively require States parties, including Senegal, to guarantee the right of children and disabled people (who are vulnerable people) to healthy, balanced and sufficient food. In accordance with article 23 of the CRC, the State of Senegal must take all necessary measures to combat childhood illness and malnutrition. These measures include a number of projects set up by Senegal's Ministry of Education (MEN) and Ministry of Health and Social Action (MSAS) in line with the provisions of article 27 of the CRC.

The State of Senegal has ratified other international legal instruments for the food and nutritional security of refugees and stateless people. These include the *Convention relating to the Status of Refugees* and the *Convention relating to the Status of Stateless Persons*, Article 20 of each of which enshrines the right to rationing of the persons concerned, which implies, among other obligations, that States, when providing for a rationing system for the distribution of products in short supply, must respect equality of treatment between their nationals and refugees and stateless persons living on their territories.

In addition to these global conventions, there are other international legal texts to which the State of Senegal is a signatory and which help to guarantee food and nutritional security. These include :

- **The three Rio Conventions** (*United Nations Framework Convention on Climate Change*, ratified on October 17, 1994 and later reinforced by the Kyoto Protocol of 1997 and the Paris Climate Agreement of 2015; *United Nations Convention on Biological Diversity* ratified on the same date by Senegal and its two additional protocols⁹ ; *United Nations Convention to Combat Desertification*, ratified on July 26, 1995.

- **The UN Agreement on the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks**, ratified on January 30, 1997, calls on States to adopt measures to ensure the long-term sustainability of fish stocks and to facilitate cooperation between nations for the conservation and management of stocks, either directly or through Regional Fisheries Organizations;

- **Stockholm Convention on Persistent Organic Pollutants**, ratified on October 08, 2003. The aim of the Convention is to protect ecosystems and the environment through efforts by States to reduce unintentionally produced organic pollutants (POPs) listed in Annex C of the Convention.

In addition to these binding international legal instruments, there are a number of non-binding texts directly or indirectly related to the issue of food and nutritional

⁸ The convention was signed in New York on December 13, 2006 and came into force on May 3, 2008. It was ratified by Senegal on December 02, 2009. Article 28 of the Convention requires States Parties to provide persons with disabilities with an adequate standard of living, including adequate food.

⁹ Cartagena Protocol on Biosafety and Nagoya Kuala Lumpur Protocol on Liability and Redress

resilience, which are binding on the State of Senegal. These texts include, among others

- The ***International Code of Marketing of Breast-milk Substitutes***, which aims to ensure the protection and promotion of adequate nutrition for infants and young children. This objective is set out very clearly in Article 1, which states that the purpose of the Code is to contribute "to the provision of safe and adequate nutrition for infants by protecting and promoting breastfeeding and by ensuring the correct use of breast-milk substitutes, where necessary, on the basis of adequate information and through appropriate marketing and distribution."

- ***The United Nations 2030 Agenda*** is one of the most important reference frameworks for sustainable human development. This document, although non-binding for States, is of paramount importance, as it targets 17 Sustainable Development Goals (SDGs), including SDG2, whose objective by 2030 is to eliminate hunger; ensure food security; improve nutrition and promote sustainable agriculture. The Plan Sénégal Émergent (PSE) adopted in 2014 in line with this Agenda as the reference document for Senegal's economic, social and environmental policy has made it possible to roll out public policies (projects, programs and reforms) inspired by this Agenda and aimed at strengthening food and nutrition resilience at national level.

- ***Resolution WHA65/2012/REC/1*** of the World Health Assembly (WHA) meeting in Geneva in May 2012, which defines the 6 Global Nutrition Targets 2025 and focuses on increasing the rate of exclusive breastfeeding, preventing overweight, anemia in women of childbearing age and undernutrition (stunting, low birth weight and acute malnutrition in children under 5).

- ***The 2002 Johannesburg Declaration*** (World Summit on Sustainable Development) encourages the application of the ecosystem approach to ocean management by 2010, with the elimination of destructive fishing practices and the creation of marine protected areas by 2012.

- The Rio+20 Declaration adopted at the Rio+20 World Summit on Sustainable Development, which reiterates and reinforces the commitment of nations to eliminate destructive fishing practices detrimental to food and nutritional security.

- ***Resolution 59/25 of 2004***, calling on nations to temporarily ban the destructive fishing practice of deep-sea trawling in international waters, dates from 2004 (paragraph 66). Resolution 61/10 of 2006, which regulates deep-sea fishing in international waters, dates from 2006 and is much more detailed than its predecessor. It calls for urgent action by nations and establishes the principle of reversing the burden of proof in fisheries management (paragraphs 80-91).

-***The Rome Declarations on Responsible Fisheries and World Food Security and the FAO Code of Conduct for Responsible Fisheries*** (1995).

1.2. Regional legal instruments

A distinction is made here between legal instruments at African level (African Union) and legal instruments at sub-regional level (ECOWAS, WAEMU).

1.2.1. On an African scale

At the level of the African Union, Senegal has ratified a series of Conventions and Protocols aimed at protecting nature and guaranteeing favorable conditions for the development of agricultural and pastoral activities and the exploitation of living fish resources in member states. These include the *African Convention on the Conservation of Nature and Natural Resources*, ratified in 1972, and the *Bamako Convention on the Ban of the Importation of Hazardous Wastes and on the Control of Transboundary Movements and Management of Hazardous Wastes within Africa*.

In addition to these two conventions, there are other, less binding legal documents produced by the African Union which are directly or indirectly related to the issue of food and nutritional security. These include

- *The Maputo Declaration on Agriculture and Food Security of July 2003*, which sets the direction for agricultural transformation in Africa for the period 2015-2025 in the Comprehensive Africa Agriculture Development Programme (CAADP).
- *The AU's Agenda 2063 is an* action plan designed to make Africa a united, prosperous and peaceful continent over the next fifty years. The Agenda's priority areas include: Nutrition, agricultural productivity and production, sustainable consumption and production patterns, sustainable management of natural resources, etc. Agenda 2063 sets out Africa's major aspirations and flagship programs, accompanied by implementation plans, in areas such as agriculture, livestock breeding and the protection of the environment and natural resources.
- *The Malabo Declaration* adopted in 2014, which sets Africa-wide targets to eradicate hunger and halve poverty by 2025 through sustained growth of local economies and an inclusive transformation of agriculture through increased funding and investment in agriculture.

1.2.2. At sub-regional level

At sub-regional level, Senegal has ratified two main texts relating to the issue of food and nutritional security. These are the *revised ECOWAS Treaty of 1993*, which constitutes the main binding legal instrument in terms of food and nutritional resilience for ECOWAS member states, who are obliged to cooperate in the

agricultural field and adopt a "common agricultural policy"¹⁰. To this end, a set of strategic documents and guidelines have been produced, in addition to programs that have been created with the aim of guaranteeing viable food and nutritional resilience in the zone. And also, *the Additional Act 1 to the revised ECOWAS Treaty establishing the Regional Food Security Reserve* (February 2013). The creation of this reserve is part of a rationale to prevent and anticipate the effects of possible security, humanitarian or environmental crises on the right of every person to adequate food and nutrition. It also promotes solidarity and complementarity between States. This reserve makes it possible to cope with the effects of cyclical crises of any kind that have a negative impact on the food and nutritional resilience of States.

In addition to these two legal instruments, there is *the Dakar Declaration on the Sahel Irrigation Initiative*, whose main objective is to strengthen the mechanisms and scope of infrastructure for irrigated agriculture, as well as other important documents produced by ECOWAS as part of the drive to promote and facilitate food and nutritional resilience in the various member states. Foremost among these documents is the ECOWAS *Regional Agricultural Policy* (ECOWAP), adopted in January 2005 in Accra by Decision A/DEC.11/01/05, in line with the *Comprehensive Africa Agriculture Development Programme* (CAADP). ECOWAP defines a vision of modern, sustainable agriculture based on effective, efficient family farms and the promotion of agricultural enterprises through private-sector participation, in line with its main objective of "contributing in a sustainable manner to meeting the food needs of the population, to economic and social development and to poverty reduction in member states".

ECOWAS also has a number of strategic plans that contribute to achieving the objective of food and nutritional resilience:

-*The Regional Food Security Storage Strategy* is built around three complementary lines of defense in the face of food and nutritional crises. These are local storage managed by local communities or producer organizations, national security stocks managed by States, and finally the *Regional Food Security Reserve* (RRSA) created in 2013 by the ECOWAS Heads of State and Government;

-*The 2019 Strategic Framework for the Sustainable Development of Fisheries and Aquaculture in West Africa*, which aims to enable ECOWAS member states to reform fisheries and aquaculture in line with ECOWAS's overall objective of contributing sustainably to meeting food needs.

¹⁰ Cf. article 25 Treaty

-The **2016 - 2020 Strategic Plan** of the West African Health Organization (WAHO), whose program 2 of strategic axis 1 focuses on the fight against diseases, includes the fight against nutritional imbalances among its top priorities.

- The ECOWAS **Regional Climate Strategy** (RCS) adopted by the 61st Ordinary Session of the ECOWAS Conference of Heads of State and Government, held in Accra on July 3, 2022.

-The **2022 > 2030 Action Plan** of the ECOWAS Regional Climate Strategy

-The UEMOA's **Common Environmental Improvement Policy** (PCAE) (2008), which aims to reverse the major trends in the degradation and reduction of natural resources, the deterioration of living environments and conditions, and the maintenance of biodiversity.

1.3. National legal instruments

At national level, there is a body of legal texts relating to the organization, management and operation of activities in the various sectors concerned by the issue of food and nutritional security. These texts can be divided into three categories: Laws, decrees and orders. The target areas are land tenure, agro-sylvo-pastoral, livestock, fisheries, trade, industry and crafts, health and nutrition.

1.3.1. Land

The Senegalese legislator has adopted a number of land-related laws that have a direct or indirect impact on the food and nutrition security situation. Foremost among these laws is **Law 64-46 of June 17 1964¹¹ on the national domain**, which has been supplemented by several implementing decrees¹². The land legislation deriving from this law is an original synthesis of Roman and Negro-African land law, whose objectives included ensuring a higher standard of living for Senegalese farmers by

¹¹ National estate land is divided into four categories: **urban zones** (land suitable for agricultural use: art. 5 of law 64-46 of June 17, 1964 on the national estate), **classified zones** (forestry and protection zones, art. 6), **terroir zones** (land used for housing, cultivation or livestock farming, art. 7) and **pioneer zones**.

¹² Cf. Decree no. 64-573 setting the conditions for application of law no. 64-46 relating to the national domain concerning land used for housing, cultivation or breeding . decree n°64-574 of July 30, 1964 implementing article 3 of law n°64-46 of June 17, 1964 relating to the national domain, authorizing, on a transitional basis, registration in the name of occupants who have carried out permanent development; decree n°66-858 of November 7, 1966 implementing article 5 of law n°64-46 of June 17, 1964 relating to the national domain and setting the conditions for the administration of national domain land for agricultural use in urban areas; decree n°72-1288 of October 27, 1972 relating to the conditions of allocation and disallocation of land in the national domain included in rural communities, modified by decrees n°80-1051 of October 14, 1980 and 86-445 of April 10, 1986; decree n°80-268 of March 10, 1980 organizing livestock grazing and setting the conditions of use of pastures; decree n°94-636 of June 21, 1994 relating to food aid counterpart funds.

increasing their productivity through a strict framework for land registration and individual title deeds¹³ .

It was already clear at the time that the introduction of the registration system by the colonial authorities had serious consequences for the rights of genuine traditional land users, for whom the customary tradition of collective enjoyment of the land was very firmly rooted, and this acted as a real brake on the success of land registration and the system of absolute individual ownership with the latter. As part of a "modern" approach, the law on the national domain simplified Senegal's land tenure system by abolishing customary rights to land and substantially modifying customary rules governing access to land, making the State of Senegal the master of the land in place of traditional chiefs.

The law governing the national domain has been supplemented by a number of other legal texts. Firstly, *Law 76-66 of July 2, 1976 on the State Domain Code*¹⁴ . An analysis of this Code reveals the important place it occupies in the national legal framework for food and nutritional security. Management of the State domain, in particular that of the natural public domain, can lead to the development of agro-silvo-pastoral and halieutic activities that are useful for Senegal's food and nutritional resilience. Local players involved in the operation of these production units should be facilitated and supported in accessing and conserving public domain land.

In addition, we have *Act no. 98-03 of January 08, 1998 on the Forestry Code*, amended by Act no. 2010-02 of March 12, 2010¹⁵ , Act no. 2011-07 of March 30, 2011 on land ownership, Act no. 96-07 of March 22, 1996 on the transfer of powers to the regions, communes and rural communities, amended by Acts no. 2002-15 of April 15, 2002, no. 2004-31 of August 25, 2004¹⁶ and 2007-07 of February 12, 2007. Lastly, this non-exhaustive list includes Act 2014-04 of February 03, 2014 authorizing the President of the Republic to ratify the Convention establishing the Pan-African Agency for the Great Green Wall (APGMV), adopted by the

¹³Cf. Amsatou SOW SIDIBE, "Domaine National, la Loi et le Projet de Réforme". In: La Revue du Conseil Economique et Social N° 2, February-April 1997, pp. 55-65.

¹⁴ The management of the estate can give rise to improvements to ensure the development of agriculture. Local players involved in the operation of family production units need to be facilitated and supported in their access to land.

¹⁵ Cf. chapter 2 - Rights of use art. L10, which states that "In national domain forests, local populations are authorized to exercise rights of use relating to : - collecting dead wood and straw; - harvesting fruit, food or medicinal plants, gums, resins and honey; - grazing livestock, pruning and delimiting fodder species; - service wood for home repairs.

¹⁶ Cf. Journal Officiel de la République du Sénégal n°6187 du 16 octobre 2004, p.1564)

Conference of Heads of State and Government of the Community of Sahel-Saharan States (CN-SAD) in Ndjamena (Chad) on June 17, 2010¹⁷.

1.3.2. In the agricultural sector

Agriculture covers both farming and livestock breeding. Senegal has an extensive legal arsenal in these two sectors, the aim of which is to guarantee the conditions for their proper development. An intermediate country with a large rural population whose livelihood depends on agricultural and/or livestock activities and/or the income generated by these activities. From this point of view, the agricultural and fishing sectors play an important role in the country's food and nutritional resilience. Among the legal texts organizing the two sectors and having a direct or indirect relationship with the issue of food and nutritional security, we have been able to identify the following legal instruments: the above-mentioned laws, decrees and orders.

Laws

Among others, we have :

- ***Law no. 84-14 of February 2, 1984 on the control of agro, pharmaceutical and related specialties.*** This law is designed to protect or improve agricultural production, with the exception of fertilizers and soil improvers. This law concerns the preparation of substances intended to combat harmful vertebrates and invertebrates, substances intended to combat plant diseases and weeds, and substances used in domestic and public hygiene for disinfecting premises.
- ***Act no. 2000-14 of January 10, 2000***, authorizing the President of the Republic to ratify the Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade. This was followed a few years later by Law no. 2002-28 of December 9, 2002, authorizing the President of the Republic to ratify the revised version of the agreement on common regulations for member states of the Permanent Inter-State Committee for Drought Control (CILSS) on pesticide registration.
- ***Act no. 2004-16 of June 4, 2004 on the Agricultural, Silvicultural and Pastoral Orientation Act (LOASP)*** This law is the cornerstone of the Senegalese government's rural development policy. It introduces a new approach to the development and management of agricultural policy, institutionalizing dialogue and consultation between the State and all stakeholders in the rural sector.

¹⁷ The Great Wall project is a response to the advancing desert. It is beginning to bear fruit, as local communities are now able to grow fruit and vegetables in arid areas. Providing an important source of nutrition in areas severely affected by malnutrition, this initiative also enables communities to cope with climate change.

- **Law no. 2006-26, August 17, 2006**, authorizing the President of the Republic to ratify the International Treaty on Plant Genetic Resources for Food and Agriculture.

Decrees

These laws have been supplemented by decrees, including :

-Decree no. 97-602 of June 17, 1997, instituting a catalog of plant species and varieties, supplemented by decree no. 97-603 of June 17, 1997, setting up the Comité national consultatif des semences et des plants. The role of this committee is to issue opinions and recommendations on all matters relating to the conditions of production and marketing of seeds and plans for plant species and varieties grown in Senegal.

-Decree no. 97-616 of June 17, 1997, regulating the production, certification and trade in seeds and seedlings, which organizes the production and certification, as well as the trade in seeds and seedlings, by means of a preliminary inspection of the seeds, enabling crops and batches to be certified.

Decrees no. 99-85 of February 4, 1999 and no. 99-733 of July 27, 1999 respectively creating and organizing a National Fund for Agricultural and Agro-Industrial Research (FNRAA) and the Credit Guarantee Fund for Plant and Animal Production¹⁸ (FGCPVA), whose resources are domiciled at the Caisse nationale de Crédit agricole du Sénégal (CNCAS).

Decree no. 99-259 of March 24, 1999 on the quality control of horticultural products¹⁹ and Decree no. 2002-1094 of November 4, 2002 repealing and replacing Decree no. 62-0258 of July 5, 1962 on animal health.

- Decrees 2007-11-43, 2007-11-47 and 2007-13-53 creating the Fonds National de Développement Agro-sylvo-pastoral (FNDASP), the Conseil Supérieur d'Orientation Agro-sylvo-pastoral²⁰ and the Fonds d'Appui à la Stabulation (FONSTAB) respectively.

Decree no. 2008-1261 of November 10, 2008 creating and setting the rules for the organization and operation of the Grande Offensive Agricole pour la Nourriture et

¹⁸ This fund is intended to cover the risks of bank loans granted to producers in connection with their plant and animal production activities.

¹⁹ The purpose of this quality control is: to ensure that the products referred to above meet food hygiene and safety requirements, both on the domestic market and on import and export; to ensure that they comply with quality and health standards; and to prevent and eradicate phytosanitary diseases.

²⁰ The Conseil Supérieur d'Orientation Agro-Sylvo-Pastorale is, by virtue of the provisions of article 75 of the Loi Orientation Agro-Sylvo-Pastorale, chaired by the President of the Republic, and its secretariat is provided by the Minister of Agriculture. The Council includes representatives of professional agricultural organizations, and is empowered to issue directives and instructions on rural development issues, and to review the implementation of the Agro-SylvoPastoral Orientation Law at an agricultural conference organized each year by the State of Senegal.

l'Abondance (GOANA) fund²¹ and Decree no. 2008-1259 of November 10, 2008 organizing and operating the Système National de Recherche Agro- Sylvo - Pastorales (SNRASP)²² .

- Decree no. 2008-1262 of November 10, 2008 instituting an agro-sylvo-pastoral social protection scheme²³ ; Decree no. 2008-1260 of November 10, 2008 on the recognition, organization and operation of Agricultural Interprofessional Organizations (OIA); Decree no. 2009-1408 of December 23, 2009 on the mission, organization and operation of the National Biosafety Committee (CNB)²⁴ and Decree no. 2009-1409 of December 23, 2009 on the mission, organization and operation of the National Biosafety Authority (ANB) .²⁵

- Decree no. 2011-1028 of July 25, 2011 repealing and replacing decree no. 2006-1336 of November 29, 2006 establishing, organizing and operating the Agence nationale du plan de Retour Vers l'Agriculture (REVA)²⁶ .

- Decree no. 2014-47 of January 20, 2014 repealing and replacing decree number 2003-827 of October 10, 2003 on the organization and operation of Chambers of Commerce, Industry and Agriculture (CCIA)²⁷ .

²¹ This highly controversial fund was set up in 2008 under President Abdoulaye Wade. FONGOANA was set up to meet the challenge of food sovereignty and avert the risk of food shortages. FONGOANA's mission is to - to seek resources to finance GOANA; - to promote training and capacity-building for Senegalese agricultural producers and their cooperative associations; - to support the preparation of agricultural project applications; - to ensure the financial follow-up of these projects.

²² This decree concerns the establishment, organization and operation of the Système National de Recherches Agro-Sylvo-Pastorales (SNRASP), designed to be a tool for promoting agricultural research, which has become more competitive by bringing together all creative energies.

²³ It is a system of protection granted to people working in the agricultural sector. It is part of an overall strategy to extend social protection, with the aim of gradually covering all social risks. Ultimately, the new agro-sylvo-pastoral social protection scheme should cover various branches of social protection. Initially, however, it has been limited to health insurance.

²⁴ The aim is to prevent biotechnological risks, and thus to promote the Cartagena Protocol, which has been ratified by Senegal. In reality, genetically modified organisms resulting from biotechnology often carry risks for biological diversity, including agricultural diversity, as well as for public health. For this reason, the National Biosafety Committee is tasked with assessing the risks or examining and evaluating the results of the use of genetically modified organisms. The aim is to identify possible adverse effects on the environment, biological diversity, and human and animal health.

²⁵ In implementing the Cartagena Protocol, the national biosafety authority is responsible for regulating the marketing of genetically modified organisms and derived products.

²⁶ This decree abrogates and replaces decree no. 2006-1336 of November 29, 2006 on the creation, organization and operation of the Agence nationale du Plan de Retour vers l'Agriculture. It creates a public legal entity called the "Agence nationale du Plan de Retour vers l'Agriculture (ANREVA)", with financial autonomy. Its mission is to ensure the implementation of integrated emergence poles and the promotion of private initiative in the agro-sylvopastoral sector throughout the national territory.

²⁷ Chambers of commerce and agriculture are responsible for representing the interests of economic operators in the commercial, industrial and agricultural sectors.

- Decree no. 2024-952 on the remit of the Minister of Hydraulics and Sanitation (MHA); Decree no. 2024-970 on the remit of the Secretary of State for Cooperatives and Farm Management; Decree no. 2024-964 on the remit of the Minister of Agriculture, Food Sovereignty and Livestock.

Bylaws

Among the by-laws we have :

- Ministerial decree no. 8660 of November 20, 1996 making vaccination against African horse sickness compulsory in Senegal
- Ministry of Agriculture Order (MASAE) no. 3405 of May 9, 2001 established the national committee for monitoring and promoting the intrinsic quality (pesticide residues) of horticultural products in Senegal.
- Ministerial Order no. 6137 MEL-DIREL of November 9, 2005 on the creation and organization of the Dahra Genetic Improvement Center.
- Ministerial decree no. 5621 of August 22, 2006 on the creation and organization of the Management Unit and Supervisory and Coordinating Bodies of the Senegal Agricultural and Agrifood Market Development Program (PDMAS).
- Ministerial decree no. 9565 dated October 18, 2007 amending decree no. 004805 dated June 15, 2007 on the creation and organization of the Steering and Monitoring Committee for the producer organization support component of the agricultural services and producer organization program, 2nd phase.

1.3.3. Fishing

In the fisheries sector, the only major piece of legislation is the Loi portant Code de la pêche maritime. It was supplemented by the 2007 decree reorganizing the Ministry of the Maritime Economy. There are also a number of decrees regulating the fishing sector, which can be integrated into the corpus of regulatory texts contributing to the achievement of food and nutritional resilience. These include

- Ministerial Decree no. 8055 dated November 8, 1999 setting out the special conditions applicable to marine farming establishments and the specifications to which these operations are subject.
- Order 07950 of May 12, 2017 setting the microbiological criteria, sampling plan and analysis methods applicable to the person, surfaces, ambient air of production, processing and transformation units of fishery and aquaculture products and related structures.
- Ministerial Order no. 3939 MPTM dated March 24, 2000 establishing and operating the "Station Pilote de Pisciculture de Keur Momar Sarr" project.

1.3.4. Food and nutrition

The right to food is a fundamental right that implies the guarantee of sufficient quantity and quality of food. Although the State has not yet enshrined this right in the Constitution, Senegal does have a significant body of legislation and regulations in the field of food and nutrition, aimed at guaranteeing the quality of products intended for consumption. These include laws, decrees and orders.

Laws

- ***Law no. 66-48 of May 27 1966 on the control of food products and the repression of fraud***²⁸. This law is the basic text of the national food safety strategy. It is supplemented by two implementing decrees: decree 68-507 of 07/05/1968 specifying the conditions for import controls, and decree 68-508 of the same date, laying down the conditions for investigating and recording infringements.

- ***Law no. 83-71 of July 5, 1983 on the Hygiene Code in Senegal***

- ***Law no. 2014-21 of May 17, 2014 creating a public establishment of an industrial and commercial nature, named Laboratoire National d'Analyse et de Contrôle (LANAC).***

- ***Law no. 2022-20 of June 14, 2022 on Biosafety***

Decrees

- Decree no. 59-104 of May 16, 1959, regulating the manufacture, packaging and control of sterilized canned fish and other marine animals; decree no. 64-087 of February 6, 1964, making it compulsory for meat intended for consumption to be stored in a cold store; and decree no. 64-427 of June 5, 1964, amending the rules governing the organization and operation of the refrigeration control committee for the port of Dakar²⁹.

- Decree no. 68-507 of May 7, 1968 regulating the control of products intended for human or animal consumption; Decree no. 69-132 of February 12, 1969 concerning the control of fishery products³⁰ and Decree no. 69-891 of July 25, 1969 concerning

²⁸ This law establishes, on the one hand, the control of food products, and provides for the repression of fraud, on the other. As such, it subjects the manufacture or processing of products intended for human or animal consumption, as well as the wholesale, semi-wholesale or retail sale of products manufactured or processed in this way, to authorization and control by the administrative authorities. Furthermore, these products, which have not been processed, may be inspected at the place of production, slaughter, storage or sale. Last but not least, this text also lays down infringements and penalties.

²⁹ This decree establishes a Port of Dakar Refrigeration Committee, responsible for overseeing the application of the provisions of the Port of Dakar Refrigeration Management Agreement, located in the public domain of the Port of Commerce.

³⁰ This text, relating to the control of fishery products, forms the basis for control of processing, transport, preservation and marketing. It defines the quality standards to be met by fresh, frozen and

the control of milk and dairy products intended for human consumption. These products must meet the quality and health requirements of articles 3, 4 and following of this decree.

- Decree no. 60-121 of March 10, 1960, instituting phytosanitary controls; Decree no. 68-340 of March 29, 1968, setting up the National Milk Committee; Decree no. 70-94 of January 27, 1970, instituting the Commission de Contrôle des Produits Alimentaires (CCPA). This commission is placed under the supervision of the Ministry of Commerce, more specifically the Division of Consumption and Quality Control (DCQ), and Decree no. 76-018 of January 6, 1976 concerning sales on the street and in public places³¹.
- Decree no. 83-12 04 of November 24, 1983, creating the Comité National du Code Alimentaire (CNCA). The purpose of setting up this committee is to ensure public health. The CNCA is responsible for advising the government on draft standards to be drawn up in this field.
- Decree no. 77-963 of November 2, 1977 on the organization and regulation of professions involved in the livestock and meat trade; Decree no. 79-665 bis of July 7, 1979 making it compulsory to incorporate millet flour into ordinary bread and setting quality standards for this bread, known as "pamiblé".
- The decree implementing law no. 84-14 of February 2 1984 on the control of agri-pharmaceutical specialties and assimilated specialties. This decree governs applications for approval of agri-pharmaceutical specialties; Decree no. 89-543 of May 5, 1989, regulating the health and safety inspection of slaughter animals, meat and by-products intended for human consumption. This decree requires that animals for slaughter and charcuterie, whose meat, offal and by-products are intended for processing and marketing, must be slaughtered in abattoirs or slaughterhouses approved by the Ministry of Livestock.
- Decree no. 90-969 of September 5, 1990 laying down technical conditions for the practice of mareyage. This decree lays down conditions for companies carrying out the activity of "mareyage". They must have specially equipped facilities.
- Decree no. 94-1210 of November 16, 1994 on the organization and operation of the Food Safety Commission and Decree no. 96-345 of May 8, 1996 on the creation of

deep-frozen products, as well as the physical and chemical characteristics of dried salted, dried smoked, dried braised and dried fermented fish.

³¹ This decree regulates the sale of local and imported industrial products, prohibiting all street sales and sales in public places, even on an occasional basis, unless authorized by the Minister of Commerce.

the Rice Market Management and Monitoring Unit (CGSMR). The unit's mission is to monitor rice markets nationwide, with an information system set up and equipped to receive and communicate all information gathered internally and internationally.

- Decree no. 98 554 of June 25 1998 on the creation, organization and operation of the Conseil National de Sécurité Alimentaire (CNSA) and Decree no. 2001-770 of October 5 2001 on the Cellule de Lutte Contre la Malnutrition (CLM).

- Decree 99-259 of March 24, 1999, issued on the initiative of TCP/SEN/6611 on the quality control of horticultural products, established a "Horticultural Products Quality Control Committee".

- Decree no. 2002-1094 of November 4, 2002 repealing and replacing decree no. 62-0258 of July 5, 1962 on animal health.³²

- Decree no. 2009-872 of September 10, 2009 makes it compulsory to apply standards to refined edible oils enriched with vitamin A and soft wheat flour enriched with iron and folic acid. This decree makes it compulsory for products (oil, soft wheat flour) intended for consumption in France to be enriched with these vitamins.

- Decree no. 2007-11 46 of October 4, 2007 on the organization and operation of the Fonds National de Développement Agro-Sylvo-Pastoral (FNDASP). The purpose of this fund is to finance, on a selective basis, agro-sylvo-pastoral research programs, agro-sylvo-pastoral advisory services, producer training and institutional support for producer organizations.

Bylaws

-General Order no. 1249/SE of March 6, 1950, regulating the packaging of salted, dried or smoked fish;

- Interministerial order no. 1720 of March 19, 2007 regulating the conditions for transporting fish products;

- Order no. 14351 of 28-09 2016 laying down the microbiological criteria, sampling plan and analysis methods applicable to controls of fishery and aquaculture products intended for human consumption.

- Order no. 007378 of March 03, 2020, which sets out the conditions and procedures for operating a bakery in Senegal.

2. THE INSTITUTIONAL FRAMEWORK

³² This decree concerns live animals, animals that have died of disease, their products and by-products, animal and animal-origin foodstuffs likely to be delivered to the public, the handling of animal and animal-origin foodstuffs, the hygiene rules to which personnel, premises and equipment handling animal and animal-origin foodstuffs must be subject, and finally the organization and control of animal and animal-origin foodstuff offices.

It brings together national and international institutions working in the field of food and nutrition security in Senegal.

2.1. International institutions

Senegal is home to a number of international institutions whose projects and programs are directly or indirectly linked to the issue of food and nutritional resilience. These institutions include :

-Food and Agriculture Organization of the United Nations (FAO). The FAO office in Dakar participates in agricultural and rural development through three (3) priority areas articulated around the priorities of the Agenda 2030 Sustainable Development Goals (SDGs), the Plan Sénégal Émergent (PSE), the United Nations Development Assistance Framework (UNDAF) 2019-2023 and FAO Regional Initiatives (RIs) and declined through the Senegal Country Programming Framework (CPP)³³ .

Overall, FAO's core interventions in Senegal focus on: i) gathering and making available information and knowledge; ii) sharing policy expertise; iii) technology transfer and capacity building; iv) advocacy and communication; v) monitoring and evaluating trends and performance; vi) developing international instruments and standards; vii) strengthening partnerships and alliances³⁴ .

- The World Health Organization (WHO). In Senegal, the World Health Organization is one of the financial and technical partners supporting the State of Senegal in its food and nutritional resilience initiatives, particularly in the area of food safety. One such initiative is the "marché santé" (healthy market) project, which aims to guarantee the safety of food sold in markets³⁵ by sanitizing sales outlets.

- The International Fund for Agricultural Development (IFAD). In Senegal, IFAD loans help to sustainably improve food security and the incomes of small-scale producers, and to create sustainable jobs for rural people, especially young people and women. In so doing, the Fund contributes to the achievement of MDG1, which aims to eradicate poverty, and is a key element in the achievement of MDG2, to which it is closely linked. IFAD's strategic objectives include a sustainable increase in the production, productivity and profitability of family farms through the

³³ These are : 1. promoting a sustainable, diversified, competitive, inclusive and growth-generating agro-sylvo-pastoral, fisheries and aquaculture sector; 2. improving food security and nutrition and strengthening the resilience of vulnerable populations; 3. sustainable management of the environment and natural resources. Cf. Document Cadre de Programmation par Pays du senegal2019-2023. Available at: <https://www.fao.org/senegal/programmes-et-projets/fr/>

³⁴ Available at: <https://www.fao.org/senegal/programmes-et-projets/fr/>. Accessed June 08, 2024.

³⁵ According to the results of a national survey carried out in 69 markets in Senegal, food sales outlets can be vectors of disease. Cf. Senegal: The "health market" project, for healthy food

modernization of commodity chains, and the strengthening of the professional capacities of commodity chain stakeholders, in particular farmers' organizations and micro and small rural enterprises. IFAD-funded projects focus mainly on setting up sustainable agricultural value chains and integrating women and young people into economic activity.

- **The World Food Program (WFP)** supports the State of Senegal in its fight against food insecurity, particularly in the poorest rural areas, where the WFP strives to contribute to the synergy of actions in favor of efficient community resilience to climate change and adequate profitability of small farms, including those run by women. WFP activities in these areas also include "local school feeding", to which a specific program is dedicated³⁶.

- **Committee on Food Security (CFS):** created in 1974, the Committee on Food Security (CFS) is an international, intergovernmental body which acts as a forum within the United Nations system. It is responsible for examining and monitoring policies relating to global food security, including production and economic access to food. In 2009, the CFS set up a High-Level Panel on Food Security and Nutrition (HLPE). This group is tasked with providing independent scientific analysis and advice at the Committee's request. The Committee collaborates with African regional institutions, notably ECOWAS, of which Senegal is a member.

We also have **UNICEF**, **Action Contre la Faim (ACF)**, the **Scaling Up Nutrition (SUN)** movement, **Terre des Hommes**, etc., all of whom contribute through their various projects and programs to the synergy of actions aimed at strengthening food and nutrition security in Senegal.

2.2. Regional institutions

These include :

- **The Comité Permanent Inter-Etats de Lutte contre la Sécheresse dans le Sahel (CILSS):** set up in 1973 in a particular context marked by the great droughts that struck the Sahel in the 1970s, the CILSS's mission is to consolidate active solidarity between the peoples of the Sahel. To date, the Committee comprises thirteen (13) member states³⁷ and operates in all ECOWAS countries, as well as in Chad and Mauritania.³⁸ The Committee's main mission is to become involved in the quest for

³⁶ Brochure, *Senegal: WFP and France join forces against food insecurity*. Published May 07, 2019. In April 2019| Three programs to combat food insecurity. Available at https://fr.wfp.org/publications?f%5B0%5D=country%3A2074&f%5B1%5D=publication_source%3A2258&f%5B2%5D=publication_type%3A2124. Accessed May 08, 2024.

³⁷ Benin, Ivory Coast, Gambia, Guinea, Guinea-Bissau, Mauritania, Senegal, Togo, Burkina Faso, Mali, Niger, Chad and Cape Verde. Available at: <https://www.cilss.int/presentation-du-cilss/>

³⁸ Ibid.

food and nutritional security, as well as the fight against the effects of desertification and climate change in the Sahel, with the aim of ensuring ecological balance and sustainable development in the Sahel region and beyond.

CILSS interventions are structured around the following five (05) regional support programs: 1. Regional Support Program for Food Security and Nutrition (PRA/SAN); 2. Regional Support Program for Natural Resource Management and Climate Change (PRA/GRN-CC); 3. Regional Support Program for Population, Gender and Development (PRA/PDG); 4. Programme régional d'appui accès aux marchés des produits agricoles et agroalimentaires (PRA/Accès aux Marchés); 5. Regional water management support program (PRA/ME).

- **The Commission Sous-Régionale des Pêches (CSRPE)** is an intergovernmental organization for fisheries cooperation established by the Convention of March 29, 1985, amended on July 14, 1993 in Praia (Cape Verde). The CSRPE comprises 7 member states, including Senegal. Its principal mission is to strengthen cooperation for the sustainable management of fisheries in maritime zones under the jurisdiction of its member states.

2.2. NATIONAL INSTITUTIONS

Several national institutions are involved in achieving Senegal's goal of food and nutritional resilience. These include ministerial institutions such as the Ministry of Finance and Budget (MFB), the Ministry of Agriculture, Food Sovereignty and Livestock (MASAE), the Ministry of Fisheries and Maritime Economy (MPEM), the Ministry of the Environment and Ecological Transition (METE), the Ministry of Water and Sanitation (MHA), the Ministry of Industry and Trade (MIC) and the Ministry of Health and Social Action (MSAS). In addition to these institutions, there is also the Conseil National de la Sécurité Alimentaire (CNSA), the Secrétariat Exécutif du Conseil National de Sécurité Alimentaire (SECNSA) created within the CNSA, the Conseil National de Développement de la Nutrition (CNDN) and the Cellule de Lutte contre la Malnutrition (CLM). This mechanism has been strengthened by the empowerment of local authorities in the implementation of food and nutrition resilience projects.

3. NATIONAL PUBLIC POLICIES

The Senegal Emergent Plan (PSE), which sets out the vision of "An Emerging Senegal with a cohesive society under the rule of law" by 2035, and whose main objective is to set Senegal on a new development trajectory in order to accelerate its

march towards emergence, is currently the reference document for the State of Senegal's economic, social and environmental policy³⁹. It is therefore the reference document for all public policies relating to food and nutritional resilience.

Following on from PAP1 and 2, the third Priority Action Plan (PAP3 2024-2028) sets out the broad outlines of the State of Senegal's public policies up to 2024. Among other priority objectives, PAP3 aims to bring about a far-reaching structural transformation of the agricultural sector, incorporating the achievements and lessons learned from the first decade of PSE implementation.

In line with the Emerging Senegal Plan as a whole, and PAP3 in particular, Senegal has put in place a number of public policies (projects, programs and reforms)⁴⁰ whose aim is to guarantee and consolidate the food and nutritional resilience of populations throughout the country.

3.1. Agro-sylvo-pastoral

- The National Food Security and Resilience Strategy (SNSAR) 2015-2035. The main objective of this letter is to provide the State of Senegal and all stakeholders involved in the fight for food security and resilience (institutional players, private sector, CSOs, local authorities, development partners, etc.) with a reference framework for guiding and coordinating interventions. The SNSAR is a tool for steering the various food security and resilience interventions carried out by the State, and/or in partnership with these players, and aimed at creating the right conditions for national food security and resilience capable of structurally reducing poverty and inequality in the country⁴¹. In order to achieve these objectives, the SNSRAR relies on two types of body: a steering body (CNSA) and a coordination and management body (SE/CNSA) with decentralized structures at regional, departmental and communal level.

³⁹ Plan Sénégal Émergent (PSE). PLAN D'ACTION PRIORITAIRES 3 : 2024-2028. December 2023. Available at: <https://www.finances.gouv.sn/publication/plan-senegal-emergent-2019-2035/>

⁴⁰ See Table 1

⁴¹ Report of the Strategic Plan for the Development of Agricultural and Rural Statistics (PSSAR_SEN), page 18. Available on :

- **Lettre de Politique Sectorielle de Développement de l'Agriculture (LPSDA) 2019 - 2023.** The main legal basis for this letter is the 1966 Loi d'Orientation Agro-Sylvo-Pastorale (LOASP). Its particularity lies in the fact that it was drawn up in correlation with policies in other sectors (livestock, trade and agro-industry) and the Politique Nationale de Développement de la Nutrition (PNDN), which includes among its objectives: the production of food with high nutritional value, the adequate processing of nutritious food, nutritional education and essential nutrition services. The aim of the LPSDA is to make Senegalese agriculture a productive, competitive, diversified and sustainable sector, capable of providing stable farm incomes for those involved, and driving subsequent economic and social development.⁴² The LPSDA is implemented through the Document de Programmation Pluriannuelle des Dépenses (DPPD) and the PRACAS in its second phase. A mechanism for monitoring and evaluating the LPSDA has also been put in place, based around two bodies: a steering body (the national monitoring and evaluation committee chaired by the Minister) and a technical body (the monitoring and evaluation committee chaired by the Director of DAPSA).
- **The Lettre de Politique de Développement de L'Elevage (LPDE).** The LPDE was drawn up with reference to the economic and social policy guidelines of the State of Senegal, as defined in the PSE, which aims to improve the productivity and competitiveness of the livestock sectors, create an environment conducive to the development of livestock farming systems, and strengthen infrastructure for the processing, conservation and marketing of animal products. The LPDE is operationalized through five programs implemented along priority lines of action, as defined and detailed in the National Livestock Development Plan. (PNDE)
- **The Plan Stratégique des Statistiques Agricoles et Rurales du Sénégal (PSSAR-SEN)** aims to provide the Senegalese government with an agricultural statistics system based on relevant, reliable data, enabling it to draw up, analyze and assess national agricultural policies, and to monitor and evaluate these policies. The plan was drawn up in line with the PES and on the basis of a participatory and inclusive approach.⁴³ Its implementation comes at a time when the Government of Senegal is aiming to build "*An Emerging Senegal with a cohesive society under the rule of law*" by 2035, through its Emerging Senegal Plan (ESP).
- **Le Plan National de Contingence aux Crises Pastorales (PCCP) (révisé)** The aim of the revised PCCP is to provide Senegal with institutional and operational strategies for responding effectively to any crises affecting pastoral and agro-sylvo-

⁴²LPSDA - MAER DEC. 2018, page 29

⁴³Report of the Strategic Plan for the Development of Agricultural and Rural Statistics (PSSAR_SEN). Available on :

pastoral populations, through emergency interventions tailored to their needs. The plan not only helps prevent and limit damage and losses in crisis situations, but also protects the livelihoods of affected pastoral and agro-sylvo-pastoral households. The new PCCP document has been revised following an inclusive approach. It retains the same objectives as the initial Plan, which have been adapted to the multi-hazard context of the COVID 19 pandemic, which had a real impact on pastoral livestock due to the numerous cantonment measures.

- **Programme Accélération de la Cadence de l'Agriculture (PRACAS).** This program, based on strong reforms, is structured around five (5) flagship projects, whose implementation will contribute to the country's food and nutritional resilience. These include the implementation of 100-150 aggregation projects targeting high-value-added sectors and livestock farming, the development of 3 cereal corridors, the implementation of 150-200 projects to support family farming, and the creation of 3 integrated agropoles to stimulate domestic and foreign private investment, diversify growth drivers and strengthen the resilience of the economy. In line with the agricultural objectives of the PES, the PRACAS is based on the modernization of family farming, the emergence of agricultural and rural entrepreneurship, and the resilience of vulnerable populations, among others.

- **The Programme National des Domaines Agricoles Communautaires (PRODAC).** Although set up in response to the problem of youth employment, the Programme National des Domaines Agricoles Communautaires is one of the political initiatives contributing to the fight against food and nutritional insecurity, thanks to the creation of structuring facilities enabling the development of large agricultural estates.⁴⁴ PRODAC's objectives include improving the living conditions of the populations concerned by the program.

- **The Stratégie Nationale de Gestion Durable des Eaux de Ruissellement et de la Salinisation des Terres (SNGDERST) 2013- 2027.** Largely inspired by experiences capitalized on in previous projects and programs, the strategy was validated in August 2013 with the overall aim of laying the foundations for sustainable, endogenous local development benefiting rural populations through the control of runoff water and the fight against land salinization. Its implementation is supported by two programs: the National Program for the Development of Small-scale Local Irrigation (PNDIL) and the National Program to Combat Land Salinization (PNLST). This strategy occupies an important place in Senegal's national public policies for food and nutritional resilience, as it aims to strengthen

⁴⁴ Cf. Document de présentation du Programme National des Domaines Agricoles Communautaires available at: <https://www.prodac.sn/wp-content/uploads/2019/11/ProDAC-Version-Janvier-2014.pdf>. Accessed June 08, 2024;

water management, an essential resource for the development of the agro-sylvo-pastoral sector.

- Environment and Natural Resources Sector Policy Letter (LPSEER)

The main objective of this letter is to ensure rational management of the environment and natural resources to contribute to poverty reduction in a perspective of sustainable development. To this end, specific objective 2 of the Environment and Natural Resources Sector Policy Letter (LPSEER) is devoted to managing the living environment, promoting livelihoods and the resilience of vulnerable groups, particularly in the field of food and nutrition.

3.2. Fishing

We have mainly :

- **The 2001 strategy for the sustainable development of fisheries and aquaculture**, which refocuses sector development on the management of fishery resources and the sector, notably through measures to reduce fishing capacity and effort.
- The **Lettre de Politique Sectorielle de Développement de la Pêche et de l'Aquaculture (LPSPDA)**, approved by the government in 2008, sets out the challenges and objectives in line with the orientations defined in the PSE. Through this letter, the State of Senegal aims to regenerate and sustainably manage fisheries resources and develop aquaculture to strengthen the sector's contribution to food resilience.

3.3. In the field of nutritional safety

In Senegal, nutrition plays a key role in nutrition, food security and social protection policies. To date, the country has more than a dozen nutritional public policies (PP) in line with the regional or global context of nutrition-related goals to which the country has signed up. These include the Sustainable Development Goals (SDGs), the AMS targets for 2025, the African Union's Agenda 2063, the Malabo Declaration, the Global Alliance for Resilience Initiative (AGIR), the SUN Movement and the REACH initiative. However, the status of nutrition reveals a number of shortcomings.⁴⁵ One of the particularities of these public policies lies in the fact that they are, for the most part, developed and implemented according to an inclusive, multi-sectoral and multi-disciplinary approach, initiated in 2001, with the adoption of the decree creating the Cellule de Lutte Contre la Malnutrition (CLM), which became, in 2020, the Conseil National de Développement de la Nutrition (CNDN).

⁴⁵ Cf. Fact note 6: Nutrition policy in Senegal, 2021. Available on :

In addition to the cross-cutting public policies⁴⁶, there are more than a dozen public policies in the field of nutrition that are currently being implemented or developed and are specifically dedicated to the issue. Foremost among these is **the *Politique Nationale de Développement de la Nutrition*** (PNDN), Senegal's reference policy in the field of nutrition, implemented through the Plan Stratégique Multisectoriel de la Nutrition du Sénégal (PSMN). In line with international guidelines⁴⁷. The PNDN is the strategic reference framework for nutrition in Senegal. It includes a multi-sectoral Nutrition Strategic Plan (PSMN (2018-2022)⁴⁸) designed to operationalize Senegal's vision for nutrition by 2025: "*a country where every individual enjoys an optimal nutritional status by adopting appropriate behaviors*". The implementation of this multi-sector Nutrition Strategic Plan is organized around different Sectoral Action Plans (PAS) drawn up by the twelve (12) sectors, stakeholders⁴⁹, with the participation of the private sector and Senegalese civil society.

In addition to the *Politique Nationale de Développement de la Nutrition*, Senegal has developed other public policies. These include the *Politique de Santé/Nutrition/Environnement dans le Système Educatif PSNESE* (2015); the *Politique Nationale de Développement Intégré de la Petite Enfance au Sénégal PNDIPE* (2007); the *Stratégie Nationale de Protection Sociale du Sénégal*; the *Plan Stratégique COSFAM PS-COSFAM 2017 2021*; the *Plan National de Développement Sanitaire et Social PNDSS 2019 2028*; and the *Politique Nationale de Santé Communautaire PNSC*.

IV. DIAGNOSTIC ANALYSIS (SWOT)

1. The forces

Senegal's first asset is its political stability, which benefits from a climate of calm and security in comparison with other countries in the West African sub-region, and a climate conducive to the diversification of agricultural activities and crops. The existence of a fairly good road network and maritime transport facilities facilitates

⁴⁶ Cf. Lettre de Politique de Développement de L'Elevage LPDE 2017 2021; Plan National de Développement de l'Elevage PNDE; Plan Sénégal Emergent PSE 2014 2035; Plan Sénégal Emergent-Plan d'Actions Prioritaires PSE-PAP 2019 2023

⁴⁷ Cf. the "Scaling Up Nutrition" (SUN) movement, the World Nutrition Report, the World Food Summit Plan of Action, the Rome Declaration on World Food Security and the Lancet series of publications on nutrition.

⁴⁸ Document Plan Stratégique Multisectoriel de la Nutrition, page 4. Available at: <https://cndn.sn/comment-intervenons-nous/documents-de-reference/>. Accessed June 8, 2024.

⁴⁹ These sectors are: agriculture, livestock, health, trade, decentralization and territorial development, education, higher education and research, environment, family and social protection, industry, fishing.

the transport of subsistence products from agriculture, livestock breeding and fishing from their place of production to other regions of the country.

Added to these advantages is the existence of a genuine political commitment to food and nutritional security. For several decades, the State of Senegal has been developing various policies, projects and programs to support food and nutritional resilience, with the support of technical and financial partners and civil society organizations.

Another asset that emerges from the analysis of the existing institutional and legal framework is linked to the creation of new institutes and channels dedicated to agriculture, fishing and aquaculture in higher education and vocational and nutritional training. The introduction by the Senegalese government of measures to support agriculture, such as subsidies for agricultural inputs, is also an asset, as is the creation of an agricultural credit bank, agropoles and integrated programs to revitalize cultivated areas and control runoff water, etc.... To these advantages should be added the existence of hydro-agricultural development companies⁵⁰

Homologation of staple prices is also a strength of Senegal's food and nutrition resilience system, as it counteracts the harmful effects of price inflation on the country's many poor households.

Another special feature, which in itself is an asset, is the sectoral approach to the issue of nutrition through the establishment of a unit to combat malnutrition. Added to this is the existence of a national network of Laboratoires de contrôle de la Sécurité Sanitaire des produits agricoles and food fortification programs (salt, oil, flour, vitamins etc.).

2. Weaknesses

They are numerous and connected to several sectors, including the economy, agriculture, livestock, fisheries, trade, public hygiene and health, all of which hinder food and nutritional security.

In the agricultural sector, there are a number of difficulties, including those linked to access to factors of production, heavy dependence on rain-fed crops, the inadequacy of the State's land policy with the monopolization of arable land by foreigners and the agro-industry, whose real tenants are generally drawn from a political oligarchy with little knowledge of the sector, and the scarcity of quality seeds. To these blocking factors we must add the absence of suitable agricultural value chains, and difficulties linked to product storage and preservation due to the

⁵⁰ See Société nationale d'Aménagement et d'Exploitation des Terres du Delta du Fleuve Sénégal et des Vallées du Fleuve Sénégal et de la Falémé (SAED) and Société de développement agricole et industriel du Sénégal (SODAGRI).

scarcity or even absence of suitable infrastructures. These shortcomings result in huge losses of income due to major crop losses. Another weakness of the agricultural sub-sector lies in the low level of development of agricultural facilities.

In the livestock sub-sector, the constraints hindering food and nutritional security include the advancing drought, the low production levels of local breeds, the lack of basic physical infrastructure, the absence of appropriate value chains in the sector, and the high cost of livestock feed. Added to these factors is the strong competition between agriculture and livestock for land, and the absence of modern processing and marketing channels for livestock products.

In the fishing sub-sector, the main constraint is linked to the lack of proper organization of the sector and the weakness of the control system in Senegalese waters, opening up a wide boulevard to illicit and illegal fishing. These two main constraints are compounded by the lack of storage and conservation facilities for fresh seafood, the absence of suitable value chains, and the inadequacy of the secondary road network for transporting products to secondary markets.

In the field of trade and food safety, Senegal is faced with difficulties in providing access to sufficient quantities of quality food products, as well as instability in the coverage of food needs". This situation is exacerbated by the lack of operational capacity of the country's food safety control services in the face of a disorganized and poorly supervised marketing system for agricultural, fishing and livestock products, with a strong predominance of the informal sector. Added to this is the lack of communication about food-related illnesses and the consumption of certain foods.

3. Recommendations

- Reform the system;
- Strengthen fisheries governance;
- Promoting irrigated agriculture;
- Involve teaching and research institutions more closely in the search for innovative solutions in the agro-sylvo-pastoral and fisheries sectors;
- Promote organic farming to remedy the harmful effects of pesticides and other fertilizers on human health;
- Initiate and/or support a strong awareness of healthy eating habits;
- Provide incentives for the consumption of local products;
- Promote the production of edible plants and algae with high nutritional value⁵¹ and their integration into Senegalese dietary habits.

⁵¹ cf. *Moringa oleifera* and spirulina

- Integrate nutritional security and food and nutritional resilience into the training curricula of schools and training institutes in medicine, health and social action, and the social sciences;
- Improve financing for producers by strengthening support for rural credit ;
- Strengthen monitoring/evaluation mechanisms for food and nutrition security governance ;
- strengthen food quality control.



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