

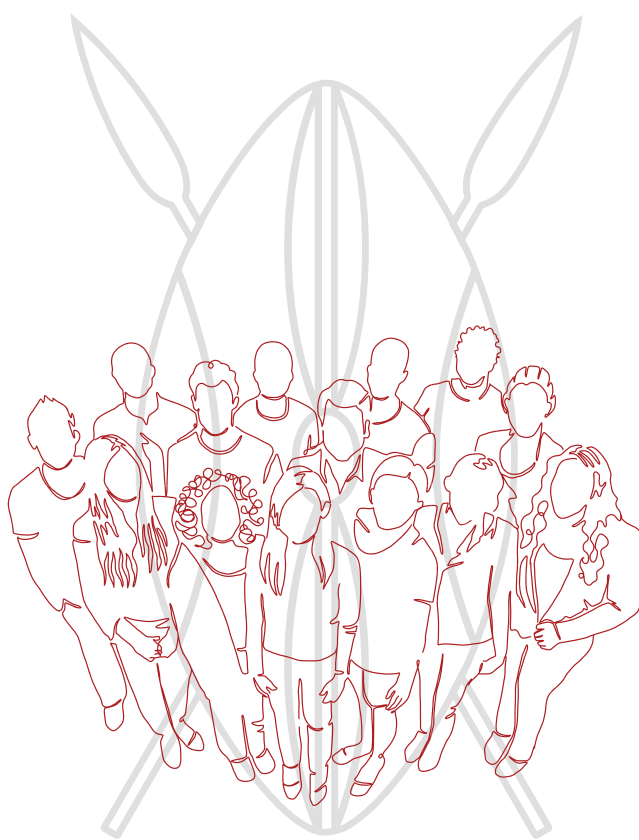


MINISTRY OF INTERIOR AND
NATIONAL ADMINISTRATION

National Policy For The Prevention, Management & Control of Alcohol, Drugs & Substance Abuse

JULY 2025





Foreward

This policy is the culmination of an extensive, inclusive, and collaborative effort involving diverse stakeholders across Kenya—from national and county governments to civil society, faith-based groups, the private sector, and the general public. Together, we have forged a unified approach to prevent, mitigate, and control the devastating impact of alcohol, drugs, and substance abuse in our nation.

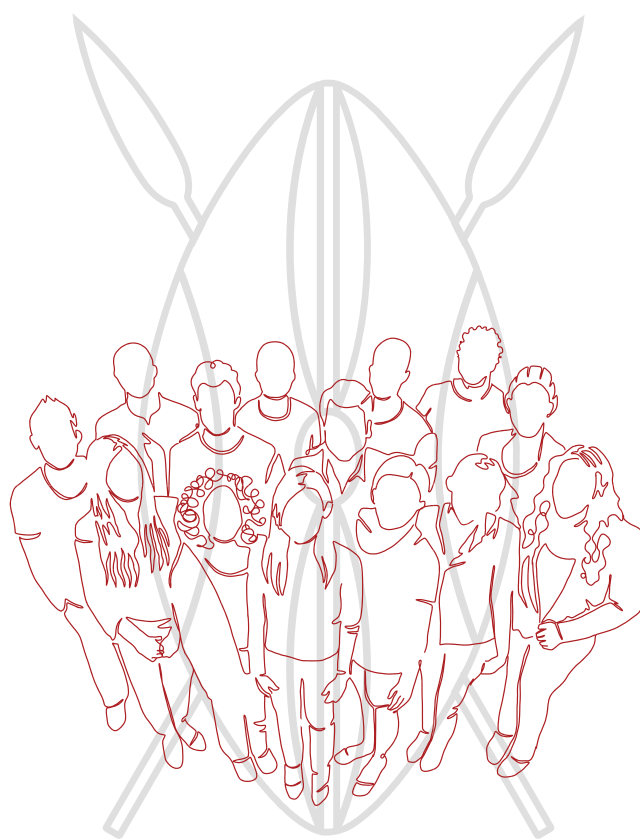
Acknowledging the grave threat these substances pose to human health, societal well-being, and national development, this policy delivers a sustainable, multi-sectoral framework. It strategically balances demand reduction—through robust prevention, treatment, and rehabilitation programs—with supply reduction, via effective regulation and enforcement. Grounded in the principles of the United Nations drug control conventions, it ensures alignment with global best practices while directly addressing Kenya’s unique challenges.

This policy serves as our strategic blueprint for coordinating all stakeholders, especially county governments, in the fight against alcohol and drug abuse. It establishes a united front to combat this escalating crisis, particularly safeguarding our children, youth, and women, whose vulnerability directly threatens Kenya’s future productivity and development.

The alarming rise in substance potency and variety, coupled with surging illicit drug trafficking, demands urgent, decisive action. All stakeholders must act, leveraging this policy’s provisions to forge strong, synchronized partnerships with the government and one another.

The moment is now to restore order, protect our communities, and build a brighter future. Through collective action, we can ensure Kenya’s youth and children thrive in an alcohol- and drug-free environment, laying the foundation for a healthier, more prosperous nation for generations to come.

Hon. Onesimus Kipchumba Murkomen, EGH
Cabinet Secretary,
Ministry of Interior and National Administration.



Preface

The National Authority for the Campaign Against Alcohol and Drug Abuse (NACADA) serves as the cornerstone in coordinating, facilitating, and shaping national policies, laws, and action plans to combat alcohol and drug abuse. Working alongside government agencies, civil society, and private sector partners, NACADA ensures a unified and strategic approach to this pressing national challenge.

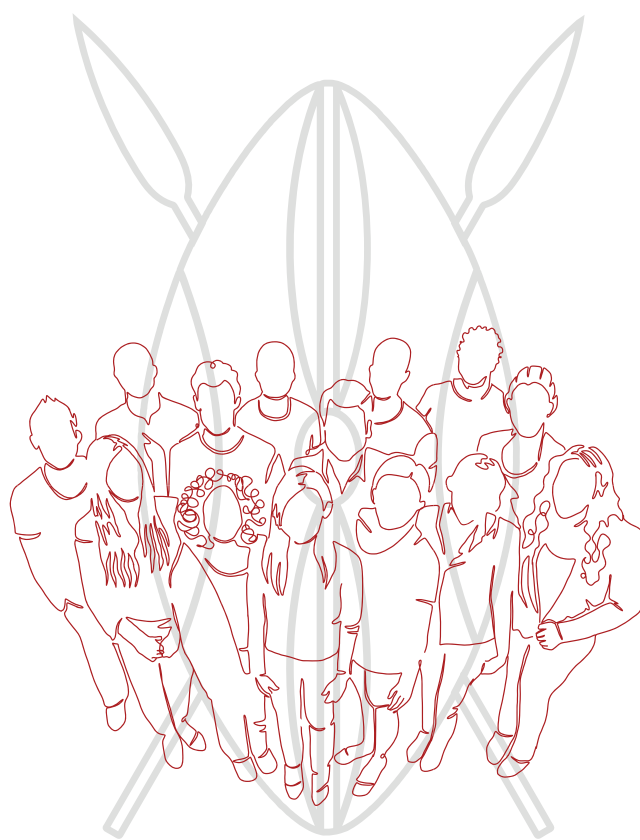
This policy adopts a comprehensive, multi-faceted strategy to address alcohol and drug abuse through: Demand reduction – Reducing initiation and curbing the use of harmful substances; Treatment & Rehabilitation – Expanding access to recovery and aftercare services; Supply reduction – Restricting availability and illicit trade; Regulation of Advertising – Limiting promotion and marketing of alcohol and drugs; Research & Innovation – Strengthening data-driven decision-making; Public Awareness – Leveraging information and communication technologies (ICT); and Institutional Strengthening – Enhancing coordination among stakeholders for effective policy implementation.

To maximize impact, NACADA will mobilize and align stakeholders in designing, executing, and monitoring interventions aimed at reducing substance abuse and its devastating effects.

Developed through wide-ranging consultations, this policy reflects Kenya's constitutional commitment to public participation and inclusivity. Special appreciation goes to: The dedicated NACADA team, led by the Chief Executive Officer, for their tireless efforts in policy formulation; Government Ministries, Departments, and Agencies (MDAs) for their technical expertise; and Civil Society Organizations, Faith-Based Groups, professionals, and the public for their invaluable contributions.

Your collective commitment has been instrumental in shaping a healthier, safer, and drug-free Kenya.

Dr. Raymond Omollo, (PhD), C.B.S
Principal Secretary
State Department for Internal Security & National Administration



Acknowledgement

The Cabinet Secretary and Principal Secretary, Ministry of Interior and National Administration, together with the Chairman of the National Authority for the Campaign Against Alcohol and Drug Abuse (NACADA), wish to express their profound gratitude to all stakeholders whose invaluable contributions were instrumental in shaping this policy.

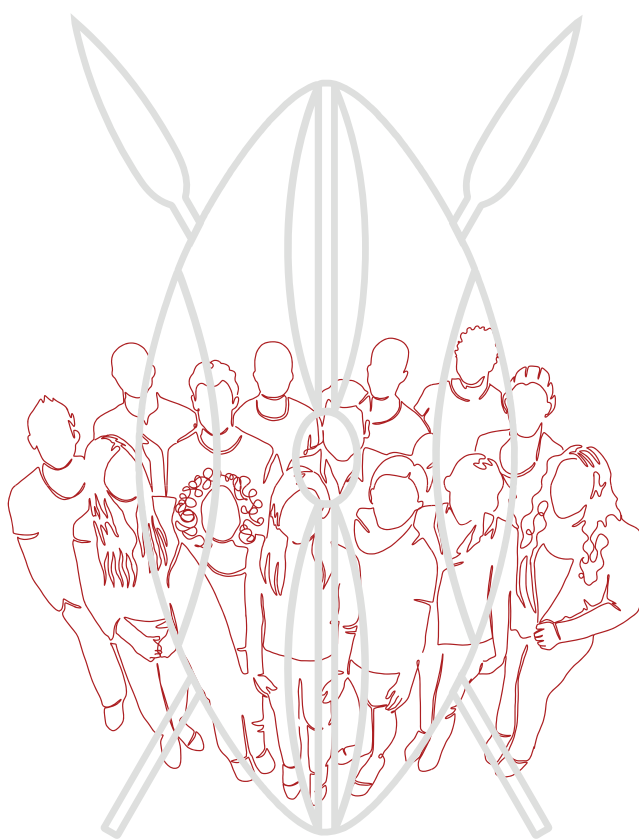
We extend our sincere appreciation to: Government Ministries, Departments, and Agencies (MDAs) for their expert policy guidance and technical contributions; The corporate sector, civil society organizations, and faith-based groups for providing essential grassroots insights and advocacy; The general public for their active and engaged participation in various consultations and validation forums.

Particular acknowledgement is given to the Technical Committee for their diligent leadership throughout the drafting process. Our appreciation also goes to county leadership, law enforcement agencies, and anti-drug advocates for their critical input during regional stakeholder engagements. Furthermore, the perspectives shared by all participants in the National and County Validation Conferences significantly enhanced this policy's inclusivity and practical relevance.

We especially commend the exceptional commitment and collaborative spirit of the Technical Working Group, which included dedicated representatives from the Ministry of Interior and National Administration, the Ministry of Health, the Office of the Attorney General, NACADA, Students Campaign Against Drugs (SCAD), and the International Institute for Legislative Affairs (IILA). Their combined expertise and unwavering dedication were absolutely pivotal in the successful development and finalization of this comprehensive National Policy for the Prevention, Management, and Control of Alcohol, Drugs, and Substance Abuse.

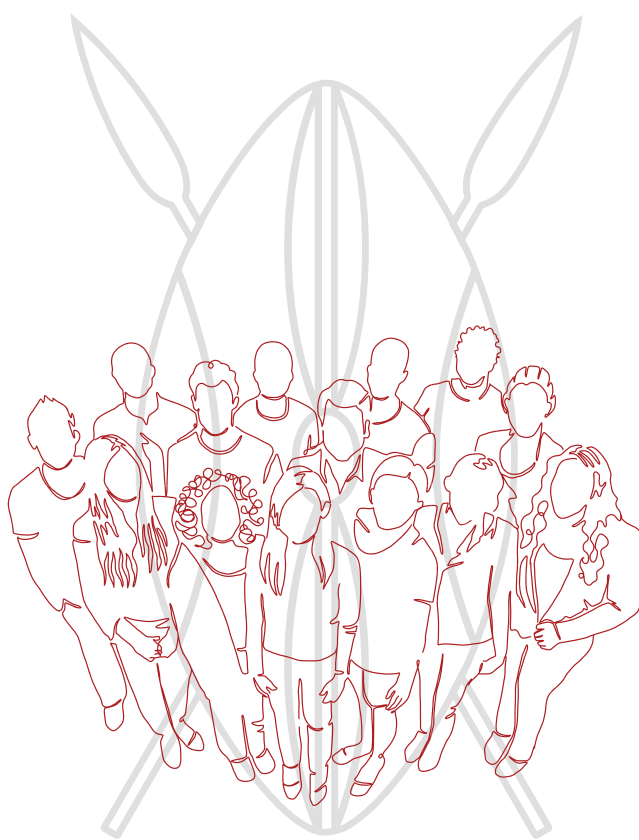
This milestone represents a powerful testament to Kenya's collective resolve in fostering a healthier, safer, and drug-free nation for all its citizens.

Rev. Dr. Stephen Kiptoem Mairori, EBS
BOARD CHAIRPERSON



Acronyms and Abbreviations

ADA	Alcohol and Drug Abuse
ADOs	Alcohol, Drugs and Other Substances
AIDS	Acquired Immune Deficiency Syndrome
ATS	Amphetamine-Type Stimulants
AU	African Union
CBO	Community Based Organizations
CAP	Common African Position
CND	Commission on Narcotic Drugs
CSOs	Civil Society Organizations
FBOs	Faith Based Organizations
HIV	Human Immunodeficiency Virus
ICT	Information, Communication and Technology
KRA	Kenya Revenue Authority
KIPPRA	Kenya Institute for Public Policy Research and Analysis
SDGs	Sustainable Development Goals
NACADA	National Authority for the Campaign Against Alcohol and Drug Abuse
NGOs	Non-Governmental Organizations
NCDs	Non-Communicable Diseases
NHIF	National Health Insurance Fund
NPS	New Psychoactive Substances
ODPP	Office of the Director of Public Prosecutions
PPB	Pharmacy and Poisons Board
SUD	Substance Use Disorder
UN	United Nations
UNGASS	United Nations General Assembly Special Session on Drugs
UNODC	United Nations Office on Drugs and Crime
WHO	World Health Organization



Concepts and Terminologies

Addiction	A chronic relapsing brain disease characterized by compulsive drug seeking and use despite harmful consequences
Alcohol, Drugs and Substance Abuse	This refers to the habitual use of alcohol, drugs and substances to alter one's mood, emotion, or state of consciousness
Aftercare Services	Care that offer on-going support to maintain sobriety/abstinence, personal growth and integration into the family and community
Brief Interventions	This is a treatment process in which structured therapy of short duration is offered with the aim of assisting an individual to cease or reduce the use of a psychoactive substance or (less commonly) to deal with other life issues.
Branding	This refers to the use of distinctive signs, symbols, or designs to identify and differentiate a product, often with the goal of influencing consumer behavior.
Dependence	A disorder of regulation of use of a psychoactive substance arising from repeated or continuous use of the substance
Demand Reduction	This refers to all policies and strategies aimed at decreasing the need and use of alcohol, drugs and substances.
Drug	Any substance capable of altering the mind, body, behaviour or character of any individual and includes alcoholic drinks, lawful drugs and psychotropic substances
Industry Interference	The alcoholic industry using its economic power, lobbying and marketing machinery, and manipulation of the media to discredit scientific research and influence governments in order to propagate the sale and distribution of its products.
League	This refers to an organized group of sports teams that compete against each other according to a schedule, under the regulation of a sports federation or governing body recognized by the Registrar of Sports.
National Team	This refers to a sports team that represents Kenya in international sports competitions.
Recreational Facilities	Any public or private area open to the public for recreational purposes, whether or not any fee for admission is charged, including amusement parks, athletic fields, beaches, fairgrounds, gardens, golf courses, parks, plazas, skate parks, swimming pools, trails, and zoos.
Sponsorship	This includes any type of support for an event, activity, or individual that is intended to, or is likely to, promote alcoholic drinks or tobacco products, either directly or indirectly.

Addiction	A chronic relapsing brain disease characterized by compulsive drug seeking and use despite harmful consequences
Alcohol, Drugs and Substance Abuse	This refers to the habitual use of alcohol, drugs and substances to alter one's mood, emotion, or state of consciousness
Aftercare Services	Care that offer on-going support to maintain sobriety/abstinence, personal growth and integration into the family and community
Sports tournament	This refers to a structured competition involving multiple teams or individuals, taking place over a specified period, and governed by specific rules and regulations. These tournaments are usually organized by sports federations or associations and can be at various levels, including school, county, national, or international levels.
Substance Use Disorders	A brain disorder or health condition characterized by physiological, behavioral and cognitive symptoms associated with the continued use of alcohol, drugs and substances despite substance related problems distress or impairment
Supply Reduction	This refers to any policies and strategies aimed at streamlining the production and trade in drugs
Treatment and Rehabilitation	Healthcare services that help a person regain physical, mental, and/or cognitive abilities that have been lost or impaired as a result of addiction



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Executive Summary

Alcohol, drugs and substance abuse in Kenya poses a major health, social, economic and political challenge that requires urgent attention by its citizens. A central concern for the government is the development of a sound policy that can be implemented in a collaborative and coordinated manner. The World Health Organization recognizes that alcohol abuse has negative impact on the development of any country.

The National Policy for The Prevention, Management and Control of Alcohol, Drugs and Substance Abuse, which has been developed through a process of consultations with all stakeholders, sets out general principles regarding the use and abuse of alcohol, drugs and substances in society. It addresses individual and social responsibilities with respect to alcohol, drugs and substances of abuse and its consumption. The goal of this policy is to safeguard the society from the harmful effects of alcohol, drugs and substance use.

The main objective of this Policy is to minimize the incidences and prevalence of alcohol drugs and substance use-related harm by addressing the underlying demand, supply, environmental and organizational factors.

The specific objectives of this policy are to:

- a) Promote healthy and empowered individuals, families, communities and the nation by preventing the initiation and reducing the use of alcohol, drugs and substances of abuse and mitigate their associated harms;
- b) Promote provision of and access to quality and affordable treatment, rehabilitation, and aftercare services for persons with substance use disorders (SUDs);
- c) Prevent, reduce, and control access to and availability of alcohol, drugs and substances of abuse;
- d) Protect children, youth and the public from excessive, misleading, or deceptive inducements of alcohol advertising, promotion, and marketing;
- e) Promote and coordinate research on alcohol, drugs and substance use to inform evidence-based policies and programmes;
- f) Promote national, regional, and international cooperation, collaboration, and partnerships on alcohol, drugs and substance use control; and
- g) Promote development, integration and adoption of information and communication technologies (ICT) and communication strategies on alcohol, drugs and substance use control.

The current challenges in dealing with ADA issues therefore point to a need of a review of all policies dealing with ADA, the legal framework further as concerted efforts by stakeholders at both levels of Government, enforcement agencies, the Judiciary and other players in order to make progress in the Vision of making the Country a drug abuse free nation.

To ensure the effective implementation and operationalization of the policy, an all-inclusive management and coordination structure is proposed. This policy establishes the requisite legal framework and environment, necessitating active involvement, resource commitment, and action from all stakeholders, including state and non-state actors at both national and county levels. The National Authority for the Campaign Against Alcohol and Drug Abuse, which serves as the national focal point for alcohol and drug control in Kenya, will coordinate the implementation of the policy. Furthermore, the Authority will collaborate with various development partners and global non-governmental organizations to mobilize resources for key action areas outlined in the policy's implementation framework.



01

Introduction

1.1 Background

Alcohol, drugs, and substance abuse remain among the most significant threats to global and national health, undermining societal progress and economic stability. Despite advancements in prevention, mitigation, and control efforts, persistent challenges hinder effective responses to this crisis.

Alcohol is a leading risk factor for disease, disability, and premature death, directly impacting multiple health-related targets of the Sustainable Development Goals (SDGs). According to the WHO Global Status Report on Alcohol and Health (2018), harmful alcohol use caused an estimated 3 million deaths (5.3% of all deaths) in 2016. Among these, 900,000 deaths resulted from injuries, including: 370,000 from road accidents; 150,000 from self-harm; 90,000 from interpersonal violence

Tobacco use further exacerbates the public health crisis, killing over 7 million people annually, including 890,000 non-smokers exposed to secondhand smoke. Nearly 80% of tobacco-related deaths occur in low- and middle-

income countries, which already struggle with infectious diseases. Alarmingly, half of the world's 1 billion smokers will die from tobacco-related illnesses.

Emerging Global Challenges

The UNODC World Drug Report (2018) and WHO's alcohol status report highlight compounding challenges, including: Rising cannabis use among youth as the preferred drug; Complex global drug supply chains, driven by poverty and limited socio-economic opportunities; Links between transnational organized crime, terrorism, and drug trafficking; Inadequate treatment programs tailored for substance use disorders. Despite evidence linking substance abuse to HIV, tuberculosis, hepatitis, and STIs, global strategies have not sufficiently prioritized these connections.

Kenya faces a multifaceted substance abuse epidemic fueled by:

- Illicit and counterfeit alcohol flooding the market;
- Weak enforcement and porous borders;
- Low public awareness of risks;
- Fragmented stakeholder coordination between public and private sectors;
- Insufficient research, monitoring, and evaluation;
- High demand for rehabilitation services amid limited resources;
- Rising drug-related crimes and cheap, accessible illicit substances;
- Stigma and criminalization of drug users;
- Emerging new psychoactive substances (NPS); and
- Misuse of digital platforms for drug trafficking.

Kenya is also grappling with an NCD epidemic, accounting for 33% of deaths (up from 27% in 2014) and half of hospital admissions (WHO NCDs Progress Monitor, 2017). Households affected by NCDs suffer 28.6% income loss and are 30% more likely to face poverty than those with communicable diseases. Alcohol and tobacco are two of the four major NCD risk factors, underscoring the need for integrated interventions.

A National Policy for Sustainable Solutions

The National Policy for the Prevention, Management, and Control of Alcohol, Drugs, and Substance Abuse establishes a coordinated framework for:

- Effective prevention strategies;
- Expanded treatment and rehabilitation programs;
- Stronger enforcement and monitoring mechanisms; and
- Harmonized stakeholder efforts.

This policy aims to safeguard public health, enhance safety, and promote wellbeing through evidence-based, sustainable interventions. By addressing the root causes and consequences of substance abuse, Kenya can mitigate its devastating impact on individuals, families, and society at large.



1.2 Policy Rationale

This policy establishes a comprehensive and sustainable framework to prevent, manage, and control alcohol, drug, and substance abuse. Its core purpose is to promote and safeguard the health, safety, and well-being of individuals, families, communities, and the nation as a whole.

The policy achieves this by providing a framework to:

- Reduce the demand for and supply of illicit substances;
- Empower families, communities, and the nation to actively participate in prevention and control efforts;
- Strengthen the criminal justice system's response to substance abuse;
- Promote evidence-based decision-making in all prevention, management, and control initiatives;
- Enhance coordination and collaboration at local, national, regional, and international levels.

Ultimately, this policy aims to improve the quality and reach of prevention, treatment, rehabilitation, and aftercare services. It will also increase education and awareness about the harmful effects of substance abuse, specifically addressing underage drinking and drunk driving. Furthermore, the policy encourages abstinence from harmful substances, seeks to reduce harmful alcohol consumption, and will regulate the production, marketing, and sale of alcoholic beverages. These interventions are crucial because effective demand and supply reduction can only be achieved through active government participation and robust enforcement of alcohol and drug abuse regulations.

1.3 Linkages with international and national legislative and policy framework

1.3.1 Linkages with international Instruments:

This policy is firmly rooted in a commitment to global and national well-being, drawing strength from several key international instruments and national legal provisions. This ensures our approach to preventing and controlling substance abuse is comprehensive, evidence-based, and aligned with best practices worldwide.

This policy takes cognizant of the following international laws and conventions:

- **UN Drug Conventions:** This policy is guided by the **Single Convention on Narcotic Drugs of 1961** (as amended by the 1972

Protocol), the **Convention on Psychotropic Substances of 1971**, and the **United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988**. These conventions provide the global legal framework for controlling narcotic drugs and psychotropic substances, which is critical to our efforts.

- **Sustainable Development Goals (SDGs):** Our policy directly supports **SDG Goal 3, Target 3.5**, which aims to “strengthen the prevention and treatment of substance abuse, including narcotic drug abuse and harmful use of alcohol, and on ensuring healthy lives and promotion of well-being for all at all ages.” This demonstrates our dedication to achieving broader health and well-being outcomes.
- **UNGASS, 2016:** We are committed to the targets set by the international community at the **United Nations General Assembly Special Session on the World Drug Problem (UNGASS) in 2016**. Specifically, this policy incorporates the **Common African Position for the UNGASS**, reflecting a regional approach to addressing the global drug problem.
- **WHO Concept on Health for All:** This policy embraces the World Health Organization’s vision of “**Health for All**,” which emphasizes not just the availability of health services, but also a personal state of well-being that enables individuals to lead socially and economically productive lives. Our initiatives are designed to foster this holistic well-being.
- **East African Community (EAC) Regional Policy:** We are also guided by the **EAC Regional Policy on Prevention, Management and Control of Alcohol, Drugs and Other Substance Use**. This regional framework provides a comprehensive blueprint for prevention, control, management, and rehabilitation strategies related to alcohol and drug use, ensuring a harmonized approach within East Africa.

Domestically, this policy is firmly anchored in the **Constitution of Kenya**, specifically:

- **Article 21 (1) (a):** Upholding the state’s fundamental obligation to observe, respect, protect, promote, and fulfill **rights and fundamental freedoms**. Our policy ensures that all substance abuse interventions respect the dignity and rights of individuals.
- **Article 43 (1) (a):** Guaranteeing the **right to the highest attainable standard of health** for all, including access to healthcare services. This underpins our commitment to providing accessible and quality prevention, treatment, and rehabilitation services.
- **Article 46:** Providing for **consumer protection and fair, honest, and decent advertising**. This article supports our efforts to



regulate the marketing and sale of alcoholic beverages and other substances, protecting the public from harmful practices.

- **Article 186 and the Fourth Schedule:** Clearly delineating the **distinct functions of County and National Governments**. The National Government is responsible for policy development and implementing international obligations, while County Governments are mandated to undertake health services, liquor licensing, and drug control. This policy provides the overarching framework for this shared responsibility.

1.3.2 Linkages with National Laws and Sectoral Policies

This Policy shall be guided by and aligned with the following existing legal frameworks and policies:

- The National Authority for the Campaign Against Alcohol and Drug Abuse (NACADA) Act, Chapter 122;
- Alcoholic Drinks Control Act, Chapter 121;
- Narcotic Drugs and Psychotropic Substances (Control) Act, Chapter 245
- Tobacco Control Act, Chapter 245 A
- Pharmacy and Poisons Act, Chapter 244;
- Mental Health Act Chapter 248;
- Standards Act, Chapter 496;
- Anti-Counterfeit Act, Chapter 510;
- Proceeds of Crime and Anti-Money Laundering Act, Chapter 59A;
- Children Act, Chapter 141;
- Basic Education Act, Chapter 211;
- Public Health Act, Chapter 242;
- Kenya Information and Communications Act, Chapter 411A;
- The Counsellors and Psychologists Act, Chapter 253C;
- Traffic Act, Chapter 403;
- Criminal Procedures Code, Chapter 75;
- Medical Practitioners and Dentists Act, Chapter 253;
- Weights and Measures Act, Chapter 513;
- The Computer Misuse and Cyber Crimes Act, Chapter 79C;
- County Government laws
- East African Community Customs Management Act, 2004;
- Mutual Legal Assistance Act, Chapter 75 A;
- Extradition (Contiguous and Foreign Countries) Act, Chapter 76;
- KRA Act Chapter 469;

- Food, Drugs and Chemical Substances Act Chapter 254;
- Kenya Citizenship and Immigration Act, Chapter 170;
- Physical Planning Act, Chapter 286;
- Employment Act, Chapter 226;
- National Transport and Safety Authority Act, Chapter 404;
- Betting Lotteries and Gaming Act, Chapter 131;
- Environment Management and Coordination Act, Chapter 387;
- Trade Descriptions Act, Chapter 505;
- National Policy on Family Protection and Promotion, 2024
- Kenya Mental Health Policy 2015–2030
- National Children Policy; 2010
- Diversion Policy; 2019
- Kenya Health Policy, 2014–2030.



02

Situation Analysis

2.1 Overview

The global community, including Kenya, recognizes that drug abuse and illicit drug trafficking are shared problems demanding coordinated international efforts. This understanding forms the bedrock of our national approach to substance control.

The 30th Special UN Assembly, or UNGASS 2016, held in April 2016, underscored the urgent need for concerted control mechanisms to address the global drug problem. In its final declaration, member states, including Kenya, reaffirmed their unwavering commitment to the goals of the three international drug control conventions – the Single Convention on Narcotic Drugs of 1961 (as amended), the Convention on Psychotropic Substances of 1971, and the UN Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988. These conventions remain the cornerstone of the international drug control system.

The declaration further emphasized that tackling the world drug problem is a common and shared responsibility. It calls for a multilateral setting with increased international cooperation, demanding an

integrated, multidisciplinary, balanced, scientific, evidence-based, and comprehensive approach. Member states also pledged to fully address both demand and supply reduction measures in line with the UN Charter, international law, and the Universal Declaration of Human Rights.

Crucially, the Constitution of Kenya, 2010, stipulates that all ratified international protocols, treaties, and conventions automatically become part of Kenyan law. Kenya has indeed ratified all three key United Nations Conventions on Narcotic Drugs and Psychotropic Substances (1961, 1971, and 1988), cementing their legal standing within the country.

Adding to these commitments, the 75th World Health Assembly in May 2022 highlighted the detrimental impact of alcohol use on public health, social well-being, and economic development. Member states resolved to accelerate the implementation of the Global Alcohol Strategy and committed to the following key actions:

- Enacting and enforcing policies to reduce alcohol consumption and its harmful effects, including regulations on availability, marketing, and sales;
- Implementing evidence-based prevention strategies, such as public awareness campaigns, school-based education, and community interventions, to promote healthier behaviors;
- Strengthening healthcare systems to improve access to prevention, treatment, and support services for individuals affected by alcohol use disorders; and
- Enhancing data collection and monitoring of alcohol consumption and its consequences to inform policy, track progress, and evaluate intervention effectiveness.

2.2 Global and regional overview of alcohol, drugs and substance use problem

Substance abuse, particularly harmful alcohol use and illicit drug use, presents a significant global health and social challenge. The statistics paint a stark picture of its pervasive impact worldwide.

Alcohol remains one of the most widely used substances globally, contributing to an estimated 3 million deaths annually. This represents a sobering 5.3% of all deaths worldwide. In 2016, the alcohol-attributable disease burden was disproportionately higher in low-income and lower-middle-income countries compared to their wealthier counterparts (WHO, 2018). Globally, an estimated 237 million men and 46 million women suffer from alcohol use disorders (AUDs), accounting for 5.1% of all adults. In 2018, the prevalence of AUDs among individuals aged 15 and older varied significantly by region:



- European Region: 8.8%
- Regions of the Americas: 8.2%
- Western Pacific: 4.7%
- South-East Asia: 3.9%
- African Region: 3.7%
- East Mediterranean: 0.8%

Furthermore, severe AUD affected 2.6% of the global population aged 15 and older in 2016. The highest prevalence was observed in the Region of the Americas (4.1%) and the European Region (3.7%), while the Eastern Mediterranean Region reported the lowest (0.4%) (WHO, 2018).

Beyond alcohol, illicit drug use continues to be a widespread and growing concern. In 2021, an alarming 1 in every 17 people aged 15–64 worldwide had used drugs in the preceding 12 months. The estimated number of drug users surged by 23% from 240 million in 2011 to 296 million in 2021 (5.8% of the global population aged 15–64), partly attributed to population growth (UNODC, 2023).

Cannabis remains the most commonly used narcotic drug, with an estimated 219 million users in 2021, representing 4.3% of the global adult population (UNODC, 2023).

Other frequently used illicit drugs in 2021 included: Amphetamines: 36 million users; Cocaine: 22 million users; and “Ecstasy”-type substances: 20 million users.

Opioids continue to be the most harmful group of substances, largely contributing to severe drug-related consequences, including fatal overdoses. In 2021, approximately 60 million people engaged in non-medical opioid use, with 31.5 million specifically using opiates, primarily heroin (UNODC, 2023).

Drug traffickers are constantly innovating, leading to a diversification of substances available on the market. After several years of stabilization, the number of new psychoactive substances (NPS) on the global market increased significantly in 2021. Out of 618 substances reported globally that year, 87 were newly identified. The cumulative number of identified NPS over the past 15 years reached 1,165 in 2021 and an estimated 1,184 in 2022, indicating a persistent and evolving challenge for global drug control efforts (UNODC, 2023).

2.3 National overview of alcohol, drugs and substance use problem

2.3.1 General population

Recent data from a national survey conducted by the National Authority for the Campaign Against Alcohol and Drug Abuse (NACADA), in collaboration with the Kenya National Bureau of Statistics (KNBS) and



the Tobacco Control Board, reveals alarming trends in substance abuse initiation among Kenyans. The study indicates a steady decline in the minimum age of initiation for various substances, with children as young as 6 years starting tobacco use, 7 years for alcohol, 8 years for cannabis and prescription drugs, and 9 years for khat. Harder substances such as heroin and cocaine had higher initiation ages of 18 and 20 years, respectively (NACADA, 2022).

Alcohol remains the most commonly abused substance in Kenya, contributing significantly to morbidity and mortality. Key findings from the survey include:

- 1 in every 6 Kenyans (4.7 million) aged 15–65 currently uses at least one drug or substance.
- 1 in every 8 Kenyans (3.2 million) consumes alcohol.
- 1 in every 12 Kenyans (2.3 million) uses tobacco.
- 1 in every 53 Kenyans (518,807) uses cannabis.
- 1 in every 500 Kenyans (60,407) misuses prescription drugs.
- 1 in every 15 Kenyans (1.77 million) engages in polydrug use (multiple substances).

A particularly concerning trend is the 90% increase in cannabis use over a five-year period, signaling a rapid escalation in substance abuse (Table 1).

The burden of addiction in Kenya is severe, with a critical shortage of treatment and rehabilitation services. The data highlights:

- 1 in every 20 Kenyans (1.36 million) is addicted to alcohol.
- 1 in every 30 (887,627) is addicted to tobacco.
- 1 in every 111 (234,855) is addicted to cannabis.

Additionally, a significant proportion of current users are dependent on these substances:

- 42.4% of alcohol users are addicted.
- 38.8% of tobacco users are addicted.
- 47.4% of cannabis users are addicted (NACADA, 2022).

The rising rates of early substance initiation, increasing cannabis use, and high addiction levels underscore the urgent need for expanded prevention, treatment, and rehabilitation services in Kenya. Without immediate action, the public health and socioeconomic consequences of substance abuse will continue to escalate, affecting individuals, families, and communities nationwide.

Table 1: Prevalence of drugs and substance use among the general population in Kenya



Drug/ Substance	Prevalence (%)	Population affected
At least one substance of abuse	17.5	4,733,152
Alcohol	11.8	3,199,119
Tobacco	8.5	2,305,929
Cannabis	1.9	518,807
Prescription drugs	0.2	60,407
Multiple drugs/ substances	6.5	1,766,583

Source: NACADA, 2022

The prevalence of drug and substance use among Kenyan youth is significantly higher than in the general population, with alarming patterns emerging across different age groups.

Youth Aged 15–24 Years: Findings reveal that substance abuse is widespread among younger Kenyans, with:

- 1 in every 11 youths (632,846) currently using at least one drug or substance.
- 1 in every 20 (367,608) consuming alcohol.
- 1 in every 31 (230,130) using tobacco.
- 1 in every 37 (193,430) using cannabis.
- 1 in every 1,000 (8,328) misusing prescription drugs.
- 1 in every 26 (267,454) engaging in polydrug use (multiple substances) (Table 2).

Youth Aged 25–35 Years: The problem intensifies in the slightly older age group, with even higher usage rates:

- 1 in every 5 (1.5 million) currently using at least one drug or substance.
- 1 in every 7 (1.14 million) consuming alcohol.
- 1 in every 17 (488,845) using tobacco.
- 1 in every 48 (174,142) using cannabis.
- 1 in every 500 (19,112) misusing prescription drugs.
- 1 in every 16 (494,218) using multiple drugs (Table 2).

These statistics highlight a deepening crisis among Kenyan youth, with substance abuse rates surpassing those of the general population. The high prevalence of alcohol, tobacco, and cannabis use, along with increasing polydrug abuse, calls for urgent youth-targeted interventions, including prevention programs, accessible rehabilitation services, and stricter regulatory measures.

Table 2: Prevalence of drugs and substance use among the youth in Kenya

Drug/ Substance	15 – 24 years		25 – 35 years	
	Prevalence (%)	Population affected	Prevalence (%)	Population affected
Alcohol	5.2	367,608	14.0	1,137,288
Tobacco	3.2	230,130	6.0	488,845
Cannabis	2.7	193,430	2.1	174,142
Prescription drugs	0.1	8,328	0.2	19,112
Multiple drugs	3.8	267,454	6.1	494,218
At least one substance	8.9	632,846	18.5	1,504,377

Source: NACADA, 2022

2.3.2 Secondary schools

Substance abuse among school-aged children is a growing problem in Kenya. A national survey on drug and substance use among secondary school students revealed that schools are no longer drug-free environments.

The survey's findings on current substance use among secondary school students showed:

- Alcohol: 3.8%
- Khat: 3.6%
- Prescription drugs: 3.6%
- Tobacco: 2.5%
- Cannabis: 1.8%
- Inhalants: 0.6%
- Heroin: 0.2%
- Cocaine: 0.2%

These statistics underscore the urgent need for targeted interventions to protect the health and well-being of Kenyan students.

Table 3: Prevalence of drugs and substance use among secondary school students in Kenya

Drug/ Substance	Prevalence (%)	Population affected
Alcohol	3.8	82,517
Khat	3.6	78,175
Prescription drugs	3.6	78,175
Tobacco	2.5	54,288
Cannabis	1.8	39,087
Inhalants	0.6	13,029



Drug/ Substance	Prevalence (%)	Population affected
Heroin	0.2	4,343
Cocaine	0.2	4,343

Source[NACADA, 2016

2.3.3 Primary schools

A recent study on drug and substance abuse among primary school pupils in Kenya has revealed a disturbing trend of early initiation into substance use at the foundational level of education.

The study found that a significant number of primary school pupils are already experimenting with or regularly using various substances:

- Tobacco: 3.2%
- Alcohol: 2.6%
- Khat: 2.3%
- Cannabis: 0.8%

These figures highlight the urgent need for protective measures and interventions aimed at even the youngest learners in Kenya.

Table 4: Prevalence of drugs and substance use among primary school pupils in Kenya

Drug/ Substance	Prevalence (%)	No. of Students
Tobacco	3.2	156,461
Alcohol	2.6	127,124
Khat	2.3	112,456
Cannabis	0.8	39,115

Source[NACADA, 2018

2.3.4 Public sector workplace

A 2021 national survey by NACADA (National Authority for the Campaign Against Alcohol and Drug Abuse) shed light on the prevalence of alcohol and drug abuse (ADA) among employees in Kenya's public sector. The findings reveal a significant challenge within this vital workforce.

The survey indicated that alcohol is the most commonly abused substance among public sector employees, with a prevalence of 23.8%. Other substances of concern include:

- Tobacco: 4.8%
- Khat: 2.9%
- Cannabis: 1.9%
- Prescription drugs: 1.0%

- Heroin: 0.8%
- Cocaine: 0.8%

The survey also highlighted the concerning prevalence of Alcohol Use Disorders (AUDs) among public sector employees, standing at 13.2%. This translates to an estimated 89,127 employees suffering from an AUD. Breaking down the severity of these disorders:

- Mild AUD: 5.7% (approximately 38,487 employees)
- Moderate AUD: 3.0% (approximately 20,256 employees)
- Severe AUD: 4.5% (approximately 30,384 employees)

These statistics underscore the urgent need for targeted interventions and support systems to address substance abuse within Kenya's public sector, safeguarding both employee well-being and productivity.

Table 5: Prevalence of drugs and substance use among employees in the public sector workplace in Kenya

Drug/ Substance	Prevalence (%)	No. of Students
Tobacco	3.2	156,461
Alcohol	2.6	127,124
Khat	2.3	112,456
Cannabis	0.8	39,115

Source: NACADA, 2018

2.3.5 Emerging trends of drugs and substance abuse in Kenya

Kenya faces a complex and evolving challenge with substance abuse, marked by the rise of new psychoactive substances and its increasing role as a drug transit hub.

An assessment of emerging drug use trends in Kenya reveals a worrying surge in the abuse of cannabis edibles, commonly found as "weed cookies," "weed mabuyu," "weed sweets," and "weed candies." This indicates a shift in consumption patterns, making detection and intervention more challenging.

Beyond illicit drugs, there's a concerning trend of prescription drugs being abused for non-medical use. According to NACADA (2021), diazepam is the most widely misused prescription drug, followed by benzhexol, flunitrazepam, amitriptyline, carbamazepine, codeine syrup, tramadol, biperiden, haloperidol, propofol (an anesthetic), and olanzapine (an anti-psychotic). Adding to this complexity, there's growing evidence of diversion and abuse of veterinary drugs for non-medical purposes (NACADA, 2023). Notably, xylazine, an animal tranquilizer, and ketamine, an anesthetic, are



emerging as substances of abuse, posing unique public health risks.

Kenya's strategic geographical location and extensive global airline connectivity have unfortunately made it an increasingly preferred transit route for drug trafficking. This has a direct and detrimental impact on the local market, leading to a gradual exposure and leakage of trafficked substances. As a consequence, the local market for narcotic drugs, especially heroin and cocaine, is expanding. The country is also experiencing increased seizures of synthetic drugs such as methamphetamine, pethidine, and ketamine (NACADA, 2023), further highlighting the escalating challenge of illicit drug supply.





03

Policy Goal, Objectives and Strategies

3.1 Policy Goal

To safeguard the society from the harmful effects of alcohol, drugs and substance use.

3.2 Overall, Policy Objective

To enhance demand and supply reduction interventions for alcohol, drugs and substances of abuse.

3.3 Policy thematic areas

To achieve the goal and the overall objective the following policy thematic areas shall be pursued:

1. Prevention of initiation and reduction of use of alcohol, drugs and substances of abuse;
2. Treatment, rehabilitation and aftercare services;
3. Prevention and control of access and availability;

4. Control of advertising, promotion and marketing;
5. Research and development;
6. Information communication and technologies; and
7. Institutional strengthening, coordination, cooperation, collaboration and partnerships.

3.4 Specific Policy Objectives

This policy is founded on the following specific objectives derived from the thematic areas, to:

1. Promote healthy and empowered individuals, families, communities and the nation by preventing the initiation and reducing the use of alcohol, drugs and substances of abuse and mitigate their associated harms;
2. Promote provision of and access to quality and affordable treatment, rehabilitation, and aftercare services for persons with substance use disorders (SUDs);
3. Prevent, reduce, and control access to and availability of alcohol, drugs and substances of abuse;
4. Protect children, youth and the public from excessive, misleading, or deceptive inducements of alcohol advertising, promotion, and marketing;
5. Promote and coordinate research on alcohol, drugs and substance use to inform evidence-based policies and programmes;
6. Promote national, regional, and international cooperation, collaboration, and partnerships on alcohol, drugs and substance use prevention, management and control; and
7. Promote development, integration and adoption of information and communication technologies (ICT) and communication strategies on alcohol, drugs and substance use control, prevention and management.

3.5 Guiding principles

This policy is guided by the following core principles, ensuring a comprehensive and effective approach to combating alcohol, drugs, and substance abuse:

- a) **Upholding Human Rights:** This policy champions the right to the highest attainable standard of health, alongside robust protection for consumers, families, children, and personal security. We aim to create a safe environment, free from the damaging impacts of substance use;



- b) **Driven by Evidence:** Every demand and supply reduction intervention outlined in this policy is built upon rigorous, evidence-informed approaches, ensuring effectiveness and efficiency;
- c) **Safeguarding the Vulnerable:** We recognize and uphold the right of children, youth, women, the elderly, and persons with disabilities to live in an environment free from the negative consequences of substance use, actively protecting them from illicit access, aggressive promotion, and widespread availability;
- d) **Ensuring Universal Health Coverage:** Affordability, quality, and accessibility of treatment and care are fundamental rights for all individuals battling substance use disorders and their families;
- e) **Achieving Measurable Outcomes:** Policy measures and programs will be meticulously designed and implemented with a clear focus on achieving positive, measurable outcomes in public health, safety, and overall societal well-being;
- f) **Embracing Collective Action:** This policy mandates a whole-of-government and society approach, emphasizing multi-sectoral cooperation, seamless coordination, and deep community involvement to ensure successful implementation;
- g) **Applying the Polluter Pays Principle:** We acknowledge the immense social cost of alcohol abuse. Consequently, this policy asserts that alcohol industry players must bear the cost of treating and rehabilitating individuals who develop substance use disorders as a result of alcohol abuse;
- h) **Exercising Precaution:** Even in the absence of conclusive scientific evidence, the government will proactively take necessary precautionary measures to protect human health from potential harm related to alcohol, drugs, and substance abuse;
- i) **Prioritizing Public Health:** Public health interests are the bedrock of this policy and will always take precedence over commercial interests in the development and execution of all measures. We are committed to safeguarding against any industry interference that could undermine policies designed to enhance the health and well-being of individuals, communities, and society; and
- j) **Fostering Sustainable Development:** This policy is inherently linked to sustainable development, ensuring that our present actions address current needs without compromising the ability of future generations to thrive and meet their own.



3.6 Policy Approach

This policy prescribes comprehensive intervention measures and actions to address both the reduction of demand and supply for alcohol, drugs, and substances of abuse. It prioritizes the protection of children, youth, and other vulnerable persons, while ensuring a coordinated and collaborative approach across all efforts. Key to its success will be effective and responsive legislation, alongside the efficient and cost-effective implementation of policy measures and programs. These major interventions are designed to combat the problem of alcohol, drugs, and substance abuse, including illicit drug cultivation and trafficking, and specifically consider factors that predispose individuals, families, and communities to risk. All interventions will be evidence-based and age-appropriate, targeting every member of the community, with robust stakeholder inclusion in both their design and implementation.

3.7 Policy Outcomes

The implementation of this policy is set to deliver transformative outcomes across Kenya:

- a) **A Significant Drop in Substance Use:** We expect a substantial reduction in both the demand for and supply of harmful alcohol, drugs, and other substances;
- b) **Tangible Health Improvements:** This policy will directly contribute to improved public health by dramatically reducing illness and mortality linked to substance abuse;
- c) **A More Secure Society:** Anticipate enhanced public order, security, and safety, leading to broader positive socio-economic impacts;
- d) **Unified Legal & Policy Framework:** The policy will forge a coherent and consistent framework for all laws and policies pertaining to the prevention, management, and control of substance abuse;
- e) **Seamless Stakeholder Collaboration:** We envision highly effective liaison, coordination, collaboration, and strong partnerships among all involved stakeholders;
- f) **Heightened Regulatory Compliance:** There will be a notable increase in compliance with all relevant laws, regulations, and standards;
- g) **Robust Professional Capacity:** The policy will ensure a robust supply of adequately qualified and competent prevention and addiction professionals, leading to top-tier professional practice;
- h) **Comprehensive, Accessible Care:** Quality treatment, rehabilitation, and aftercare services for persons with substance use disorders will become widely available, accessible, affordable, and sustainable;
- i) **Stronger Institutions:** We will establish and support functional and highly effective institutions dedicated to tackling alcohol, drug, and



substance abuse;

- j) **Informed Decision-Making:** The policy will drive the availability, adoption, and consistent utilization of evidence-based information and knowledge across all initiatives;
- k) **Empowered Individuals and Communities:** Individuals, families, and communities will gain the power and knowledge needed to actively engage in the prevention, management, and control of substance abuse; and
- l) **A Drug-Free Future for Youth:** Critically, children and youth will be empowered to make healthy choices and abstain from the use of alcohol, drugs, and other substances of abuse.

3.8 Policy Priority Actions

Thematic Area 1: Prevention of initiation and reduction of use of alcohol, drugs and substances of abuse

Objective: To promote healthy and empowered communities by preventing the initiation and reducing the use of alcohol, drugs and substances of abuse and mitigate their associated harms:

- a) Promote and facilitate acquisition and enhancement of awareness and knowledge on the harmful health, economic and social consequences of alcohol, drugs and substance abuse and appropriate prevention and mitigation measures;
- b) Promote and facilitate the development, adoption and implementation of evidence-based policy and program interventions that seek to modify and mitigate key risk and protective factors at learning institutions, workplace, family, medical facilities and community levels, including targeting out of school youth, persons with disabilities and most at-risk populations;
- c) Provide and promote greater protection from the pressures to use alcohol and other drugs for persons under the age of 21, youth and those who choose to abstain from alcohol, drugs and substance abuse;
- d) Promote and facilitate capacity development and credentialing of prevention professionals and development of relevant professional practice standards;
- e) Develop and promote national standards on alcohol, drugs and substance abuse prevention;
- f) Promote and facilitate mobilization, empowerment and capacity development of public sector, private sector, civil society organizations, faith-based organizations, local communities and other stakeholders to develop, adopt, coordinate and implement evidence-based interventions on prevention of alcohol, drugs, and substance abuse and mitigate their associated harms; and

- g) Promote the establishment and protection of alcohol-free environments and settings, especially targeting children, youth and other at-risk population;

Thematic Area 2: Treatment, rehabilitation and aftercare services

Objective: To promote provision of and access to quality and affordable treatment, rehabilitation, and aftercare services for persons with substance use disorders (SUDs):

- a) Promote and facilitate provision and access to treatment, rehabilitation, reintegration and aftercare services and programs at all levels of health-care services, including distinct services and facilities with targeted focus to persons with disabilities and other vulnerable population groups;
- b) Promote the adoption and implementation of national standards for treatment, rehabilitation and after-care services of persons with substance use disorders;
- c) Promote, facilitate and coordinate the regulation and licensing of treatment and rehabilitation programs and facilities;
- d) Promote and facilitate capacity development and credentialing of treatment and rehabilitation professionals and development of relevant professional practice standards;
- e) Strengthen services for early identification, screening, brief interventions and referral at diverse settings including learning institutions, workplaces, and community levels;
- f) Establish a solatium compensatory contribution from manufacture and importation of alcoholic drinks to the Alcoholic Drinks Control Fund. The levy shall support prevention, treatment, rehabilitation and after care programs and services for persons with substance use disorders;
- g) Promote and adopt recognition of substance use disorders as treatable medical conditions that qualify for private and public medical insurance cover; and
- h) Adopt harm reduction interventions in line with international conventions and standards.

Thematic area 3: Prevention and control of access and availability

Objective: To prevent, reduce, and control access to and availability of alcohol, drugs and substances of abuse:

Access and Availability

- a) The minimum legal age for handling, purchasing, consuming and selling of alcohol shall be 21 years;
- b) Ban the use of direct and indirect price promotions, discount sales,



- provision of free alcohol, sales below cost and flat rates for unlimited drinking or other types of volume sales;
- c) The size, packaging, packing and labelling including ingredients, health warnings, messages and pictorials on alcoholic drinks shall be regulated;
- d) The following modes and places of sale shall be prohibited;
- i. Vending machines;
 - ii. Public beaches, public parks, amusement parks, recreational facilities, medical facilities, sports facilities, bus parks, bus stops, petrol stations, railway stations, public transport including trains, ferry stations, piers and along the highways;
 - iii. Hawking;
 - iv. Online sale of alcohol;
 - v. Home deliveries and couriers;
 - vi. Supermarkets;
 - vii. Outlets selling products associated with children such as toyshops;
 - viii. Residential premises and areas;
 - ix. Restaurants; and
 - x. Basic education, tertiary and higher learning institutions.
- e) The following places of consumption shall be prohibited;
- i. Public beaches, public parks, amusement parks, recreational facilities, medical facilities, sports facilities, bus parks, bus stops, petrol stations, railway stations, ferry stations, piers and along the highways;
 - ii. Restaurants;
 - iii. Restaurants and dining areas in members clubs and hotels; and
 - iv. Basic education, tertiary and higher learning institutions.
- f) Licensing of any outlet retail (on-license and off-licence) or wholesale located within a minimum of three hundred metres from any nursery, primary, secondary and higher learning institutions shall be prohibited;
- g) Licensing of manufacture and importation of alcoholic drinks shall be undertaken by the National Government;
- h) Review conditions for licensing to ensure that any retail outlet (on-license and off-licence) is tax compliant;
- i) Prohibition of sale and consumption of alcohol to anyone accompanied by a child, and provision or consumption of alcohol in children-oriented events such as festivals, parties, sporting and recreation events;

- j) Prohibition of consumption of alcoholic drinks in a selling outlet by and to persons who are armed with offensive weapons;
- k) There shall be restrictions in relation to number of alcohol selling outlets allowed to operate in a given locality based on the population density and other relevant considerations with restrictions with the types of licenses;
- l) The alcohol retail outlets (on-license and off-license) operating hours conditions shall be regulated to ensure reduction of access and availability of alcoholic drinks;
- m) There shall be no person below the age of twenty-one (21) allowed to access or enter any alcohol selling outlets whether alone or accompanied;
- n) Prescribe the actual minimum size of alcohol packages to not less than 250 ml;
- o) Promote safe alternative livelihoods for people involved in production of illicit and informal alcohol;
- p) All public officers in the enforcement/compliance chain in both national and county governments shall not own and operate an outlet selling alcohol directly or via proxy;
- q) Licensing of the general retail Alcoholic drinks off licence (wines and spirits, supermarkets, franchise stores) retailers shall be prohibited;
- r) Adopt a framework for enhancing server responsibility for persons working in entertainment venues and outlets selling alcohol;
- s) Review and enhance the licensing framework for alcohol retail outlets (on-license) with regards to the categories of alcoholic drinks they are allowed to distribute and sell;
- t) County Governments shall set up an institutional framework for licensing the sale of alcoholic drinks which shall include local community involvement, multi-agency approach, compliance with national standards and non-interference from the alcohol industry;
- u) Enhance regulatory framework, necessary cooperation and exchange of relevant information on addressing emerging substances of abuse including nicotine products and nicotine delivery systems among others; and
- v) Enhance control measures for medicines with psychoactive effects to prevent and control their abuse.

Drink and drug driving counter measures

- a) Review and enforce an upper limit for blood alcohol concentration, with a reduced limit for professional drivers and young or novice drivers that meets international standards;
- b) Promote sobriety check points and random breath-testing on regular basis;



- c) Take administrative measures such as suspension of driving licenses for drink-driving and drug driving offenders;
- d) Issue graduated licensing for novice drivers with zero-tolerance for drink-driving;
- e) Adopt legal measures for determination of prohibited or permissible drug concentration levels and testing methods for drivers; and
- f) Ensure mandatory driver-education, counselling and, as appropriate, treatment programs for alcohol and drug use problems;

Pricing and taxation measures

- a) Adopt and maintain a system of progressive domestic taxation based on alcohol content and minimum unit pricing on alcoholic drinks to reduce their access and availability; and
- b) Prohibit subsidies and other incentives to promote alcohol production, manufacture and sale.

Standards on Manufacture and Distribution of alcoholic drinks

- a) Adopt and enhance compliance with standards for alcoholic drinks with regard to production, storage, importation and distribution;
- b) Adoption of good manufacturing and production practices on informal/traditional alcoholic drinks and bring it into the regulatory framework the commercialization of informal/traditional drinks;
- c) Develop a framework for regulating distribution of alcoholic drinks, which shall include ensuring that vehicles that are used to distribute alcohol are licensed and branded; distribution of alcoholic drinks shall take place between 6.00 a.m. to 6.00 p.m.;
- d) Develop and strengthen tracking and tracing systems for alcoholic drinks and raw materials;
- e) Manufacturers, importers, retailers and other relevant economic operators in the alcohol industry shall establish mechanisms for retrieval and take-back of empty bottles, cans, caps and packaging materials associated with alcoholic drinks; and
- f) Adopting national standards and guidelines on alcoholic drinks licensing framework.

Measures to address crime prevention and criminal justice reforms

- a) Review and enhance the legal framework regarding penalties to alcohol related offences;
- b) Ensure necessary cooperation and exchange of relevant information on combating illicit alcohol among authorities at all levels;
- c) Strengthen the law enforcement system and community policing for effective control of alcohol and drug abuse;
- d) Enhance the capacity of criminal justice system and regulatory agencies in combating illicit cultivation, production, trafficking, sale,



- and associated crimes;
- e) Strengthen government systems, including health, law enforcement, financial, and data management frameworks, to ensure the effective prevention of diversion and misuse of controlled substances;
 - f) Enhance, adopt and implement strategies to effectively respond to the increasing link between drug trafficking, illicit production of alcohol, corruption, money-laundering, illicit financial flows, and other forms of organized crime;
 - g) Promote proportionate sentencing for drug related offences in accordance with relevant and applicable laws with alternative to incarceration for petty drug and alcohol offences and offenders with substance use disorders;
 - h) Scale up mechanisms for forfeiture of properties and assets used for drug trafficking and commutation of the property to the rehabilitation fund;
 - i) Provide for the efficient and speedy conclusion of alcohol and drug related cases, including handling, storage, management, and the disposal of exhibits;
 - j) Adopt measures to address protective and risk factors that make children, persons with disabilities and women vulnerable to be recruited as drug couriers;
 - k) Strengthen post judicial mechanisms to promote reform of convicts and counter recidivism; and
 - l) Ensure regular review and updating of scheduled substances in existing legislative framework according to the international drug conventions and national emerging trends.

Thematic area 4: Control of advertising, promotion and marketing

Objective: To protect children, youth and the public from excessive, misleading, or deceptive inducements of alcohol advertising, promotion, and marketing;

- a) Promotion, advertising, sponsorship and marketing targeting children and persons under the age of 21 years-oriented events, learning institutions including institutions of higher learning (including events such as sports, entertainment events, art & music competitions) shall be banned;
- b) Advertising via audio-visual platforms between 5.00 a.m. -10.00 p.m. (watershed hours) (including broadcast originating outside Kenya) shall be banned;
- c) There shall be regulation on outdoor advertising of alcoholic drinks in relation to presentation and content;
- d) There shall be no promotion of alcohol by way of providing free samples or discounted sales



- e) Banning of outdoor advertising of alcoholic drinks in government owned properties, land and facilities, hospitals, residential areas and buildings;
- f) Prohibition of outdoor advertising of alcoholic drinks within a radius of 300 metres from education institutions including institutions of higher learning;
- g) Advertising, promotion and marketing of alcoholic drinks shall be banned within all learning institutions;
- h) There shall be no promotion of alcoholic drinks by use of materials that are associated with persons under the age of 21 years;
- i) Any advertisement of alcoholic products shall be expected to give factual information, not emphasize the strength or merit of alcohol, not cast abstinence from alcohol consumption in a negative way and shall not depict alcohol consumption as a lifestyle;
- j) Online advertising and promotion and marketing of alcoholic products shall be banned (including broadcast originating outside Kenya);
- k) Advertisements and promotions shall not place emphasis on alcoholic content as being a positive quality of the beverage;
- l) There shall be no production and broadcasting of music, film, stage plays and performances or any audio-visual programme that positively depicts and glorifies consumption of alcohol, drugs and substances in an electronic or print media;
- m) All alcoholic products' prize-oriented competitions and promotions that encourage more alcohol consumption in order for one to win shall be banned;
- n) There shall be no use of entertainment, sports personalities, media personalities and models, social media influencers or celebrities in endorsing, promoting and advertising alcoholic drinks, drugs and substances;
- o) Any person used in advertising or endorsing alcoholic drinks shall be above 25 years and further, there shall be no lifestyle advertising through any form of advertisement or promotion;
- p) A manufacturer, importer, distributor, wholesaler, retailer or any related agent of alcoholic drinks shall not:
 - i. Name or brand a sports team by the name of an alcoholic drink's product;
 - ii. Sponsor or brand a sports league, tournament or a national team;
- q) There shall be no promotion or advertisement of any alcoholic drink or substance by way of implying that it is acceptable or fashionable to consume alcohol and substances before, during or after playing sports, driving, operating machinery or other activities that require concentration in order to be carried out safely.

Thematic area 5: Research and development

Objective: To promote and coordinate research on alcohol, drugs and substance use to inform evidence-based policies and programmes:

- a) Establish and strengthen the National Drug Observatory for collection and collation of data and information to inform policy and decision making at national and county levels and compliance with national, regional and international reporting obligations;
- b) Coordinate and promote research and dissemination of alcohol, drugs and substance use related data and sharing of best practices to enhance evidence-based interventions to inform policy and programs;
- c) Strengthen knowledge management of alcohol, drugs and substance use information;
- d) Develop a comprehensive and integrated monitoring, evaluation and learning framework for periodic assessment of the status of implementation of the policies, strategies and interventions in the country and ensure integration with the National Integrated Monitoring and Evaluation System;
- e) Continuously undertake research to identify new psychoactive substances, consequences of their use as well as possible sources of production and distribution and share the information with national, regional and continental epidemiological networks and drug observatories;
- f) Enhance the capacity of law enforcement agencies and national laboratories to undertake research, detect and identify new psychoactive substances, precursors, and clandestine laboratories for early warning, criminal justice purposes and to identify threats associated with drug-related organized crime;
- g) Put in place regulatory measures within national and county legislative and administrative systems to address and manage new psychoactive substances and provide mechanism for information sharing; and
- h) Integrate health data and information related to alcohol, drugs and substance abuse to the national health management information system.



Thematic area 6: Information and communication technologies

Objective: To promote development, integration and adoption of information and communication technologies and communication strategies on alcohol, drugs and substance use prevention, management and control:

- a) Promote, facilitate and enhance the development and adoption of an integrated ICT and communication system on alcohol, drugs and substance use prevention, management and control;
- b) Strengthen the capacity of law enforcement agencies and other relevant stakeholders to combat criminal misuse of information and communication technologies for illicit drug related activities;
- c) Strengthen awareness and knowledge in the prevention of cyber and online marketing, trafficking of drugs and access to information on production of alcohol, drugs and substances of abuse;
- d) Enhance the capacity of law enforcement agencies and other relevant stakeholders to identify, trawl, monitor, report and collect evidence as well as to investigate alcohol and drug related criminal activities on the internet, the darknet and other online platforms; and
- e) Strengthen partnership between public and private sector in internet censorship for alcohol, drugs and substance use control and associated criminal activities.

Thematic area 7: Institutional strengthening, coordination, cooperation, collaboration and partnerships.

Objective: To promote national, regional, and international cooperation, collaboration, and partnerships on alcohol, drugs and substance use control:

- a) Strengthen coordination, partnerships, collaboration and cooperation with regional and international bodies and stakeholders on alcohol, drugs and substance use prevention, management and control;
- b) Enhance coordination, partnerships, collaboration and cooperation at international, regional and national levels to effectively reduce the illicit cultivation, production, trafficking, sale and associated crimes related to alcohol, drugs and substances of abuse;
- c) Adopt a regulatory framework for prevention and control of interference by industry actors on adoption and implementation of policy measures and programmes that promote public health and wellbeing of individuals, communities and society;
- d) County Governments shall establish a fund for research, prevention, treatment and rehabilitation and control of alcohol and drug abuse to be financed from alcoholic drinks outlets licenses, funds



- appropriated by County Assemblies and other sources of funds;
- e) National and County Governments shall set up a multisectoral institutional and partnership framework to coordinate prevention, management and control of alcohol, drug and substance abuse;
 - f) Adopt and strengthen oversight role of the National Government over alcohol and drug control functions of the County Governments;
 - g) Enhance partnerships, collaboration and cooperation to build capacity of stakeholders for effective coordination of the implementation of National Drug Control Strategies;
 - h) Coordinate the implementation of international conventions and protocols and ensure compliance to various international and regional recommendations on alcohol, drug and substance use prevention, management and control;
 - i) Strengthen systems for multi sectoral collaboration, coordination and cooperation to support the implementation of existing regulatory policies and laws on the use of alcohol, drugs and substances; and
 - j) Establish a framework for collaboration, information sharing, partnership and coordination of national government, county government, civil society organizations, private sector, academia and faith-based organizations.



04

Institutional and Implementation Framework

4.1 Overview

This chapter presents the institutional and implementation framework for implementing Policy. Implementation of the policy will thus take a multi-sectoral approach cutting across both the state and non-state actors at all levels. The Ministry of Interior and National Administration will take the leading role of coordinating all the other players in the country so as to enhance harmony and avoid duplication. Along with the policy a National Action Plan for implementing the policy will be developed in collaboration with key stakeholders. The action plan will provide clear roles and responsibilities as well as targets and timelines for each actor, among other key requirements. The policy recognizes the need for coordination and collaborative efforts to ensure its effective implementation.

4.1.1 Policy Coordination

Effective implementation of the Policy is a priority for the National Government, County Governments, private sector, Civil Society Organizations, Faith Based Organizations, multilateral and development partners among other key actors who are committed in the prevention, management and control of alcohol, drugs and substance abuse.

The National Authority for the Campaign Against Alcohol and Drug Abuse (NACADA) shall lead the overall implementation of the policy, coordinate stakeholders' engagement, spearhead resource mobilization, monitoring, evaluation and learning. It shall ensure establishment of an effective institutional framework for coordination and collaboration of all stakeholders in the implementation of this policy. The Ministry responsible for Interior and National Administration shall provide support to NACADA in the operationalization of its leadership and coordination mandate in the implementation of this policy.

4.1.2 Implementation Framework

A National Action Plan for implementing the policy will be developed in collaboration with key stakeholders. The action plan will provide for strategies, activities, targets, indicators, timelines, resources required and roles and responsibilities of respective stakeholders. The implementation of the action plan shall be integrated with national performance management system.

The National Action Plan will be implemented by various actors including Ministries, Departments and Agencies (MDAs) and Counties in collaboration with the private sector, Civil Society Organizations, Faith Based Organizations, among other key actors. The table below specifies some of the key institutions identified in the different sectors and their specific the roles:

Thematic Area 1: Prevention of initiation and reduction of use of alcohol, drugs and substances of abuse

Policy Objective: To promote healthy and empowered communities by preventing the initiation and reducing the use of alcohol, drugs and substances of abuse and mitigate their associated harms

Policy Actions

Promote and facilitate acquisition and enhancement of awareness and knowledge on the harmful health, economic and social consequences of alcohol, drugs and substance abuse and appropriate prevention and mitigation measures;

Responsible Institutions

- Ministry responsible for Internal Security and National Administration
- NACADA
- The National Treasury and Economic Planning
- Ministry responsible for Health
- County Governments
- Civil Society Organizations
- Faith Based Organizations



Promote and facilitate the development, adoption and implementation of evidence-based policy and program interventions that seek to modify and mitigate key risk and protective factors at learning institutions, workplace, family, medical facilities and community levels, including targeting out of school youth, persons with disabilities and most at-risk populations;	• Ministry responsible for Internal Security and National Administration • The National Treasury and Economic Planning • Ministry responsible for Health • Ministry responsible for Education • Ministry responsible for Youth Affairs • Ministry responsible for Public Service • NACADA • County Governments • National Council for Children Services • National Council for Persons with Disabilities • Civil Society Organizations • Faith Based Organizations
Provide and promote greater protection from the pressures to use alcohol and other drugs for persons under the age of 21 years, youth and those who choose to abstain from alcohol, drugs and substance abuse;	• Ministry responsible for Internal Security and National Administration • NACADA • The National Treasury and Economic Planning • Ministry responsible for Health • Ministry responsible for Education • Ministry responsible for Youth Affairs • Ministry responsible for Children Affairs • National Council for Children Services • County Governments • Civil Society Organizations • Faith Based Organizations
Promote and facilitate the development and implementation of alcohol, drugs and substance abuse cessation programmes, services and access to related health products;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Health • Ministry responsible for Education • Ministry responsible for Labour and Social Protection • Ministry responsible for Youth Affairs • National Council for Children Services • NACADA • County Governments • Civil Society Organizations • Faith Based Organizations • Private sector
Promote and facilitate capacity development and credentialing of prevention professionals and development of relevant professional practice standards;	• NACADA • Ministry responsible for Health • Counsellors & Psychologists Board of Kenya • Education service providers

Develop and promote national standards on alcohol, drugs and substance abuse prevention;	• NACADA • Ministry responsible for Health • Kenya Bureau of Standards
Promote and facilitate mobilization, empowerment and capacity development of public sector, private sector, civil society organizations, faith-based organizations, community health promoters, local communities and other stakeholders to develop, adopt, coordinate and implement evidence-based interventions on prevention of alcohol, drugs, and substance abuse and mitigate their associated harms;	• NACADA • Ministry responsible for Health • Ministry responsible for Public Service • Ministry responsible for Education • Ministry responsible for Youth Affairs • County Governments
Promote and facilitate the establishment and protection of alcohol-free environments and settings, especially targeting children, youth and other at-risk population.	• NACADA • Ministry responsible for Health • Ministry responsible for Education • Ministry responsible for Youth Affairs • Ministry responsible for Labour and social protection • County Governments • Civil Society Organizations • Faith Based Organizations • Parliament • Private sector

Thematic Area 2; Treatment, rehabilitation and aftercare services

Objective; Promote provision of and access to quality and affordable treatment, rehabilitation, and aftercare services for persons with substance use disorders (SUDs):

Policy Action	Responsible Institution
Promote and facilitate provision and access to treatment, rehabilitation and aftercare services and programs at all levels of health-care services, including distinct services and facilities with targeted focus to persons with disabilities and other vulnerable population groups;	• NACADA • Ministry responsible for Health • Ministry responsible for Children Services • County Governments • Civil Society Organizations • Faith Based Organizations • National Council for Persons with Disabilities • Private sector
Promote the adoption and implementation of national standards for treatment and rehabilitation of persons with substance use disorders;	• NACADA • Ministry responsible for Health • Kenya Bureau of Standards • County Governments • Civil Society Organizations • Faith Based Organizations • Correctional Services • Private sector



Promote, facilitate and coordinate the regulation and licensing of treatment and rehabilitation programs and facilities;	• NACADA • Ministry responsible for Health • Kenya Medical Practitioners and Dentists Council • Pharmacy and Poisons Board • County Governments
Promote and facilitate capacity development and credentialing of treatment and rehabilitation professionals and development of relevant professional practice standards;	• NACADA • Ministry responsible for Health • Counsellors & Psychologists Board of Kenya • Kenya Medical Practitioners and Dentists Council • International organizations
Strengthen services for early identification, screening, brief interventions and referral at diverse settings including learning institutions, workplaces, and community levels;	• NACADA • Ministry responsible for Health • Ministry responsible for Education • Ministry responsible for Youth Affairs • Ministry responsible for Public Service • Ministry responsible for Children Services • Correctional Services • County Governments • Civil Society Organizations • Faith Based Organizations • Private Sector organizations
Establish a prevention, treatment and rehabilitation fund to be financed from a solatium contribution from manufacture, production and importation of alcoholic drinks, forfeiture of properties and assets used for illicit alcohol and drug trafficking, funds appropriated by Parliament and other sources of funds. The fund shall support prevention, treatment, rehabilitation and after care programs and services for persons with substance use disorders;	• NACADA • Parliament • The National Treasury and Economic Planning • Ministry responsible for Trade and Industry • Ministry responsible for Health • Kenya Revenue Authority
Promote and adopt recognition of substance use disorders as treatable medical conditions that qualify for private and public medical insurance cover; and	• Ministry responsible for Health • SHIF/NHIF • NACADA • County Governments • Media Council of Kenya • Faith Based Organizations • Civil Society Organizations • Private Sector organizations • Private health insurance companies • Parliament

Adopt harm reduction interventions based on international standards as applicable to the national policies, laws and regulations	• Ministry responsible for Health • NASCOP • NACADA • Pharmacy and Poisons Board • County Governments • Civil Society Organizations • Faith Based Organizations
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Thematic Area 3: Prevention and control of access and availability

Objective; Prevent, reduce, and control access to and availability of alcohol, drugs and substances of abuse

Policy Action	Responsible Institution
The minimum legal age for handling, purchasing, consuming and selling of alcohol shall be 21 years	• Ministry responsible for Internal Security and National Administration • Parliament • NACADA • Judiciary • Office of the Attorney General • Ministry responsible for Education • National Police Service • Ministry responsible for Health • ODPP • County Governments
Ban the use of direct and indirect price promotions, discount sales, provision of free alcohol, sales below cost and flat rates for unlimited drinking or other types of volume sales;	• Parliament • Ministry responsible for Internal Security and National Administration • NACADA • Kenya Revenue Authority • Office of the Attorney General • National Police Service • Betting Control and Licensing Board • Media Council of Kenya • Ministry responsible for Education • Ministry responsible for Health • Council of Governors
The size, packaging, packing and labelling including ingredients, health warnings, messages and pictorials on alcoholic drinks shall be regulated;	• NACADA • Ministry responsible for Internal Security and National Administration • Ministry responsible for Health • Ministry responsible for Education • Kenya Revenue Authority • Kenya Bureau of Standards • National Police Service • Media Council of Kenya



The following modes and places of sale shall be prohibited; - Vending machines; - Public beaches, public parks, amusement parks, recreational facilities, sports facilities and stadia, bus parks, bus stops, petrol stations, railway stations, public transport including trains, ferry stations, piers and along the highways; - Hawking; - Online sale of alcohol; - Home deliveries and couriers; - Supermarkets; - Outlets selling products associated with children such as toyshops; - Residential premises and areas; - Restaurants; and - Basic education, tertiary and higher learning institutions.	- NACADA - Ministry responsible for Internal Security and National Administration - Ministry responsible for Education - Ministry responsible for Health - Ministry responsible for ICT - Ministry responsible for Sports and Arts - Ministry responsible for Transport - Parliament - Kenya Revenue Authority - Energy Petroleum and Regulatory Authority - Communications Authority - Tourism Regulatory Authority - Office of the Attorney General - National Police Service - County Governments
The following places of consumption shall be prohibited; - Public beaches, public parks, amusement parks, recreational facilities, sports facilities, bus parks, bus stops, petrol stations, railway stations, ferry stations, piers and along the highways; - Restaurants; - Restaurants and dining areas in members clubs and hotels; and - Basic education, tertiary and higher learning institutions.	- NACADA - Ministry responsible for Education - Ministry responsible for Health - Parliament - Ministry responsible for Internal Security and National Administration - Energy Petroleum and Regulatory Authority - Ministry responsible for Sports and Arts - Ministry responsible for Transport - Tourism Regulatory Authority - National Police Service - County Governments
Licensing of any outlet retail (on-license and off-licence) or wholesale located within a minimum of three hundred metres from any nursery, primary, secondary and higher learning institutions shall be prohibited.	- NACADA - Ministry responsible for Education - Ministry responsible for Health - Parliament - Ministry responsible for Internal Security and National Administration - National Police Service - County Governments
Review conditions for licensing to ensure that any retail outlet (on-license and off-licence) is tax compliant	- NACADA - Ministry responsible for Internal Security and National Administration - National Police Service - Kenya Revenue Authority - County Governments

Prohibition of sale and consumption of alcohol to anyone accompanied by a child, and provision or consumption of alcohol in children-oriented events such as festivals, parties, sporting and recreation events;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Education • Ministry responsible for Health • Ministry responsible for Sports and Arts • National Police Service • NACADA • County Governments
Prohibition of consumption of alcoholic drinks in a selling outlet by and to persons who are armed with weapons such as guns, knives, machete, axe etc;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Defense • National Police Service • Private Security Regulatory Authority • NACADA • County Governments
There shall be restrictions in relation to number of alcohol selling outlets allowed to operate in a given locality based on the population density and other relevant considerations with restrictions with the types of licenses;	• Ministry responsible for Internal Security and National Administration • National Police Service • NACADA • County Governments
The alcohol retail outlets (on-license and off-license) operating hours conditions shall be regulated to ensure reduction of access and availability of alcoholic drinks;	• Ministry responsible for Internal Security and National Administration • National Police Service • NACADA • County Governments • Private sector
There shall be no person below the age of twenty-one allowed to access or enter any alcohol selling outlets whether alone or accompanied;	• NACADA • Ministry responsible for Internal Security and National Administration • Parliament • National Police Service • County Governments • Private sector
Prescribe the actual minimum size of alcohol packages to not less than 250ml	• NACADA • Ministry responsible for Internal Security and National Administration • Parliament • Office of the Attorney General • ODPP • National Police Service • Kenya Bureau of Standards • Kenya Revenue Authority



Promote safe alternative livelihoods for people involved in production of illicit and informal alcohol;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Investments, Trade and Industry • Ministry responsible for Co-operatives and Micro, Small and Medium Enterprises (MSME) Development • National Police Service • NACADA • Ministry responsible for Agriculture • County Governments
Public officers in the enforcement/ compliance chain in both national and county governments shall not own and operate an outlet selling alcohol directly or via proxy;	• Ministry responsible for Internal Security and National Administration • NACADA • Public Service Commission • Ethic and Anti-Corruption Commission • Office of the Director of Public Prosecutions • National Police Service • County Governments
Enhance regulatory framework, necessary cooperation and exchange of relevant information on addressing emerging substances of abuse including nicotine products and nicotine delivery systems among others;	• Ministry responsible for Internal Security and National Administration • NACADA • Parliament • Ministry responsible for Health • Tobacco Control Board • Pharmacy and Poisons Board • Kenya Bureau of Standards • National Police Service • County Governments
Adopt a framework for enhancing server responsibility for persons working in entertainment venues and outlets selling alcohol	• Ministry responsible for Internal Security and National Administration • NACADA • National Police Service • County Governments • Private sector
Licensing of the general retail Alcoholic drink Licence (off licence) wines and spirits retailers shall be prohibited;	• Ministry responsible for Internal Security and National Administration • NACADA • Parliament • Office of the Attorney General • National Police Service • County Governments

Review and enhance the licensing framework for alcohol retail outlets (on-license) with regards to the categories of alcoholic drinks they are allowed to distribute and sell	• Ministry responsible for Internal Security and National Administration • NACADA • Parliament • Office of the Attorney General • National Police Service • County Governments
Prohibit payment of any wages in the form of alcohol or drugs. It also prohibits giving alcohol or drugs as a form of reward to employees or alcohol on credit.	• Ministry responsible for Internal Security and National Administration • NACADA • County Governments • Ministry responsible for Public Service • Ministry responsible for Labour and Social Protection • Private Sector
Review and enforce an upper limit for blood alcohol concentration, with a reduced limit for professional drivers and young or novice drivers that meets international standards;	• National Transport and Safety Authority (NTSA) • Ministry responsible for Transport • National Police Service • Ministry responsible for Health • Office of the Attorney General • ODPP • NACADA
Promote sobriety check points and random breath-testing on regular basis;	• NACADA • Ministry responsible for Transport • National Police Service • Ministry responsible for Health • NTSA
Take administrative measures such as suspension of driving licenses for drink-driving and drug driving offenders;	• Ministry responsible for Transport • NTSA • National Police Service • Ministry responsible for Health • ODPP • NACADA
Issue graduated licensing for novice drivers with zero-tolerance for drink-driving;	• Ministry responsible for Transport • NTSA • National Police Service • NACADA
Ensure mandatory driver-education, counselling and, as appropriate, treatment programs for alcohol and drug use problems	• Ministry responsible for Transport • NTSA • NACADA • National Police Service • Ministry responsible for Health • County Governments • Private sector • Civil Society Organizations



Review and enhance the legal framework regarding penalties to alcohol related offences;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Health • Ministry responsible for Transport • NACADA • Parliament • Office of the Attorney General • Judiciary • National Police Service • NTSA
Ensure necessary cooperation and exchange of relevant information on combating illicit alcohol among authorities at all levels;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Health • Kenya Bureau of Standards • Kenya Revenue Authority • Anti Counterfeit Authority • National Police Service • NACADA • County Governments
Adopt and maintain a system of progressive domestic taxation based on alcohol content and minimum unit pricing on alcoholic drinks to reduce their access and availability; and	• Ministry Responsible for Finance • Kenya Revenue Authority • NACADA
Prohibit subsidies and other incentives to promote alcohol production, manufacture and sale.	• Ministry Responsible for Finance • Ministry Responsible for Trade • Ministry Responsible for Agriculture • Kenya Revenue Authority • NACADA
Adopt and enhance compliance with standards for alcoholic drinks with regard to production, storage, importation and distribution;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Health • National Police Service • NACADA • Kenya Revenue Authority • Kenya Bureau of Standards • County Governments
Adoption of good manufacturing and production practices on informal/traditional alcoholic drinks and bring it into the regulatory framework the commercialization of informal/traditional drinks;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Health • National Police Service • NACADA • Kenya Revenue Authority • Kenya Bureau of Standards • County Governments

Develop a framework for regulating distribution of alcoholic drinks, which shall include ensuring that vehicles that are used to distribute alcohol are licensed and branded; distribution of alcoholic drinks shall take place between 6.00 a.m. to 6.00 p.m;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Health • National Police Service • NACADA • Kenya Revenue Authority • Kenya Bureau of Standards • County Governments
Develop and strengthen tracking and tracing systems for alcoholic drinks and raw materials;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Health • National Police Service • NACADA • Kenya Revenue Authority • Kenya Bureau of Standards • County Governments
Manufacturers, importers, retailers and other relevant economic operators in the alcohol industry shall establish mechanisms for retrieval and take-back of empty bottles, cans, caps and packaging materials associated with alcoholic drinks;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Health • Ministry responsible for Environment • National Police Service • NACADA • Kenya Revenue Authority • Kenya Bureau of Standards • County Governments
Strengthen the law enforcement system and community policing for effective control of alcohol and drug abuse;	• Ministry responsible for Internal Security and National Administration • National Police Service • ODPP • NACADA • County Governments
Enhance the capacity of criminal justice system and regulatory agencies in combating illicit cultivation, production, trafficking, sale, and associated crimes;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Health • Ministry responsible for Agriculture • Judiciary • National Police Service • ODPP • NACADA • County Governments • Prisons and correctional services



Strengthen government systems, including health, law enforcement, financial, and data management frameworks, to ensure the effective prevention of diversion and misuse of controlled substances;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Health • Pharmacy and Poisons Board • Financial Reporting Centre • Kenya Veterinary Board • Judiciary • National Police Service • ODPP • NACADA • County Governments • Prisons and correctional services
Enhance, adopt and implement strategies to effectively respond to the increasing link between drug trafficking, illicit production of alcohol, corruption, money-laundering, illicit financial flows, and other forms of organized crime;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Health • Pharmacy and Poisons Board • Financial Reporting Centre • Asset Recovery Agency • Anti Counterfeit Authority • Kenya Revenue Authority • Ethics and Anti-Corruption Commission • Kenya Veterinary Board • Judiciary • National Police Service • ODPP • NACADA • County Governments • Civil society Organizations • Faith Based Organizations
Promote proportionate sentencing for drug related offences in accordance with relevant and applicable laws with alternative to incarceration for petty drug and alcohol offences and offenders with substance use disorders;	• Ministry responsible for Internal Security and National Administration • Judiciary • Office of the Attorney General • Ministry responsible for Health • National Police Service • ODPP • NACADA • County Governments

Scale up mechanisms for forfeiture of properties and assets used for drug trafficking and commutation of the property to the rehabilitation fund;	• Ministry responsible for Internal Security and National Administration • National Treasury • Ministry responsible for Health • Judiciary • Office of the Attorney General • Asset Recovery Agency • National Police Service • ODPP • NACADA • County Governments
Provide for the efficient and speedy conclusion of alcohol and drug related cases, including handling, storage, management, and the disposal of exhibits;	• Ministry responsible for Internal Security and National Administration • Judiciary • Office of the Attorney General • National Police Service • ODPP • NACADA • Government Chemist
Adopt measures to address protective and risk factors that make children, persons with disability and women vulnerable to be recruited as drug couriers;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Children's Services • Office of the Attorney General • National Council for persons with disability • National Police Service • NACADA • County Governments
Manufacturers, importers and other relevant alcohol economic operators in the alcohol industry shall establish mechanisms for retrieval and recycling of empty bottles, cans and caps associated with alcoholic beverages.	• Ministry responsible for Internal Security and National Administration • Office of the Attorney General • National Police Service • NACADA • County Governments • Kenya Bureau of Standards • Kenya Revenue Authority • National Environment Management Authority
Strengthen post judicial mechanisms to promote reform of convicts and counter recidivism	• Ministry responsible for Internal Security and National Administration • Judiciary • Office of the Attorney General • National Police Service • ODPP • NACADA • Kenya Prison Services



Ensure regular review and updating of scheduled substances in existing legislative framework according to the international drug conventions and national emerging trends.	• Parliament • Ministry responsible for Internal Security and National Administration • Judiciary • Office of the Attorney General • National Police Service • NACADA
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Thematic Area 4; Control of advertising, promotion and marketing

Objective; Protect children, youth and the public from excessive, misleading, or deceptive inducements of alcohol advertising, promotion, and marketing.

Policy Action	Responsible Institution
Online advertising and promotion and marketing of alcoholic products shall be prohibited (including broadcast originating outside Kenya);	• Ministry responsible for Internal Security and National Administration • Ministry responsible for ICT • Parliament • Communication Authority • Office of the Attorney General • Media Council of Kenya • National Police Service • Kenya Films and Classification Board • NACADA • County Governments
Promotion, advertising, sponsorship and marketing targeting children and children-oriented events, learning institutions including institutions of higher learning (including events such as sports, entertainment events, art & music competitions) shall be prohibited;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Education • Ministry responsible for youth affairs, sports and the arts • Ministry responsible for ICT • Communication Authority • Office of the Attorney General • Media Council of Kenya • National Police Service • Kenya Films and Classification Board • NACADA • County Governments
Banning of advertising via audio-visual platforms between 5.00 a.m. -10.00 p.m. (watershed hours) (including broadcast originating outside Kenya);	• Ministry responsible for Internal Security and National Administration • Ministry responsible for ICT • Communication Authority • Office of the Attorney General • Media Council of Kenya • Kenya Films and Classification Board • National Police Service • NACADA • County Governments

There shall be regulation on outdoor advertising of alcoholic drinks in relation to presentation and content;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for ICT • Communication Authority • Office of the Attorney General • Media Council of Kenya • Kenya Films and Classification Board • National Police Service • NACADA • County Governments
There shall be no promotion of alcohol by way of providing free samples or discounted sales	• Ministry responsible for Internal Security and National Administration • National Police Service • NACADA • County Governments
Banning of outdoor advertising of alcoholic drinks in public properties and facilities, residential areas and buildings;	• Ministry responsible for Internal Security and National Administration • National Police Service • NACADA • County Governments
Prohibition of outdoor advertising of alcoholic drinks within a radius of 300 metres from education institutions including institutions of higher learning;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for ICT • Communication Authority • Office of the Attorney General • Media Council of Kenya • Kenya Films and Classification Board • National Police Service • NACADA • County Governments
Advertising, promotion and marketing of alcoholic drinks shall be banned within all learning institutions;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for ICT • Communication Authority • Office of the Attorney General • Media Council of Kenya • Kenya Films and Classification Board • National Police Service • NACADA • County Governments



There shall be no promotion of alcoholic drinks by use of materials that are associated with children;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for ICT • Communication Authority • Office of the Attorney General • Media Council of Kenya • Kenya Films and Classification Board • National Police Service • NACADA • County Governments
Any advertisement of alcoholic products shall be expected to give factual information, not emphasize the strength or merit of alcohol, not cast abstinence from alcohol consumption in a negative way and shall not depict alcohol consumption as a lifestyle;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for ICT • Communication Authority • Office of the Attorney General • Media Council of Kenya • Kenya Films and Classification Board • National Police Service • NACADA • County Governments
Advertisements and promotions shall not place emphasis on alcoholic content as being a positive quality of the beverage;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for ICT • Communication Authority • Office of the Attorney General • Media Council of Kenya • Kenya Films and Classification Board • National Police Service • NACADA • County Governments
There shall be no production and broadcasting of music, film, stage plays and performances, or any audio-visual programme that positively depicts consumption of alcohol, drugs and substances in an electronic or print media;	• Ministry responsible for Internal Security and National Administration • NACADA • Ministry responsible for youth affairs, • Ministry responsible for ICT • Communication Authority • Office of the Attorney General • Media Council of Kenya • Kenya Films and Classification Board • National Police Service • County Governments

All alcoholic products' prize-oriented competitions and promotions that encourage more alcohol consumption in order for one to win shall be banned;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for ICT • Communication Authority • Office of the Attorney General • Media Council of Kenya • Kenya Films and Classification Board • National Police Service • NACADA • County Governments
There shall be no use of entertainment, sports personalities, media personalities and models, social media influencers or celebrities in endorsing, promoting and advertising alcoholic drinks, drugs and substances;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Sports, Arts and Culture • Ministry responsible for ICT • Communication Authority • Office of the Attorney General • Media Council of Kenya • Kenya Films and Classification Board • National Police Service • NACADA • County Governments
Any person used in advertising or endorsing alcoholic drinks shall be above 25 years and further, there shall be no lifestyle advertising through any form of advertisement or promotion;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for ICT • Communication Authority • Office of the Attorney General • Media Council of Kenya • Kenya Films and Classification Board • National Police Service • NACADA • County Governments
A manufacturer, importer, distributor, wholesaler, retailer or any related agent of alcoholic drinks shall not: - Name or brand a sports team by the name of an alcoholic drink's product; - Sponsor or brand a sports league, tournament or a national team;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for ICT • Communication Authority • Office of the Attorney General • Media Council of Kenya • Kenya Films and Classification Board • National Police Service • NACADA • County Governments



There shall be no promotion or advertisement of any alcoholic drink or substance by way of implying that it is acceptable or fashionable to consume alcohol and substances before, during or after playing sports, driving, operating machinery or other activities that require concentration in order to be carried out safely.	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Youth, Sports and Arts • Ministry responsible for ICT • Communication Authority • Office of the Attorney General • Media Council of Kenya • Kenya Films and Classification Board • National Police Service • NACADA • County Governments
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Thematic Area 5; Research and development

Objective; Promote and coordinate research on alcohol, drugs and substance use to inform evidence-based policies and programmes:

Policy Action	Responsible Institution
Establish and strengthen the National Drug Observatory for collection and collation of data and information to inform policy and decision making at national level and compliance with National, Regional and International reporting obligations;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Health • NACADA • Pharmacy and Poisons Board • Government Chemist • Financial Research Centre • Judiciary • ODPP • Kenya Prisons Service • National Police Service • Anti-Narcotics Unit • Directorate of Criminal Investigations • Assets Recovery Agency • NASCOP • Department of Civil Registration Services • County Governments • Civil Society Organizations • Faith Based Organizations • Business Member Organizations
Coordinate and promote research and dissemination of alcohol, drugs and substance use related data and sharing of best practices to enhance evidence-based interventions to inform policy and programs;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Health • Ministry Responsible for Education • County Governments • NACADA • Kenya National Bureau of Statistics • KIPPRA • Research Institutions • Universities/ Academia • Civil Society Organizations

Strengthen knowledge management of alcohol, drugs and substance use information;	• NACADA • Kenya School of Government • The National Treasury and Economic Planning • Research Institutions • Universities/ Academia
Develop a comprehensive and integrated monitoring, evaluation and learning framework for periodic assessment of the status of implementation of the policies, strategies and interventions in the country and ensure integration with the National Integrated Monitoring and Evaluation System	• NACADA • Research Institutions • Universities/ Academia • Ministry responsible for Health • Ministry Responsible for Internal Security • Ministry Responsible for Education • National Treasury and Economic Planning • County Governments
Continuously undertake research to identify new psychoactive substances, consequences of their use as well as possible sources of production and distribution and share the information with national, regional and continental epidemiological networks and drug observatories;	• NACADA • Ministry responsible for Health • Government Chemist • Pharmacy and Poisons Board • Anti-Narcotics Units • Kenya Bureau of Standards
Enhance the capacity of law enforcement agencies and national laboratories to undertake research, detect and identify new psychoactive substances, precursors, and clandestine laboratories for early warning, criminal justice purposes and to identify threats associated with drug-related organized crime;	• NACADA • Government Chemist • Pharmacy and Poisons Board • Anti-Narcotics Units • Kenya National Police Service • Directorate of Criminal Investigations
Put in place regulatory measures within national and county legislative and administrative systems to address and manage new psychoactive substances and provide mechanism for information sharing.	• Ministry Responsible for Internal Security and National Administration • NACADA • County Governments • Parliament • Government Chemist • Pharmacy and Poisons Board



Integrate health data and information related to alcohol, drugs and substance abuse to the national health management information system	• Ministry responsible for Internal Security and National Administration • NACADA • Ministry responsible for Health • Pharmacy and Poisons Board • Government Chemist • Financial Reporting Centre • Judiciary • ODPP • Kenya Prisons Service • National Police Service • Anti-Narcotics Unit • Directorate of Criminal Investigations • Assets Recovery Agency • NASCOP • Department of Civil Registration Services • Immigration • Faith Based Organizations • Business Member Organizations • County Governments • Civil Society Organizations
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Thematic Area 6; Communication and Information and Communication Technologies (ICT)

Objective: Promote development, integration and adoption of information and communication technologies (ICT) and communication strategies on alcohol, drugs and substance use control

Policy Objective	Responsible Institution
Promote, facilitate and enhance the development and adoption of an integrated ICT and communication system on alcohol, drugs and substance use prevention, management and control;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for ICT • ICT Authority • Communication Authority • National Police Service • NACADA • County Governments
Strengthen the capacity of law enforcement agencies and other relevant stakeholders to combat criminal misuse of information and communication technologies for illicit drug related activities;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for ICT • ICT Authority • National Computer and Cybercrimes coordination committee • Communication Authority • National Police Service • NACADA • County Governments • Private sector

Strengthen awareness and knowledge in the prevention of cyber and online marketing, trafficking of drugs and access to information on production of alcohol, drugs and substances of abuse;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for ICT • ICT Authority • National Computer and Cybercrimes coordination committee • Border Management Secretariat • Communication Authority • National Police Service • NACADA • County Governments • Private sector
Enhance the capacity of law enforcement agencies and other relevant stakeholders to identify, trawl, monitor, report and collect evidence as well as to investigate alcohol and drug related criminal activities on the internet, the darknet and other online platforms; and	• Ministry responsible for Internal Security and National Administration • Ministry responsible for ICT • ICT Authority • National Computer and Cybercrimes coordination committee • Communication Authority • National Police Service • NACADA • County Governments • Private sector
Strengthen partnership between public and private sector in internet censorship for alcohol, drugs and substance use control and associated criminal activities.	• Ministry responsible for Internal Security and National Administration • Ministry responsible for ICT • ICT Authority • National Computer and Cybercrimes coordination committee • Communication Authority • National Police Service • NACADA • County Governments • Private sector



Thematic Area 7; Institutional strengthening, coordination, cooperation, collaboration and partnerships

Objective; Promote national, regional, and international cooperation, collaboration, and partnerships on alcohol, drugs and substance use control.

Policy Action	Responsible Institution
Strengthen coordination, partnerships, collaboration and cooperation with regional and international bodies and stakeholders on alcohol, drugs and substance use prevention, management and control;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Health • National Treasury and Economic Planning • Ministry responsible for East African Community • Ministry responsible for Foreign Affairs • National Police Service • NACADA • County Governments • Faith Based Organizations • Community Based Organizations • Private sector
Enhance coordination, partnerships, collaboration and cooperation at international, regional and national levels to effectively reduce the illicit cultivation, production, trafficking, sale and associated crimes related to alcohol, drugs and substances of abuse;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Health • Office of the Attorney General • National Treasury • Ministry responsible for East African Community • Ministry responsible for Agriculture • Ministry responsible for Foreign Affairs • National Police Service • NACADA • County Governments • Faith Based Organizations • Community Based Organizations • Private sector
Adopt a regulatory framework for prevention and control of interference by industry actors on adoption and implementation of policy measures and programmes that promote public health and wellbeing of individuals, communities and society;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Investment Trade and Industry • Ministry responsible for Health • NACADA • Public Service Commission • Ethics and Anti-Corruption Commission • County Governments

County Governments shall establish a fund for research, prevention, treatment and rehabilitation and control of alcohol and drug abuse to be financed from alcoholic drinks outlets licenses, funds appropriated by County Assemblies and other sources of funds;	• County Governments • Ministry responsible for Internal Security and National Administration • National Treasury and Economic Planning • NACADA
National and County Governments shall set up a multisectoral institutional and partnership framework to coordinate prevention, management and control of alcohol, drug and substance abuse;	• Ministry responsible for Internal Security and National Administration • NACADA • County Governments
Adopt and strengthen oversight role of the National Government over alcohol and drug control functions of the County Governments;	• Ministry responsible for Internal Security and National Administration • NACADA • County Governments
Enhance partnerships, collaboration and cooperation to build capacity of stakeholders for effective coordination of the implementation of National Drug Control Strategies;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Health • NACADA • County Governments
Coordinate the implementation of international conventions and protocols and ensure compliance to various international and regional recommendations on alcohol, drug and substance use prevention, management and control;	• Ministry responsible for Internal Security and National Administration • Ministry responsible for Foreign Affairs • NACADA • County Governments
Strengthen systems for multi sectoral collaboration, coordination and cooperation to support the implementation of existing regulatory policies and laws on the use of alcohol, drugs and substances; and	• Ministry responsible for Internal Security and National Administration • NACADA • Office of the Attorney General • County Governments
Establish a framework for collaboration, information sharing, partnership and coordination of national government, county government, civil society organizations, private sector, academia and faith-based organizations.	• Ministry responsible for Internal Security and National Administration • NACADA • County Governments • Community Based Organizations



4.2 Resource mobilization

The successful implementation of this policy depends on securing adequate financial, human, and technical resources to achieve the desired outcomes efficiently. Funding will primarily be sourced through annual budgetary allocations from the National Treasury, supplemented by partnerships with development partners, non-state actors, and other stakeholders. Key strategies for resource mobilization include:

- a) **Government Funding:** Pursuing dedicated budgetary allocations from the National Treasury;
- b) **Development Partnerships:** Leveraging bilateral agreements and grants from international development agencies;
- c) **Private Sector Engagement:** Collaborating with Corporate Social Responsibility (CSR) initiatives in Kenya;
- d) **Civil Society & Faith-Based Partnerships:** Partnering with NGOs, faith-based organizations, and private institutions for targeted projects; and
- e) **Fundraising Initiatives:** Conducting strategic fundraising activities to bridge funding gaps.

This multi-stakeholder approach ensures sustainable financing and effective policy execution.





05

Monitoring, Evaluation and Reporting

5.1 Overview

Monitoring and Evaluation (M&E) will be a cornerstone of this policy's implementation, ensuring its effectiveness and accountability. We'll develop comprehensive results frameworks for each policy action, detailing anticipated outputs, outcomes, and impacts, alongside the key actors responsible. This structured approach will facilitate annual planning and integrate seamlessly into development planning processes across all sectors and at every level of government.

Our M&E processes will adhere to a strategic implementation plan, specifically tailored for each component of the policy's commitments. This strategy includes regular updates, with detailed reports provided quarterly and annually, to track progress and inform continuous improvement.

5.2 Monitoring and Evaluation

Establish a monitoring and evaluation mechanism to ensure the policy objectives are monitored, tracked and evaluated Policy Actions:

- i. Develop and implement monitoring and evaluation tools and performance indicators that are integrated in the annual plans and development planning processes at the two levels of Government; and,
- ii. Develop and institutionalize tools for effective monitoring and evaluation.

5.3 Reporting

To ensure the policy objectives are consistently monitored, tracked, and evaluated, a robust monitoring and evaluation (M&E) mechanism will be established. This mechanism will be underpinned by two key policy actions:

- i. Developing and implementing comprehensive M&E tools and performance indicators. These will be fully integrated into annual plans and development planning processes across both national and county levels of government; and
- ii. Developing and institutionalizing effective M&E tools. This will ensure the systematic and consistent application of monitoring and evaluation practices throughout the policy's lifespan.

5.4 Policy Review

This policy will undergo a comprehensive review every five years, or sooner if deemed necessary by the Ministry responsible for Interior and National Administration.





