



Alcohol Policy implementation and enforcement

Challenges and lessons learned from the past in Uganda

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Introduction

- Alcohol policy implementation and enforcement are characterized by a difficult terrain complicated by the politics of a country, level of development, and availability of resources
- Alcohol policy development is more complex than related policies against tobacco and narcotic drugs due to a range of products, range of prices, and the existence of other restrictions
- Yet, lack of implementation and enforcement renders alcohol policies ineffective



Burden of alcohol and the Uganda situation- Cause for alarm

- Alcohol is the leading risk factor in disability-adjusted years of life lost between the ages of 15-49
- A threat to sustainable development according to the UN
- Contributes economic costs of 1%–2% of gross domestic product in several countries where these have been assessed
- Contributes 5.3% of annual mortality
- Uganda is leading in per capital alcohol consumption in Africa
- High prevalence of common negative outcomes of alcohol consumption- like 40% for intimate partner violence and 29 road traffic injury deaths per 10,000 people



Policy development situation

- A new alcohol policy in place
- Currently an alcohol bill is in Parliament- should usher in new laws
- Prior to this there was the Liquor Licensing Act of 1964, shop hours act, and several regulatory instruments
- This work highlights challenges and lessons learnt from the implementation and enforcement of the old laws



Methods

- The data are from IDRC (Canada) funded multi-country study on alcohol policy and legislation, and the degree of their implementation
- Rapid assessment of the effectiveness of alcohol legislation in Uganda
- Qualitative methods were used to collect data on respondents' perceptions about alcohol related legislation, enforcement and general implementation
- Study units included users like bars/restaurants and other alcohol selling outlets and legislative implementers
- The Key Informants were from the capital city Kampala and neighboring districts



Results- Study units- Respondents on compliance and enforcement of restrictions on alcohol purchase tool

- Of the 36 respondents 13 (13/36) were from selling outlets

Stakeholder units	# of respondents	%
Selling units		
Bar/Pubs	10	27.8
Suppliers of alcohol	2	5.6
Supermarkets	1	2.8
Implementers		
Local Council Chairpersons	8	22.2
Courts	6	16.7
Kampala City Council Authority	3	8.3
Uganda police	3	8.3
Ministry Of gender labor and social develop	1	2.8
Education clubs (like Kyambogo counseling club)	1	2.8
Wakiso district Local government	1	2.8
Total	36	100.0



Study units- Alcohol availability tool

- Respondents here were mainly outlet operators/owners (91.7%) and
- were dominated by operators of bars/restaurants and clubs

Type of stakeholder	Freq	%
Outlet operators/owners		
Bar, restaurants and clubs operators	22	36.7
Supermarket operators	12	20.0
Alcohol Distributors	9	15.0
Stores owners/operators	8	13.3
Hotel managers/workers	1	1.7
Distillers	1	1.7
Casino owners/operators	2	3.3
Governance		
KCCA officers	2	3.3
Makindye judicature court	1	1.7
Wakiso District Local Government	2	3.3
Total	60	100.0



Results Cont'd- Perceptions on compliance and enforcement of restrictions on purchase of alcohol

- Low compliance to age restriction
- Low compliance to supply & sale to intoxicated people
- Enforcement poor

<i>Indicator</i>	<i>Average score(sd) [Maximum=10]</i>	<i># of respondents</i>
Compliance with Purchase age restriction	4.4 (3.1)	36
Access of underage to premises where alcohol is sold	5.9(3.2)	41
Compliance with regulation on supplying and sale to intoxicated people	4.0 (3.4)	33
Enforcement of minimum purchase age regulation	4.0(3.1)	41

Compliance with drink driving

- Poor compliance
- Poor enforcement
- The rich may not be bothered so much
- Man power constraints

- Perceived compliance score =5.3 /10
- Enforcement score =6.1/10

Voices of the Klls:

“Those with money continue committing the offense and pay while others comply” **Police officer, Kampala**

“Breathalyzer test is complied with however the enforcement is not effective because there is no manpower in police” **Police Officer, Kampala**



Challenges of enforcement of drink driving laws- What the police say

- Police offices have unique challenges
 - There is political interference (1/12),
 - lack of testing equipment (2/12)
 - lack of manpower (1/12),
 - risk of being knocked down(1/12),
 - drivers are violent(2/12),
 - bribery(1/12),
 - drunken drivers(1/12).



Challenges with Enforcement cont'd

- Lack of /poor Sensitization
- Operators need to be sensitized as well
- *There's the problem of sensitization and people are not aware of the law even when the regulation is written on the package they don't bother to read. Then enforcers don't have enough funds to run the enforcement exercise. **Distributors' Sales executive, Kampala***
- *"We are not in agreement with regulations because it's where we earn our income" **KII Supermarket Operator.***
- *"On the issue of not selling alcohol to those who appear to be drunk seem to be hard to enforce since we as business people have to pay our utility Bills, Rent and wages. So turning away a customer who can afford to buy him/herself a drink is unenforceable..... customer whom you turn down will not come back to your facility". **Bar owner Kampala***

Challenges of enforcement cont'd

- Violence can be used to resist enforcement
- *“I am threatened to be killed [if I go on with enforcement] and anyway they think it is their right as there is no law in place”*
Chairperson Local council I

Sales incentives available

- Nearly a third were not aware of the incentives for purchase of alcohol

Incentive	Freq	% of 16
Price cuts and promotions	3	18.8
Discounts on purchase	2	12.5
Campaigns, buy more than one and get a t-shirt or other freebie	1	6.3
Happy hour on Fridays/bucket night (can include say 3 bottles of beer free)	1	6.3
Freebies like calendars	1	6.3
Discount on long term advertisers.	1	6.3
Not aware of incentives	5	31.3



Knowledge of restrictions on sales incentives-Promotion- Question: Which restrictions are you aware of?

- The restriction on under age drinking that is the only one commonly known

Restriction (open question)	Freq	% of 16
Should not target under 18 years	5	33.3
Beer companies have self regulation	1	6.7
Ministry of health puts a tag line	1	6.7
There is restriction on time	1	6.7
Am not aware	7	46.7

Main known restrictions on alcohol businesses, and times and locations of sale

- On a broader picture, beyond restrictions of age and sale near school there are only a few other known restrictions

Main restrictions known	Freq	% of 35
Age restriction: No for under 18	11	31.4
No sale of alcohol near schools	7	20.0
Time of sale: Evening only	3	8.6
Night clubs and bars not allowed to operate during working time	3	8.6
No drinking at distribution point	3	8.6
No sale of alcohol in buildings whose owners are Muslim	3	8.6
Bars should close by midnight	1	2.9
Co-operate with UNBS when visited	1	2.9
Need a trading licence	1	2.9
No alcohol near temples/churches	1	2.9
No alcohol in hospital	1	2.9
No restrictions/ Don't Know	1	5.8

Un-licenced alcohol selling units

- Estimated proportion of unlicenced alcohol outlets in Kampala and surrounding Wakiso district is 36%.
- This is an average of estimated proportions from 24 respondents who were owners/managers/operators of alcohol distribution centres, factories and selling points



Way forward with the anticipated new laws

- A need for strong sensitization campaigns for the community, drivers, tax payers, politicians and more relevant population groups
- Invest in equipping and facilitating enforcers- this may be like speed guns, breathlizers and more
- Everybody should clearly know there is a high likelihood for detection and prosecution if one breaks any of the laws. All should see the price.

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