

Template: Case study on alcohol policy development and implementation

Case study title: The relation between the number of hours authorized to sell liquors and traffic accidents and violence in Metropolitan Lima

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- Country or countries involved **Peru.**
- Type of case study (success story, failure or outcome still to be determined) **Success story.**
- Time period covered **6 years.**
- Main government levels and institutions involved **La Vitoria City Hall; Metropolitan Lima City Hall.**
- Other key stakeholders involved: **National Institute of Legal Medicine; Epidemiology Direction, Minister of Health; Peruvian National Policy.**
- Links to legislative texts, policy documents, evaluation reports or other relevant documents.

Local Ban 008-7 La Victoria City Hall

<http://epdoc2.elperuano.com.pe/epdoc.n14/SGPDownloadFile.aspx?FileName=097104110102090088086081055110099056049057122077086081101110069047082043116085080114085047122071120087053114069099102118082057108052122057116050118097121086108121043080052052069070082073068053> Sect.341459-61

Results of the ecological study by Málaga, H.

<http://journals.tbzmed.ac.ir/PDF/HPP/Manuscript/HPP-2-60.pdf>

Ban 1568 Metropolitan Lima City Hall:

https://www.google.com.pe/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&ved=0CC0QFjAA&url=http%3A%2F%2Fwww.munlima.gob.pe%2Fordenanzas-municipales%2Fdoc_download%2F447483756-ordenanza-no-1568.html&ei=UJlUdGxEsly0wHD6IHgDg&usg=AFQjCNFmIpKKQvRr6eWKFwzCjYzpwX5hw&sig2=1G0qX2veGYWu2rSp3iqSnA&bvm=bv.44990110,d.dmQ

A brief summary of the country case study

In January 2007, a local ban in the local district Municipality of La Victoria in Lima that restricted the hours to sell liquor from Sundays through Wednesdays up to midnight and from Thursdays through Saturdays up to 03:00 am was established. The effect of this restriction was observed in an ecological study, comparing the events in the district with the local ban, with another without a ban, according to data provided by a National Hospital that attended both districts and of the National Institute of Legal Medicine. The figures, after two years of the enactment of the ban, showed that in the intervened District the aggressions decreased by almost half, and had correlation with the number of hours allowed to sell liquors. Homicides

and suicides also decreased. The non-intervened district did not show any changes. Mortality by traffic accidents did not decrease, as was observed in other cities, due to the fact, that the accidents in the intervened districts were mainly diurnal.

In December 2011, a similar ban was established in all the Metropolitan area of Lima. Concurrently, the National Police installed an intense action for Cero Tolerance to driving under alcohol effects. A year later violent deaths decreased in 11%. Alcoholic victims in traffic accidents were reduced by 28% and homicides by 19%. This reduction occurs on weekdays with the exception of Fridays, mainly, between midnight and 03:00am and this reduction occurs regardless of sex and age groups, with the exception for elder population. Suicides decrease was minimal. The number of injuries by traffic accidents registered by the Minister of Health hospitals decreased from 10 323 in 2011 to 5 741 in 2012, a decrease of 41%.

Description of the case

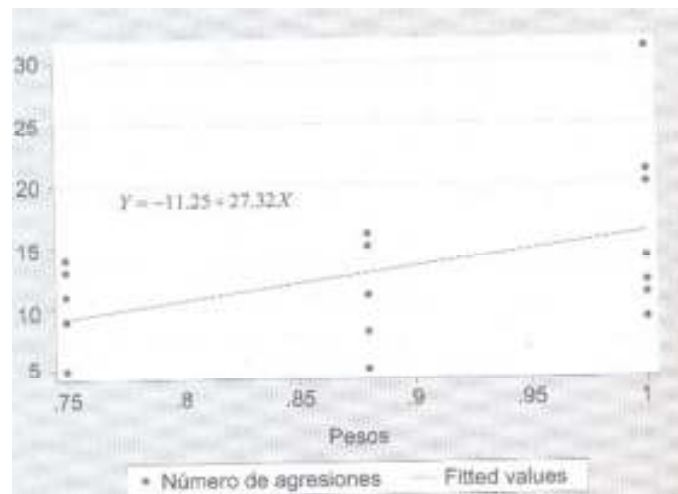
- **How and why did the policy response emerge:** The Mayor of La Victoria district was aware that it was the most violent district of Metropolitan Lima and at the same time knew of the Colombian experience of the alcohol time-restriction program.
- **Who or what was the main driver/start for the response in the initial phases, in the policy formulation phase and in the implementation phase:** The Mayor of La Victoria declares at the initial phase, that almost two thirds of the bars were closing at time. In February 2007, a neighbor community System was applied, where neighbors were encouraged to call and denounce whoever was not respecting the ban. The National Council of Security supported this initiative and there were voices from the Interior Affairs Minister to apply this measure nationwide. At the same time, owners of bars protested, and the Institute of Defense of Consumers support them. Nevertheless 93% of the citizens from Lima and Callao support the ban to prevent health risks for the people.
- **Aim of the policy response:** The Mayor of La Victoria in January 2007, declared that Minor violence should be diminished by 40%. The Ban 1568 of Metropolitan Lima City Hall has the objective to prevent and minimize risk to the integral human health, prioritizing protection to adolescents and young adults.
- **Describe the policy formulation process, the main actors, issues and challenges and the outcome.** Since the inauguration in January 2011 the City Hall main authority was committed to address the problem of mortality and morbidity due to traffic accidents and alcohol consumption in youth. In December 2011, when the ban under the name of Ordenanza N°1562 de la Hora Segura. The technical report of the Social Development Management in support of the ban was based on evidence on health implications, the already existing consequences in the city and the increased alcohol consumption amongst young adolescents in Lima. The ban passed by the vote of a great majority of City Hall Council Members, the opposition being concerned with economic consequences due to limitations imposed to free commerce. It is very important to point out a synergistic effort with the National Police during the period, consisting of increased control of driving under alcohol consumption effects and the installment of its Cero Tolerance program city wise.

- Describe the implementation of the policy response, including programmatic responses, funds and resources available and implementation challenges and issues.**

The ban was disseminated amongst the 42 districts of Lima and the action of the Control Unit started in the District of El Cercado. As soon as the ban passed the Social Development Management of the City Hall organized the Observatorio to monitor the implementation of the ban and at the same time the mortality and injuries associated to car accidents, homicides and suicides. The City Hall, through this strategy has launched a space for analyzing and making recommendations to local authorities and Government sectors for continuous improvement. To this end the Observatorio has invited representatives of the Legal Medicine Institute of the Prosecutors Office, the General Direction of Epidemiology of the Ministry of Health, the National Police and the Panamerican Health Organization, among other institutions. The Observatorio is part of the functioning of the City Hall Social Development Management; its activities are funded by it. Its members meet once a month and publishes a monthly bulletin.
- Describe the impact of the policy. What has been evaluated or tangible results seen.**

The ecological study of La Victoria, shows reduction of aggressions of almost half, and its frequency were related, with the number of hours of selling liquors (Fig.N°1). Homicides and suicides where also reduced. The non-intervened area, did not show any changes. Mortality by traffic accidents was not reduced, as happens in other places, due to the fact that the accidents in the intervened districts are diurnal.

FigN°1.- Correlation between liquor sales and aggressions measured on fraction of day in La Victoria



At the Lima Metropolitan Council, 1095 violent deaths in Metropolitan Lima were registered by our Observatorio in the period December 2010-November 2011. Following completion of one year of the ban, in the period December 2011 to November 2012, this figure went down to 999 (11% decrease). The largest reduction occurred in the group of alcoholized bodies victims in traffic accidents (28% less) and homicides (19% less) (Table N° 1)

Table N° 1 Violent deaths of external cause, with and without alcohol

Cause of Death	2011*			2012**		
	frequency	Alcohol positive	%	frequency	Alcohol positive	%
Homicides	344	105	31	307	86	28
Traffic Accidents	480	130	27	427	93	22
Suicides	271	42	15	265	53	20
Total	1095	277	25	999	232	23

Source: IME - Metropolitan Lima. *Dec. 2010; January-November 2011 and **Dec. 2011; January-November 2012

The decrease of deaths in traffic accidents, of alcoholized victims, occurs in 9 months of the year (Fig.N° 2. On weekdays with the exception of Fridays there was a reduction of violent deaths (Fig.N° 3). The main decrease of violent deaths occurred between 00:01-03:00 am(Fig.N°4). The decrease of deaths in traffic accidents occurred in both men and women and in all age groups with the exception of elder people(Table N° 2). The number of injuries by traffic accidents registered by the Ministry of Health hospitals decreased from 10 323 in 2011 to 5 741 in 2012, a decrease of 41%.

Fig.N° 2 Alcoholized victims of traffic accidents by month of occurrence (Before and After Secure Hour)



Fig.N° 4.-Violent deaths by hour of occurrence (Before and After Secure Hour)



Fig.N°3.- Violent deaths by day of the week (Before and After Secure Hour)

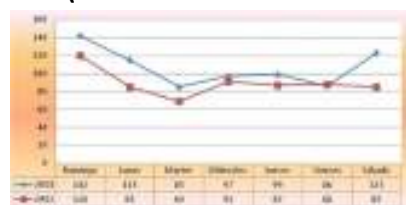


Table N°2.- Deaths in traffic accidents by age and sex (Before and After Secure Hour)

Sex	2011	2012	variation (%)
Male	207	202	-2.42
Female	223	225	0.00
Total	430	427	-0.72

Age	2011	2012	variation (%)
0 - 9	01	01	00.00
10-19	04	04	-0.00
20 - 49	181	211	16.58
> 50	222	208	-6.30
Total	408	424	11.03

Source: IME - Metropolitan Lima. *Dec. 2010; January-November 2011 and **Dec. 2011; January-November 2012

- **Sustainability of the policy.** Describe what was done or is being done to secure the sustainability of the policy response.

To establish this policy, The Metropolitan Lima City Hall, passed a ban or Ordenanza N°1568, a mandate for the 43 Districts of Lima, to establish it in their territories in three years' time.

For the sake of monitoring and analyzing the processes, the Municipality of Lima has organized an Observatory of Fatal Lesions due to External Causes, that is operating since approval of ban N°1568, with data provided by the National Institute of Legal Medicine for violent deaths, data of injuries by traffic accidents, provided by the Direction of Epidemiology of the Minister of Health. The Observatory counts with representatives of the National Institute of Legal Medicine, the Direction of Epidemiology of the Minister of Health and the Peruvian National Polices, among other institutions and is chaired by the Public Health Office of the Metropolitan Lima City Hall. This Observatory is a regular activity of the Social Development Management of the City Hall.

Conclusions

- **Lessons to be learned:** The first two months, the ban, reduced all kind of violent deaths, due possible to the fact of the mass media communications. This effect is clearly after analyzing the behavior of one year. The decrease for the following months is more important for alcohol related deaths.
- To reduce victims on Fridays, it should be considered the restriction to selling liquor at midnight, instead of 03:00 am, because this limit does not change the cultural behavior of the people.
- **Cross cultural relevance:** It is very important to recognize, that the more clear effect has been seen at the districts of the high and middle socio-economic status. On those districts that concentrates the majority of violent deaths, an educational campaign with decentralized activities of the Observatory has to be implemented to empower this type of communities.
- **Synergy and multisector action:** it is important in the case of Lima City Hall to take advantage of the National Police of Cero Tolerance that has been better enforced in latest months and work out a better synergy especially in the local districts where the hours of restriction for alcohol selling are not enacted.

Note : we expect a document with no more than 5 pages.