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Theme: Investing in people before profits: building momentum
towards the Framework Convention on Alcohol Control

Advocacy for effective alcohol policies:

A review of the Zimbabwe National Alcohol policy – a public health



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AIM

To carry out a health policy analysis to understand the Zimbabwe national alcohol policy from a public health perspective



Introduction and background

- Public health practitioner, part time lecturer & blogger
- Based on MSc Public health study – LSHTM (2018-19)
- “Understanding the Zimbabwe national alcohol policy – public health perspective”.
- A health policy analysis - health policy triangle framework (Walt & Gilson).

THIRD EDITION

OXFORD

ALCOHOL

NO ORDINARY COMMODITY

Research and public policy

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Introduction & background: Global & regional

- Alcohol, a psychoactive substance with dependence-producing properties (WHO Afro).
- Alcohol is no ordinary commodity (Barbor et al., 2014)
- Harmful use of alcohol causes multiple diseases, social and economic burden problem (Remy et al., 2009).
- Globally, alcohol is a risk factor 200 health conditions (WHO, 2018)
- Accountable for 100 million alcohol use disorders
- 99 million Disability Adjusted Life Years (DALYs) lost,
- 3 million deaths
- Impacts 13 of the 17 SDGs.
- Has a strong relationship to non-communicable diseases (NCDs) (Parry et al., 2011)
- Internationally, alcohol companies spend heavily on marketing - '100 Global Marketers' in 2014 (Jernigan & Babor 2015).



Introduction & background : Zimbabwe

- 55% of youths indulge in alcohol binge drinking
- 11% of males, 2% of females and 6.4% for both sexes suffer from an alcohol use disorder.
- Country ranked 4 out of 5 on the Years of Life Lost score due to alcohol.
- The country National Alcohol policy was drafted in 2008, not yet operational, not binding.
- Process dominated by many alcohol industry players from Zimbabwe and the region.
- 7 policy instruments regulate the alcohol industry - falling under different ministries.

Methods: policy analysis & document analysis

The study applied the health policy analysis and document analysis

Policy analysis - Health policy triangle (Gilson and Walt, 2004)

Policy triangle – Content, context, actors and processes

Policy analysis focus was on content pillar

Analysis & evaluation of compliance of the 7 policy instruments based on 21 key policy indicators

Benchmark - WHO 2018 Global framework on Alcohol (2018)

Document analysis – targeted literature search (published and grey literature)

Health Policy triangle

Founded by Walt & Gilson (1994).

A health policy analysis model

4 focus areas about a policy and policy making:

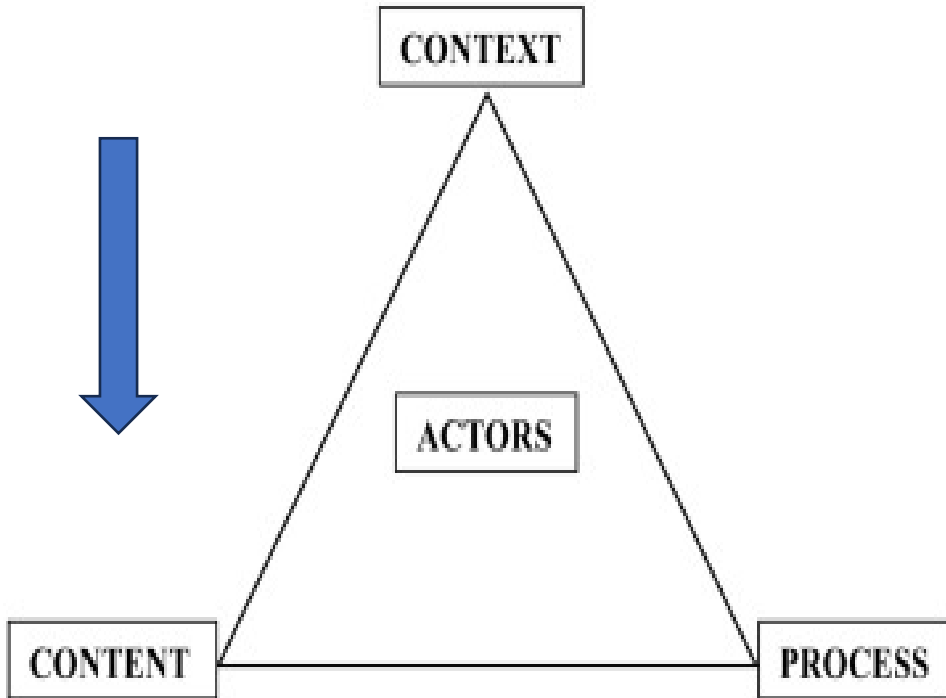
Content, Context, Process & Actors= All interlinked

Content: substance of the policy - aim, objectives and guiding principles. "What" of the policy.

Context: System factors - – political, economic, social or cultural, both national and international factors

Process: How policies are initiated, formulated, developed, negotiated, communicated, implemented and evaluated

Actors: Participants in the policy process- interested parties, individuals, organizations, groups and even the government



Zimbabwe National Alcohol policy

REPUBLIC OF ZIMBABWE
NATIONAL ALCOHOL POLICY

FIRST DRAFT: OCTOBER 2009
FINAL DRAFT: 28 SEPTEMBER 2010

- ZNAP policy process started in 2008
- First draft was completed in 2009
- Final draft completed in 2010
- Not yet operationalised and not signed into law
- No implementation plan

Data collection: 7 policy documents mapping, collection and review

Policy document	Custodian institutions	Collection method / comments
The Zimbabwe Public Health Act Chapter 15:17 Section 84 part A, C and D Prevention and control of NCDs	Ministry of Health Dept of Environmental health	Hard and electronic copies
The Zimbabwe Liquor Act 14:12 and the Standard Operating Procedure Handbook 2017	Ministry of Local government	Hard copy collected from Liquor Board
Food and Food Standards Act 15:04 SI 25 of 2001 and 5 of 2015. SI 265 of 2002 and SI 25 of 2001 – Food labelling regulations	Ministry of Health Dept of Environmental health	Hard and electronic copies
Zimbabwe Shop Licences Act 14:17 Article 45 Regulations – selling refreshments as defined in the Liquor Act	Harare municipality Licencing department	Hard copy
Zimbabwe Road traffic Act 13:11 – Part 54-55 Drink driving (Blood Alcohol Concentration)	Zimbabwe Republic Policy Traffic section	Hard copy
Child Protection Act 5:06 Part 78 – Sale of liquor, tobacco and drugs to children	Ministry of Public service and social welfare	Hard copy
Zimbabwe Customs and Excise Act 23:02 Section 127 – Excise duty or surtax And Section 164 – temporary exception (alcohol)	Zimbabwe Revenue Authority Customs department	Hard copy

Data analysis of the 21 Policy areas = Content analysis

Policy requirement area (WHO 2010 & 2018)	Compliant	Partial compliant	Non compliant
A written National Alcohol policy adopted and in use – <i>Not in use</i>		✓	
Have taxation on all forms of alcohol / beverages – not effective – <i>inflation & enforcing</i>		✓	
Have a legally binding policy on National Minimum age for <u>On Site Sales</u> of alcohol and other beverages	✓		
Have a legally binding policy on National Minimum age for <u>Off Site Sales</u> of alcohol and other beverages	✓		
Have a legally binding policy on National Minimum age for <u>Off Site Sales</u> of alcohol and other beverages	✓		
Have a legally binding policy on National Minimum age for <u>On Site Sales</u> of alcohol and other beverages	✓		
Have legally binding policy restricting <u>On and Off site</u> sales of alcohol or beverages on certain days of the week – <i>not in place</i>			✓
Have legally binding policy restricting <u>places for On and Off site</u> sales of alcohol or beverages - <i>Partly in place but not enforced</i>		✓	
Have legally binding restrictions on alcohol <u>density for Off and On site</u> sales of alcohol – <i>Partly in place but not enforced</i>		✓	

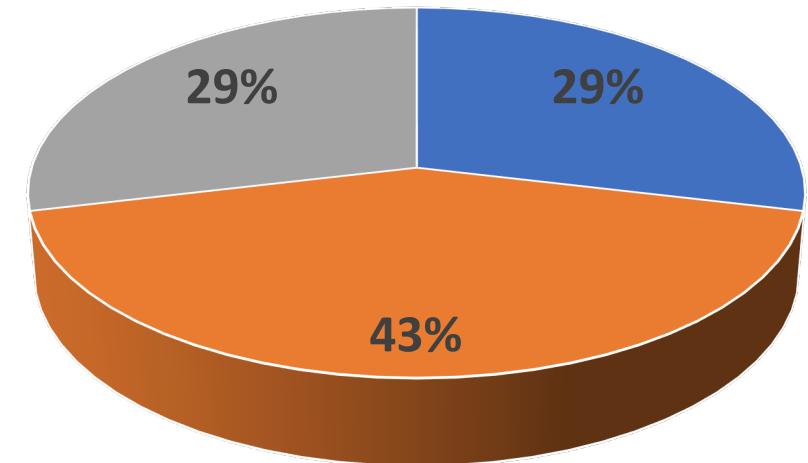
Analysis of the 21 Policy areas contd

Have a legally binding restrictions on sale of beverages at specific events – Not in place			✓
Have a legally binding restrictions on sale of alcohol to intoxicated persons – not enforced			✓
Have a legally binding restriction on sale of alcohol at petrol / gas stations	✓		
Have a legally binding policy on maximum Blood Alcohol Concentration (BAC) level restriction of 0.08g/dl for professional drivers – not enforced		✓	
Have a legally binding policy on maximum Blood Alcohol Concentration (BAC) of 0.08g/dl for general drivers – not enforced		✓	
Have legally binding regulations and restrictions on alcohol advertising (General) – not clear, not enforced/ not in place			✓
Have legally binding regulations and restrictions on alcohol adverts placement (TV) – not in place			✓
Have legally binding regulations on alcohol sponsorship – not in place		✓	
Have legally binding regulations on Alcohol sales promotion – not in place			✓
Zimbabwe to have clear evidence of National government support for community action on alcohol (Political will and support) – not exclusive and meaningful		✓	
Have clear and robust national monitoring system for implementation of the policy – not well coordinated / bits and pieces		✓	

Alcohol policy compliance analysis results

Indicator	Score	%
Policy full compliant areas	$(6 \times 1) / 21 = 6$	29%
Policy Partial compliant areas	$(9 \times 0.5) / 21 = 4.5$	21%
Policy Non-compliant areas	$(6 \times 0) / 21 = 0$	0
Result	10.5 / 21 points	50%

Zimbabwe alcohol policy compliance levels distribution



■ Compliant ■ Partial compliant ■ Non compliant

Possible Alcohol industry influence in policy and the gaps

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- African Distillers
- Alcoholics Anonymous
- Barker McCommac
- Cairns Foods
- City of Harare
- Confederation of Zimbabwe Industries (CZI)
- Delta Beverages
- Dicomm Advertising
- FCB Zimbabwe
- Government Analyst
- Headmasters' Association
- Health Advisor's Office
- Health Professions
- Hospitality Association of Zimbabwe
- Ingwebu Breweries
- Jagers Wholesalers
- Kenge Breweries
- Liquor licensing Board
- Ministry of Education, Sports and Culture
- Ministry of Finance
- Ministry of Health and Child Welfare
- Ministry of Labour
- Msasa Project
- New Ziana
- Office of the President & Cabinet
- President's Office
- Psychiatry Department
- Retailers/Wholesalers Association
- Road Traffic Safety Association of Zimbabwe
- SAB Miller Africa
- Snell Edward & Co
- Stratia Investments
- The Research Council
- The World Health Organization
- TM Supermarkets
- Traffic Safety Council of Zimbabwe
- WGA Liquor
- Zimbabwe Alcoholic Beverages Manufacturers Association (ZABMA)
- Zimbabwe Council Of Churches
- Zimbabwe Tourism Authority
- Zimbabwe Revenue Authority (ZIMRA)
- Zimbabwe National Chamber of Commerce (ZNCC)
- ZRP Public Relations
- ZRP Traffic Section
- Zimbabwe Union of Journalists (ZUI)

- Not very clear who led the policy making process
- The Food Standards Advisory Board will coordinate the implementation - *? expertise*
- 19 out of 45 (42%) actors are linked to Alcohol industry - Influence
- Not yet operationalised and not signed into law
- No Action plan for implementation



Moving from THEORY TO PRACTICE
MULTISECTORAL COLLABORATION / TEAMWORK

Recommendations

- The government through the Ministry of Health gazette the ZNAP making it a legally binding policy.
- Periodic review of alcohol taxation levels considering the currency exchange fluctuations obtaining in Zimbabwe
- Government promote use of public health evidence base in guiding the review and future improvements of the current ZNAP
- Multisectoral TWG group composed of public health experts, researchers and civil society to monitor policy implementation
- Review of alcohol advertisement, sponsorship and promotion
- Mechanisms to monitor and investigate possible influence of alcohol industry players in policy review, public health debates and implementation
- Investing money from alcohol taxation into strengthening primary health care, rehabilitation and community outreach

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