

# Reducing Alcohol-Related Harms and Costs in Manitoba: A Policy Review

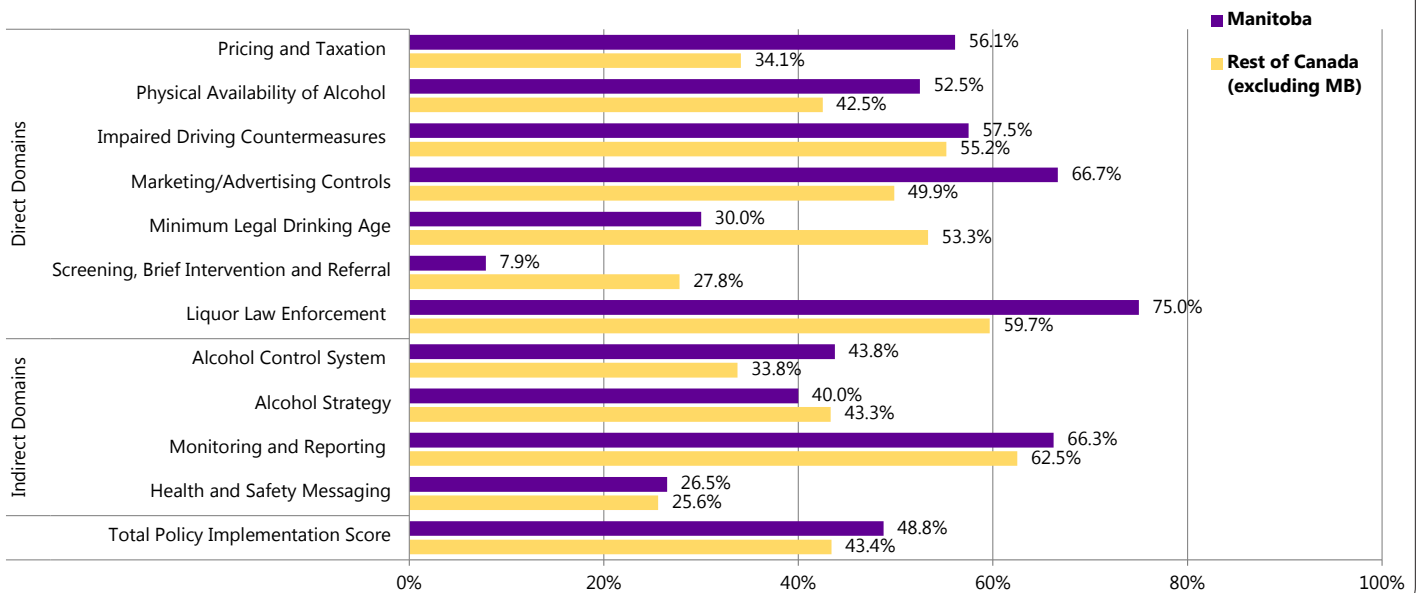
## Manitoba

Population (2016)	1,278,365
Per capita alcohol consumption age 15+*	8.5L pure ethanol**
Overall alcohol harm costs (2014)	\$577M
Net revenue from alcohol (2014)***	\$431M
Type of alcohol retail system	Mixed government/private system

**T**he Provincial and Territorial Canadian Alcohol Policy Evaluation (CAPE) project is a rigorous assessment of whether evidence-based alcohol policies were implemented within each province and territory in 2017. A comprehensive alcohol policy framework was developed, containing gold standard best practices across 11 different policy domains. The first seven domains have evidence of effectiveness as means of *directly* reducing population level consumption of alcohol and/or related harms. The last four domains are composed of evidence-based strategies that more *indirectly* facilitate implementation of the first seven domains. See Stockwell et al, 2019<sup>a</sup> for the full methodology and findings.

The scores presented in this summary reflect the degree to which Manitoba has implemented these gold standard best practices captured in the alcohol policy framework. **Overall, Manitoba scored 49% in 2017, 6% above the average of 43% for the rest of Canada (excluding Manitoba).**

Domain scores, Manitoba vs rest of Canada, 2017





## Promising practices in Manitoba

- Manitoba sets a **minimum price** for all alcoholic beverages sold by on-premise establishments and off-premise retail stores that closely reflect the alcohol content of the beverage.
- To support of safer drinking contexts, Manitoba permits **re-corking** of unfinished wine for take away from on-premise establishments and **limits the amount of alcohol** that can be served to a patron at one time.
- Manitoba has a strong **risk-based licensing and enforcement program** which applies to both on-premise establishments and off-premise retail stores as well as special occasion permits (at the initial event-screening stage). Penalties for liquor law violations are commiserate with the violation and escalate with severity. Compliance orders and decisions of appeals are publicly tracked and reported.
- Each fiscal year, Manitoba Liquor and Lotteries must allocate an amount equal to two percent of its anticipated net revenue to conduct or **fund initiatives** that promote responsible gaming and responsible liquor consumption, including research and treatment programs.



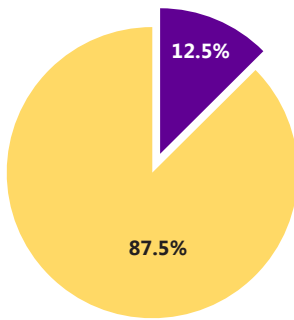
\*Adjusted to account for unrecorded alcohol consumption. \*\*Equivalent to 497 standard drinks (1 standard drink contains 17.05mL of pure alcohol and is equivalent to 341mL of 5% beer; 142mL of 12% wine; or 43mL of 40% spirits). \*\*\* Net income of liquor authorities, total taxes, and other revenue. See CAPE report for full list of data sources.<sup>a</sup>

# Strengthening alcohol policies in Manitoba

Policy Domain		Score	Selected recommendations
DIRECT DOMAINS	 <b>Pricing and Taxation</b>	56% D	<p>Ensure minimum prices are set at a rate per standard drink (e.g. 17.05mL pure alcohol) of at least <b>\$1.75* per standard drink for off-premise retail stores and \$3.50* per standard drink for on-premise establishments</b>, after taxes with no exceptions (*2019 prices). For example, volume discounts or price incentives that encourage bulk purchases and undermine minimum price policies should be prohibited.</p> <p><b>Update all alcohol prices annually</b> to reflect Manitoba-specific inflation rates to ensure alcohol does not become less expensive relative to other goods over time.</p> <p><b>Alcohol sales taxes</b> should be set at a higher rate than other consumer goods.</p>
	 <b>Physical Availability</b>	53% D-	<p>Introduce <b>legislated restrictions on outlet density</b> in Manitoba for both on-premise establishments and off-premise retail stores.</p> <p>Limit the availability of alcohol by <b>reducing trading hours</b>; do not allow early morning alcohol sales (i.e. before 11:00am) or late-night sales (i.e. after 8pm for off-premise retail stores and 1am for on-premise establishments) without exception, such as the extension of hours of sale for alcohol for special events.</p>
	 <b>Impaired Driving Counter-measures</b>	58% D+	<p>Strengthen the graduated licensing program (GLP) by implementing a <b>minimum start age of 16</b>, even for those who have participated in driver education courses; ensuring that stage 1 and 2 of the program are a minimum of 12 and 24 months respectively; and there is <b>zero tolerance for cannabis and illicit substances</b> for GLP drivers.</p> <p>Ensure that the short-term roadside administrative licence suspension program for drivers with a .05% BAC has <b>mandatory vehicle impoundment for the first occurrence</b> and that there are increased or modified penalties when the presence of a drug is detected in addition to alcohol.</p>
	 <b>Marketing and Advertising Controls</b>	67% C	<p>Consider <b>restricting the volume of alcohol advertising</b> and <b>prohibiting sponsorships</b> in order to limit exposure to alcohol advertising and marketing at the population level and among priority populations such as youth, women and girls as well as minority groups.</p> <p>Appoint an <b>independent authority responsible for conducting mandatory pre-screening of alcohol advertisement</b> and marketing campaigns prior to publication and enforcement of alcohol advertisement regulations.</p>
	 <b>Minimum Legal Drinking Age</b>	30% F	<p><b>Increase the legal drinking age in Manitoba to at least 19</b> to be in line with other provinces and territories, giving consideration to <b>graduated drinking policies</b> that grant phased-in legal access to alcohol by limiting the amount and type of alcohol that can be purchased in specific settings between the ages of 19 and 21.</p> <p><b>Prohibit the extension of social hosting laws beyond private residences</b> e.g. on-premise establishments.</p>
	 <b>Screening, Brief Intervention/Referral</b>	8% F	<p>Collaborate with health care professionals to develop <b>screening, brief intervention and referral (SBIR) practice guidelines and tools to be implemented in a health care setting and online</b> or consider adopting the SBIR resource developed by the College of Family Physicians. Online tools can increase accessibility, especially among younger populations or those not accessing health care in a clinical setting.</p> <p><b>Implementation of SBIR tools should be tracked</b> in order to inform future SBIR activities.</p>
	 <b>Liquor Law Enforcement</b>	75% B	<p>Introduce a <b>dedicated police inspection program for on-premise establishments</b> and implement a <b>Mystery Shopper program for off-premise retail stores</b> to ensure that minimum legal drinking age laws are followed.</p> <p>Strengthen the risk-based licensing and enforcement program by <b>systematically incorporating incident data from police and place of last drink programs</b> to determine licensing conditions and enforcement schedule.</p>
INDIRECT DOMAINS	 <b>Alcohol Control System</b>	44% F	<p>Maintain a <b>strong government-owned and -run retail network for off-premise retail stores</b> that reports to a ministry with a mandate to protect public health and/or safety.</p> <p><b>Prohibit online sales and liquor delivery services</b>; phase out ferment on premise outlets, which encourage the bulk sale of inexpensive alcohol.</p>
	 <b>Alcohol Strategy</b>	40% F	<p>In order to follow gold standard best practices for developing an evidence-based provincial alcohol strategy, <b>future strategy updates should not include the involvement of the alcohol industry</b> due to their inherent conflict of interest.</p> <p>The provincial alcohol strategy should <b>include a comprehensive range of evidence-based recommendations to protect public health</b> including restrictions on marketing and advertising and strengthening minimum age policies.</p>
	 <b>Monitoring and Reporting</b>	66% C	<p>Ensure that the <b>alcohol consumption and harm indicators that are tracked</b> (e.g. alcohol consumption, alcohol-related morbidity, mortality and crime) are <b>made publicly available at least annually through a centralized system</b> in order to support effective monitoring of trends in consumption and harms.</p> <p>Have an <b>identified leader with a health and safety focus responsible for monitoring alcohol harm</b>.</p>
	 <b>Health and Safety Messaging</b>	27% F	<p><b>Implement legislated enhanced alcohol labels as a manufacturer requirement</b> with health and safety messages, standard drink information, and national low-risk drinking guidelines; labels should have prominent rotating messages that are accompanied by pictorial images.</p> <p>Implement <b>legislated health and safety messages to be displayed in all on-premise establishments and off-premise retail stores</b> which include a variety of health-focused messages; and have liquor control boards use a <b>range of media platforms to communicate health and safety messaging</b>.</p>
<b>Total Policy Implementation Score</b>		49% F	<b>A comprehensive list of gold standard best practice alcohol policies is available in Appendix C of the full CAPE report<sup>2</sup>.</b>

# Manitoba: selected findings, 2017

Manitoba alcohol retail stores, 2017



■ Government retail stores ■ Private retail stores

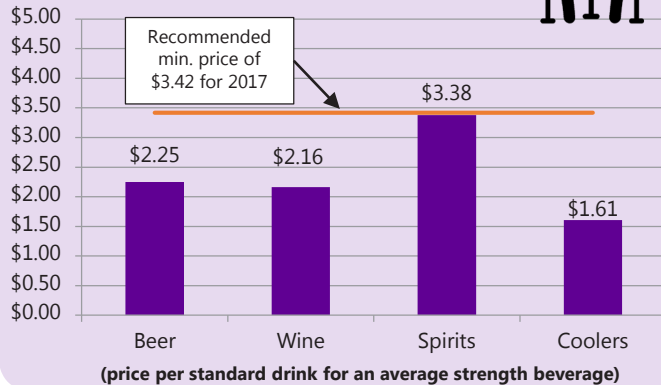
Best practice is 100% government-run alcohol retail stores

Manitoba minimum prices per standard drink, 2017

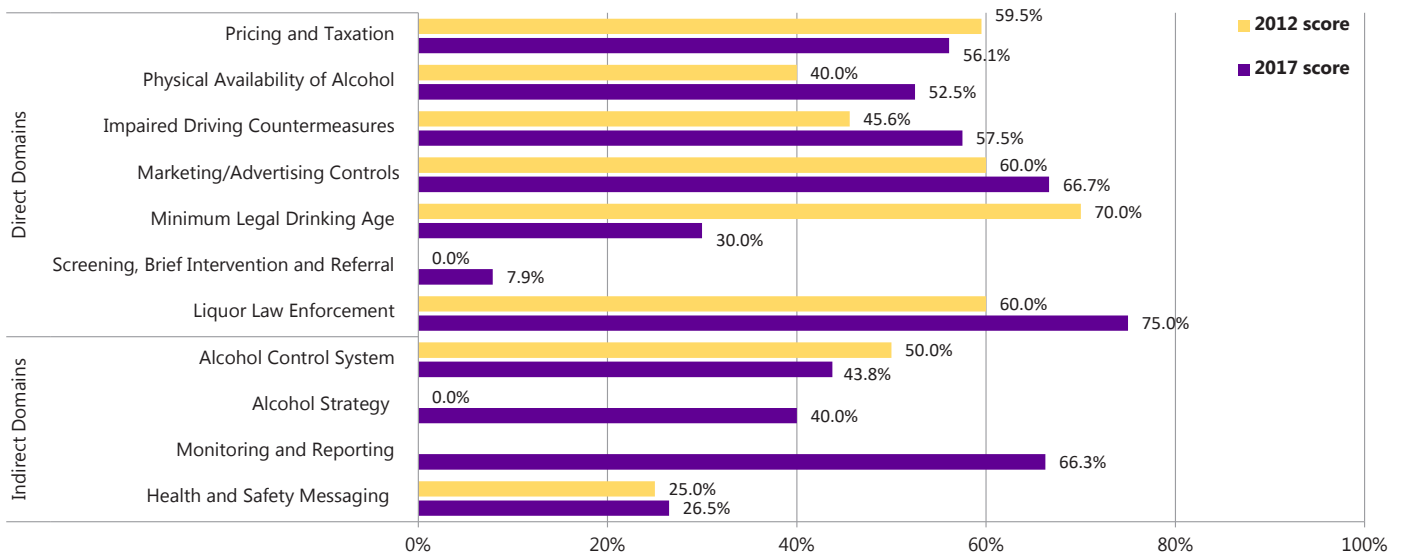
Off-premise alcohol retail stores



On-premise establishments (restaurants, bars, etc.)



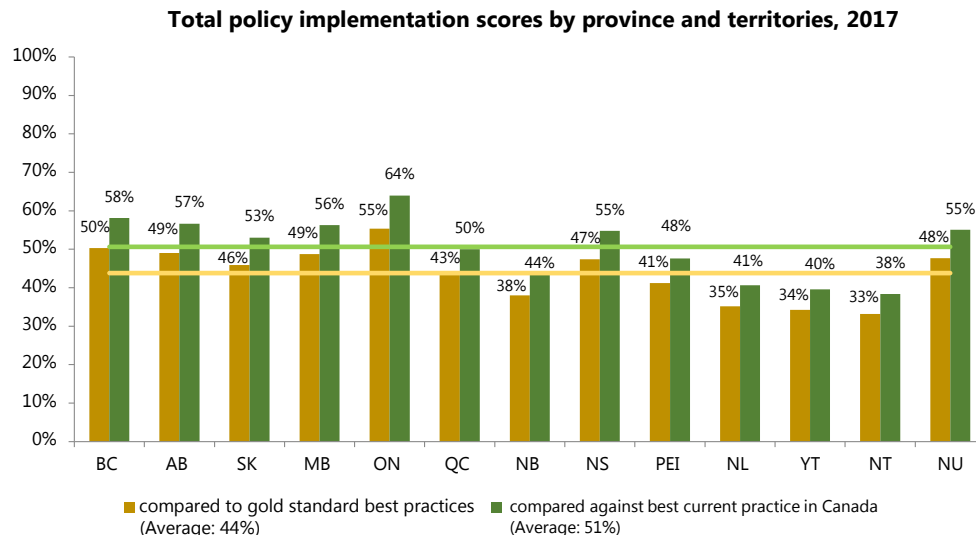
Domain scores, Manitoba, 2012 vs 2017



Note: policy indicators may have changed between 2012 and 2017 thus scores reflect best practices at the time of data collection.

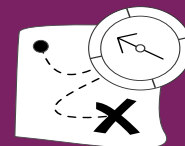
## How does Manitoba stack up against other provinces and territories?

Even though the provinces and territories scored poorly overall in relation to gold standard best practices, many examples of strong alcohol policy components were found across Canada. **In fact, if a province or territory chose to implement all of these best current practices that were identified they would have scored 87% (Grade A).** Based on these best current practices identified across all jurisdictions, the scores were scaled up to show how the provinces and territories measure up against best current practices in Canada (green bars).



## Next steps for reducing alcohol-related harms and costs in Manitoba

- In light of the substantial and increasing harm from alcohol use, give greater priority to funding and implementing effective alcohol policies such as those outlined in this summary and in the full report<sup>2</sup>.
- Reconsider the treatment of alcohol as an ordinary commodity that is sold across a wide range of contexts, including late at night and in the very early morning by beer vendors as this leads to greater consumption and related harm.
- Look to other provinces' and territories' for examples of successful implementation of effective alcohol policies (see Best Practice Leaders identified on P11 of the full report<sup>2</sup>).
- Government should take action in concert with NGOs and other stakeholders to implement a combination of population level policies prioritising the first seven policy areas as identified in this summary.
- Inform the public about the risks of alcohol, including the comparative risks of alcohol and other substances, to create a more supportive climate for enacting effective policies. This can be achieved with initiatives such as mandatory warning labels on all alcohol containers and clear and consistent public health messaging on a range of health topics
- Carefully document policy changes and regularly monitor and evaluate alcohol-related public health and safety outcomes to better inform future policy development.



**Suggested citation:** Wettlaufer, A., Vallance, K., Chow, C., Stockwell, T., Giesbrecht, N., April, N., Asbridge, M., Callaghan, R., Cukier, S., Davis-MacNevin, P., Dube, M., Hynes, G., Mann, R., Solomon, R., Thomas, G., Thompson, K. (2019). Reducing Alcohol-Related Harms and Costs in Manitoba: A Policy Review. Victoria, BC: Canadian Institute for Substance Use Research, University of Victoria.

**Acknowledgements:** Thank you to all of the provincial and territorial stakeholders who provided valuable feedback for this project as well as assisting with data collection and validation activities. We gratefully acknowledge MADD Canada for permitting us to use materials from their 2017 legislative review. Thanks also to our three external expert reviewers, Robyn Burton, Toben Nelson and Tanya Chikritzhs and to all of the extended members of the project team. This study was funded by Health Canada's Substance Use and Addictions Program. The views expressed herein do not necessarily represent the views of Health Canada or the other organizations acknowledged.

▣ To learn more about the Canadian Alcohol Policy Evaluation Project, read other jurisdictional summaries and download the full federal and jurisdictional reports, visit [alcoholpolicy.cisur.ca](http://alcoholpolicy.cisur.ca) or email [cisur@uvic.ca](mailto:cisur@uvic.ca).