



REVOLUTIONARY GOVERNMENT OF ZANZIBAR

**ZANZIBAR TRADITIONAL AND
ALTERNATIVE MEDICINE POLICY
2008**

Ministry of Health and Social Welfare in collaboration with:



World Health
Organization



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LIST OF ACRONYM / ABBREVIATIONS

MOH&SW –Ministry of Health and social welfare

NGOs – Non – Governmental Organizations

TAM – Traditional and Alternative Medicines

TAMP - Traditional and alternative medicines practice

WHO – World Health Organization

ZTAM – Zanzibar Traditional and Alternative Medicines

ZFDB – Zanzibar Food and Drug Board

ZEML – Zanzibar Essential Medicine List

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FOREWORD

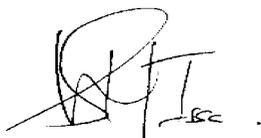
For several years, Traditional and Alternative Medicine has been practised in Zanzibar without official guidelines to assist Traditional medicine practitioners to perform their activities in accordance to legislation and regulation. Nevertheless, there has been some public awareness on the potential opportunities that could be tapped from the use of TAM and its benefits to the health sector.

By formulating this policy, the MOHSW has moved in the right direction to recognize and guide TAM practice in the country. It is envisaged that the Policy will optimize the benefits of traditional and alternative medicine practice, its cultivation, harvest, production and marketing to the people of Zanzibar.

The integration of Traditional and Alternative medicines into national health care system has the potential to supplement, strengthen and promote better health care for all, in line with the national vision.

The implementation of this Policy will require mutual cooperation between different stakeholders within and outside the country. Since traditional medicine uses various natural resources for the preparation of medicinal products, environmental control should be emphasized in order to sustain indigenous plants and other sources of traditional medicine products including indigenous knowledge for the future.

The Policy defines the role of TAM in Zanzibar's health care delivery system and provides a framework for coordination of activities related to the development of TAM in the private and public sectors. It is my sincere hope that all stakeholders will take their respective responsibilities towards ensuring good traditional and alternative medicine practices in Zanzibar in order to achieve better health for our people.



Hon. Sultan M. Mugheiry
Minister of Health and Social Welfare
ZANZIBAR.

GLOSSARY OF TERMS

For the purpose of this policy the following definitions may apply:

Alternative Medical systems:

These are traditional medicine systems that are built upon complete systems of theory and practice. Examples of alternative medical systems that have developed in Western cultures include homeopathic medicine and naturopathic medicine. Examples of systems that have developed in non-Western cultures include traditional Chinese medicine and Ayurveda.

Acupuncture

This describes a family of procedures involving stimulation of anatomical points on the body by a variety of techniques. American practices of acupuncture incorporate medical traditions from China, Japan, Korea, and other countries. The acupuncture technique that has been most studied scientifically involves penetrating the skin with thin, solid, metallic needles that are manipulated by the hands or by electrical stimulation.

Aromatherapy

This involves the use of essential oils (extracts or essences) from flowers, herbs, and trees to promote health and well-being.

Ayurveda

This includes diet and herbal remedies and emphasizes the use of body, mind, and spirit in disease prevention and treatment.

Chiropractic

This is an alternative medical system which focuses on the relationship between bodily structure (primarily that of the spine) and function, and how that relationship affects the preservation and restoration of health. Chiropractors use manipulative therapy as an integral treatment tool.

Dietary supplements

These are products taken by mouth that contain a “dietary ingredient” intended to supplement the diet. Dietary ingredients may include vitamins, minerals, herbs or other botanicals, amino acids, and substances such as enzymes, organ tissues, and metabolites.

Homeopathic medicine

This is an alternative medical system. In homeopathic medicine, there is a belief that “like cures like,” meaning that small, highly diluted quantities of medicinal substances are given to cure symptoms, when the same substances given at higher or more concentrated doses would actually cause those symptoms.

Massage therapists

These manipulate muscle and connective tissue to enhance function of those tissues and promote relaxation and well-being.

Traditional Chinese medicine

This is the current name for an ancient system of health care from China. Among the components of TAM are herbal and nutritional therapy, restorative physical exercises, meditation, acupuncture, and remedial massage.

1. INTRODUCTION

Zanzibar experiences tropical marine climate and thus is covered with a variety of plants and spices both natural and cultivated. Some of these plants and spices have been used for generations for the treatment of common ailments found in the islands. According to WHO, in Africa up to 80% of the population uses traditional medicines to help meet their health care needs. Many people in Zanzibar also use traditional medicines and with the increased shortages of drugs in the public sector and their high prices in the private sector, the demand for traditional medicine has been increasing within the population.

In the Alma - Ata Declaration of 1978 recognition was given to the role of traditional medicine and its practitioners in achieving health for all. The WHO Regional Committee for Africa by its resolution AFR/RC34/R8 of 1984, urged Member States to prepare specific legislation to govern the practise of traditional medicine as part of national health legislation and ensure an adequate budget allocation that will make for effective development of traditional medicine.

Traditional medicine is used in the maintenance of health as well as in the prevention, diagnosis, improvement or treatment of physical and mental illnesses.

The MOHSW recognizes and advocates for the use of traditional medicine and supports the idea of incorporating it into the national health system with the objective of ensuring that traditional medicine treatment is done scientifically, rationally and with safety to the Zanzibaris Community.

The Zanzibar Traditional and alternative Medicine policy identifies the goals, key policy objectives and guiding principles including the establishment of a legal and regulatory framework on TAM practices and therapies, education and training, research and development etc. In order to promote and ensure good TAM practice, a strategic plan for the implementation of the policy will be developed and which will include a number of measures to be undertaken. These include:

- ❖ Creating awareness on the role played by TAM practices to the community. TAM
- ❖ Enactment of appropriate legislation.
- ❖ Supporting the development and maintenance of TAM delivery, research and training facilities.
- ❖ Development of appropriate curricula for skills and competences necessary for TAM practices.
- ❖ Establishment of standards for hygienic working environment etc.

The policy seeks to promote collaboration and partnership with all relevant partners. It

also aims to promote appropriate methods and technologies in the development of TAM practices that will improve the quality, safety and efficiency of TAM products.

Definition

According to the WHO, traditional medicine is “the total combination of knowledge and practices, whether explicable or not, used in diagnosing, preventing or eliminating physical, mental or social diseases and which may rely exclusively on past experience and observation handed down from generation to generation, verbally or in writing” The terms “complementary medicine” or “alternative medicine” are used interchangeably with traditional medicine in some countries. They refer to a broad set of health care practices that are not part of that country’s own tradition and are not integrated into the dominant health care system.

Scope of Traditional medicine

Various traditional medicine practices have been developed in different cultures in different regions. These can be classified as:

1. Traditional

- ❖ Chinese Traditional Medicine
- ❖ Ayurvedic medicine
- ❖ Unani Medicine
- ❖ Indigenous Medicine

2. Non- Traditional

- ❖ Homeotherapy
- ❖ Chiropractic

3. Therapies

- ❖ Medication therapies
- ❖ Medicinal Plants & herbs
- ❖ Minerals
- ❖ Animal materials
- ❖ Diet and Nutrition

4. Non-medication therapies

- ❖ acupuncture
- ❖ manual therapy
- ❖ traditional exercises
- ❖ Physical, mental, spiritual and mind body therapies.

Role of Traditional Medicine

Traditional medicine has established promotive, preventive, curative and rehabilitative role. TM can be an integrated component of the mainstream of health care or an alternative or complementary to the health care system in Zanzibar.

Rationale traditional medicine use in Zanzibar

Long historical use of many practices of traditional medicine, including experience passed on from generation to generation, has demonstrated the safety and efficacy of traditional medicine. The products used can be easily found naturally and are easily affordable by majority of the community. Apart from that, cultural acceptability on Traditional medicine is high since it applies a holistic approach to treatment. However, scientific research is needed to provide additional evidence of its safety and efficacy.

Need for national policy on Traditional and Alternative Medicine (TAM)

A National Policy on TAM is needed for the following reasons:

- ❖ The use of traditional medicine TAM is widespread in Zanzibar therefore it is necessary to encourage better practice of such treatment in a modern way
- ❖ To define the role of traditional medicine in health care delivery systems.
- ❖ To ensure the direction, action and provision of financial and other resources as well as government commitment to support the traditional and alternative medicine practices.
- ❖ To guide on legislation and regulations in order to ensure its safety, efficacy and quality.
- ❖ To assist in the control of the increased medical expenditures.
- ❖ To make Traditional and alternative medicine much affordable and cost-effective form of health care.
- ❖ To encourage the proper conservation and cultivation of traditional medicine
- ❖ To promote local manufacturing of traditional medicines
- ❖ To protect traditional medicine knowledge, preservation of biodiversity and intellectual property rights

2. SITUATION ANALYSIS

The current situation of TAM in Zanzibar indicates that, majority of the population uses TAM for treatment of various diseases. Different traditional medicine methods, which have been practiced in Zanzibar, include herbal medicine, massage/manipulation, steam/heat, diet, exercise, spiritual and mental therapy. Unfortunately up to now, there are no studies or researches to investigate the pharmacologically active substances in the plants used for these purposes. Also, the advocacy for integration of TAM into national health care system has just started. The development of this policy therefore should serve as a catalyst to fully engage all stakeholders including Members of the public into the development and integration of traditional medicine in the National health system.

Legislation and Regulation

Up to now, there has not been any comprehensive legislation and regulation of TAM in Zanzibar. The practice of traditional medicine has been performed without control of the Government. Importation and exportation of medicinal and herbal products however was controlled under the Agricultural legislation. The MOH&SW with support from the WHO has developed a draft Traditional medicine legislation that should regulate traditional medicine practice in the country.

Research and development

In Zanzibar, like many other developing countries, education, training and research in this area has not been performed due to inadequate attention and support.

Research is needed to ascertain the efficacy and safety of several other practices and medicinal plants. Unregulated or inappropriate use of traditional medicines and practices can have negative or dangerous effects. Research findings will provide the proof of safety and efficacy of herbal medicines. Information may appear in an authoritative national documents (such as pharmacopoeias or official guidelines of national authority) or scientific publications. In conducting research and evaluating ZTAM, knowledge and experience obtained through the long history of established practices should be respected.

Administration

Previously, there was no administrative set up at National level that recognized and managed the TAM practices. However, some NGOs initiated by the traditional practitioners themselves ran and controlled various activities concerned with TAM. Therefore, the aim now is to initiate a Traditional medicine administrative structure not only at National level but also at lower levels.

Training and capacity building

Traditional Medicines in Zanzibar is currently in the hands of Traditional healers whose knowledge is highly individualized. They obtain their knowledge through heritage i.e. handed-over from generation to generation.

Integration of traditional medicines into health system in Zanzibar will lead to better understanding of the specific roles and practices of Traditional Medicine. Therefore, a system for training health workers and traditional health practitioners on aspects of the Traditional Medicines will be developed and put in place.

Information

Although there is some information on TAM, some ignorance on the nature and scope of TAM still exists in some Members of the population. The perceived negative aspects of TAM have often tended to obscure the real benefits. Currently there is no established system for information dissemination and sharing of TAM systems and products. This has hindered the development of this sub sector.

The development of information, education and communication strategies on Traditional Medicines for traditional practitioners, consumers and the general public should be encouraged.

Registration

All traditional and alternative medicine practitioners should be registered including their working premises. The aim is to ensure that TAM practices are conducted in accordance to regulations in order to attain the good quality of materials used as well as the better treatment to patients.

Local Production

Zanzibar Traditional healers are producing on small scale, various plants-based preparations for some disease conditions.

The Policy objectives are to improve the quality and quantity of traditional and alternative medicines for internal and commercial use. This would ensure a sustainable and safe environment for the production of herbal medications at local and at industrial levels.

Intellectual Property Rights Protection

There are no special reserved areas for Medicinal Plants. Different NGOs had established small scale Botanical gardens in order to obtain raw materials for herbal medicines in special allocated areas.

The Policy on protection and conservation of herbal biological resource as per existing laws could assist to ensure a sustainable availability of raw materials for traditional medicinal products at all times. Similarly, the establishment of mechanisms for greater protection of traditional medical knowledge, preservation of biodiversity, and equitable sharing of benefits or proceeds accruing from the appropriate utilization of biodiversity indigenous to Zanzibar could lead to a sustainable practice of traditional medicine.

Processing and marketing

Processing of herbal medicine is done locally and the quality of end products does not meet required standards. This is due to lack of appropriate technology, equipments and expertise in the area.

The marketing situation is also not reliable. Traditional medicine practitioners rely only on National trade fairs such as “Saba saba” and “Nane nane” and through exhibitions during the African traditional medicine day for marketing their goods.

The policy on processing and marketing is to develop appropriate and profitable marketing, pricing and post harvesting systems so that it can match with world market trends.

International Collaboration

MOH&SW, in its effort to strengthen TAM in Zanzibar has promoted international collaboration on TAM practice with different countries such as China, India, Egypt etc which have a developed traditional medicine practice and markets. On the other hand, a non – governmental organization of traditional health practitioners in Zanzibar has already started close collaboration with other practitioners within East African Partner States. The NGO has been recognized by international organizations working toward the preservation and restoration of ancient arts of traditional medicine known as PROMETRA. Other collaborations have been with United Nations Organizations and in particular the WHO, which has been providing full support in the development of the practice in the country.

3. TRADITIONAL AND ALTERNATIVE MEDICINE POLICY

Vision

Fully integration of traditional medicine practice into the health system so as to compliment modern medicine so as to achieve better health for all.

Mission

The policy aims to promote the traditional medicine and its integration into the national healthcare system; alleviate poverty by enhancing household incomes through promoting conservation, cultivation, harvesting and trade in medicinal plants and other medicinal resources; contribute to national economic growth through registration, licensing and other revenue collection measures.

Goal

The Policy's overall goal is to guide and regulate TAM practice while protecting indigenous knowledge, intellectual property, consumer and other rights as well as medicinal resources. The aim is to improve the quality, efficacy, use of TAM and raise capability and efficiency of the TAM practitioners for the better health of the community.

Overall Objectives

The overall objective of the policy is to make available at all times the traditional medicinal products which are of acceptable effectiveness and safety at a price that the individual and the community can afford.

Specific Objectives

- ❖ To ensure appropriate, safe and effective use of traditional medicine.
- ❖ To develop methodologies for research and evaluation of traditional medicine.
- ❖ To improve the quality and value of research in traditional medicine.
- ❖ To provide appropriate evaluation methods to facilitate the development of legislation and regulation in traditional medicine.
- ❖ To ensure proper conservation and protection of traditional medicinal resources.
- ❖ To enhance the national capacity in management at all levels.

4. STRATEGIES FOR IMPLEMENTING THE POLICY

The strategies that shall be used to implement the Zanzibar traditional medicine policy shall focus on effective traditional medicine management processes such as:

- ❖ Establishment of Traditional medicines legislation and regulations.
- ❖ Strengthening Ministerial Traditional Medicine Unit.
- ❖ Promotion of education and training in traditional medicine to practitioners.
- ❖ Establishment of standards of quality
- ❖ Control of safety and quality of Traditional medicines.
- ❖ Promotion of the proper use of traditional medicine in Zanzibar.
- ❖ Promotion and advocacy- that is dissemination of information to policy makers, health workers and members of the public.
- ❖ Promotion of Research and Development in traditional medicinal products.
- ❖ Collaboration with international bodies and organizations as well as other sectors for co-operation, exchange of technology and assistance.
- ❖ Establishment of a comprehensive system of monitoring and evaluation of implementation of the policy.

4.1. LEGISLATION AND REGULATION

Goal

Provision of a comprehensive and appropriate legislation framework for effective implementation of TAM activities.

Specific objective

To establish suitable management and regulatory measures to ensure the safe practice of TAM activities.

Guiding principles:

- ❖ Licensing of manufacturers, distributors and practitioners of traditional medicine including their premises.
- ❖ Formulate and maintain standards of TAM practices including instituting a code of conduct and a system for quality assurance.
- ❖ Protect, support and promote the Zanzibar TM development with the purpose of keeping its characteristics and advantages and accelerating its development by means of advanced science and technologies.
- ❖ Regulate traditional and herbal medicines advertisement, promotion and sales, in Zanzibar.
- ❖ Regulate the importation and exportation of TAM into or out of Zanzibar

- ❖ Ensure safety monitoring for herbal medicines and other TAM.
- ❖ Develop national standards, technical guidelines and methodology, for evaluating safety, efficacy and quality of TAM.
- ❖ Develop national pharmacopoeia and monographs of medicinal plants

4.2 REGISTRATION

Goal

To Register Traditional Medicine products, practitioners, and working premises in order to ensure the safety, efficacy and quality of Traditional Medicines.

Specific Objectives

I. To encourage organized traditional and alternative medicines practices in professional manner that suits the global trends.

II. To encourage and support traditional practitioners to register themselves and their products.

III. To promote the development of knowledge on registration at all level including Shehia level.

IV. To support to all practitioners and local authorities in improving skill in herbal medical administration.

V. To provide communities with adequate assistance-packages including education, technical training and information in order to enable them to carry out community herbal medications services.

VI. To facilitate the registration of standardized Traditional Medicines on the basis of the actions of pharmaceutical quality, safety and efficacy.

VII. To set up minimum regulatory requirements for quality of plant raw materials and finished products.

Guiding Principles

- ❖ All Traditional Medicines should be registered by ZFDB
- ❖ All Practitioners should be registered by Council
- ❖ All Premises should be registered by Council

4.3 ADMINISTRATION

Goal:

To have a comprehensive and functional administrative structure of TAM in Zanzibar

Specific objectives

To establish an administrative structure to coordinate, oversee and advise THPs, manufacturers, distributors and other beneficiaries.

Guiding principles:

- ❖ Provide appropriate recognition and improve the image and standard of practitioners.
- ❖ Strengthen human and material resources and office for TAM
- ❖ Enhance multi-sectoral and multicultural collaboration
- ❖ Enable training, education, research and development.
- ❖ Develop referral systems, structures and facilities for traditional medicine
- ❖ Develop repository of data base

4.4 HUMAN RESOURCE CAPACITY BUILDING

Goal

Enhanced capacity building among traditional medicine practitioners.

Specific Objectives

- ❖ To ensure the provision of efficient and effective traditional medicines services through training
- ❖ To improve knowledge and skills by facilitating the exchange of experiences.
- ❖ To ensure that products made by traditional health practitioners are of good quality, efficacy and safety

Guiding Principle

- ❖ Develop training curricular and tools for on Traditional Medicine practice.
- ❖ Train sufficient numbers of traditional medicines practitioners to ensure increased access to services
- ❖ Provide adequate training facilities to THPs

4.5 PROMOTION OF RESEARCH

Goal:

Promote research so as to develop safe, effective, good quality of TAM.

Specific objectives:

- ❖ To promote research and development to improve the quality, safety and efficiency of traditional and complementary medicines.
- ❖ To create evidence-base for TAM therapies and products and to disseminate such findings to all stakeholders

Guiding principles:

- ❖ Support research institutions working with CAM
- ❖ Promote collaboration between local research institutions and other institutions

in research areas.

- ❖ Disseminate research findings to stakeholders.
- ❖ Support for clinical research and clinical trials into use of TAM for treating country's common health problems
- ❖ Dedicate funding for CAM research

4.6 PROMOTION OF RATIONAL USE OF TAM

Goal

Correct and useful information about nature and use of traditional medicines is available and disseminated.

Specific Objective

To collect and disseminate correct and unbiased information on traditional medicines in order to guide rational drug use and supply in general.

Guiding Principles

1. An efficient information system that will give reliable and scientifically-based-information shall be developed and maintained.
2. Traditional medicines unit shall establish regular information programme and archives to provide useful information to the community and health workers
3. Develop and disseminate training and treatment guidelines for most commonly used TAM therapies.
4. Reliable information for consumers on proper use of TAM therapies and products.
5. Improved communication between THPs and their patients concerning latter's use of TAM.

4.7 LOCAL PRODUCTION

Goal

Provision of sustained availability of traditional medicinal resources in Zanzibar.

Specific objectives

- i. To increase herbal medicines at sustainable levels, and improve the efficiency and profitability of herbal medication and alternative medicines services for both national and international consumption.
- ii. To plant more medicinal plants in plots, plantations and in agro- TAM systems and practices in environmentally safe arrangements.
- iii. To introduce suitable agricultural practices in plantation, wood lots, home garden plots, and farm plots and in natural forests to enhance productivity.
- iv. To ensure that an introduced practices are compatible with the conservation ethics at national and international level.

- v. To monitor the incoming production material.
- vi. To establish monitoring plots and checking land for material that need to be quarantined prior to consumption or utilization.
- vii. To encourage local industry to invest in the cultivation of medicinal plants.
- viii. To exchange information about ongoing research and learning from experience existing outside the region.

Guiding Principles

- Create and enable political, economic and regulatory environment for local production through sensitization meeting, media, workshop etc.
- Improve access to TAM by establishing supply system for traditional pharmaceutical products
- Establish an essential list for traditional pharmaceutical product locally and international produced based on safety and its efficacy.

4.8 PROTECTION OF INTELLECTUAL PROPERTY RIGHTS

Goal

To protect indigenous knowledge, intellectual property rights, consumer and other rights as well as traditional medicinal resources so that it can better serve the national economic development.

Specific objectives

- i) To protect man made and natural production sites in order to sustain and improve production of herbal medications from the village level to the national levels.
- ii) To collaborate with other institutions in providing adequate measures to protect production sites, farms, natural forests and parks against destructive agents such as fire, insects, parasites, pollution, degradation etc.
- iii) To involve communities, individuals and NGOs in co-operatives and other organizations, through provision of appropriate assistances.
- iv) To conduct studies and reviews on the profitability, benefits and status of protection methods, gears and facilities so that to encourage private investments
- v) To establish botanical gardens and cultivate arboreta for medicinal plants.

Guiding Principle

- Carry out large scale cultivation and conservation of medicinal plants.
- Involve traditional medicines practitioners and the communities in production of medicinal plants.
- Ensure the protection of indigenous knowledge and inclusion of IPR in relevant laws

4.9 PROCESSING AND MARKETING

Goal

Improve the quality of the products, producers and skills in marketing systems.

Specific Objectives

- i) To investigate productive methods that can be cost-effective to producers at the same time maintain the quality of the product.
- ii) To increase cost-consciousness and cost-efficiency to management practices and administration.
- iii) To introduce efficient methods in processing and marketing of traditional medicinal resources.

Guiding Principles

Uncertainties that consumers face in determining quality can create severe insufficiency or even destroy market. The policy aims to reduce such uncertainty by establishing and enforcing standards through:

- Promotion of good agricultural practices for medicinal plants and animals.
- Promotion of good manufacturing practices in accordance to International conventions.
- Developing national and international standards for selection of TAM products.
- Developing and implementing effective monitoring and evaluation practices.
- Empowering the THPs to set standards and enforce them.
- Ensuring registration of TAM practices and setting acceptable standards for their operation.

4.10 INTERNATIONAL AND INTER-SECTORAL COLLABORATION

Goal

Strengthen collaboration between and within local and international organizations dealing with Traditional Medicine.

Specific Objectives

- ❖ Establish and maintain communication channels and network with other institutions dealing with TAM

Guiding Principle

- Sectors such as education, information and communication should be involved in processes such as the development and promotion of culture and traditional practices and in educating the population to empower them to make the right choices as regards the use of traditional medicine. The natural resources, agriculture and industry sectors will have an important role to play in the conservation of medicinal plants and the local production of traditional medicines.

- Communities, non-governmental organizations and other partners will have major roles to play in optimizing the use of traditional medicine in Zanzibar. Several international partners are particularly well placed to facilitate specific aspects of the implementation. These partners include the ADB, UNEP, UNIDO and WHO in matters related to the conservation of medicinal plants and the development of local production.
- Collaboration with NGO's and Government institutions to promote the practice of traditional medicine.
- Strengthened cooperation between TAM medicine providers and allopathic medicine practitioners.
- Promote cooperation with foreign governments, research institutions and relevant international agencies for the purpose of enhancing human resource development and for the efficient implementation of the traditional medicine policy.

4.11 MONITORING AND EVALUATION

Goal

Ensure that the process, strategies and outcomes of ZTAM policy implementation plan satisfy stated goals and objectives.

Specific objective:

- i. To support the successful implementation of the TAM Policy by establishing mechanisms for monitoring and evaluating it.

Guiding Principle

- Compilation of indicators for monitoring the ZTAM policy
- TMU to frequently monitor the implementation of ZTAM policy.
- Identify possible problems and identify effective strategies to address them
- Perform full evaluation of ZTAM policy strategic plans every 5 years.