

**NATIONAL GOVERNMENT ADMINISTRATION AND THE
IMPLEMENTATION OF ILLICIT ALCOHOL CONTROL POLICIES IN
MOMBASA COUNTY, KENYA**

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DECLARATION

This project is entirely original with no prior submissions to other colleges or universities for awards.

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DEDICATION

This work is dedicated to my father, Timothy Thiong'o, whose memory has inspired me to pursue my studies to completion and who would have loved to read this work and to my three daughters whom I love so very much.

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ABBREVIATIONS AND ACRONYMS

CADLB	County Alcoholic Drinks Regulation Committee
CBO	Community Based Organization
CIA	Central Intelligence Agency
FBO	Faith Based Organization
FDG	Focused Discussion Groups
HIV	Human Immunodeficiency Syndrome
KEBS	Kenya Bureau of Standards
NACADA	National Campaign against Alcohol and Drug Abuse
NGAO	National Government Administrative Officers
SPSS	Statistical Package for Social sciences
TI	Transparency International
WHO	World Health Organization

OPERATIONAL DEFINITION OF TERMS

Community Intelligence: This refers to information provided by residents, informants, Nyumba Kumi structures, and community policing networks that helps NGAOs identify illicit alcohol sources and venues, in Chagamwe, Mombasa County.

Enforcement Challenges: In the current study, this refers to barriers that hinder the ability of NGAOs to effectively conduct alcohol control operations. These challenges include inadequate resources (vehicles, fuel, protective gear), political interference, community resistance, and security risks during raids.

Inter-Agency Collaboration: Coordinated efforts between NGAOs, NACADA, county inspectorate officers, and the National Police Service aimed at conducting raids, sharing intelligence, and enforcing alcohol control laws in the study area.

Illicit Alcohol: In the current study, this refers to alcoholic beverages produced, distributed, or sold illegally without meeting legal, safety, or licensing requirements under the Alcoholic Drinks Control Act (2010). Illicit alcohol includes: chang'aa, counterfeit spirits, and unlicensed local brews within Chagamwe Sub-County.

National Government Administration Officers (NGAOs): In the current study, this refers to the frontline administrative officials—including Chiefs, Assistant Chiefs, Ward Administrators, and Village Elders—responsible for coordinating grassroots government functions, including alcohol enforcement, within Chagamwe Sub-County.

Regulatory Approaches: In this study, this refers to the actions taken by NGAOs to control unlicensed drinking venues, including inspections, closures, surveillance, and monitoring of premises suspected of illicit alcohol activities.

Sources of Illicit Alcohol: In the current study, this refers to brewing sites, supply networks, distribution points, and production channels through which illegal alcohol enters the community. The sources include production dens, concealed brewing sites inside rental houses, and illegal supply chains.

Street-Level Bureaucrats: Frontline officers, such as Chiefs and Assistant Chiefs, who interact directly with citizens and exercise discretion in implementing alcohol enforcement policies in the study area.

Venues for Consumption of Illicit Alcohol: In the current study, this refers to physical locations where illicit alcohol is sold, distributed, or consumed. These include rental houses, kiosks, informal markets, backstreet structures, and hidden spaces within residential compounds.

Venues: A location within Changamwe Sub-County frequently associated with brewing, selling, or consumption of illicit alcohol, identified through surveillance or community intelligence.

ABSTRACT

Illicit alcohol remains a persistent public health and governance challenge in Kenya, particularly in densely populated urban areas where informal settlements, weak regulatory oversight, and economic vulnerability create fertile environments for illegal production and distribution. Changamwe Sub-County has experienced repeated incidents of illicit alcohol-related harm despite the presence of a strong legal framework. This study examined how the National Government Administration tackles the sources of illicit alcohol, regulates venues used for its consumption, and the challenges they encounter in Changamwe Sub-County. The study was guided by Agency Theory and Street-Level Bureaucracy Theory, which explain the role of frontline administrators and the structural constraints affecting enforcement. A descriptive research design was adopted. The target population comprised 379 enforcement actors drawn from NGAOs, Village Elders, Ward Administrators, Nyumba Kumi members, NACADA officers, and county enforcement personnel. A sample of 191 respondents was selected using stratified, simple random, and purposive sampling. Primary data were collected through structured questionnaires, Key Informant Interviews (KIIs), and Focus Group Discussions (FGDs). Quantitative data were analyzed using descriptive statistics and Chi-square tests, while qualitative data were analyzed thematically. The findings show that the National Government Administration primarily tackles illicit alcohol sources through the application of the Alcoholic Drinks Control Act and community sensitization efforts. Regarding illicit alcohol venues, they were mostly tackled through raids by National Government Administrative Officers. The study further found that Enforcement challenges—particularly conflict of interest and conflicting roles of the actors significantly undermined effective implementation of alcohol control activities. The study concludes that while NGAOs employ multiple strategies to curb illicit alcohol, their effectiveness is constrained by resource limitations, interference, and community resistance. It recommends strengthening inter-agency coordination, increasing logistical support, enhancing community engagement, and protecting enforcement officers from political influence to improve alcohol control outcomes.

CHAPTER ONE

1.0 Introduction

This chapter provides an overview of the study by presenting the background to the problem, outlining the statement of the problem, and specifying the objectives and research questions that guided the investigation. It also explains the justification and significance of the study

1.1 Background to the Study

Alcohol is one of the most consumed psychoactive substances around the world (Kalichman et al., 2007), and from ancient times to date, it continues to hold a vital role in social engagement and bonding for many people (Ritchie & Roser, 2018). Moderate and social drinking for many is pleasurable, and it is a norm in many parts of the world. However, excess alcohol consumption is linked to many negative outcomes, including health issues such as liver cirrhosis, behavior disorders, and cancer of the mouth and throat (Carvalho et al., 2019), crime, road accidents, domestic abuse, and alcohol dependence (Ritchie & Roser, 2018). World Health Organization (2022) reports there are approximately 3 million deaths each year due to the harmful use of alcohol.

The available evidence suggests a significant regional difference in the prevalence and patterns of alcohol use among adults (15 years and older) in Sub-Saharan Africa, with countries such as Gabon leading at 66.5%, Nigeria at 52.6%, Tanzania at 36.4% and Kenya 23.9% (Ritchie & Roser, 2018). In many developing countries, including Kenya, unrecorded alcohol (home/traditional/illegal brew) is among the most frequently consumed alcohol and in greater quantity (Mkuu *et al.*, 2018) because of its ease of access and availability (cheap compared to recorded alcohol). Several public health

concerns have been raised because of the deleterious impacts of unrecorded alcohol consumption, such as the death of over 75 people and hospitalization of more than 150 people in 2014 (Muraya, 2014), and in another instance in 2000, over 500 people were admitted to Kenyatta National Hospital in Nairobi due to Chang'aa consumption where 137 succumbed and 20 went blind (National Disaster Operations Centre calendar of Disasters, 2010). Additionally, alcohol abuse is now a major problem in Kenya, particularly among men (NACADA, 2010). Excessive alcohol use has become rampant in Kenya, especially in rural areas where unemployment rates and poverty are exceptionally high (Papas *et al.*, 2010).

Unrecorded alcohol refers to alcohol that does not meet the required standards set by legally created alcohol standardization agencies or alcohol that is not legally sanctioned for sale to the public. Around 74% of the total alcohol consumed by Kenyans is local (Odaló, 2007). Every village has a distinctive traditional liquor. The distilled spirit chang'aa (wuruchi or wirgiik), busaa (molotek), muratina (kurubu), mnazi, and miti ni dawa are typical traditional libations. As a result, according to other professionals, Kenyans also create and drink counterfeit alcohol in addition to these and other traditional alcoholic beverages and spirits (Andrew, 2009).

Given the heavy burden (health, economic, and social) associated with illicit alcohol use, the Kenya government intercedes through laws and policies aimed at curbing its creation, sale, and consumption. Some of these laws include the Liquor Licensing Act Cap 121; the Chang'aa Prohibition Act Cap 70; the Industrial (Possession) Act Cap 119; Portable Spirits Act Cap 123; Methylated Spirits Act Cap 129; and Alcoholic Drink Act (2010).

Despite the presence of these laws, illicit alcohol continues to destroy the lives of many Kenyans, especially in rural communities. For example, a 2016 report on the status of alcohol use in the Coast Region revealed that 7.3% of the residents in the Coast are dependent on alcohol, with Mombasa County leading on the current use of at least one substance of abuse at 34.4% (NACADA, 2016). Furthermore, the number and quantity of illicit alcohols continue to rise, depicting inadequate action by relevant actors. These revelations also portray a lack of effective policies or poor implementation of the same to tackle the illicit/unrecorded alcohol menace. Lack of goodwill by the government, robust alcohol policies, and concentrated efforts dealing with illicit alcohol are some of the primary causes of ineffectiveness in dealing with this problem in Kenya (Muturi, 2014). This study intends to investigate how the national government is undertaking illicit alcohol consumption and the efficacy of the measures in place that are designed to deal with their sources, particularly in Changanwe Sub-County.

Contrary to the existence of these laws, empirical studies reviewed in Chapter Two show persistent enforcement failures, largely attributed to corruption, institutional fragmentation, and weak follow-up mechanisms (Manning & Kowalska, 2021; Kipchumba, 2021; Mututho, 2014). These earlier findings reinforce the idea that the problem does not stem from the absence of policy, but rather from challenges facing the actors mandated to implement the policies—particularly the NGAOs, who serve as both agents and street-level bureaucrats in the control of illicit alcohol.

The Alcoholic Drinks Control Amendment Act (2013) empowers specific government administrative institutions and units to implement policies directed at eliminating illicit alcohol. The police, national government administration officers (NGAOs), Ministry of Health (MOH), the County Alcoholic Drinks Regulation Committee, and the Kenya

Bureau of Standards (KEBS) are some of the institutions and units mandated with implementing policies aimed at curbing illegal alcohol in the country.

NGAOs, however, face numerous challenges, such as lack of political will to implement illicit alcohol policies, poor coordination between NGAOs and county governments, and rampant corruption among the responsible actors (Amuya & Onantwa, 2017). Warutumo and Minja (2019) alluded that many counties are not proactive towards illicit alcohol, with government administration officers in these counties hardly engaging in public participation to give citizens the opportunity to present problems affecting them. Kipchumba (2021) reported that NGAOs (chiefs and assistant chiefs) face difficulties such as expansive jurisdiction, insecurity, and inadequate means of transport, prohibiting them from implementing discretionary powers to control illicit alcohol. Another challenge in controlling unrecorded alcohol is that most illicit alcohol consumed in Kenya is the traditional brew (chang'aa, busaa, muratina, miti ni dawa, mnazi, and miti ni dawa), leading to a conflict between culture and policies (Kipchumba, 2021).

These concerns directly mirror the enforcement challenges highlighted by studies such as Okumu (2015), Gitau *et al.* (2016), and Warui (2016), which point to corruption, lack of coordination, resource constraints, and community resistance as central factors undermining the intended role of responsible actors. Such parallels further justify investigating the implementation challenges at the national government administration level in Changamwe Sub-County, where similar dynamics are likely to manifest.

While these challenges derail the implementation of policies on illicit alcohol control, there is also scanty evidence on national government administration and their combat on illicit alcohol trade in the counties. It is against this background that this study is

designed to find out in-depth the challenges faced by administrators in the implementation of policy on illicit alcohol in Changamwe SubCounty in Mombasa County. The study will focus on identifying the most efficient strategies to help the administration implement the set policies and inhibit the existence of illicit liquor in the region.

1.2 Statement of the Problem

In the last two decades, Kenya has continued to face a rising degree of vulnerability to illicit alcohol risk due to increased diversity in types of second-generation alcohols made, frequency of occurrence, and intensity of impact on people over time and space. The occurrence is contrary to the spirited efforts by the government and other agencies to handle the existing challenge in the affected parts of the nation. The risk is the high probability of this alcoholic hazard turning into an alcoholic disaster under the watch of administrators designated to mitigate the problem. All communities in Kenya, especially in the sprouting non-formal settlements around major cities like Mombasa, are predisposed to alcoholic disasters.

Given that extreme illicit alcohol consumption is an issue in Kenya, particularly along the coast, it is vital to look at a number of different aspects to find out how to fight it. Numerous researchers, including NACADA (2012), Muturi (2014), Willis , and Walt et al. (2013), noted that neither the legislation put in place by the government to regulate the distribution and consumption of illegal alcohol nor the top-down strategy used by those organizations to enforce policy have been successful. Despite the extensive studies, there is little research on the implementation of alcohol control policies by the national government administration in Mombasa County.

Furthermore, the reviewed literature (e.g., Gitau et al., 2016; Kipchumba, 2021; Warui, 2016) consistently highlighted challenges such as corruption, weak enforcement structures, limited coordination between national and county governments, and inadequate resources—factors that directly affect NGAOs who are at the center of implementing illicit alcohol policies. Yet, these studies do not examine how these barriers manifest specifically in high-prevalence regions such as Chagamwe Sub-County, an area repeatedly noted for widespread illicit alcohol circulation.

Additionally, studies such as Botha (2009), Okumu (2015), and Manning & Kowalska (2021) showed that the persistence of illicit alcohol is closely tied to inadequate oversight of its sources and consumption venues—issues that align directly with the first two objectives of this study. However, no empirical investigation had been conducted to establish how NGAOs in Chagamwe respond to these specific dimensions of the problem, leaving a critical gap in understanding localized enforcement dynamics.

This study therefore examined the national government administration in the implementation of illicit alcohol control policies in Chagamwe Sub-County of Mombasa County.

1.3 Objectives of the Study

The following research objectives guided the study:

1. To examine how the national government administration tackles the sources of illicit alcohol in Chagamwe Sub-County.
2. To examine how the national government administration tackles venues used for the consumption of illicit alcohol in Chagamwe Sub-County.

3. To examine the challenges encountered by the national government administration in the fight against the consumption of illicit alcohol in Changamwe Sub-County.

1.4 Research Questions

1. How is the national government administration tackling the access to illicit alcohol in Changamwe Sub-County?
2. How is the national government administration tackling the venues for the consumption of illicit alcohol in Changamwe Sub-County?
3. What challenges has the national government administration encountered in its effort to stop the use of illicit alcohol in Changamwe Sub-County?

1.5 Justification and Significance of the Study

Uncontrolled alcohol use can lead to economic stagnation and loss in the economy of any nation. Kenya is regarded as the largest economic hub of the Eastern African Community, which includes Tanzania, Uganda, Rwanda, and Burundi, as well as the larger eastern region of Africa (CIA, 2011). Also, the social (family breakdown, loss of income) and health (mental health, liver) burden from illicit alcohol, especially the youth and the rural communities, can lead to Kenya losing its productivity and its position as the financial powerhouse of Eastern Africa. Despite robust policies and the involvement of National Government Administration Officers (NGAOs), the problem persists, necessitating focused research. Mombasa County, particularly Changamwe Sub-County, was selected due to its high prevalence of illicit alcohol use, as reported by NACADA. NGAOs play a key role in enforcement but face challenges such as corruption, resource constraints, and weak stakeholder coordination.

Furthermore, studies such as Manning & Kowalska (2021) and Botha (2009) highlight that the effectiveness of alcohol-control policies is largely determined by how well frontline actors tackle illicit alcohol sources and consumption venues—areas directly aligned with the first two objectives of this study. Yet these studies fail to provide localized evidence from high-risk areas such as Changanwe.

Similarly, studies documenting enforcement challenges (Warui, 2016; Okumu, 2015) identify gaps such as inadequate resources, weak coordination, and administrative discretion, which align with the Street-Level Bureaucracy Theory and Agency Theory frameworks used in this study. However, these studies do not examine how NGAOs specifically operationalize these responsibilities in coastal regions.

Existing studies such as Gitau *et al.* (2016) and Kipchumba *et al.* (2022) have largely overlooked the specific roles and challenges of NGAOs in policy implementation, particularly in high-prevalence regions like Mombasa. This study therefore fills a critical gap by examining how NGAOs implement existing illicit alcohol policies within Changanwe, an area marked by complex cultural, economic, and enforcement dynamics.

Additionally, the study identified various challenges national government administration experiences when dealing with illicit alcohol; this information can be used by the national and county governments as well as NACADA to polish the existing illicit alcohol policies and trigger the need to adapt the fight against illicit alcohol use based on the region, culture, and available resources. The national government administrators can use the findings of this study to develop mitigation strategies in their implementation of policies on illicit alcohol. Overall, the findings of this study may

also be a foundation base for the review of policy on illicit alcohol and the development of relevant legislation to deal with illicit alcohol in Kenya.

By focusing on sources, consumption venues, and implementation challenges, this study aligns its contributions with the three core gaps reflected in the literature, ensuring practical relevance to policy actors and theoretical relevance to implementation studies.

1.6 Scope and Limitations of the Study

The study was done in Changamwe Sub-County, which is one of the four sub-counties in Mombasa County. Evidence shows the coast region is among the most affected by illicit alcohol consumption (NACADA, 2016). Furthermore, there is limited information about government administration and illicit alcohol policy implementation, especially in Mombasa County, and therefore, studying this topic in Changamwe would shed light on the phenomenon. The study involved all NGAOs (chiefs, assistant chiefs, assistant and deputy county commissioners), police (OCPDs and OCSs), NACADA, KEBS, CALB representatives, and village elders in Changamwe Sub-County. These individuals were tasked with overseeing and implementing illicit alcohol policies in the region, and their insight is essential to this study.

One of the few limitations of this study is that some alcohol classified as illicit is consumed as a traditional brew among residents in Changamwe Sub-County; this can lead to cultural conflict, hence reducing participants' objectivity when responding to this study. Additionally, FGDs and key informants helped provide thorough information, consequently reducing the impact of this limitation. Another limitation is the reported reluctance of various actors, including police, chiefs, and assistant chiefs, to respond effectively to illicit alcohol trade due to accusations of their involvement in

facilitating these activities. The researchers stressed the significance of the study and outlined to all participants the measures in place to ensure the study's privacy and integrity of personal data, including information handling.

These limitations mirror broader concerns in the literature regarding cultural resistance, enforcement corruption, and administrative discretion (Agesa, 2013; Kipchumba *et al.*, 2022), reinforcing the relevance of examining NGAOs' roles within this context.

CHAPTER TWO: LITERATURE REVIEW

2.1 Introduction

This chapter examines the theoretical underpinnings of the research and the conceptual framework. It also reviews empirical studies aligned to the three objectives of the study — sources of illicit alcohol, venues of consumption, and challenges encountered by NGAOs — ensuring coherence between the literature and the problem under investigation.

2.2 Empirical Literature Review

2.2.1 Illicit Alcohol Control Policies in Kenya

Globally, governments use a myriad of approaches to regulate the production, distribution, and sale of alcohol (recorded and unrecorded). One of the standard criteria governments use to control alcohol in society is the use of policies that specify the measures and guidelines to be followed to ensure safe and responsible alcohol use. In their analysis, Manning and Kowalska (2021) examined the health risks and policy to mitigate illicit alcohol and found out that while the policies are well implemented and their ineffectiveness caused by corruption increases the health risks experienced by consumers. A policy landscape matrix synthesizes alcohol production, distribution, sales, and consumption, enhancing the government's ability to control illicit alcohol (Manning & Kowalska, 2021). The policies, laws, or regulations are excellent mitigation to illicit alcohol because they outline the distinct role of each responsible player in controlling illicit alcohol.

Ndetei *et al.* (2021) similarly found that alcohol-control legislation in East Africa demonstrates strong policy intent but weak enforcement practices, reinforcing the

argument by Manning and Kowalska (2021) that corruption and administrative bottlenecks undermine implementation.

In Africa, alcohol control policies are similarly widespread but often face unique challenges related to enforcement and socio-economic factors. Samarasinghe (2014) investigated unrecorded alcohol consumption in Malawi, identifying the socio-economic drivers that sustain this illicit market. The study highlighted the critical role of community-based interventions alongside policy enforcement to curb illicit alcohol production and consumption effectively. Botha (2009), focusing on South Africa, discussed the availability of noncommercial alcoholic beverages and the public health risks they pose. Botha emphasized that policy measures must be complemented by robust monitoring and community engagement to be effective. These findings from other African contexts reinforce Kenya's situation, where policies exist but enforcement remains inconsistent, especially in informal settlements and rural communities where unrecorded brews flourish.

In Kenya, several studies have examined the implementation and impact of alcohol control policies. In his study, Okumu (2015) investigates factors influencing the implementation of alcohol control laws in Kenya. He found out that Kenya's government, in an attempt to protect its citizens from the harm of illicit alcohol, passed The Alcoholic Drink Act in 2010. The Act acknowledges various offenses related to the sale, promotion, employment, or selling of alcohol to a person under the age of 18 years and outlines penalties and fines associated with the offenses (Okumu, 2015).

Similarly, in her analysis of challenges that affect the implementation of Kenya's Alcoholic Drinks Control Act 2010, Kipchumba (2021) observed that the enactment of the 2010 Alcoholic Drink Act, popularly known as "Mututho Law," aimed at

controlling injuries and harms linked to the consumption of illicit alcohol (Kipchumba, 2021) after previous policies were unsuccessful. Mututho Law was meant to regulate all alcoholic drinks from production, distribution to consumption. Some of the provisions of the Act provide guidelines addressing the concerns of illicit alcohol, drinking environment, and hours of alcohol sale (Kipchumba, 2021). Despite the presence of this robust policy, its implementation, enforcement, and impact remain low because of corrupt practices of mandated institutes and complacent NGAOs such as chiefs (Gitau *et al.*, 2016; Lutta, 2016; Mututho, 2014). This confirms a mismatch between policy intent and actual enforcement, a gap which directly informs Objective 3 of the present study — examining challenges faced by NGAOs.

Other policies geared toward controlling illicit alcohol include the Liquor Licensing Act Cap 121, Chang'aa Prohibition Act Cap 70, Industrial (Possession) Act Cap 119, Compounding of Portable Spirits Act Cap 123, and Methylated Spirits Act Cap 129. Additionally, each county has its unique alcohol regulation Act aimed at controlling illicit alcohol in the county. Several studies state that the devolved functions, specifically on alcohol control, are responsible for poor regulation of illicit alcohol in many counties, especially in suburbs and rural areas (Mututho, 2014; Okumu, 2015).

The Alcoholic Control Act 2010 also elaborates on the need to include alcohol education and communication as well as integrate it into education systems. In their qualitative study, Mbuthia *et al.* (2020) found a significant impact of alcohol and drug abuse on academic performance, mental health, and engagement in risky behaviors among students. It highlighted the need for targeted interventions in educational institutions to manage substance abuse, particularly given the cultural and economic contexts of the coastal region.

Besides, a study conducted by Warui (2016) examined the challenges faced by NACADA in implementing strategic plans in Mombasa County. Warui's findings pointed to the unique cultural and socio-economic dynamics of the coastal region that complicate the enforcement of alcohol control policies. These challenges include resistance from local communities reliant on traditional brews and inadequacy of resources allocated to enforcement agencies. Together, these studies help frame the policy landscape relevant to Objective 1 (sources of illicit alcohol) and Objective 2 (venues of consumption) by emphasizing how weak enforcement and contextual realities influence policy outcomes.

2.2.2 Responsible Actors for Illicit Alcohol Control

The 2010 Constitution presented a comprehensive framework that outlined the roles of various national government arms, institutions, and county governments. For example, the fourth schedule stipulates the distribution of various functions between the national and county governments (KLRC, 2022). One of the functions of the county governments is cultural activities and public entertainment, under which they are given the authority to issue liquor licenses. Such responsibilities make county governments important players in controlling illicit alcohol. Some studies show county governments are often sidelined in the fight against illicit alcohol despite the devolution of liquor licensing control (Kipchumba et al., 2022). With poor coordination and lack of involvement of essential actors like the county governments, the effectiveness of national government efforts remains limited.

The National Authority for the Campaign Against Alcohol and Drug Abuse (NACADA) is tasked with educating the public on the harms of alcohol and drug abuse (NACADA, 2014). NACADA also engages in research to identify emerging trends in

illicit alcohol and collaborates with county governments in implementing alcohol control policies. NACADA has, however, been unable to efficiently implement its mandate because of inadequate financial and human resources and the unresponsive environment under which the agency operates (Warui, 2016). Effective illicit alcohol control measures demand efficient institutions with adequate resources and support to enhance their operations.

More recent assessments, such as Kibet & Mwashumbe (2022), reveal that NACADA's regional offices continue to struggle with local-level coordination and community engagement, limiting the agency's effectiveness in high-prevalence areas.

Since colonial eras, government administrative officers — currently referred to as NGAOs (e.g., chiefs and county commissioners) — and the police have been pivotal in helping deter the production, distribution, and sale of illicit alcohol (Warui, 2016). Even today, the government and public entrust them with combating illicit alcohol, but evidence still shows some engage in unethical practices. For instance, a survey by Kipchumba *et al.* (2022) in Kakamega and Uasin Gishu Counties established that the increase of illicit alcohol in those counties was facilitated by bribery and laxity among NGAOs and police. While factors such as poverty and market demand also foster the rise of illicit alcohol (Kipchumba *et al.*, 2022), involvement (directly or indirectly) of responsible actors weakens enforcement efforts.

The Kenya Bureau of Standards (KEBS) is another significant actor, tasked with ensuring that alcohol in the market meets quality standards. KEBS creates awareness among manufacturers and administrators to ensure safe alcoholic beverages (KEBS, 2021). KEBS also regularly publishes lists of approved alcohol brands as part of public

sensitization. With limited literature on KEBS's effectiveness, its impact in regions such as Changamwe cannot be substantiated.

The 2010 Alcoholic Drink Control Act called for the establishment of District Committees comprising administrative and community representatives. Their key functions include vetting and overseeing licensing, sale, and distribution of alcohol. Anecdotal reports indicate that role conflict, poor coordination, and involvement of some individuals in the illicit alcohol trade undermine the committee's impact. These weaknesses directly align with Scope Objective 3 of this study, which examines how administrative challenges impede implementation of alcohol control policies in Changamwe.

Across all reviewed studies, there is a consistent absence of research focusing specifically on Mombasa County and on NGAOs' role in implementing illicit alcohol policies in Changamwe Sub-County — a critical gap that this study addresses.

2.2.3 Government Approach and Measures towards Sources of Illicit Alcohol

Kenya's government recognizes illicit alcohol as a major threat to the lives of its citizens and the development of the country (NACADA, 2021). As such, the government uses several methods, such as preventive education, pricing policies, marketing regulations, community actions, closure and license revocation of illicit alcohol manufacturers or traders, and legal actions to curb the production and sale of illicit alcohol (Botha, 2009). Matelong *et al.* (2022) established that despite the presence of these measures, many people, especially the youth, continue abusing illicit alcohol. The study conducted in Eldoret recommends improved cooperation between the national and county governments for these measures to be productive. Another study by NACADA (2021)

affirms a disconnection between institutions delegated with controlling illicit alcohol, yet the public relies on them to solve the persistent problem.

A recent assessment by Kariuki & Waweru (2022) also found that enforcement inconsistencies and weak monitoring systems significantly reduce the effectiveness of government strategies aimed at addressing illicit alcohol sources, reinforcing the gaps highlighted in earlier studies.

The absence of measures and follow-up strategies to establish the effectiveness of existing approaches largely contributes to the continued rise of illicit alcohol in Kenya. Diyanath (2014) postulates that the effectiveness of policy implementation regarding illicit alcohol can only be ascertained when indicators are clearly outlined and objectively assessed. This can provide a simple picture of the impact of good implementation of policies and other measures. Indicators such as the decrease in reported illicit alcohol production or reduced visibility of illegal brewing operations in communities are used as proxy measures of the actual enforcement of policies. Follow-up helps identify potential weaknesses in policies or strategies, hence calling for improvement and leading to innovations that contribute to greater success in controlling illicit alcohol.

These arguments directly relate to Objective 1 of this study, which examines how NGAOs tackle the sources of illicit alcohol and whether they have effective follow-up mechanisms in place.

Therefore, the present study intends to establish the various measures the government and stakeholders use to address illicit alcohol in Changanwe Sub-County and their follow-up strategies to ensure effectiveness.

2.2.4 Various Ways Government Use to Tackle and Control Illicit Alcohol and their Impacts

The national government has established several efforts to address the use of illicit alcohol. As a result of the involvement of numerous government entities, the issue has been approached through the enactment and implementation of laws and rules such as the Chang'aa Prohibition Act Cap 70, Industrial (Possession) Act Cap 119, and Compounding of Portable Spirits Act Cap 123.

The government also engages in preventive measures through agencies such as NACADA. Some tasks NACADA undertakes include offering psychological services, education, awareness campaigns, social competence training, medication, and rehabilitation (NACADA, 2021). Although NACADA publishes reports to spread awareness, this approach may not be robust given that many target communities have limited internet access. Additionally, some argue the agency takes a pragmatic approach by gathering data and filing reports rather than implementing change-focused interventions (Andrew, 2009).

More recent findings by Mwangi & Oucho (2021) indicate that community-based sensitization programs tend to be more effective than mass media campaigns in curbing illicit alcohol consumption in informal settlements, suggesting the importance of local-level engagement — a key responsibility of NGAOs.

The use of administrators such as police, excise authorities, chiefs, and village elders to conduct raids and arrests is another common approach. However, some studies criticize this method because illicit alcohol trade is often perceived as a minor nuisance

by both authorities and the community (Agesa, 2013). As long as the trade remains low-key and small-scale, it tends to coexist with everyday life.

Government administrators, police, village elders, and other responsible actors require funding to implement effective interventions. Funds are used for public education barazas, fueling vehicles to monitor interior regions, and publishing materials explaining policies. Tight budgets or poor resource allocation weakens the implementation of policies.

This is closely tied to Objective 3 of this study, which seeks to understand how resource constraints, coordination gaps, and administrative discretion affect the ability of NGAOs to implement alcohol control policies in Chagamwe. Therefore, the present study will investigate various ways the government uses its agencies to tackle illicit alcohol in Chagamwe Sub-County.

2.2.5 Challenges Associated with Effective Control of Illicit Alcohol in Kenya

Research shows that widespread corruption in regulatory and law enforcement institutions frequently undermines the government's strategy for combating illicit alcohol (Johnstone et al., 2015). The unlawful production and selling of alcohol is widespread, facilitated by organized criminal networks that require government protection to operate (Abeyasinghe, 2002).

Everyone in a community is aware of where unauthorized alcohol is sold, but the activity continues due to superficial enforcement (Samarasinghe & Diyanath, 2005). National alcohol policies attempt to balance economic benefits and risks, but this balance often weakens enforcement (WHO, 2004b; Babor et al., 2004).

Parliamentary debates also highlight corruption as a major challenge. Legislators have repeatedly claimed that chiefs and police get bribes from illicit alcohol sellers, and those who are arrested are often released without serious consequences (Agesa, 2013). KEBS, tasked with quality control, has also been implicated in failure to regulate harmful alcohol products effectively. Hundreds of alcohol brands were suspended only after presidential directives, indicating weak internal regulatory mechanisms.

Transparency International (2014) found that police received 43.5% of all bribes paid in Kenya. Numerous chiefs and police officers have been fired for involvement in illicit alcohol activities (Ombati, 2015).

Recent governance reviews by Akech & Omara (2021) affirm that corruption, administrative capture, and inadequate oversight continue to cripple implementation of regulatory frameworks across Kenya — a finding directly relevant to Objective 3 of this study.

This body of evidence demonstrates that challenges in combating illicit alcohol are deeply structural, involving corruption, resource scarcity, cultural acceptance, and weak interagency coordination — the same challenges this study investigates within the context of Changamwe Sub-County.

2.3 Theoretical Framework

This study draws on Agency Theory and Street-Level Bureaucracy Theory to examine the role and effectiveness of NGAOs in controlling illicit alcohol in Changamwe Sub-County. These theories provide a framework for understanding the relationship between policymakers and implementers, and the discretion exercised by frontline officers. Applying both theories helps explain the enforcement inconsistencies

highlighted in the reviewed literature and guides interpretation of findings under each of the three objectives.

2.3.1 Agency Theory

Agency Theory, conceptualized by Jensen and Meckling (1976), focuses on the relationship between principals (policymakers) and agents (NGAOs). The theory assumes agents may not always act in the best interests of principals due to misaligned incentives or weak accountability structures. In the context of illicit alcohol control, Agency Theory explains difficulties faced by NGAOs in implementing policies within environments characterized by corruption, resource constraints, and limited oversight.

The principal–agent tensions reflected in studies such as Gitau et al. (2016), Kipchumba (2021), and Warui (2016) illustrate how conflicting incentives and inadequate monitoring undermine alcohol policy enforcement, validating the relevance of this theory to the present study.

2.3.2 Street-Level Bureaucracy Theory

Street-Level Bureaucracy Theory (Lipsky, 1980) emphasizes the discretion exercised by frontline workers who implement policies and interact directly with citizens. These workers operate with limited resources and often ambiguous policies, making day-to-day decisions that shape policy outcomes. In Changamwe Sub-County, NGAOs function as street-level bureaucrats facing challenges such as community resistance, lack of resources, and competing demands.

The discretionary behavior highlighted in this theory is consistent with challenges identified in prior empirical studies, making it a suitable lens for analyzing the implementation realities observed in Changanwe.

2.4 Summary of Reviewed Literature

Table 2:1: Summary and Gaps

Author & Year	Focus of Study	Research Findings	Gaps in the Research
		Found lax	
Agesa (2013)	Implementation of legislation and policies on alcohol in Hamisi district	enforcement due to fear of reprisal and insufficient resources.	Did not investigate urban settings or broader systemic factors like corruption.
Ajayi (2018)	Nigeria enforcement challenges	Political interference and intimidation are common	Not specific to Kenyan enforcement structures
Botha (2009)	Non-commercial alcohol availability globally	Explored the prevalence and risks of unrecorded alcohol.	Limited applicability to Kenya's specific context and Changanwe's challenges.
Diyath (2014)	Impact assessment of unrecorded alcohol	Stressed the need for measurable indicators to evaluate policy success.	No detailed examination of follow-up measures or context-specific indicators in Kenya.
Gitau et al. (2016)	Non-adherence to alcohol regulations	Found poor compliance due to weak enforcement	No assessment of public perceptions or regional

Author & Year	Focus of Study	Research Findings	Gaps in the Research
	in Thika Municipality	and lack of operator knowledge about regulations.	comparisons, like Changamwe Sub-County.
Hansard Report (2015)	Corruption in alcohol regulation in Kenya	Documented cases of corruption and inefficiencies in implementing alcohol policies.	Did not examine specific impacts of corruption on local implementation or community-level outcomes in regions like Changamwe.
Johnstone & Kosgei (2015)	Production and consumption of non-standardized alcohol in Kenya	Highlighted the widespread illegal production and lax oversight from authorities.	Insufficient attention to policy and enforcement in high-risk regions like Changamwe Sub-County.
KEBS (2021)	Quality control for alcoholic beverages in Kenya	Showed efforts by KEBS to regulate alcohol quality but noted challenges in enforcement.	Limited evaluation of KEBS's actual impact on reducing illicit alcohol, particularly in sub-regions.
Kipchumba (2021)	Implementation challenges of Kenya's Alcoholic	Found corruption and resource shortages hampered Act enforcement.	Did not focus on specific geographic or administrative dynamics,

Author & Year	Focus of Study	Research Findings	Gaps in the Research
	Drinks Control Act 2010		such as those in Changamwe Sub-County.
Mbuthia, G., Wanzala, P., Ngugi, C. W., & Nyamogoba, H. D. (2021)	Alcohol and drug abuse among university students in Kenya's coastal region	High prevalence of alcohol and drug use among students. Peer pressure and lack of awareness identified as key contributors. Limited access to rehabilitation services.	Insufficient exploration of institutional policies addressing substance abuse. Need for longitudinal studies on the effectiveness of interventions.
NACADA (2016)	Baseline survey of alcohol and drug abuse in Kenya's coastal region	Socioeconomic factors, poverty, and unemployment identified as primary drivers of abuse. Inadequate enforcement of existing alcohol	Limited examination of the role of community- based interventions. Lack of detailed analysis on challenges faced by enforcement agencies in the region.

Author & Year	Focus of Study	Research Findings	Gaps in the Research
		regulations and policies.	
NACADA (2021)	National guidelines on alcohol and drug prevention	Described various strategies, including awareness campaigns and rehabilitation efforts.	Lack of robust follow-up on program effectiveness in regions like Changamwe.
Okumu (2015)	Implementation of the Alcoholic Drinks Control Act in Muhoroni Division, Kisumu County	Found low implementation due to corruption, weak coordination, and lack of public awareness.	Focused on rural regions with no analysis of urban challenges or policy outcomes in other contexts like Changamwe.
Ombati (2015)	Effects of poor enforcement of alcohol regulations	Documented deaths and injuries due to unchecked production and sale of illicit alcohol.	Did not explore preventive measures or assess regional disparities in enforcement effectiveness.
Samarasinghe (2005)	Strategies for addressing alcohol problems globally	Proposed community-based approaches and robust enforcement measures.	Lacked adaptation to Kenya's specific legislative and social contexts, including Changamwe Sub-County.

Author & Year	Focus of Study	Research Findings	Gaps in the Research
Warui (2016)	Implementation challenges at NACADA	Found poor resource allocation and lack of internal coordination hindered NACADA's operations.	Did not assess specific impacts of NACADA strategies at the local or sub-county level.
Manning & Kowalska (2021)	Public health risks of methanol poisoning and policy mitigation strategies	Identified the dangers of illicit alcohol and proposed policy-based interventions.	Did not provide Kenya-specific insights or regional dynamics such as Changamwe's.
KLRC (2022)	Devolution and its impact on alcohol regulation	Showed how county governments play a crucial role in implementing alcohol laws.	Limited study of intergovernmental coordination and its impact on regions like Changamwe Sub-County.
Mututho (2014)	Historical background of alcohol regulation in Kenya	Discussed historical and contemporary efforts to address illicit alcohol.	Did not examine the modern policy impacts in specific high-risk areas.

Author & Year	Focus of Study	Research Findings	Gaps in the Research
Mombasa County Reports (2019–2022)	Enforcement operations	Rental houses major hotspots	Descriptive; no deeper analysis of NGAO roles

2.5 Conceptual Framework

Independent Variables

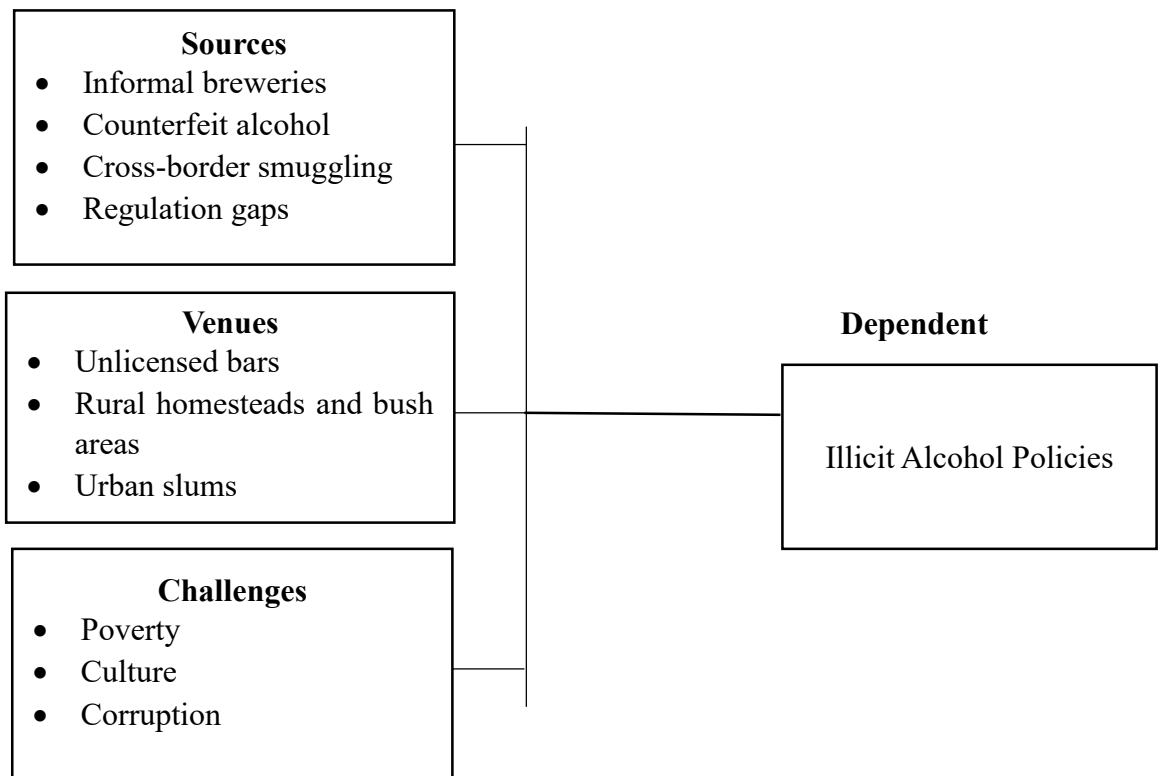


Figure 2:1: Conceptual Framework

Source: Researcher (2023)

The conceptual framework aligns the study’s variables with the literature by showing how sources of illicit alcohol, consumption venues, and administrative challenges

interact with policy implementation. It is grounded in Agency Theory and Street-Level Bureaucracy Theory, both of which illuminate how administrative discretion, corruption, cultural norms, and resource availability shape enforcement outcomes in regions such as Changamwe.

CHAPTER THREE: RESEARCH METHODOLOGY

3.1 Introduction

This chapter outlines the research methodology in detail, including the research design, target population, sample size and sampling method, data gathering and analysis procedures, and data collection and collection methods.

3.2 Research Design

The study adopted a descriptive research approach, which focuses on systematically describing and analyzing phenomena as they exist in their natural settings without manipulating variables. This approach was suitable for studying illicit alcohol control policies in Changanwe Sub County because it enabled the researcher to collect and analyze data on the existing policies, identify patterns in their implementation, and gain insights into their effectiveness. By focusing on real-world scenarios, this method captured the complexities of enforcement, community engagement, and the challenges faced by stakeholders.

3.3 Variable of Analysis

Table 3:1: Variable of Analysis

Variables	Indicators	Measurement	Types of Variables	Method of Data Analysis
Independent Variables				
Sources (informal breweries, regulation gaps)	Available illicit alcohol policies Community education	surveys	Nominal	Descriptives, Chi-square, Thematic analysis

Variables	Indicators	Measurement	Types of Variables	Method of Data Analysis
Venues (Unlicensed bars, urban slums)	Control of liquor license Use of government administrators	surveys	Ordinal	Descriptives, Chi-square, Thematic analysis
Challenges (culture, corruption)	Conflict with the local culture Political goodwill Conflict or interest policy implementors own bars	surveys	Nominal	Descriptives, Chi-square, Thematic analysis
Dependent Variable				
Implementation of Illicit Alcohol Control Policies	- Access to illicit alcohol -Government efforts -Challenges faced by NGAOs	Surveys and interviews	Ordinal	Chi-square, Thematic analysis

Source: Research (2025)

3.4 Location of the Study

The study was conducted in Changamwe Sub-County in Mombasa County, Kenya. Changamwe is located on the Western side of Mombasa (Appendix 7). It has five county assembly wards: Changamwe Ward, Chaani Ward, Airport Ward, Kipevu Ward, and Port Reitz Ward. It has an estimated population of 132,692 in an approximate area of 16 square kilometers (IEBC, 2016). Changamwe Sub-County was purposively selected because it is among the highest coastal region experiencing rampant consumption of illicit alcohol (NACADA, 2016).

3.5 Target Population

The target population of the study was as tabulated below

Table 3:2: Target Population

		Target Population	Percentage (%)
Administration officers	Assistant Chiefs	9	1.5
	Chiefs	4	0.7
	Assistant County commissioner	2	0.3
	Deputy county commissioner	1	0.2
Community representatives	Village Elders	109	18.4
	Nyumba Kumi	314	52.9
	Community Policing	140	23.6
	OCPDs	1	0.2

Policy implementation agencies	OCSs	2	0.3
	NACADA	1	0.2
	KEBS	11	1.9
Total		594	100

Source: Research (2025)

The study targeted 594 participants (NGAOs, OCPDs, OCS, NACADA personnel, KEBS officials, village elders, Nyumba Kumi, and community policing) in Changamwe Sub-County. According to the public service commission (2022) and National Police Service (2022), there are 16 NGAOs, 1 OCPD, 2 OCS, 1 NACADA representative, and 1 KEBS official posted in Changamwe Sub-County. Source from chiefs and assistant chiefs indicates there are 109 elders, 314 nyumba kumi, and 140 community policing representatives in Changawe Sub-County.

3.6 Sampling Technique and Sample Size

3.6.1 Sampling Technique

The study used stratified sampling to proportionately select community representatives, specifically village elders, community policing representatives, and Nyumba Kumi officials (ensuring clarity that these roles are distinct unless overlapping). Purposive sampling was employed for government administrators, including the Deputy County Commissioner, Assistant County Commissioners, Chiefs, and Assistant Chiefs, to target those directly involved in implementing policies. Policy implementation representatives such as OCSs, OCPDs, NACADA, and KEBS officials were also purposively sampled to gather focused insights. This approach ensured a balanced

representation of stakeholders while addressing overlaps and differences within community-level roles.

3.6.2 Sample Size Determination

The study sample size was determined using Yamane's (1967) formula for sample size

calculation of known population $= \frac{N}{1+N(e^2)} = \frac{N}{1+N(0.05^2)}$, where:

n= desired sample size, N: study population, e: margin of error at 5%.

Thus, using the formula, Village Elders: $n = 109 / 1 + 109(0.05^2) = 85.7 \approx 86$

Nyumba Kumi: $n = 314 / 1 + 314(0.05^2) = 175.9 \approx 176$

Community Policing: $n = 140 / 1 + 140(0.05^2) = 103.7 \approx 104$

Because of their small number, all 16 government administrators (chiefs, assistant chiefs, deputy, and assistant county commissioners) and 15 policy implementation agency representatives (OCPD, OCS, NACADA, and KEBS) took part in the study. The 397 participants of this study include nine assistant chiefs, four chiefs, two assistant county commissioner, one deputy county commissioner, 84 village elders, 176 nyumba kumi members, 104 community policing representatives, 10 OCPD, 2 OCSs, 1 NACADA representatives, and 11 KEBS officials.

Stratified sampling was utilized to ensure that the key respondents were adequately represented. As shown in the table below:

Table 3:3: Distribution of the study participants based on the wards

Ward	Chiefs	Ass. Chiefs	Elders	Nyumba Kumi	Community Policing	Total
Changamwe	1	2	21	40	25	89

Chaani	1	3	23	56	29	112
Kwahola	1	2	21	40	25	89
Port Reitz	1	2	21	40	25	89
Total	4	9	86	176	104	379

Note: Chaani ward has a bigger sample size because of the population and geographical scope

Source: Research (2025)

Table 3.3 above shows the distribution of the participants (chiefs, assistant chiefs, and community representatives) to be selected for the study from the four wards in Changamwe Sub-County. Since the other participants (OCSs, OCPDs, NACADA, and KEBS) use a different jurisdiction, a simple random selection was used to pick the estimated number of each group.

The four focus group discussions (FGDs) each have 8 participants (chief, assistant chief, and six community representatives) as shown in table 3.4 . These were conveniently selected.

Table 3:4: Detail Representation of the Study FGDs and Key Informant Interviews

Total FGDs 4			No. of Key Informant Interviews 6	
Each FGD participant, 8	Chief	1	Each Ward 1	All Wards 4
	Assistant chief	1	No. in each 3	All 12
	Community representatives	6	Policy implementors (NACADA and KEBS) no. of interviews 2	
			No. in each 2	All 4

All FGD participants (8*4) 32	All key informants (12 + 4) 16
--------------------------------------	---------------------------------------

Source: Research (2025)

The study also had six key informant interviews, four, one for each ward and two for illicit policy implementors (NACADA and KEBS). The key informants for the community representatives involved three village elders with vast knowledge of illicit alcohol. Additionally key informants from NACADA and KEBS had each two representatives.

3.7 Research Instrument

Data from the survey was collected using structured questionnaires and interview guides. Two primary tools were used in the research: structured questionnaires and interview guides. The questionnaires were divided into four sections. The first one collected socio-demographic data such as gender, age, occupation, education, work experience, and area of residence. The second one assessed the effectiveness of the recommended strategies for dealing with sources of illicit alcohol. An open-ended question in in the second section gathered insights from policy implementers on their experiences in addressing sources of illicit alcohol. The third section explored various government strategies for tackling illicit alcohol and its impacts, ending with an open-ended question to capture the opinions of policy implementers on best practices for controlling illicit alcohol in Changamwe Sub-County. The last section examined the challenges experienced by policy implementers in enforcing illicit alcohol policies. Data collection also included interviews and focus group discussions (FGDs) with key informants. The interview guides facilitated these sessions, and all interviews were conducted with the permission of participants. In total, 5 FGDs were conducted, involving representatives from all groups. These FGDs included approximately 8

government administrators (chiefs, assistant chiefs, deputy, and assistant county commissioners), 6 policy implementation agency representatives (OCPD, OCS, NACADA, and KEBS), and 20 community representatives (village elders, nyumba kumi members, and community policing representatives), ensuring diverse input from each sector.

3.8 Pilot Study

A pilot study was conducted with 15 (10% of the study participants) in Likoni Sub-County. The participants were two chiefs and assistant chiefs, four community representatives, two OCSs or representatives, and two NACADA or CADLB officials. Likoni was selected because it shared some features such as high illicit alcohol level, ethnicity, and unemployment rate with Chagamwe Sub-County (NACADA, 2016). The participants in the pilot study responded to the structured questionnaires, which allowed the researchers to identify weaknesses in the study instruments and subsequently improve their validity and reliability.

3.8.1 Validity of the Instrument

Validity concerns the instrument's ability to precisely measure what it is intended for and how well it does so (Mohajan, 2017). To ensure this, the questionnaires were submitted to the supervisor, who had vast experience in the field, for objective reviews. Furthermore, the conducted pilot study helped identify potential weaknesses of the instruments, i.e., vague or repetitive questions.

3.8.2 Reliability of the Instrument

Reliability is how consistent the instrument is when a similar methodology is used (Mohajan, 2017). Cronbach Alpha was used to test the internal reliability of each section (designed as a scale) beside Section A of the research instruments. A reliability

score of 0.6 was considered adequate for this study. The instruments were also reviewed by the supervisor to ensure they addressed all the study objectives, which were crucial in ensuring the overall reliability of the study instruments. The interview guides for the FGDs and Key informants were reviewed by the supervisors to determine their consistency with the study objectives.

3.9 Data Collection Procedures

Before data collection, authorization was secured from the Department, Graduate School, NACOSTI and the office of the County Commissioner in Mombasa County ensuring the study adhered to all regulatory and ethical guidelines. With the necessary approvals in place, questionnaires were administered to participants at their duty stations during business hours. These questionnaires were personally delivered and collected after a week to provide respondents ample time to complete them. Community representatives were contacted beforehand, and their questionnaires were delivered in person. Interviews were conducted with proper authorization and were recorded both digitally and on paper to facilitate accurate transcription during data analysis.

3.10 Data Analysis and Presentation

The study used an exploratory data analysis (EDA) approach with descriptive statistics like frequency, percentage, mean, and standard deviation to analyze key areas. It examined participants' perceptions of government efforts to address illicit alcohol in Changamwe Sub-County, assessed the impacts of these strategies, and identified challenges faced by policy implementers. The study also explored community views on government actions, measured agreement levels with these methods, and gathered community suggestions for improving efforts to combat illicit alcohol.

Descriptive statistics like mean and standard deviation were used to analyze the central tendencies and variability in perceptions. Spearman Rank correlation was used to determine the potential correlation between gender, area of residence, and illicit policy implementation. The data was visualized using tables, charts, and graphs. The statistical package for social sciences (SPSS), version 25, and Microsoft Excel 2018 were some of the analytical tools that were used to analyze data from the survey. Responses from open-ended questions, key informant interviews, and FGDs were analyzed using content analysis, summarizing data, and identifying emerging themes. The generated information was used to supplement, explain, and interpret quantitative data (from the survey).

3.11 Logistical and Ethical Considerations

Participants were informed about their right to privacy, confidentiality, and the freedom to withdraw from the study at any time without any repercussions. Informed consent was obtained from all respondents before the commencement of the study, ensuring they fully understood the purpose, procedures, and potential risks involved. The anonymity of participants was strictly maintained by using codes instead of names, and all data collected was securely stored to prevent unauthorized access, thereby safeguarding the confidentiality of the respondents throughout the research process.

CHAPTER FOUR: DATA ANALYSIS AND DISCUSSION

4.1 Introduction

This chapter presents the findings and discussions of the study, which aimed to evaluate the national government administration's efforts in tackling illicit alcohol in Changamwe Sub-County, Mombasa. The results are presented according to the study objectives and are supplemented with insights from focus group discussions (FGDs). The chapter also addresses the challenges the national government faces in its efforts to control illicit alcohol, drawing comparisons with findings from other studies and theories.

4.2 Response Rate

The response rate is as tabulated below

Table 4:1: Response Rate of Study Participants

Category	Frequency	Percentage
Target Sample	379	100%
Actual Responses	256	67.5%
Non-Responses	123	32.5%

Source: Research Data (2025)

4.3 Respondents' Characteristics

The study targeted 379 participants, of which 256 responded, yielding a response rate of 67.5%. Respondents included national government administrators, police officers,

village elders, and representatives from institutions such as KEBS, CALB, and NACADA.

Table 4:2: Socio-Demographic Characteristics table

Category	Characteristic	Frequency	Percent (%)
Gender	Male	194	75.8%
	Female	62	24.2%
Age	Age (<30 yrs)	48	18.8%
	Age (31-40 yrs)	60	23.4%
	Age (41-50 yrs)	83	32.4%
	Age (>51 yrs)	65	25.4%
Academic Qualification	College/Technical Diploma	132	51.6%
	University Graduate	59	23.0%
	Post Graduate	32	12.5%
	Secondary	17	6.6%
	Primary	16	6.3%
Ward of Residence	Airport	78	30.5%
	Chaani	47	18.4%
	Changamwe	60	23.4%
	Kipevu	41	16.0%
	Port Reitz	30	11.7%
Job Title	Government Administrators	37	14.5%
	Law Enforcement	9	3.5%
	Regulators	3	1.2%
	Community Representatives	207	80.8%

Source: Research Data (2025)

The study targeted 379 participants, of which 256 responded, yielding a response rate of 67.5%. The response rate fell short of 100% due to the topic's sensitive nature. Among the participants, the majority were male totalling 194 respondents (75.8%), while females accounted for a smaller proportion of 62 respondents (24.2%). In terms of age, the largest group was aged 41-50 years (83, 32.4%), followed by those aged over 51 years (65, 25.4%), 31-40 years (60, 23.4%), and below 30 years (48, 18.8%). Regarding academic qualifications, most participants held a college or technical diploma (132, 51.6%), while others were university graduates (59, 23.0%), held postgraduate degrees (32, 12.5%), secondary education certificates (17, 6.6%), or primary education certificates (16, 6.3%). The majority of participants resided in the Airport ward (78, 30.5%), followed by Changamwe (60, 23.4%), Chaani (47, 18.4%), Kipevu (41, 16.0%), and Port Reitz (30, 11.7%). Additionally, most participants were community representatives, including elders, Nyumba Kumi officials, and community policing members (207, 80.8%). Government administrators, such as assistant chiefs, chiefs, ACCs, DCCs, and county commissioners accounted for (37, 14.5%), followed by law enforcement officers, including OCSs and OCPDs (9, 3.5%), and regulators from institutions like KEBS, CALB, and NACADA (3, 1.2%).

4.4 National Government Administration Tackling of Illicit Alcohol Sources in Changamwe Sub-County

The first objective of this study was to establish various methods the national government administration uses to tackle sources of illicit alcohol in the Changamwe sub-county. Participants were asked to indicate their agreement with the various

government approaches to control illicit alcohol in Changamwe Sub-County. Results for all participants are presented in table below:

Table 4:3: Participants' Agreement with Government Approaches to Control Illicit Alcohol through the Illicit Alcohol Act

	Strongly Disagree		Disagree		Neutral		Agree		Strongly Agree	
	N	%	N	%	N	%	N	%	N	%
Use of alcohol Control Act	3	1.2	2	8	93	36.3	75	29.3	83	32.4
Use of preventive community education	6	2.3	4	1.6	88	34.4	70	27.3	88	34.4
Marketing restriction on alcohol	3	1.2	64	25	43	16.8	63	24.6	83	32.4
Alcohol-free public environment	27	10.5	10	3.9	86	33.6	44	17.2	89	34.8

Key: S.D-Strongly Disagree, D-Disagree, A-Agree, S.A- Strongly Agree

Source: Research Data (2025)

In the table above, a total of 75 respondents agreed (29.3%) or strongly agreed (83, 32.4%) that the Use of illicit alcohol Act was effective. However, 93 respondents (36.3%) remained neutral, showing a uncertainty due to inconsisten enforcement as one chief remarked, *“We’ve raided over 20 dens in the past two months, but the brewers keep coming back. They get small fines, pay them easily, and go back to business as*

usual. They know the system better than we do." (CHF2). That use of preventive community education was strongly supported, 70 participants (27.3%) agreed, and 88 (34.4%) strongly agreed on its effectiveness. This aligns more with the observations made by Sospeter & Onkware (2023) who emphasized that community awareness is essential in curbing alcohol misuse. For Marketing Restrictions on Alcohol, a total of 63 participants (24.6%) agreed with the restrictions, while 83 (32.4%) strongly agreed. However, challenges remain, particularly in enforcing marketing restrictions and creating alcohol-free environments. 64 respondents disagreed (25%) that enforcing marketing restrictions was not effective, with 43 being neutral. Many brewers exploit legal loopholes, with a Port Reitz officer noting, "*The biggest issue, however, is corruption. We arrest brewers, they pay a small fine, and they're back in business the next day,*" (PSG1) From the above analysis, and only considering those who either agreed or strongly agreed, it is clear that the enforcement of the alcohol control act and preventive community education are the most effective in tackling the sources of illicit alcohol.

The study further explored participants' level of agreement about controlling illicit alcohol sources based on their job title; results are presented in the tables below.

Table 4:4: Participants' level of agreement about controlling illicit alcohol sources based on their job title

Job Title	S.D		D		Neutral		A		S.A		Chi-Square
	n	%	N	%	N	%	N	%	n	%	

Government Administrators	1	2.7	1	2.7	7	19.4	14	37.8	14	37.8	$[\chi^2 = 167.964 (48); \leq 0.01]$
Law Enforcement	0	0.0	0	0.0	2	18.2	4	36.4	5	45.5	
Regulators	0	0.0	0	0.0	0	0.0	0	0.0	3	100.0	
Community Representatives	1	0.5	0	0.0	69	33.3	66	31.9	71	34.3	

p-value significant at $p < 0.05$

Source: Research Data (2025)

Based on the results from table 4.4, government administrators were the strongest supporters of the Illicit Alcohol Act, with 14 respondents (37.8%) strongly agreeing and 14 respondents (37.8%) agreeing that it is effective in tackling the sources of illicit alcohol. Law enforcement officers also demonstrated significant support, with 5 respondents (45.5%) strongly agreeing and 4 participants (36.4%) agreeing. However, the community representatives—the largest group of respondents—were more divided, with 71 respondents, (34.3%) strongly agreeing, 66 respondents (31.9%) agreeing, and 69 respondents (33.3%) remaining neutral. Notably, all three regulators (100%) unanimously agreed that the Act was effective.

The results align with the observations made by Kipchumba (2021), that those in enforcement roles (government administrators and law enforcement) recognize the Act's importance in controlling alcohol sources, but the community representatives are less convinced of its practical implementation. A community elder in Changamwe Ward pointed out the following, *"I've been advocating for stricter regulations within the ward. It's not enough to just raid these places; we need to have laws that completely*

shut them down. The fines are too low. These brewers are back in business in no time, " (ELD2) This insight helps explain why a third of the community representatives remain neutral about the Act's effectiveness. Additionally, insights from focus group discussions (FGDs) highlight that while the Illicit Alcohol Act provides a necessary legal framework, enforcement remains inconsistent. This sentiment aligns with the findings of Kipchumba (2021), which suggest that the efficacy of the Act is perceived differently among stakeholders, ultimately leading to mixed views regarding its impact.

Further analysis based on ordinal logistic regression performed for results where participants significantly varied ($p < 0.05$) on their level of agreement to better inform how the national government controls illicit alcohol sources and establish if job title predicted their perceptions.

Table 4:5: Job title satisfaction level with national government control using the Illicit Alcohol Policy Act

	Estimate	Std. Error	Wald	Df	Sig.	95% CI	Odds Ratio	95% CI (Odds ratio)
THRESHOLD								
Strongly Disagree	-4.547	.585	60.429	1	.000	-5.694 to -3.401	0.010	0.003 to 0.033

Disagree	-4.024	.457	77.611	1	.000	-4.919 to - 3.129	0.018	0.007 to 0.044
Neutral	-.554	.142	15.336	1	.000	-0.832 to - 0.277	0.575	0.435 to 0.758
Agree	.671	.144	21.819	1	.000	0.390 to 0.953	1.957	1.477 to 2.594
Strongly Disagree	-4.547	.585	60.429	1	.000	3.401 to 5.694	94.44 5	30.013 to 297.38 4
LOCATION								
Government administrators	-.680	.336	4.103	1	.043	-1.337 to - 0.022	0.507	0.263 to 0.978
Law enforcement	.094	1.303	.005	1	.943	-2.460 to 2.647	1.098	0.085 to 14.108
Regulators	.473	.601	.618	1	.432	-0.706 to 1.652	1.605	0.493 to 5.217

Community representatives	0a	.	.	0	.			
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Note. N = 207, * p < 0.05, CI = 95% Confidence Interval (Research, 2024)

Nagelkerke Pseudo R-squared = 0.021 (2.1%).

Source: Research Data (2025)

The results show that participants who strongly disagreed had a low odds ratio of 0.010, indicating dissatisfaction. In contrast, those who agreed had a significantly higher odds ratio of 1.957, suggesting more positive perceptions. This findings indicate a clear disparity in satisfaction levels with government approaches to controlling illicit alcohol. Participants showed higher levels of dissatisfaction, as observed by Walt et al. (2013), who found in their study that government administrators reported lower satisfaction levels due to persistent challenges in policy implementation, lack of resources, and the ineffectiveness of enforcement measures compared to community representatives .

Law enforcement officers and regulators showed no significant deviation in perception, indicating their neutral stance. Overall, the analysis reveals a significant variation in satisfaction based on job title, a trend also noted by Sospeter and Onkware (2023), who found in their study that government administrators expressed lower satisfaction levels due to the complexities and frustrations of policy enforcement, while community representatives reported higher satisfaction, likely because of their closer involvement in community-based initiatives and their perception of more immediate impacts at the local level.

While investigating if the use of preventive community education was effective in tackling sources of illicit alcohol in the Changamwe sub-county, the following results were found:

Table 4:6: Effectiveness of Preventive Community Education on Illicit Alcohol Sources in Changamwe Sub-County

Job Title	S.D		D		Neutral		A		S.A		Chi-Square
	n	%	N	%	N	%	N	%	n	%	
Government Administrators	0	0.0	1	2.7	14	37.8	12	32.4	10	27.0	[χ^2 =90.727 (48); <0.01]
Law Enforcement	0	0.0	0	0.0	3	33.3	3	33.3	3	33.3	
Regulators	0	0.0	0	0.0	0	0.0	0	0.0	3	100.0	
Community Representatives	5	2.7	1	0.5	58	28.1	60	28.9	83	39.8	

Source: Research Data (2025)

In the table above, it is clear that the use of preventive community education also received mixed support. Among government administrators, (14, 37.8%) remained neutral, (12, 32.4%) agreed, and (10, 27.0%) strongly agreed that community education was effective. Law enforcement officers were evenly split, with (3, 33.3%) agreeing and (3, 33.3%) strongly agreeing. Meanwhile, community representatives showed more favorable opinions, with (83, 39.8%) strongly agreeing, (60, 28.9%) agreeing, and (58, 28.1%) remaining neutral. The high level of support from community representatives is tied to their belief in education's role in reducing alcohol abuse. As one Nyumba Kumi official stated, "We do our best with awareness campaigns to show that we are

serious about keeping the community clean from illicit alcohol. But there's resistance. We need a more comprehensive education program that starts in schools," (MNY1). This sentiment explains the stronger support for preventive education among community representatives compared to government administrators.

Despite the apparent support, some respondents pointed out logistical challenges. A community representative mentioned, *" What we need is not just awareness, but rehabilitation programs and support for those trying to leave the trade,"* (CMB1). This insightful observation aligns with the findings of Sospeter & Onkware (2023), who observed that more structured and well-funded education programs that not only educate about risks associated with illicit alcohol but also rehabilitate addicted victims are needed in curbing illicit brewing. A further Ordinal Regression Analysis Predicting job title satisfaction level with national government control using preventive community education was done, and the findings indicated that community engagement efforts were perceived differently based on professional roles.

Table 4:7: Job Satisfaction Levels and Preventive Community Education in National Governance

	Estimate	Std. Error	Wald	df	Sig.	95% CI	Odds Ratio	95% CI (Odds ratio)
THRESHOLD								
D								

Strongly Disagree	-3.791	0.419	82.061	1	0.00	-4.612	0.022	0.010
					0	to -		to
						2.971		0.051
Disagree	-3.263	0.329	98.218	1	0.00	-3.908	0.038	0.020
					0	to -		to
						2.618		0.073
Neutral	-0.527	0.141	13.970	1	0.00	-0.803	0.590	0.448
					0	to -		to
						0.250		0.779
Agree	0.603	0.142	18.010	1	0.00	0.325	1.828	1.384
					0	to		to
						0.882		2.415
Strongly Disagree	-3.791	0.419	82.061	1	0.00	-4.612	0.022	0.010
					0	to -		to
						2.971		0.051
LOCATION								
Government administrators	-0.415	0.328	1.601	1	0.20	-1.058	0.660	0.347
					6	to		to
						0.228		1.257
Law enforcement	0.110	1.301	0.007	1	0.93	-2.441	1.116	0.087
					3	to		to
						2.661		14.31
								5

Regulators	0.279	0.596	0.219	1	0.64	-0.890	1.321	0.411
					0	to		to
						1.448		4.256
Community representative s	0a	.	.	0	.			

Note. N = 207, * p < 0.05, CI = 95% Confidence Interval (Research, 2024)

Nagelkerke Pseudo R-squared = 0.008 (0.8%).

Source: Research Data (2025)

In the above table, the ordinal regression results show that participants strongly disagreeing with the national government's preventive community education efforts had a very low odds ratio of 0.022, indicating high dissatisfaction. Those who agreed showed a higher odds ratio of 1.828, suggesting more positive views. Government administrators had an odds ratio of 0.660, implying lower satisfaction compared to community representatives, who were the reference group. This aligns with findings from Heather *et al.* (2020), which highlighted that administrators often feel frustrated with the effectiveness of community outreach efforts. Similarly, neither regulators and law enforcement showed significant differences in their perception of the national government's effectiveness in using preventive education as a strategy to control illicit alcohol. This shows a broader systemic issue, where inconsistent enforcement and lack of resources undermine the potential benefits of preventive education, as noted by Kipchumba (2021).

For marketing restrictions, there is a clear divide between government administrators and community representatives, as shown in the table below.

Table 4:8: Participant Perception on Alcohol Marketing Restriction

Job Title	S.D		D		Neutral		A		S.A		Chi-Square
	n	%	N	%	N	%	N	%	n	%	
Government Administrators	1	2.7	7	18.9	8	21.6	1	27.8	1	29.7	[X ² =131.175 (48); <0.01]
Law Enforcement	0	0.0	3	33.3	1	11.1	1	11.1	4	44.4	
Regulators	0	0.0	0	0.0	0	0.0	0	0.0	3	100.0	
Community Representatives	2	13.0	3	16.7	4	22.2	5	27.8	4	20.4	

Source: Research Data (2025)

Government administrators 11 respondents (29.7%) strongly agreed, but a sizable proportion remained neutral 8 respondents (21.6%) or disagreed 7 (18.9%). Law enforcement officers had mixed feelings, with 3 (33.3%) disagreeing and 4 (44.4%) strongly agreeing. Interestingly, all 3 (100%) strongly agreed that marketing restrictions were effective. On the other hand, community representatives were largely divided, with 5 (27.8%) agreeing, 4 (22.2%) neutral, and 4 (20.4%) strongly agreeing. The lack of strong consensus among this group might be tied to the localized nature of alcohol marketing, where brewers use underground methods, as highlighted by Sospeter and Onkware, (2023).

Similarly, in an ordinal regression analysis predicting job title satisfaction level with national government control using marketing restriction of alcohol advertising, the results showed administrators were the least satisfied group, as seen in the table below.

Table 4:9: Satisfaction level with national government control using marketing restriction of alcohol advertising

	Estimate	Std. Error	Wald	df	Sig.	95% CI	Odds Ratio	95% CI (Odds ratio)
THRESHOLD								
Strongly Disagree	-4.511	0.584	59.699	1	0.000	-5.656 to -3.367	0.011	0.004 to 0.034
Disagree	-1.105	0.154	51.274	1	0.000	-1.407 to -0.803	0.331	0.245 to 0.448
Neutral	-0.347	0.138	6.294	1	0.012	-0.618 to -0.076	0.707	0.539 to 0.927
Agree	0.678	0.143	22.375	1	0.000	0.397 to 0.959	1.970	1.487 to 2.609
Strongly Disagree	-4.511	0.584	59.699	1	0.000	-5.656 to -3.367	0.011	0.004 to 0.034
LOCATION								

Government administrators	-0.484	0.321	2.272	1	0.132	-1.114 to 0.145	0.616	0.328 to 1.156
Law enforcement	0.520	1.311	0.157	1	0.692	-2.049 to 3.088	1.682	0.129 to 21.926
Regulators	0.088	0.583	0.023	1	0.880	-1.056 to 1.231	1.092	0.348 to 3.425
Community representatives	0a	.	.	0	.			

Note. N = 207, * p < 0.05, CI = 95% Confidence Interval (Research, 2024)

Nagelkerke Pseudo R-squared = 0.011 (1.1%).

Source: Research Data (2025)

The ordinal logistic regression analysis for marketing restrictions on alcohol shows that participants who strongly disagreed had a low odds ratio of 0.011, reflecting their dissatisfaction. Conversely, participants who agreed had an odds ratio of 1.970, showing more satisfaction with the national government's efforts. These findings align with Amuya and Onantwa (2017), who found that effective communication and implementation of marketing restrictions are crucial for public satisfaction; without these, skepticism remains prevalent. Also, government administrators were less likely to be satisfied compared to community representatives, with an odds ratio of 0.616. This finding resonates with responses from focus FGDs, where administrators expressed frustration over the lack of resources and inconsistent enforcement, highlighting the challenges they face in making marketing restrictions effective.

The study further sought to establish to what extent they rate the effectiveness of these measures in controlling sources of illicit alcohol in Changamwe Sub-County.

Table 4:10: Effectiveness of measures in controlling sources of illicit alcohol in Changamwe Sub-County

Job Title	S.D		D		Neutral		A		S.A		Chi-Square
	n	%	N	%	N	%	N	%	n	%	
Government Administrators	5	13.5	1	2.7	10	27.0	10	27.0	11	29.7	[χ^2 =61.736 (48); 0.088]
Law Enforcement	0	0.0	2	18.2	2	18.2	1	9.1	6	54.5	
Regulators	1	33.3	0	0.0	0	0.0	0	0.0	2	66.7	
Community Representatives	15	7.5	5	2.5	58	29.0	43	21.5	80	39.5	

Source: Research Data (2025)

Table 4.10 shows responses to the effectiveness of alcohol-free public environments, highlighting significant variations. Law enforcement officers were the strongest supporters, with (6, 54.5%) strongly agreeing and (2, 18.2%) remaining neutral. Government administrators were more divided, with (11, 29.7%) strongly agreeing, (10, 27.0%) agreeing, and (5, 13.5%) strongly disagreeing. Regulators, as expected, supported the measure, with (2, 66.7%) strongly agreeing. Among the community representatives, (80, 39.5%) strongly agreed, (43, 21.5%) agreed, and (58, 29.0%) remained neutral. The mixed reactions from government administrators likely reflect the challenges in enforcing alcohol-free zones as pointed out by Walt et al. (2013). A

local chief shared during the FGDs, *"The corruption in our legal system is making it impossible for us to win this fight. We need stricter laws, harsher penalties, and a more transparent process to fight this,"* (CHF5). This findings resonates with Hansard (2015), that administrators often face practical difficulties in maintaining alcohol-free public spaces, especially given the limited resources. A police sergeant, Port Reitz, also added, *"I've tried to report this corruption, but the system is so broken that it feels like nothing ever changes,"*(PSG1)This highlights the inconsistency in enforcing alcohol-free environments, which likely contributes to the divided opinions.

A further analysis shows varying levels of satisfaction with the national government’s strategies, highlighting areas for improvement in addressing illicit alcohol. Table 4.11 provides a summary of how participants rated these measures, with ratings ranging from poor to excellent.

Table 4:11: Satisfaction with the National Government’s Strategies

	Poor		Fair		Good		Very Good		Excellent		P
	N	%	N	%	N	%	N	%	N	%	
Use of alcohol Control Act	23	9.0	80	31.	94	36.	56	21.	3	1.2	0.9
Use of Preventive Community Education	36	14.1	74	28.9	85	33.2	44	17.2	17	6.6	0.35

Marketing restriction on alcohol	59	23.0	84	32.8	46	18.0	43	16.8	24	9.8	0.187	
Restrict the availability of alcohol	105	41.0	103	40.2	35	13.7	10	3.9	3	1.2	0.001	
Rehabilitation	58	22.7	100	39.1	54	21.1	20	7.8	24	9.4	0.323	
Arrests, fines, and license cancellation	63	24.6	40	15.6	11	4.3	44	16.1	6.3	24	9.4	0.511

Source: Research Data (2025)

The use of the Illicit Alcohol Act was rated as good by 94 respondents (36.7%), while 80 (31.3%) rated it as fair, and 56 respondents (21.9%) considered it very good. This reflects findings by Okumu (2015), who noted that while the Act provides a legal framework for controlling illicit alcohol, its implementations faces challenges. Preventive community education was rated as good by 85 respondents (33.2%), while 74 (28.9%) rated it as fair, but this limited effectiveness aligns with Agesa (2013), who emphasized the need for education to be coupled with stricter enforcement and rehabilitation efforts.

Marketing restrictions on alcohol were rated as fair by 84 respondents (32.8%) and good by 46 respondents (18.0%), echoing Botha (2009), who stressed the necessity of rigorous enforcement. Moreover, 105 respondents (41%) rated alcohol availability restrictions poorly, suggesting participants believe access remains largely unrestricted.

This is also observed by a Nyumba Kumi leader from Kipevu Ward who shared, *"We receive tip-offs from the community and pass the information to the authorities. But our raids often feel like a drop in the ocean,"* (MNY4).

Participants were asked to share their perceptions of the effectiveness of various statements regarding the implementation of illicit alcohol control policies in Changamwe Sub-County . Results for all participants are shown in table 14 below:

Table 4:12: Effective Implementation of Illicit Alcohol Control Policies

	True		False		Not Sure		P
	n	%	n	%	n	%	
Lack of clear indicators to measure effectiveness.	22	8.6	34	13.3	200	78.1	0.629
Absence of follow-up to determine progress.	15	5.9	13	5.1	228	89.1	0.916
Limited professional development for responsible actors.	30	11.7	13	5.1	213	83.2	0.957
Too many players in the fight against illicit alcohol.	24	9.4	48	18.8	183	71.5	0.999

Source: Research Data (2025)

A significant number 200 respondents (78.1%) of participants noted that the lack of clear indicators to measure policy success is a major challenge, aligning with Johnstone *et al.* (2015), who highlighted the absence of benchmarking systems to evaluate long-term impacts. Additionally, 228 respondents (89.1%) agreed that the absence of follow-up hampers progress. As Muturi (2014) emphasizes, regular reviews and follow-up mechanisms are essential for ensuring the effectiveness of implemented measures.

Additionally, 213 respondents (83.2%) of participants cited limited professional development for those responsible for enforcing policies as not effective. Corruption also surfaced as a major issue, undermining enforcement efforts. Finally, 71.5% of respondents felt that bureaucracy and the involvement of too many agencies created inefficiencies. A local chief mentioned, *"We collaborate with the police, health officers, and even NACADA. But we lack resources limiting coordination,"*(CHF3). Johnstone et al. (2015) stress the need for coordinated efforts in policy enforcement. Too many actors can create confusion and lead to inefficiency, as seen in Changamwe Sub-County.

From the above analysis we can conclude that enforcing of the alcohol control act and preventive community education was the best way to tackle the sources of illicit education.

4.5 National Government Administration and Tackling Venues of Illicit Alcohol in Changamwe Sub-County

The second objective of the study was to investigate ways the national government administration uses to tackle and control venues used for the consumption of illicit alcohol in Changamwe Sub-County. To respond to this objective, participant were asked to indicate their level of satisfaction with various methods the national government uses. Some of the methods presented were enforcement of liquor licences, NACADA offering illicit alcohol awareness campaigns, and the use of national government administrators to raid premise and enforce the licences. Results are presented in the Table below:

Table 4:13: Methods the National Government Uses to tackle venues of illicit alcohol

	N.S		S.S		M.S		V.S		E. S		<i>P</i>
	N	%	N	%	n	%	n	%	n	%	
Enforcement of liquor license	96	37.5	86	33.6	59	23.0	15	5.9			0.001
NACADA is offering an illicit alcohol awareness campaign	76	29.7	99	38.7	48	18.8	24	9.4	9	3.5	0.001
Use of government administrators (e.g., chiefs, DCC, ACC)	16	6.3	86	33.6	77	30.1	55	21.5	22	8.6	0.113
Use KEBS, for example, in identifying substandard alcohol in the market	26	10.2	98	38.3	76	29.7	37	14.5	19	7.4	0.419
Community representatives e.g., elders, nyumba kumi,	54	21.1	80	31.3	57	22.3	52	20.3	13	5.1	0.106

N.S-Not at all satisfied, S.S- Slightly Satisfied, M.S- Moderately Satisfied, V.S-Very Satisfied, E.S- Extremely Satisfied Significant at $p < 0.05$ Pearson Chi-Square

Source: Research Data (2025)

The findings show that participants were divided in their satisfaction levels regarding how the national government controls liquor licenses. A significant proportion of 96 respondents (37.5%), were not satisfied, while 86 respondents (33.6%) were slightly satisfied. NACADA’s awareness campaigns fared better, with 99 respondents (38.7%) being slightly satisfied. However, dissatisfaction remains high, reflecting findings from Warui (2016) and NACADA (2021), which highlight the agency's struggles with inadequate resources and ineffective public engagement. Government administrators, such as chiefs and county commissioners, received moderate satisfaction ratings, with 86 respondents (33.6%) slightly satisfied and 55 (21.5%) being very satisfied. KEBS' efforts to identify substandard alcohol saw a mixed response, aligning with Kipchumba *et al.* (2022), who emphasized on bureaucratic inefficiencies hindering effective control. Community representatives like Nyumba Kumi had mixed levels of satisfaction, which might be linked to their sporadic enforcement efforts (Mututho, 2014). These findings indicate the need for more coordinated and resourceful efforts to control illicit alcohol venues.

Participants were also asked to indicate how robust or influential they felt about ways the government used to tackle venues(the production, distribution, sale, and consumption) of illicit alcohol in Changamwe Sub-County. The table below summarizes the findings:

Table 4:14: Participant Satisfaction with Methods Used by the National Government to Control Illicit Alcohol Venues

			Somewhat.		
	N.I	S.I	I	V.I	E.I

	N	%	N	%	N	%	N	%	n	%
The use of aggressive force has reduced the sale/consumption of illicit alcohol to a significant level	5	22	56	21	98	38.3	3	12.5	1	4.
	8	.7		.9			2		2	7
Increased coordination between community and policy implementors has reduced the number of illicit alcohol sales/consumption.	2	9.	77	30	12	48.4	1	5.1		
	4	4		.1	4		3		1	7.0
Illicit alcohol awareness campaigns and raids and increased government-community relationships.	1	4.	16	6.	16	66	4	18.8		
	2	7		3	9		8		1	4.3
									1	

The aggressive campaign against illicit alcohol has led to improved government support (financing and security)	2 5	9. 8	90	35 .2	10 1	39.5	1 9	7.4	2 1	8.2
Multi-agency coordination has enhanced the implementation of and motivation toward illicit alcohol control.	1 3	5. 1	38	14 .8	14 6	57.0	4 8	18.8	1 1	4.3

N.I- Not at all Influential, S.I-Slightly Influential, Somewhat Influential, V.I- Very Influential, E.I-Extremely Influential

Significant at $p < 0.05$ Pearson Chi-Square

Source: Research Data (2025)

The results above indicate that illicit alcohol awareness campaigns with raids and increased multi-agency coordination in raids of venues were viewed to be the best strategy to tackling venues. The results from the table indicate that the use of aggressive force was perceived as “Somewhat Influential” by 98 respondents (38.3%), which reflects the findings of Matelong *et al.* (2022) that forceful measures like law enforcement raids, arrests, prosecution, fines, penalties etc., alone are inadequate for long-term success . Increased coordination between communities and policy implementors was viewed favorably, with 124 respondents (48.4%) considering it

“Somewhat Influential,” reinforcing the importance of collaboration noted by Sospeter & Onkware (2023). Illicit alcohol awareness campaigns were deemed “Very Influential” by 48 respondents (18.8%), consistent with findings that public education can improve community-government relations (Manning & Kowalska, 2021).

However, aggressive campaigns did not yield strong satisfaction, with only 101 respondents (39.5%) finding them “Somewhat Influential,” reflecting concerns aired out by Kipchumba *et al.* (2022) that punitive approaches often fail to address root causes like poverty and market demand. These findings resonate with insights from focus group discussions, where community members expressed frustration with the reliance on forceful measures, stating that “*raids feel like a drop in the ocean*” against the pervasive illicit alcohol trade. Participants emphasized that successful control of illicit alcohol requires community engagement and education, aligning with collaborative efforts advocated by Heather *et al.* (2020). A Youth leader from Port Reitz remarked that, “*We’ve been running awareness programs, trying to educate the youth on the dangers of illicit brew. But the challenge is deep. We’ve spoken to people who know the risks and still consume it because it’s cheaper than legal alcohol,*” (YLD1). This shows how, current efforts are hampered by resource limitations, poor enforcement, and structural challenges, as pointed out by NACADA (2021) and Kipchumba *et al.* (2022). The findings highlight the importance of multi-faceted approaches to controlling illicit alcohol, including community engagement, public awareness campaigns, and better coordination between government agencies. While aggressive force and punitive measures have their place, they must be complemented by long-term solutions that address the root causes of illicit alcohol consumption, such as poverty and unemployment, as emphasized by Kipchumba *et al.* (2022).

Therefore, from the above analysis it was observed that National Government Administration Officers carrying out anti-illicit alcohol campaigns and to tackle venues of illicit alcohol was largely used but many people felt that the use of multi-agency coordination would yield more results.

4.6 Challenges Encountered by the National Government Administration in the Fight against Consumption of Illicit Alcohol in Changamwe Sub-County

The third objective examined the challenges encountered by the national government administration in the fight against the consumption of illicit alcohol in Changamwe Sub-County. In response to this objective, participants were asked to indicate their level of agreement on what they felt made it difficult to eradicate illicit alcohol in Changamwe Sub-County. The table below summarizes the findings:

Table 4:15: Participants Level of Agreement on Fight against Consumption of Illicit Alcohol

S.D-Strongly Disagree, D-Disagree, A-Agree, S.A- Strongly Agree Significant at

	S. D		D		Neut ral		A		S. A		<i>p</i>
	N	%	n	%	N	%	n	%	N	%	
Lack of political goodwill to implement illicit alcohol policies	4	1	2	1	1	5	1	5	3	1	0.51
	6	8	9	1.	5	.	3	2.	2	2.	6
			3	3		9	4	3		5	
Conflict with the local culture (traditional alcohol labeled as illicit)	4	1	7	2	2	1	8	3	3	13.	0.094
	3	6.	0	7.	8	0	1	1.	4	3	
		8		3				6			

p<0.05 Pearson Chi-Square.

						.					
						9					
Conflict of interest, for example, some policy implementors own bars and liquor distribution	1 0	3. 9	1 6	6. 3	2 1	8 .2	1 5	5 9.	5 7	22. 3	0.911
Role conflict leading to poor coordination in the action against illicit alcohol	1 5	5. 9	2 0	7. 8	1 7	6 .6	1 3	5 4.	6 5	25. 4	0.724
High poverty and unemployment rate creating favorable environment for cheap illicit alcohol	2 9	1 1.	2 8	1 0.	3 0	1 1	4 4	1 7.	1 2	48. 8	0.994
Ungenuine support by the community making the fight against illicit alcohol a vicious cycle	1 6	6. 3	6 3	2. 3	7 4	2 8	1 4	5 5.	1 8	7.0	0.095
Inadequate resource support (funding, security, human resource) to manage and educate community against illicit alcohol in vast areas	1 4	5. 5	3 6	1 4.	4 2	1 6	1 1	4 3.	5 2	20. 3	0.240

Source: Research Data (2025)

The table outlines several significant challenges that the National Government Administration faces in combating illicit alcohol consumption in Changamwe Sub-County. It is clear, by considering the summation of those who agreed and those who strongly agreed, conflict of interest of the implementors and conflicting roles between the implementors (which impacts on coordination) were viewed as the biggest challenges to implementation of alcohol control policies. Another challenge is the lack of political goodwill, with 134 respondents (52.3%) agreeing that political support is lacking. Political corruption and the absence of commitment from leaders hinder the enforcement of alcohol control policies (Johnstone et al., 2015; Hansard, 2015). As Kipchumba *et al.* (2022) note, political backing is essential for mobilizing resources and ensuring adherence to regulations by government officials, such as chiefs and police officers. Another challenge is a cultural conflict, with 81 respondents (31.6%) agreeing that traditional practices, such as brewing chang'aa, conflict with modern regulations. This is consistent with the literature, which points to cultural resistance as a significant barrier to policy enforcement (Heather et al., 2020). Traditional brews are economically and socially important, leading to non-compliance in areas where they are labeled as illicit (Heather *et al.*, 2021).

Conflicts of interest present another obstacle, with 152 respondents (59.4%) indicating that some policy implementors benefit from illicit alcohol sales. Corruption within enforcement agencies severely undermines efforts to curb illicit alcohol (Agesa, 2013; Hansard, 2015). Many officials are either involved in the trade or turn a blind eye in exchange for bribes (Mututho, 2014), compromising the effectiveness of interventions. Additionally, role conflict and poor coordination were also noted, with 139 respondents

(54.3%) agreeing that overlapping responsibilities between national and county governments lead to inefficiencies. The 2010 Constitution's devolution of powers without clear guidelines has compounded this issue (KLRC, 2022), particularly in alcohol control (Kipchumba *et al.*, 2022; Warui, 2016).

Poverty and unemployment exacerbate the issue, as 125 respondents (48.8%) highlighted. Economic hardship makes illicit alcohol more accessible and affordable (Kipchumba *et al.*, 2022), with individuals turning to it for consumption and production (Mututho, 2014). Without socio-economic interventions, long-term progress will remain limited. Community resistance was cited by 142 respondents (55.5%), who noted that community members often covertly support illicit alcohol as a livelihood. This resistance undermines law enforcement efforts and anti-illicit alcohol initiatives (Agesa, 2013). Finally, inadequate resource support was identified as a barrier by 112 respondents (43.8%). Insufficient funding, security, and manpower hinder enforcement efforts (Warui, 2016). Without adequate resources, particularly in rural areas, alcohol control initiatives are sporadic and less effective. The biggest challenge according to this analysis is therefore conflict of interest among the actors at 81.4%.

4.7 Conclusion

In conclusion, the study found that using the alcohol control act and preventive community education to tackle the sources of illicit alcohol was not only used by NGAO but both were preferred; that using NGAO to raid venues of illicit alcohol was preferred but it was also felt by many that using multi-agency teams would yield more results. Finally, while conflict of interest was the biggest challenge it was also concluded that conflicting roles of actors was also a big challenge too.

CHAPTER FIVE: SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

This chapter presents the summary of the study findings, recommendations for policy and practice, and the conclusion of the study. The study examined how the National Government Administration (NGA) implements illicit alcohol control policies in Chagamwe Sub-County by focusing on three objectives: how the NGA tackles sources of illicit alcohol, how it tackles venues where illicit alcohol is consumed, and the challenges encountered in the implementation of alcohol control policies.

5.2 Summary of Findings

The study revealed three dominant insights aligned with the research objectives. Regarding illicit alcohol sources, the findings showed that NGA officers rely heavily on enforcement of the Alcoholic Drinks Control Act and periodic community preventive education. However, most enforcement efforts were reactive rather than continuous, and illicit brewers often reopened soon after raids. Limited transport and inadequate follow-up further weakened source-level control.

The use of National government officers to deal with consumption venues of illicit alcohol was preferred (table 17) at a summation 30.1% to carry out anti-illicit alcohol campaigns and raids (table 19) and the success rate would be improved if there was better multi-agency coordination of all the actors involved in tackling of venues where illicit alcohol is consumed (table 19). Also, the interviews found that NGA officers conduct bar inspections, routine patrols, and collaborate with multi-agency teams. Despite these efforts, the venues frequently shift into hidden or private spaces, making

sustained regulation difficult. Some venues reopen after closure and a portion operate with political or social protection, reducing the effectiveness of enforcement.

On challenges, conflict of interest emerged as the single biggest factor undermining implementation at 81.4% followed by conflicting roles at 79.4%. Other challenges included poverty, poor policy implementation, unemployment, cultural resistance, corruption and conflicting roles which underscored the need for intergrated enforcement and community strategies.

5.3 Conclusion

The study concludes that while the National Government Administration undertakes a range of enforcement and preventive measures, the effectiveness of illicit alcohol control in Changamwe Sub-County remains constrained by systemic and structural barriers. Strengthening multi-agency coordination, enhancing logistical support, and reinforcing integrity mechanisms are critical to improving alcohol policy implementation. Addressing these challenges holistically will enable the NGAO create a more consistent, effective, and community-aligned framework for illicit alcohol control in the sub-county.

5.4 Recommendations for Policy and Practice

Based on the findings drawn from Chapter Four, the following recommendations are proposed:

Enhance community-based preventive education to reduce demand for illicit alcohol and improve reporting of concealed breweries and consumption venues.

Improve logistical capacity for NGA officers by providing adequate transport, communication equipment, and night-operation support to make enforcement more consistent and timely.

Strengthen multi-agency coordination—especially between NGAOs, county enforcement units, NACADA, KEBS, and the police—through structured communication protocols, joint planning, and shared operational calendars.

Establish anti-corruption safeguards within enforcement teams, including rotation of personnel, community oversight committees, and mandatory reporting of enforcement actions to reduce bribery opportunities.

Address political interference by introducing clear guidelines that protect enforcement officers from undue political pressure and ensuring operations are guided strictly by law.

Develop culturally sensitive approaches that acknowledge traditional brews while ensuring they meet safety standards or are regulated through community leadership structures.

Enforce policies that curb conflict of interest of officers enforcing alcohol related policies.

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- OCS []
- OCPD []
- NACADA []
- KEBS []
- CALB []
- Assistant County Commissioner []
- Deputy County Commissioner []
- Community Representative

Elders	Nyumba Kumi	Community Policing

5. Years of Service /Working Period (in Years)

- 0-5 []
- 6-10 []
- 11-15 []
- Above 15 []

6. Area of Residence

Ward

SECTION B: EFFECICAY OF GOVERNMENT APPROACH AND MEASURES TOWARD CONTROLING SOURCES OF ILLICIT ALCOHOL

This section collects information that helps measure the effectiveness of the government approach and measures toward sources of illicit alcohol from your perspective. I encourage you to be as objective and honest as possible.

7. In your view how do you agree with the following approaches by government to control illicit alcohol in Changamwe Sub-County

Statement	Strong disagree	Disagree	Neutral	Agree	Strongly Agree
Illicit alcohol policies (e.g., Illicit Alcohol Control Act, 2010, Chang'aa Prohibition Act Cap 70)					
Preventive/community education against illicit alcohol					
Marketing: restriction on alcohol advertising					
Alcohol free public environments (availability of alcohol)					
Special treatment programs (Rehabilitation)					

Statement	Poor	Fair	Good	Very Good	Excellent
Illicit alcohol control policies (e.g., Illicit Alcohol Control Act, 2010, Chang'aa Prohibition Act Cap 70)					
Preventive/community education against illicit alcohol					
Marketing: Restriction on alcohol advertising					

Alcohol free public environments (availability of alcohol)					
Special treatment programs (Rehabilitation)					
Enforcement (e.g., arrest and fines, license cancellation)					

8. To what extent do you rate the effectiveness of these measures in controlling sources of illicit alcohol in Changamwe Sub-County

9. Based on your experience, what do think impact effective implementation of illicit alcohol control polices in Changamwe Sub-County

Statement	True	False	Not sure
Lack of clear indicators in policies to measure their effectiveness.			
No follow-up to determine the progress of the strategies hence no improvement.			
Inadequate capacity building (professional development programs) for responsible actors affecting their competence in implementing illicit alcohol policy.			
Bureaucracy in the fight against illicit alcohol (too many players involved).			

10. In your opinion what other measure(s) would you suggest government to use to control illicit alcohol in Changamwe Sub-County?

.....

**SECTION C: WAYS GOVERNMENT USE TO TACKLE AND CONTROL
 ILLICIT ALCOHOL AND THEIR IMPACTS**

In this section we address the various methods government uses to tackle and control illicit alcohol and how they impact the community and policy implementors.

11. How robust do you feel are the following ways government use to tackle (production, distribution, sale, consumption) of illicit alcohol in Changamwe Sub-County?

Statement	Not at all Satisfied	Slightly Satisfied	Moderately Satisfied	Very Satisfied	Extremely Satisfied
County government in controlling liquor license					
NACADA offering illicit alcohol awareness campaign					
Use of government administrators (Assistant chiefs, chiefs, OCPD, OCSs, assistant and deputy county commissioners)					
Use KEBS for example in identifying substandard alcohol in the market					
Community representatives e.g., elders, nyumba kumi,					

12. What made you give the above response (s)

.....

13. How do you identify with each of the following statement in terms of their influence in relation to illicit alcohol control in Changamwe Sub-County

Statement	Not at all influential	Slightly influential	Somewhat Influential	Very Influential	Extremely Influential
Use of aggressive force has reduced sale/consumption of illicit alcohol to a significant level					
Increased coordination between community and policy implementors have reduced numbers of illicit alcohol sale/consumption.					
Illicit alcohol awareness campaigns and raids have increased government-community relationship.					
Aggressive campaign against illicit alcohol has led to improved government support (financing and security)					

Multi-agency co-ordination has enhanced implementation of and motivation toward illicit alcohol control.					
--	--	--	--	--	--

14. What other best practice would you suggest to tackle illicit alcohol in Changamwe sub-county.

.....

SECTION D: CHALLENGES ASSOCIATED WITH EFFECTIVE CONTROL OF ILLICIT ALCOHOL IN KENYA

This section seeks to gather information related to various challenges with implementation of illicit alcohol control.

15. Kindly indicate your level of agreement on what you feel make it difficult to eradicate illicit alcohol in Changamwe Sub-County.

The End.

Thank you for your time.

Appendix 2: Focused Group Discussions Guide Questions

1. In what ways are the National Government Administrators tackling sources of illicit brew in Changamwe?
2. Does the National government Administration have an formal or informal framework of dealing with venues that are used to sell and or consume illicit alcohol?

Statement	Strong disagree	Disagree	Neutral	Agree	Strongly Agree
Lack of political goodwill to implement illicit alcohol policies					
Conflict with the local culture (traditional alcohol labeled as illicit)					
Conflict of interest, for example, some policy implementors own bars and liquor distribution					
Role conflict leading to poor coordination in the action against illicit alcohol					
High poverty and unemployment rate creating favorable environment for cheap illicit alcohol					
Ungenuine support by the community making the fight against illicit alcohol a vicious cycle					
Inadequate resource support (funding, security, human resource) to man and educate community against illicit alcohol in vast areas					

3. What are the challenges faced by NGAO in the efforts to stop illicit alcohol in Changanwe?

Appendix 3: Research Permit



REPUBLIC OF KENYA



**NATIONAL COMMISSION FOR
SCIENCE, TECHNOLOGY & INNOVATION**

Date of Issue: 17/September/2023

RESEARCH LICENSE



This is to Certify that Ms. Monica Mugo Thiong'o of Kenyatta University, has been licensed to conduct research as per the provision of the Science, Technology and Innovation Act, 2013 (Rev.2014) in Mombasa on the topic: NATIONAL GOVERNMENT ADMINISTRATION AND THE IMPLEMENTATION OF ILLICIT ALCOHOL CONTROL POLICIES IN MOMBASA COUNTY, KENYA for the period ending : 17/September/2024.

License No: NACOSTI/P/23/29546

Applicant Identification Number
852670

W. Mugo
Director General
**NATIONAL COMMISSION FOR
SCIENCE, TECHNOLOGY &
INNOVATION**

Verification QR Code



NOTE: This is a computer generated License. To verify the authenticity of this document, Scan the QR Code using QR scanner application. See overleaf for conditions

Appendix 4: Research Authorization Mombasa County



THE OFFICE OF THE PRESIDENT
MINISTRY OF INTERIOR AND NATIONAL ADMINISTRATION
State Department for Internal Security and National Administration

COUNTY COMMISSIONER'S OFFICE
P.O. BOX 90424-80100
MOMBASA

Tel. 0715 040444/0780 040445
Email: ccmombasa@yahoo.com
When Replying please quote:

Ref. No. MCC/ADM.25 VOL.IV/152

26th September, 2023

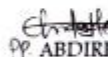
All Deputy County Commissioners,
MOMBASA COUNTY

RE: RESEARCH AUTHORIZATION – MS. MONICAH MIRIGO THIONG'O NACOSTI
LICENSE NO. NACOSTI/P/23/29546

This is to authorize the above named student of Kenyatta University to carry out research on *“National government administration and the implementation of illicit alcohol control policies”*, in Mombasa County, for the period ending 17th September, 2024.

Any assistance accorded to her will be highly appreciated.

Thank you.


PP ABDIRISACK JALDESA
COUNTY COMMISSIONER
MOMBASA COUNTY

Cc

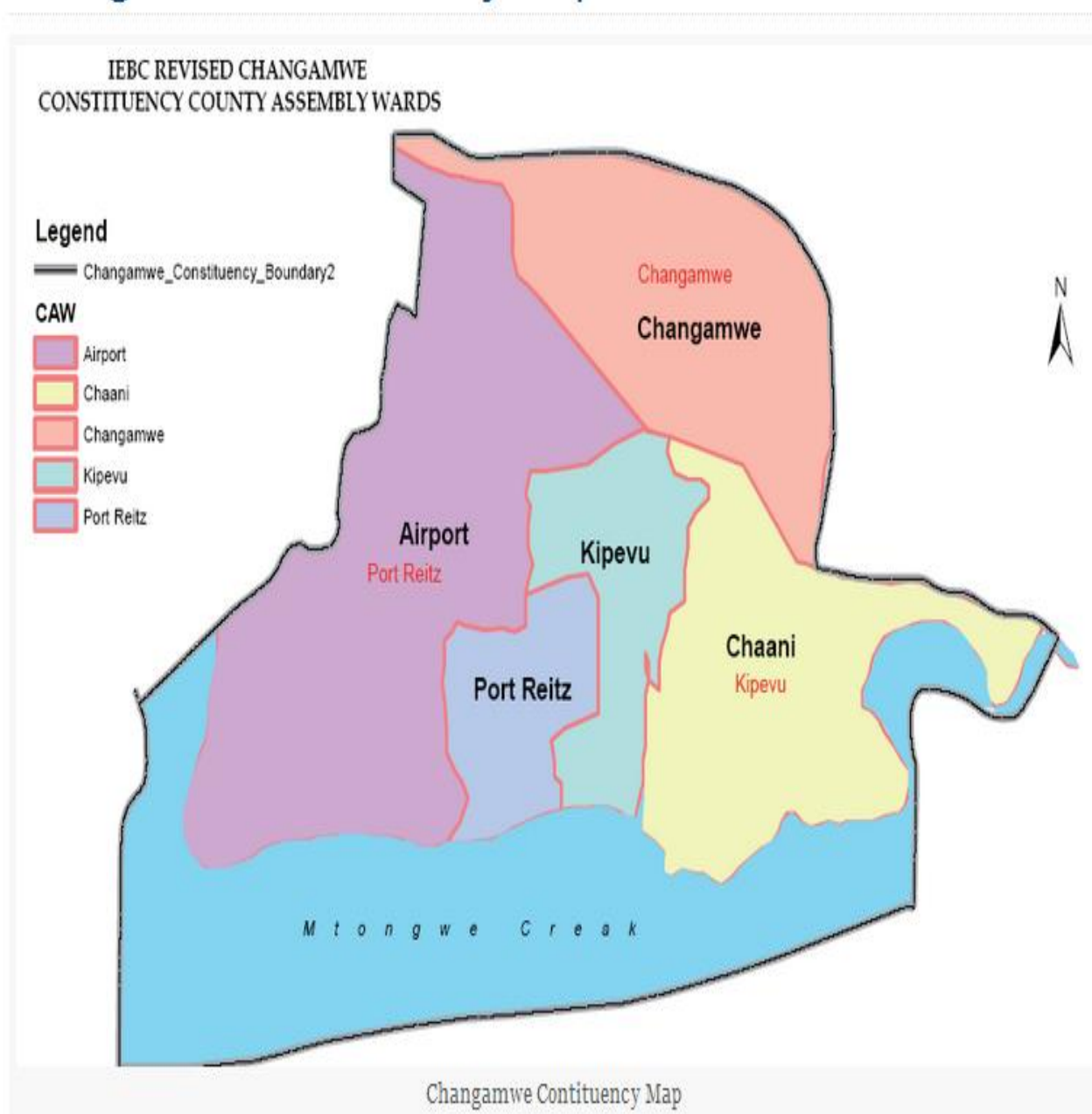
County Director of Education
MOMBASA

Appendix 5: Time

Activity	MARCH -APRIL 2024	MAY-JULY, 2024	AUGHUST, 2024
Proposal Presentation			
Data Collection and Analysis			
Research Report Writing			
Submission of the Thesis			

Appendix 6: Maps

A map of Chamgamwe Sub-County



Source: IEBC

***Airport and Port Reitz are merged into one location

***Part of Airport and Kipevu contribute Kwa Hola Location

