

ZANZIBAR REVOLUTIONARY GOVERNMENT



**MINISTRY OF AGRICULTURE LIVESTOCK
AND NATURAL RESOURCES**

**NATIONAL FORESTRY POLICY
FOR ZANZIBAR.**

**COMMISSION FOR NATURAL RESOURCES
FORESTRY SECTOR
ZANZIBAR
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ZANZIBAR NATIONAL FOREST POLICY

A. INTRODUCTION

In June 1992, the delegates to the UNCED Earth Summit in Rio de Janeiro urgently recommended that countries reorient their national forest policies to take into account the multiple uses and functions of forests "in a holistic and balanced manner." It is the purpose of Zanzibar's National Forest Policy to set forth a framework for such a broad-based and sustainable approach to forest resource management.

For the people of Zanzibar, forests provide numerous essential benefits, many of which are vital to the fundamental well-being of the nation. Forests provide protection against soil erosion and provide many of the nutrient inputs needed in agriculture. A supply of good quality water is dependent on the forest cover of watersheds, and the productivity of fisheries largely depends on the conservation of mangrove forests. The conservation of the few remaining natural forests have a growing importance, since they provide habitat to the most endangered endemic species of the islands and are becoming major tourist attractions. Rural communities derive numerous non-wood products from forests, such as game, medicine and material for handicraft production. Zanzibar is famous for her carpentry and boat building now threatened by the lack of high quality wood. Much of the population of Zanzibar is dependent on firewood and charcoal as the main source of energy. Collection and trade of firewood and charcoal is one of the economic activities in the country. House building relies largely on the supply of poles from mangroves and other forests.

In short, forest resources are deeply woven into the fabric of Zanzibar's national well-being, in a way that cuts across sectors and social and economic categories. Yet Zanzibar's forests are in jeopardy. To ensure their conservation and essential contributions, priorities have to be established and a framework for actions created. This is the purpose of the National Forest Policy. It is directed at the integrated

conservation, development and utilisation of the nation's forest resources. This integrated approach focuses not only on wood and non-wood products, but on the environmental functions of forest resources, wherever they might be located, including the protection of biodiversity and the enhancement of soil and water conservation, the social benefits derived from forests, and the promotion of recreation and amenity values. The National Forest Policy is thus not a policy for the forest sector alone, but an agenda for the country as a whole.

B. GOALS OF NATIONAL FOREST POLICY

The goals of national forest policy set forth the interests and objectives of the government and the people of Zanzibar in the conservation and development of forest resources. The **General Goal** gives overall direction to forestry policy. **The Specific Goals** elaborate the main elements- the social, economic and environmental objectives - which are contained within the general goal. Together, the general goal and the specific goals, compose a holistic framework to guide and direct coherent practical policies, both in the short-term and well into the future.

The **General Goal** of Zanzibar's Forest Policy, derived from the principles of sustainability and the welfare of the people, shall be as follows:

Protect, conserve and develop forest resources for the social, economic and environmental benefit of present and future generations of the people of Zanzibar.

The **Specific Goals** of Zanzibar's Forest Policy shall be as follows:

Social goal: Strengthen the role of forestry in alleviating poverty and increasing equity in resource management and utilisation.

Economic goal: Strengthen the role of forest resources in promoting economic development, in meeting demand for forest products, in creating income and in increasing national revenues and efficiency.

Environmental goal: Protect and conserve forest resources including wildlife and flora, and enhance the role of forest resources in maintaining soil and water conservation and other environment benefits.

It is a guiding principle of Zanzibar's National Policy that these three specific goals are inextricably related to one another. The successful pursuit of any one goal will depend upon the simultaneous pursuit of all three.

As the annexed figure illustrates, the goals and the policies derived from the goals compose a logical and coherent structure.

General Goal

Protect, conserve and develop forest resources for the social, economic and environmental benefit of present and future generations of the people of Zanzibar

Social goal

Strengthen the role of forestry in alleviating poverty and increasing equity in resource management and utilisation.

Environmental goal

Protect and conserve forest resources including wildlife and flora, and enhance the role of forest resources in maintaining soil and water conservation and other environmental benefits

Economic goal

Strengthen the role of forest resources in promoting economic development, in meeting demand for forest products, in creating income and in increasing national revenues and efficiency.

Forest Policy

Community Forestry Policies

- Production and income generation
- Involvement of communities in planning and management

Conservation & Biodiversity Policies

- Preservation of natural forests and wildlife
- Mangrove conservation
- Soil and watershed protection

Production Policies

- Increasing forest production
- Improving product utilisation and trade

Capacity-Building and Financial Policies

Legislation

C: FOREST POLICY STATEMENTS

POLICY GROUP ONE - COMMUNITY FORESTRY POLICIES

It is the policy of the Government of Zanzibar to encourage the active involvement of local people in the sustainable planning, management and conservation of forest resources through community forestry programmes.

“Community forestry” refers to the involvement of target groups (at village, group, and individual level) as the principal actors in the planning and implementation of sustainable forestry programmes. The basic objectives of community forestry are threefold: the provision of fuel and other essential goods; environmental stability to ensure food production; and income and employment in the rural community.

A solid institutional framework is required for the implementation of community forestry policies. There are three main elements necessary for this framework: 1) an efficient forestry extension and training service, able not only to provide technical expertise, but to support communities in the building and strengthening of local institutions; 2) an adequate research scheme including participatory research programmes; 3) an integrated legislation establishing a secure and flexible legal framework for community initiatives.

Policy # 1 : Community forestry for production and income generation.

Increase the supply of needed forest-products and improve rural incomes, by promoting and supporting, at community level, sustainable and participatory forest activities.

Implementation Strategies:

1.a. Encourage and support rural people, both men and women, to grow appropriate multi-purpose trees, in community woodlots, in agroforestry configurations or in other arrangements that are suitable to their specific needs, capacities and customs.

1.b. Promote the development of sustainable forest-related activities such as small-scale nurseries, forest-based handicraft, identification and harvesting of potentially valuable non-wood forest products, and bee-keeping as means to raise villager's income.

1.c. Give support to tree-growing activities on agricultural land by improving the security of tenure of farmers through efficient implementation of the land adjudication process.

1.d. Provide communities with adequate assistance-packages including education, technical training and information in order to enable them to carry out community forestry activities.

1.e. Establish an information system to provide villagers market information for the forest products they develop, and help them gain access to wider markets for those products.

1.f. Celebrate National Tree Planting Day by distributing seedlings of high-value trees (for carpentry, boat building, timber) to be planted locally.

Policy # 2: Community-level planning and management

Involve local communities in the planning and management of forestry activities and assist them in building the institutional capacity necessary for sustainable management and protection.

Implementation Strategies:

2.a. Through research and pilot-projects, study the feasibility of different community forestry arrangements, and increase knowledge about social, economic and ecological factors that account for success or failure.

2.b. Work with local communities to develop micro-plans for the integrated management of natural resources in their area, by using participatory planning methods.

2.c. Where necessary, assist local communities develop the organisations and participative methods required for effective local management.

2.d. Emphasise local knowledge, needs and aspirations in making forestry -related decisions, for example in selecting species to be used in plantations, the demarcation of areas to be reserved or replanted, etc.

2.e. Where communities or other groups are willing and capable of participating in community forestry programmes, define clearly the rights and responsibilities with respect to the natural resources they manage and protect. This includes working with them to define the boundaries of resource areas for which they will be responsible, encouraging the development of community-based by-laws and organisation (such as Village Conservation Committees), and giving legal recognition to such initiatives where they are sustainable and equitable.

2.f. Where communities are already effectively protecting forest areas, community forestry programmes should give recognition and support to such efforts, rather than replace them. Community forestry arrangements should be tailored to site-specific conditions.

2.g. Involve surrounding populations in the management of forest reserves and other conservation areas, especially in the coral rag and mangroves, and explore ways of providing meaningful incentives for such involvement, such as participation in tourism activities and appropriate access to some forest products and lands.

2.h. Through extension and education, improve the involvement of rural woman in the process of planning forest activities, as they constitute the segment of the population most dependent on forest resources for daily needs.

2.i. Establish effective agro-silvo-pastoral programmes, taking into account the role of livestock-keeping and its relationship to community forestry activities.

2.j. Help local communities resolve internal conflicts and conflicts with other communities over the use of local resources, and assist them in protecting community resources from outside interference.

2.k. Promote urban forestry activities such as road-side plantations, establishment of public gardens, planting of shade trees and fruit tree in public places and private gardens, both for production and landscaping purposes.

2.l. Explore the possibility of rewarding communities or individuals (including local authorities) who help in controlling illegal cutting.

2.m. Train farmers in fire-prevention and fire-fighting techniques, and discourage the unnecessary use of fires in agriculture.

POLICY GROUP TWO - CONSERVATION AND BIODIVERSITY POLICIES

It is the policy of the Government of Zanzibar to promote measures which preserve and enhance the environmental functions of forest resources. Zanzibar's forest resources play critical environmental roles, whether they are located in Government Forest Reserves (including mangroves), in other forest areas, or on agricultural land in the coral rag or deep soil areas. The conservation and biodiversity policies place priority on halting the further disappearance of Zanzibar's remaining natural forests and wildlife; on preserving mangrove ecosystems; and space on enhancing the protective functions of forests in soil conservation and watersheds.

Policy # 3: Preservation of natural forests and biodiversity.

**Protect Zanzibar's remaining natural forests and
wildlife as part of an integrated effort to conserve
the nation's biodiversity.**

Implementation Strategies:

3.a Create a legal classification system for forest areas, in which areas of particular biological importance and aesthetic and social value shall be set as permanent "forest conservation areas" for the protection of Zanzibar's biodiversity. Consider the inclusion of some forest conservation areas with especially high potential for ecologically sound tourism and recreation (such as Jozani and Ngezi forests) in a system of multiple-resource "National Parks."

3.b. Establish multiple-use management plans for each of the conservation forest areas (including buffer zones), involving local communities meaningfully in the planning process and placing high priority on devising ways in which such communities will participate in and benefit from the management.

3.c. Assist people in finding income-generation alternatives in areas where conservation measures may restrict the use of forest resources.

3. d. Apply environmental impact assessment procedures to ensure that (1) any proposed uses within forest conservation areas, and (2) any proposed outside developments or policies shall not have significant detrimental environmental consequences on such areas.

3.e. Reinvest revenues generated by tourism and other activities into the management of National Parks and other forest conservation areas.

3.f. Explore innovative ways in which non-governmental entities might be involved in the management of National Parks, in accordance with careful guidelines and oversight from the Commission for Natural Resources and other governmental bodies.

3.g. Conserve other important natural forests which have not been designated as forest conservation areas, through participatory planning and management.

3. h. Develop conservation measures for wildlife and flora, emphasising the role of forests as critical habitats for biodiversity and for fulfilling Zanzibar's international obligations to preserve biodiversity in situ. Place special emphasis on endemic and rare species.

3.j. Prevent the export of rare and endangered species of plants and animals.

3.k. Establish a more effective hunting permit system, balancing the need to preserve animal damage species with the need to control animal to crops and allowing for the periodic revision of the hunting calendar as conditions require.

3.I. Promote environmental education initiatives.

Policy # 4: Mangrove conservation.

Conserve and manage Zanzibar's mangrove resources, within the framework of a programme of intergrated coastal area management.

Implementation Strategies:

4.a Develop a programme of intergrated coastal area management as a collaborative effort among all relevant sectors, for sustainably managing the many inter-related resources (including mangroves) which are found in complex coastal eco-systems.

4.b. Conduct regular inventories to monitor the extent and condition of mangrove forests.

4.c. Involve local communities in the management, protection and sustainable utilisation of mangrove areas, in accordance with the Community Forestry Policies.

4.d. Set aside specified mangrove areas on a permanent basis as forest conservation areas to preserve biodiversity and to provide a source of plants and animals that would naturally restore adjacent areas.

4.e. Prevent damage to mangrove eco-systems from industrial pollution, discharge of domestic wastes, salt extraction and the poorly controlled development of settlements and tourist facilities.

4.f. When necessary, close off devastated mangrove areas to allow regeneration. Undertake research to assess the potential of assisted regeneration.

4.g. Study the potential of specific mangrove areas for ecologically-sound tourism activities, such as nature trails, bird-watching, and canoeing.

Policy # 5: Soil and watershed protection.

Reduce soil erosion and protect critical watersheds by promoting sound forestry practices both within government forest reserves and elsewhere.

Implementation Strategies:

5.a. Identify and map areas subject to surface erosion risks, in order to prescribe appropriate forestry-related protection measures.

5.b. As a collaborative effort between all relevant sectors, establish land-use plans for catchment areas which feed important freshwater sources and bore-holes, in order to ensure conservation of both the quantity and quality of drinking water.

5.c. Control the extraction and transport of sand, gravel and soil to reduce deforestation, groundwater pollution and severe soil erosion.

5.d. Identify and implement appropriate means for the rehabilitation of sand mining sites and abandoned quarry areas.

5.e. Through education and extension, promote agricultural and grazing practices which reduce soil degradation, especially in watersheds.

5.f. Plant trees along roads to reduce erosion, particularly in the case of newly constructed or widened roads.

5.g. Protect coasts from erosion by controlling tree cutting and by instituting afforestation programmes.

5.h. On lands where clove cultivation has been discontinued, particularly in critical watersheds or hilly areas subject to erosion, promote the plantation of appropriate substitute trees to sustain the protective functions previously provided by clove trees.

5.i. Educate coastal communities on the environmental implications of shifting cultivation, and promote the adoption of innovative agro-forestry systems to assist the fertility restoration process.

POLICY GROUP THREE — FOREST PRODUCTS POLICIES

It is the policy of the Government of Zanzibar i) to enhance the ability of Zanzibar's forests to meet the demand for forest products, within the framework of sustainable forest management, and ii) to promote efficient forest product utilisation and substitution measures.

While pressures arising from ever-increasing demands for agricultural land and wood products have contributed to the decline of Zanzibar's forests, effective management measures to improve productivity can help mitigate their effects. Tree planting and growing for timber, poles and fuelwood is one of the main measures to be emphasised. However, this alone will not be enough as shortages are not solely due to low production. In order to have an effective forest products policy, elements of utilisation efficiency and substitution are required.

Policy # 6: Increasing forest production.

Increase the production of forest resources, at sustainable levels, and improve the efficiency and profitability of forestry activities to improve the supply of forest products for national consumption.

Implementation Strategies:

6.a Grow trees for fuelwood, construction poles and timber in plantation forests and agroforestry systems. Priority should be placed on appropriate species which reflect local needs and customs.

6.b. Protect natural forests in order to sustain and improve production of non-wood forest products, such as fruits, honey, medicinal plants, fodder, basketry material, wild yams etc, and develop marketing channels for those products.

6.c. Introduce appropriate silvicultural practices in natural forests to enhance productivity. Ensure that any such practices are compatible with the Conservation and Biodiversity Policies.

6.d. Take adequate measures to protect forest plantations and natural forests against destructive agents such as fire, insects, parasites, pollution, etc.

6.e. Involve individuals, men's and women's groups, co-operatives and other organisations, through provision of proper support, in tree growing, in accordance with the Community Forestry Policy. Give emphasis to local species the qualities of which are known. Grow exotic species only after a thorough study of their characteristics and acceptance.

6.f. Undertake research on the silviculture and characteristics of local species.

6.g. Undertake studies on the profitability of government forest plantations and private (village) forest plantations to guide public and private investments and as a source for extension material.

6.h. Further develop appropriate and market-sensitive pricing systems for government plantation wood and other forest products and revise prices regularly.

6.i. Establish appropriate prices for the seedlings of different species produced in government nurseries in order to recover production costs.

6.j. Investigate the privatisation of certain productive activities which cannot be profitably undertaken by the government forest sector itself, or which may conflict with its other responsibilities. Ensure that any private activities are carried out in an ecologically sound manner.

6.k. Increase cost-consciousness and cost efficiency of public forest management and administration. Promote the practice of contracting out certain activities in forest plantations such as logging, road maintenance and government nurseries. People living near plantations should be given priority in contracting.

Policy # 7: Improving forest product utilisation and trade.

Encourage efficient utilisation and substitution of wood products and promote sound trade.

Implementation Strategies:

7a. Conduct cross-sectoral research on fuel saving devices and seek appropriate means to promote the use of such devices.

7.b. Carry out studies and encourage the use of alternative sources of energy to reduce woodfuel consumption, both by households and by large-scale consumers. Promote efficient methods in charcoal and lime production.

7.c. Investigate and promote the potential uses of coconut and the wood of other less common species to complement conventional species.

7.d. Allow the import from Pemba to Unguja of forest plantation-grown wood, both to encourage the planting of trees in Pemba and to help meet the demand for forest products.

7.e. Support value-added production of domestic wood from Zanzibar forests to create competitive products even for export markets. Discourage round log export.

7.f Reduce the wastage involved in the techniques used for harvesting and processing timber, and strive for the efficient utilization of all potentially valuable parts of each harvested tree.

POLICY GROUP FOUR— CAPACITY-BUILDING AND FINANCIAL POLICIES.

It is the policy of the Government of Zanzibar to improve the capacities of forest administration and related institutional units in the forest sector in order to achieve the goals of the National Forest Policy. Capacity building is a main-fold task covering the enhancement of human and material resources, organisational effectiveness and sensitivity in responding to changing conditions. It also involves developing collaborative attitudes and abilities between all sectors involved in or affected by the implementation of the National Forest Policy, as well as the improvement of the legal framework.

Policy # 8: Building capacity and improving forest administration

Strengthen forest sector administration, planning and extension capacity, especially in the areas of community forestry and conservation, through organisational streamlining, training, research and intersectoral co-operation.

Implementation Strategies:

8.a. Streamline the structure of forestry administration by assessing the actual needs in staffing and considering the gradual and planned trimming of the organisational structure. The remuneration of staff should better reflect responsibilities and effectiveness.

8.b. Establish a formal gender policy in staffing, human resources development and training within the forestry sector. Give high priority to the recruitment and training of female forest extension personnel, to more effectively encourage the involvement of women in forestry activities.

8.c. Establish a long-term National Forest Plan covering all forest activities of the country, to be revised every five years, or sooner as the need arises, ensuring public participation in the planning process.

8.d. Improve forest sector statistics. Collect and organise essential forestry-related data about Zanzibar (records about nursery production, planted areas, harvesting, costs and revenues, wood product trade, maps, etc.) in an efficient and easily accessible archive.

8.e. Establish research priorities for the forestry sector, update these regularly, and establish realistic plans for meeting such priorities.

8.f. Make maximum use of existing talents and skills in research efforts, and establish training programs to enhance these talents and skills where they are insufficient.

8.g. Encourage foreign-funded research efforts by actively “marketing” the research priorities of the forestry sector to organisations doing or supporting international forest research. Such research efforts should involve a local capacity-building component.

8.h. Plan and conduct training for the effective and efficiency implementation of this National Forest Policy.

8.i. Participate in international co-operation and concerted actions for implementation of sustainable development in tropical and global forestry.

Policy # 9: Financing for forestry activities

Improve revenue collection, redirect public forest revenues into forest management, and seek new sources of financing to support vital national forestry activities.

Implementation Strategies:

9.a. Allocate adequate public funds for the financing of key forestry activities to safeguard vital long-term national interests (Water, soil, energy, raw-materials) by earmarking a substantial portion of forestry revenue for reinvestment in forest development activities.

9.b. Review and revise rates for all licences and transportation permits (fees) as needed, reflecting the market value of products collected. Develop mechanisms to improve fee collection.

9.c. Penalties must reflect market values and should be revised annually. Any forest products which are confiscated in accordance with law shall be sold at market prices.

9.d. Study the feasibility of creating a revolving Forestry Development Fund. The fund would provide means to promote tree planting and other silvicultural activities, forest infrastructure development, fire and other forest protection, soil and water conservation, etc. It could also deliver loans and grants for tree planters and small-scale nurseries.

9.e. Make a comprehensive study to assess in monetary terms the direct and indirect benefits of forests to the national economy of Zanzibar and to specific sectors of the economy.

Policy # 10: Improving forestry law

Enact legislation and build legal capacity in support of this National Forest Policy.

Implementation strategies

10.a. Enact a new forest law and revise other laws as necessary to give effect to this National Forest Policy. New legislation must (1) clearly articulate the goals and responsibilities of the Government to conserve and sustainably manage forest resources, including the preparation of management plans, (2) provide a secure and flexible framework for the involvement of local communities in enforcement and protection; (3) reflect the commitments set forth in the Rio Forest

Principles, Agenda 21, the Biodiversity Convention, as well as other important international accords; and (4) otherwise support the implementation of this Policy.

10.b. Revise the system of setting penalties so that they provide more effective deterrents to forest destruction (including more severe punishment for repeat offenders), and so that they can be adjusted more easily to reflect changing economic conditions.

10.c. Educate forestry officials, local government officials, police and judicial officers at all levels in the substance and application of forest law, giving special emphasis to the training of forest guards.

10.d. Initiate a public information campaign, providing lay-person explanations of the law.