

Portugal

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The country

Portugal is situated on the Iberian peninsula in south-west Europe, bounded by Spain from the north and east and the Atlantic Ocean by south and west. The Azores and the Madeira Islands in the Atlantic Ocean are autonomous regions of the republic. Portugal has a total area of 91,906 km². Lisbon is the largest city and the capital of the country.

The Portuguese ethnic identity derives from the Iberians, Romans, Visigoths and Moors. Nowadays there are 9.9 million inhabitants in Portugal and the population density is 107 persons per km². The countryside has largely been deserted and nowadays most people live in urban villages near the ocean. Officially the urban population accounts for 36 per cent of the total population. Nearly all inhabitants practice Roman Catholicism. The official language is Portuguese.

Among the European Union (EU) member states Portugal has the lowest gross domestic product (GDP) per capita. In 1999 the GDP per capita was 10,420 euro. The manufacturing industry has increased its importance in the Portuguese economy during the latter part of the twentieth century, now employing over 30 per cent of the labour force. Major manufactures include processed food, textiles, machinery, and chemicals. Agriculture is, however, still vital and engages nearly a fifth of all the workers. Portugal is one of the world's leading producers of olive oil and cork, and it is also known for wine, especially port and madeira wine. Tourism is also of great importance to the Portuguese economy. In 1998 foreign exchange receipts from tourism amounted to 2.5 billion euro and helped to compensate for the chronic trade deficit. In the mid-1990s about 32 per cent of the population worked in the industrial sector, approximately 12 per cent in the agriculture and about 56 per cent in the service sector.

In the 1960s and early 1970s, Portugal faced independence movements in its overseas territories Angola, Mozambique, the Cape Verde Islands, Guinea-Bissau, São Tomé and Príncipe, which all attained independence in 1974 and 1975. In 1968 Marcello Caetano succeeded the dictator Salazar, who had reigned since 1932, and continued Salazar's repressive policies. Advances made by the African liberation movements threatened Portugal's economic stability and led to the 1974 overthrow of Caetano by army officers. Returning exiles, colonial soldiers and refugees from the newly independent nations further increased unemployment and political unrest. In the 1980s an austerity programme was agreed upon, and Portugal negotiated its entry into the EU in 1986.

Portugal is a republic governed under a constitution promulgated in 1976 and revised in 1982. The head of state is the president, popularly elected for a five-year term. The president appoints the prime minister, who presides over a cabinet of ministers. The 230 members of the Assembly of the Republic are elected for four-year terms based on a system of proportional representation. At the local level, authority is vested in the 18

district governors and district legislatures. Each district is further subdivided into parishes, each with an elected assembly and council.

Alcohol production and trade

Portugal produces a wide range of alcoholic beverages, wine being the most important amongst them. The variety of wines includes red and white wine, rosé and sparkling wine as well as many different fortified wines like madeira, moscatel, carcavelos and port, Portugal's most famous fortified wine. In 1995 madeira and port accounted for almost half of Portugal's wine exports (Hurst, Gregory & Gussman, 1997). In 1980, the value of total exports of alcoholic beverages from Portugal was 28 times higher than the value of the imports of alcoholic beverages, and in 1985 it was nearly 35 times as high (Moser, 1992).

There are 13 regions in Portugal where wines designated as quality wines from a specified region are produced and 28 other regions with wine production (Hurst, Gregory & Gussman, 1997). In the 1980s there were almost 180,000 wine producers in Portugal, half of them being members of wine cooperatives (Moser, 1992). About 5 per cent of the active population was employed in viticulture, and more than a tenth of the population was economically dependent on wine production and trade (Moser, 1992). Vineyards cover some 380,000 hectares, or approximately 8 per cent of the country's usable agricultural land (Hurst, Gregory & Gussman, 1997).

With a wine production of 9.7 million hectolitres, Portugal came fifth in the list of wine producers in Europe in 1985, although wine production was clearly smaller in the mid-1980s than it had been in the 1950s and 1960s (Moser, 1992). In the mid-1950s, the yearly wine production was about 11.5, and in the mid-1960s around 13 million hectolitres. In 1994, Portugal ranked as the tenth largest wine producer in the world, with a production of 6.4 million hectolitres. During later years, the wine production has fluctuated greatly. In 1996 it was 9.5 million hectolitres, but in 1998 only 3.6 million hectolitres. Wine exports have decreased from about 1.4 million hectolitres at the beginning of the 1980s to 0.9 million hectolitres in 1995. In 1995, wine exports constituted 12 per cent of the total wine production (Hurst, Gregory & Gussman, 1997).

Four brewing companies operated a total of eight breweries in Portugal in 1995. The two largest ones were nationalised in 1977 following the 1974 revolution, but they were again privatised in 1990. These two brewing companies produced almost 98 per cent of all domestic beer in 1990. In 1995, domestic beer production was 6.9 million hectolitres. It has stayed about the same since the late 1980s. In the early 1960s beer production was only 0.4 million hectolitres, in the early 1970s it was about 1.3 million hectolitres and in the early 1980s about 3.5 million hectolitres a year (International Statistics, 1977; Hurst, Gregory & Gussman, 1997).

In 1995, about 10 per cent of the beer production was exported. The corresponding figure in 1985 was about 2 per cent and in 1990 5 per cent. In 1995 lager accounted for 95 per cent of the beer market, and imported beers about 4 per cent. In addition, two foreign brands of beer were produced under licence by domestic breweries, accounting for 3 per cent of the Portuguese beer production (Hurst, Gregory & Gussman, 1997).

Distilled spirits are derived mostly from grapes but also fruit-based brandies are produced. The production of distilled spirits has remained at a low level.

Alcohol consumption

Table 15.1 shows the consumption of alcoholic beverages by beverage categories from the mid-1960s to the mid-1990s, both in litres of pure alcohol per capita and as percentages of total recorded alcohol consumption. Neither World Drink Trends nor the surveys of the Brewery Association of Canada include any consumption data on Portugal in the 1950s. The book International Statistics on Alcoholic Beverages (1977) only gives figures for wine and beer consumption in the mid-1950s.

Table 15.1. Consumption of alcoholic beverages by beverage categories in Portugal in litres of pure alcohol per capita and as percentages of total recorded alcohol consumption in the years 1955, 1965, 1975, 1985 and 1995, five years' averages

	1955	1965	1975	1985	1995
Total alcohol consumption	..	13.45	13.14	12.42	11.84
Consumption of spirits*	..	0.52	0.86	0.95	1.62
Consumption of wines	13.17	12.67	10.75	9.49	6.91
Consumption of beer	0.08	0.26	1.53	1.98	3.31
Percentage of distilled spirits	..	4	6	8	14
Percentage of wines	..	94	82	76	58
Percentage of beer	..	2	12	16	28

* World Drink Trends (2002, 104) gives higher figures for the consumption of distilled spirits from 1986 on than the earlier editions or the surveys of the Brewers Association of Canada (see Hunt, Gregory & Gussman, 1997, 366). In table 15.1 we have used these corrected figures from World Drink Trends (2002). According to the 1998 edition of the World Drink Trends, the figure for the consumption of distilled spirits in 1995 is 0.80 litres and that of total recorded alcohol consumption 11.0. For 1985 the corresponding figures are 0.80 litres and 12.26 litres.

Sources: International Statistics, 1977; Hurst, Gregory & Gussman, 1997; World Drink Trends, 2002.

In terms of pure alcohol, recorded consumption of alcoholic beverages has declined in Portugal from the early 1960s to the late 1990s from about 14 litres per capita to about 11 litres (Figure 15.1). The consumption of wine and beer was only a little higher in the mid-1950s than in the mid-1960s. Therefore, even if we do not know the figures for the consumption of distilled spirits before 1964, we can quite safely conclude that per capita alcohol consumption in the mid-1950s was a little higher or on about the same level as in the mid-1960s.

Especially wine consumption has decreased in the last three decades. At the beginning of the 1950s as well as in the early 1960s the yearly wine consumption was, counted as

litres of the product, more than 110 litres per capita in a year. At that time, wine accounted for more than 95 per cent of the total alcohol consumption. By 2000, the wine consumption had declined to 50 litres per person (World Drink Trends, 2002).

Consumption of distilled spirits was stable in the 1960s and increasing at the outset of the 1970s. After this increase the consumption of distilled spirits was more or less stable until the mid-1980s, when it rose, counted in litres of the product, from 2.0 litres to 4.5 litres per capita by 1990. During the 1990s, the consumption of distilled spirits has decreased to 3.6 litres, equivalent to 1.4 litres of pure alcohol per capita.

In the early 1950s, beer consumption was very low in Portugal, only a few litres per capita. Since then it has been growing almost constantly. In litres of the product, the consumption of beer has increased from 5 litres per capita at the beginning of the 1960s to 65 litres per capita in 2000. During the last eleven years the beer consumption has, however, remained almost unchanged (World Drink Trends, 2002).

Despite the increases in beer and spirits consumption, Portugal is still a wine drinking country. The consumption rate for wine of the total alcohol consumption has, however, decreased from 95 per cent at the beginning of 1960s to about 56 per cent in 2000. The beer consumption nowadays accounts for 30 per cent of the total recorded alcohol consumption, and distilled spirits just under 15 per cent.

It should be borne in mind that each year there is a great number of visitors to Portugal, drinking part of the registered alcohol consumption. For instance in 1995, approximately 24 million people visited Portugal, so the tourists have undoubtedly had an effect on the recorded alcohol consumption figures (Hurst, Gregory & Gussman, 1997). In an earlier edition of the Brewers Association of Canada's survey it was estimated that without the tourist industry the consumption of alcoholic beverages would be 10 per cent lower than the statistics show (Brazeau et al., 1992). In the next edition this figure was, however, left out. In any case, if the tourist industry has an effect on the recorded alcohol consumption figures, this effect should be larger in the 1990s than, for instance, in the 1960s as the flow of tourists has clearly increased during the last decades. Tourism cannot, therefore, be an explanation for the decrease in the recorded total and wine consumption during the last two decades.

Other estimations of the impact of tourism on recorded alcohol consumption figures give clearly lower estimates. For instance, according to Trolldal (2001) the impact of tourism on Portugal's consumption data is about 1 per cent (Trolldal, 2001).

Recorded wine consumption may be an underestimation of true wine consumption through the whole study period, as it does not take into account the production of wine by private vineyards for home consumption (Hurst, Gregory & Gussman, 1997). This home consumption should mostly come from small vineyards, which may also sell some of the wine to other people (Brazeau et al., 1992). In addition, small-scale production of spirits still exists on a broad scale and it has not been taken into account in total recorded consumption of distilled spirits (Oberlé, 1998). On the other hand, as wine production has become more and more commercialised, this underestimation should also become smaller each decade and, therefore, it cannot be an explanation for the decrease in recorded wine consumption.

According to Leifman (2001), the unrecorded alcohol consumption has been on about the same level in the 1972-1994 period. His estimate of the unrecorded alcohol consumption in the 1990s is around 1 litre, with the assumption that the net effects of tourist surplus and duty-free quantities are small. One further assumption is that Portugal should have approximately the same level of unrecorded alcohol consumption as Spain (Leifman, 2001).

In Portugal both men and women tend to consume alcoholic beverages daily, particularly in the form of wine with meals. There is also still a widespread attitude that alcoholic beverages are a necessary element of daily nutrition (Moser, 1992). Consumption of beer in private homes has increased. In 1975, off-premise sales of beer accounted for 22 per cent of total beer consumption. This rate was estimated to have risen to 37 per cent in 1990 (Hurst, Gregory & Gussman, 1997, see also Simpura & Karlsson, 2001).

According to World Drink Trends (2002), the consumption of alcoholic beverages per capita in 2000 in the form actually consumed was 119 litres, and that of non-alcoholic beverages a little over 315 litres per capita, consisting of 95 litres of milk, 78 litres of coffee, 66 litres of waters, 49 litres of soft drinks, 25 litres of juices and 3 litres of tea. With the exception of tea, all these beverages have gained in importance since the late 1980s. The consumption of bottled waters has increased 36 litres per capita, that of milk 24 litres, that of coffee 24 litres, that of juices 23 litres and that of soft drinks 15 litres (World Drink Trends, 2002).

Administrative structure of preventive alcohol policies

While the sale and distribution of alcoholic beverages are quite free in Portugal, production and trade in wine are controlled through different agencies. Instituto da Vinha e do Vinho (IVV) is the official government agency responsible for controlling the domestic table wine market from production to retail sale. It oversees quality control of these products and is responsible for the country's Denomination of Origin system. The agency also exercises control over vineyards, authorising types of wines and setting the limits of acreage which can be planted. Port wines are controlled by Instituto do Vinho do Porto (Hurst, Gregory & Gussman, 1997).

In 1977 the normative dispatch no. 176/77 initiated the Commission Against Alcohol Problems. Under the jurisdiction of the General Directorate of Health it aims to promote information and interest of the population in alcohol-related problems, creating multidisciplinary teams in some psychiatric hospitals that begin to inform the population and specific groups of the problems caused by alcohol (ECAS APQ, 1999).

Until November 1988, there were no explicit policy statements concerning alcohol. The Portuguese Committee Against Alcoholism had, however, prepared a basis for such a policy in the form of proposals which were presented to the Minister of Health at the end of 1986. The following relevant documents had been drawn up.

- Suggestions and recommendations for legislation in the field of preventive alcohol policy, including measures concerning controls of production, distribution and

consumption of alcoholic beverages, alcohol education and training, and publicity and special committees.

- A proposal for a comprehensive national alcohol programme that defines priorities, outlines programmes for prevention, treatment and research, considers the available and required human and material resources, the means of developing priorities and implementing plans for training, the roles of the three zone centres for different regions of the country and the need to develop decentralised prevention and treatment of alcohol problems.
- A proposal for establishment of an inter-ministerial coordinating committee for the prevention of alcohol problems (see Moser, 1992).

Decree no. 41/88, issued by the government in November 1988, led to the implementing and setting up of regional alcoholology centres in accordance with the government health programmes. Centres have been established in Coimbra, Lisbon and Oporto. Their main objectives were to prevent and treat alcohol-related diseases, rehabilitate the patients, coordinate the prevention activities, and teach, educate, inform and investigate in the alcohol area, and coordinate the activities concerning alcoholism and treatment in their respective zones. This was to be done in collaboration with the regional health administrations and health centres, general clinical institutes and all other institutions and groups responsible for the health and well-being of the community (ECAS APQ, 1999).

The first alcohol action plan approved by the Regional Office of the World Health Organization in 1994 and the European Charter on Alcohol from the 1995 Paris Conference were important background documents in putting alcohol issues on the agenda of the Portuguese health strategy for the years 1998-2002. In this document, preventive alcohol policy goals and objectives were for the first time officially presented in Portugal. This process further resulted in a resolution of the Council of Ministers (no. 40/99) in May 1999, establishing an inter-ministerial commission to draft a proposal for an action plan in the alcohol field to reinforce and strengthen the implementation of the health strategy.

In the year 2000, the decree no. 218/2000 substituted the decree no. 41/88 and the earlier degree no. 269/95 in defining the judicial nature and the attributes of the three regional alcoholology centres. They were now to be called alcoholology regional centres from the centre, south and north, and worked under supervision of the Ministry of Health. Amongst other things, these centres are expected to promote different types of interventions, training actions, education, prevention, treatment and rehabilitation in the alcohol fields. They should also promote and conduct epidemiological and biopsychological studies and develop methodologies for alcohol prevention, treatment and rehabilitation.

On November 2, 2000 both a resolution from the Assembly of the Republic (no. 76/2000) dealing with fight against alcoholism and a resolution of the Council of Ministers (no. 166/2000) were approved. The resolution of the Assembly of the Republic recommended that the government would adopt a national alcohol programme, including promoting a national campaign alerting to the perils of excessive consumption of alcohol targeted on pregnant women, children, teenagers and excessive drinkers, considering raising the legal drinking age, regulating the advertising of

alcoholic beverages and the business hours of bars and coffee shops near schools. The council resolution approved the action plan against alcoholism and assigned the competent members in the government to act for the execution of the measures recommended in the plan (Chapter II of the Action Plan is enclosed as Appendix 15.1).

Licensing policy

Producers of alcoholic beverages, as well as alcohol importers and wholesalers, need a licence to operate in Portugal. Also on-premise retailers of alcoholic beverages need a licence, whereas off-premise retailers do not need a special licence for retailing alcoholic beverages. As in any other commercial establishment, only a licence for opening the off-premise outlet is necessary. There have been no important changes in this system since 1950 (ECAS APQ, 1999).

The licence to wine producers is given by the IVV, which is a national agency. The licence is permanent and it is a guarantee that the rules in wine production are followed. There have been no important changes in this procedure since 1950. The licence for the import and wholesale of alcoholic beverages is permanent, without any costs. There have been no important changes in this system since 1950 either (ECAS APQ, 1999).

On-premise retailers of alcoholic beverages do need a licence (D.L. no. 168/97, 4/7). It is granted by the Municipal Department for Economic Activities, which is a local institution in the city administration. The licence is permanent. The renewal of the licence is, however, necessary in case of any change in the field of activity or any change in the person running the establishment (ECAS APQ, 1999).

Presently, the licensing is under the jurisdiction of the Municipal Department for Economic Activities. In 1997 the former police regulation was cancelled and it is now the decree no. 168/97 that regulates licensing. Before this change, the district government was responsible for the licensing of on-premise sale of alcoholic beverages.

Restrictions on availability

There are no legal age limits on off-premise retail sale of alcoholic beverages in Portugal. For on-premise sale there is a legal age limit of 16 years. However, this age limit is not strictly enforced. It is important to mention that youngsters under 16 years are allowed to enter on-premise retail sale establishments and drink when accompanied by parents. In the 1950s, Portugal did not have a general rule about the age limits, but each city had its own rules.

According to D.L. no. 48/86 from the Ministry of Economy, the following rules guide opening hours:

- The establishments selling goods and services to the general public, including those in shopping centres, can be open from 6 a.m. to 12 p.m. every day of the week.
- Coffee shops, beer shops, teashops, restaurants and snack bars can be open until 2 a.m. every day of the week.
- Convenience stores can be open until 2 a.m. every day of the week.

- Clubs, cabarets, dancing places, fado houses and like establishments can be open until 4 a.m. every day of the week.
- Exception is made to the limits stated earlier for establishments located at bus stations and terminals, railway stations, airports and ports, as well as open petrol stations.

Business hours have been extended since 1950 in shopping centres, petrol stations and convenience stores. There are no other restrictions on the physical availability of alcoholic beverages in Portugal, and there have not been any important changes in this respect since the 1950s (ECAS APQ, 1999; see however Appendix 15.1).

Alcohol taxation

Currently the excise duty on distilled spirits is calculated on the basis of hectolitres of pure alcohol in the finished product. The excise duty on beer containing more than 0.5 per cent alcohol by volume is levied on the basis of volume and strength as measured by the degree of Plato, i.e. per hectolitre per degree of Plato. In the case of still wine, the excise duty is set on the basis of hectolitre of the product but the excise duty rate has been set at zero. For intermediate products, the excise duty rate is defined on the basis of hectolitres of the product. The excise duty rates for alcoholic beverages effective from January 1, 1996 are shown in table 15.2. For independent small breweries producing at most 200,000 hectolitres in a year, the excise duty rates are half of the standard rates for beer presented in table 15.2.

Table 15.2. Excise duty rates for alcoholic beverages in Portugal in 2000 in Portuguese escudos and in euro

Alcoholic beverage category*	ESC	EUR
Beer, per hectolitre of the product		
per hectolitre of finished product		
Over 0.5 but less than 1.2% alcohol by volume	1,125.00	5.61
At most 8 degrees of Plato	1,410.00	7.03
Over 8 to 11 degrees of Plato	2,250.00	11.22
Over 11 to 13 degrees of Plato	2,820.00	14.07
Over 13 to 15 degrees of Plato	3,380.00	16.86
More than 15 degrees of Plato	3,950.00	19.70
Wine, and fermented beverages other than wine		
and beer, per hectolitre of the product	0.00	0.00
Intermediate products, per hectolitre of the product	9,500.00	47.39
Distilled beverages, per hectolitre of pure alcohol		
in the finished product		
Standard rate for Portugal	163,200.00	814.04
For the autonomous regions of the Azores and Madeira	81,600.00	407.02

* For details of the lower limits of alcoholic beverages and other EU rules concerning alcohol taxation, see Chapter 2.

Source: European Commission, DG XXI, Excise duty tables, November 2000.

At the beginning of the 1980s there was a special tax on beer, based on the amount of beer, at a rate of 1,200 escudos per hectolitre, which constituted about 30 to 45 per cent of the price of beer. Special taxes on spirits and wine were set as turnover taxes or as ad valorem taxes. The rates of these ad valorem taxes were differentiated on the basis of the nature and price of the product. For instance, the rate for brandy or rum with a price of less than 100 escudos per litre was 15 per cent, and 45 per cent for the same beverages with a price of more than 100 escudos per litre. For gin or aquavit with a price of less than 100 escudos per litre, the rate was 90 per cent, and for more expensive gins and aquavits, as well as for all whisky and vodka, it was 110 per cent. On table wine with a price of less than 40 escudos per litre, there were no special taxes, whereas on table wine with a price from 40 to 75 escudos per litre, the tax was 15 per cent. On table wine with a price from 75 to 100 escudos per litre, as well as on all fortified wine with a price of less than 200 escudos per litre, the tax was 30 per cent. On table wine with a price of more than 110 escudos per litre, as well as on all fortified wines with a price of over 200 escudos per litre, the special tax was 45 per cent. Furthermore, there were also some smaller taxes levied on wine such as a production tax, bottling tax and area tax (Brown, Dewar & Wallace, 1982).

Because of the methods of taxation it is difficult to give precise comparative figures for the tax burden of different alcoholic beverages in the early 1980s. It can, however, be mentioned that the price of a litre of pure alcohol in the form of ordinary beer included 282 escudos as taxes. At the same time a litre of pure alcohol in the form of cheap brandy was taxed at 35 escudos, a litre of alcohol in the form of vodka at 687 escudos, and a litre of pure alcohol in the form of cheap table wine at 8 escudos. The special tax on medium-priced wine ranged from 100 to 280 escudos per litre of pure alcohol, and in a litre of fortified wine the special tax depended on the price, either 337 or 568 escudos per litre of pure alcohol. Consequently, the relative weight of special taxes in relation to alcohol content was the smallest for inexpensive table wine. Also, inexpensive popular distilled beverages such as bagaco, brandy and rum carried only half of the taxes of alcohol in ordinary beer. On the other hand, alcohol in red wine of better quality or in moderately priced gin or in better quality port was taxed at twice the rate for alcohol in the form of beer (Brown, Dewar & Wallace, 1982). In the mid-1980s, the total tax burden as percentage of the price of the beverage was 19 to 23 per cent for beer, 15 per cent for popularly priced brandy and from zero to 15 per cent for inexpensive or moderately priced wine (Horgan, Sparrow & Brazeau, 1986).

From 1986 on, the special tax on beer continued to be levied per hectolitre of beer, whereas special taxes on distilled spirits and wine were changed to a production tax and a package tax, the package tax being the more important. This change was based on Portugal's entry into the European Communities (EC), when a broad-based value added tax (VAT) system replaced the earlier turnover taxes. In this new system, the VAT on ordinary commodities (including most alcoholic beverages) was 8 per cent, while it was 17 per cent on most other commodities, and 30 per cent on luxury commodities including old brandies and the like. For basic commodities, including the cheapest wines, the VAT was put at zero. Even after this change, alcohol in the form of cheap wines and spirits was much less taxed than alcohol in the form of beer (Sparrow et al., 1989).

In 1988 the alcohol tax system was changed again. Beer continued to be taxed on the per hectolitre basis. In 1985 the tax rate for beer was increased to 1,500 escudos per hectolitre, but then decreased again to 1,200 escudos in 1986. After 1988 the special tax on beer was increased by 300 escudos each year, reaching the level of 2,400 escudos in 1992. From 1988 on, distilled spirits have been taxed on the basis of the alcohol content. In 1988 the tax rate was 50,000 escudos per hectolitre of pure alcohol in the finished product. In 1991 it was raised to 100,000 escudos. Since 1988 wine has not been subject to excise duties. By 1991, the alterations to the excise duty and value added tax system have changed the relative burden of taxes on alcoholic beverages so that alcohol in the form of beer was taxed twice as heavily as in wine, and the tax burden per litre of alcohol in distilled spirits was 2.5 times the tax burden of alcohol in beer.

Since 1992, the excise duty rate for beer has been increased five times before reaching the current level of 2,820 escudos per hectolitre for the most common beer or beer over 8 to 11 degrees of Plato. The excise duty rate for distilled spirits has been raised five times since 1991, and it is now 162,200 escudos per hectolitre of pure alcohol in the finished product. The excise duty rate for wine is still zero escudos per hectolitre of the product.

Under a budget law in March 1992, major alterations were made to the system of VAT rates, as part of the government's efforts to increase revenues by 31 per cent. The zero tax rate was abolished and replaced by a reduced rate of 5 per cent. The rates of 8 and 17 per cent for most other goods were converted to 16 per cent. All products previously subject to zero VAT rate, and certain products formerly at the VAT rate of 8 per cent, including table wine, were to be taxed at 5 per cent. Beer, which had been taxed at 8 per cent, was subjected to the higher rate of 16 per cent. A VAT of 30 per cent still applied to distilled spirits (Hurst, Gregory & Gussman, 1997). The standard VAT rate was raised to 17 per cent in 1995, and nowadays this rate is applied to beer, distilled spirits and intermediate products. The reduced VAT rate of 5 per cent is still applied to table wine.

Calculated on the basis of alcohol included in the beverages, the total tax burden, VAT and excise duties, is highest on distilled spirits. It is nearly twice the tax burden on beer. Alcohol in beer, in turn, is taxed nearly six times as much as alcohol in the form of table wine. Because of the VAT, 5 per cent of wine prices consist of taxes. In beer prices, the total tax burden, including excise duties and VAT, is about 28 per cent, and about half of the prices of distilled spirits consists of special taxes on alcoholic beverages (Hurst, Gregory & Gussman, 1997).

Changes in excise duty levels referred to above are given in nominal values. During the 1950-2000 period, the value of the Portuguese currency has decreased because of inflation. The increase in general price level in Portugal in the 1960-2000 period as described by the consumer price index (CPI) is given in table 15.3.

Table 15.3. Consumer price index in Portugal, 1960-2000, 1995 is 100

Year	1960	1965	1970	1975	1980	1985	1990	1995	2000
CPI	1.6	1.9	2.5	5.1	14.5	41.2	70.6	100.0	114.1

Source: OECD, Main Economic Indicators, March 2000 CD-ROM.

When comparing the changes in excise duty rates to the CPI, it is quite clear that excise duty rates in real terms have increased for distilled spirits during the 1990s. They have in fact doubled in real terms. The excise duty rates for beer have increased in the 1990s along with general prices, but in the 1980s the general prices clearly increased faster than the beer excise duties, which meant decreases in the real excise duty levels for beer. Also the changes in VAT have increased the real tax burden of alcoholic beverages in the 1990s. One should, however, remember that taxes are only one component of prices.

The real price of all alcoholic beverages shows quite large changes. There was first a decrease of 20 per cent in the first half of the 1960s, followed by an increase of 75 per cent in the 1965-1974 period. After some fluctuations in the second half of the 1970s, the real price dropped by about 40 per cent in the first half of the 1980s, but increased again by 50 per cent from 1987 to 1989. After that the real price decreased somewhat, but increased again in 1992. In the mid-1990s, the real price index of alcoholic beverages is on the same level as in the early 1970s, some 25 per cent higher than at the beginning of the 1960s (Leppänen, 1999).

Alcohol advertising

Alcohol advertising was regulated for the first time by the law 29/81, the base for consumers' defence, from August 22, 1981. According to article 16 of this law, special legislation shall rule the prevention and repression of misleading advertising and dishonest activities or restraining competition. Law Decree (303/83) from July 28, 1983 created the Advertising Code, according to which no advertising of alcoholic drinks was allowed between 6 p.m. and 10 p.m.

The law of the base for consumers' defence (330/90) was revised in 1995 (law 6/95). According to the law, advertising of alcoholic beverages on television and radio is prohibited between 7 a.m. and 9.30 p.m., and television commercials are not allowed to show alcoholic beverages being consumed. The alcohol industry follows a self-regulating code which states the conditions under which alcohol advertising is allowed, regardless of the media used. Advertising will only be allowed

- when it is not directed at minors and does not encourage them to drink alcoholic beverages,
- when it does not encourage excessive alcohol consumption,
- when it does not underrate non-drinkers,
- when it does not suggest success, social acceptance or special aptitudes as a result of alcohol consumption,
- when it does not imply the existence of therapeutic properties or stimulant or sedative effects in alcohol consumption,

- when it does not associate the consumption of alcoholic drinks with sports activities and driving,
- when it makes no reference to alcoholic content as a positive trait, and
- when advertisements for alcoholic beverages cannot be shown in hospitals or places of relaxation.

These restrictions are fairly effectively enforced. The advertising of beer and distilled spirits is also banned on billboards and in cinemas (ECAS APQ, 1999).

The advertising of alcoholic drinks, along with the promotion of tobacco or any kind of pornographic material, is not legal in teaching establishments, as well as in publications, programmes or activities specially dedicated to minors. It is important to mention that the law on advertising tries to separate alcohol from sports and cultural activities (ECAS APQ, 1999).

Education and information

The Education Programme for Health was worked out some years ago by the Ministry of Education and the Ministry of Health. It seeks to prevent alcoholism and dependencies on toxic substances in general and to promote healthy lifestyles. Themes related with alcohol were introduced in the elementary and secondary school curriculum.

Responding to the European Charter on Alcohol and the targets set in the European Alcohol Action Plan of the World Health Organization (WHO), the General Directorate of Health published its alcohol-related goals for the year 2002 and the objectives for 2007. To educate teachers and health personnel accordingly, the health centres, in coordination with the health sub-regions and with the support of the alcoholism centres, should train 20 per cent of the teachers each year until 2002, and provide local health technicians with knowledge, in order to reduce alcohol consumption by 10 per cent by 2002.

Since 1985, Portugal has been involved in the WHO collaborative study on Community Response to Alcohol-Related Problems. The objectives of the study were to find out the nature and extent of alcohol problems in urban and rural areas, to identify high-risk groups and to seek alternative solutions to alcohol-related problems through analysis of attitudes and responses in the communities. A number of private sector organisations have been involved in programmes aimed at reducing drinking and driving. In several wine producing regions, programmes have been introduced in primary schools to address problems related to high consumption of wine by young people. The Department of Education, in cooperation with various organisations, has developed several campaigns targeted on families, and young boys in particular, to encourage consumption of milk in lieu of alcoholic beverages. According to an EC survey of youth, 77 per cent of those interviewed in Portugal had received alcohol education at school. It was the highest number amongst the member nations (Hurst, Gregory & Gussman, 1997).

No public and school education on alcohol problems has been carried out nation-wide, but some action has been taken through the three zone centres. In the Coimbra and Oporto zone, particular efforts have been made in the two areas where the WHO collaborative study on community response to alcohol-related problems was located. These efforts have concentrated on providing education on alcohol problems to schoolteachers and pupils and their parents, and to pregnant and nursing mothers, in the collaboration with key personnel in the communities. Training courses were given to over one third of the general practitioners working in the district of Viseu, and to some other health personnel (Moser, 1992).

In Oporto, following a survey of drinking habits in a large public transport enterprise, the results were discussed at meetings with members of the staff, and a preventive programme was established comprising training of workers in alcoholism and preparation of educational and information materials. In Coimbra, the Centre for Rehabilitation of Alcoholics has participated since 1987 in the country-wide integrated intervention programme of non-communicable diseases supported by the WHO. A strategy of preventive activities has also been developed, with an evaluation every five years. Integrated health action will be carried out in the district of Setubal, and probably extended to other areas (Moser, 1992).

In 1988 three regional alcoholology centres were established. Their main objectives were to educate and inform of the prevention of alcohol-related problems. The technical council on alcoholology, started by the dispatch from the Secretary of State for Health no. 275/93, resulted in a proposal to increase the ministry's interest in matters concerning alcohol. Three of the participants in this commission in 1988 were the directors of the regional alcoholology centres.

There are no nation-wide non-governmental organisations acting as pressure groups for preventive alcohol policy. On the other hand, there are organisations like the League of Friends of Health and Wine (LASVIN) and the CONFRARIAS being much interested in increasing wine consumption. LASVIN was founded in 1995 to promote moderate consumption of wine. At the League's inauguration ceremonies, the Minister of Agriculture stated: "Wine is not an enemy of well-being. On the contrary, it is a friend of health when it is consumed in moderation." (Hurst, Gregory & Gussman, 1997).

Drunk driving

At the beginning of 1982 the blood alcohol (BAC) limit was set at 0.08 per cent. According to article 292 of the penal code, those who by gross negligence drive a vehicle with a BAC rate equal to or higher than 0.12 per cent can be fined or sentenced to one year's imprisonment. According to traffic legislation from 3 January, 1998, it is not permitted to drive under the influence of alcohol. The driver with a BAC equal to or higher than 0.05 per cent is defined as under the influence of alcohol. Drivers who are caught will be fined and their driving licence will be suspended.

A new Law Decree (162/2001) from May 22, 2001, which came into force in October 2001, further decreased the BAC limit to 0.02 per cent. Drivers who are caught with a BAC higher than 0.02 but lower than 0.05 per cent are fined. A judge can also suspend

the driving licence of an offender or, as an alternative depending on the offender's previous behaviour, sentence him/her to collaborate in prevention campaigns against drunk driving or to participate in promoting traffic safety. On November 30, 2001, however, the Republic Assembly decided to postpone the decrease of the BAC-limit for a period of 10 months.

Blood alcohol levels are verified by a breathalyser test, and individuals may request a blood test in confirmation. Licence suspension periods for impaired drivers are determined by a judge (Hurst, Gregory & Gussman, 1997). Drunk driving laws are quite effectively enforced (Harkin, 1995).

Portugal does not have any special law concerning public drunkenness or drinking in a public place. Only if drunken individuals are aggressive and threaten the safety of other people will the police react.

Administrative structure of treatment for alcoholism

The current administrative structure of treatment for alcoholism is exactly the same as for prevention, and the changes since 1950 in the structure of treatment for alcoholism are also the same as those for the prevention of alcohol problems (ECAS APQ, 1999).

Summary

At the beginning of the 1950s, Portugal did not have any comprehensive or conscious alcohol policies or similar structures. In many reports Portugal was in fact mentioned as one of the last fortresses of alcohol industries, without any preventive alcohol policies. However, Portugal has a long history with viticulture, and wines have been an important economic issue for many centuries. This means that Portugal had a certain kind of alcohol control structure in the 1950s for safeguarding the economic interests involved in wine production and export. Producers, wholesalers and importers of alcoholic beverages needed a licence, whereas off-premise retailers of alcoholic beverages have been freed from any licences.

There has never been a real temperance movement in Portugal. Despite this and despite the quite effective informal social control there have been age limits set at 16 years for on-premise consumption by youngsters. There have also been regulations on permitted hours, which have, however, not been specific to alcohol. Alcoholic beverages, especially beer and distilled spirits, have been taxed, and nowadays the taxes are somewhat higher than the minimum rates required by the EU. There are also regulations concerning alcohol advertising, and government-funded action on alcohol education and information.

The collaborative WHO study called the Community Response to Alcohol-Related Problems in the 1980s to a considerable extent acted as a catalyst for the current alcohol policy discussions and measures in Portugal. The three regional alcoholology centres were founded in the late 1980s, and activities in the alcohol field greatly increased in the late 1980s. Also the European Alcohol Action Plan and the European Alcohol

Charter accepted in Paris in 1995 are very often mentioned as the motivation for national preventive alcohol policy measures in Portugal. It is perhaps too much to say that Portugal at the moment has an alcohol control system but it definitely has an alcohol action plan, and the coming years will show how the proposals accepted by the Council of Ministers in December 2000 will be enforced.

During the last fifty years, total alcohol consumption has decreased in Portugal, and during the last decades alcohol policy activity has increased. It is still totally clear that developments in alcohol consumption cannot be explained by changes in alcohol control measures. From the point of view of alcohol research, the fact that preventive alcohol policy issues have been put on the political agenda is, however, very important, and Portugal may offer a fine case for conducting a study of how alcohol issues have been raised and put on the political agenda.

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Appendix 15.1.

Resolution of the Council of Ministers NR. 166/2000

Chapter II

Action orientations and measures to implement

I - Promotion and education for health

- 1) Develop and support promotion and education programmes for health in the ambit of alcoholology, including development of public information campaigns, consideration in the school curriculum and awareness actions and training for specific groups that pay attention to the risks of an excessive, inopportune or inconvenient consumption of alcoholic drinks, namely at the level of:
 - a) Pernicious consequences to the foetus and baby's health from maternal consumption during pregnancy and suckling period;
 - b) Induction of instability and emotional and organic perturbations among children and youngsters, with interference in the learning level and with intellectual capacities in general, as well as in adaptation capacity to the social environment, due to living with excessive consumers or alcohol addicts or to consuming alcoholic drinks themselves;
 - c) Increase of disturbances in family relationships, particularly as concerns the domestic violence, violence towards youngsters and social violence;
 - d) Potential risk behaviours among consumers and those around them, particularly acute intoxication among youngsters, such as:
 - Aggressive and violent attitudes;
 - Dangerous driving;
 - Sexual relations without protection and/or unwanted relations and with casual partners;
 - Higher susceptibility to the consumption of drugs and disturbances in nutrition, attempts at suicide, and suicide;
 - e) High levels of labour and traffic accidents;
 - f) Interference with the productivity and quality of labour activities;
 - g) Other direct and indirect repercussions at the mortality and morbidity level, particularly:
 - By repetitive lesions in several organs and systems in the digestive system (in particular, the liver, the stomach and the pancreas);
 - The relationship with the induction of malign tumours (specially in the digestive system, liver, larynx and potentially the breast of young women) and several pathologies of the central nervous system and the cardiovascular system (particularly, arterial hypertension and hemorrhagic cerebral vascular accidents).
- 2) To publish and divulge the European Charter on Alcohol, adopted by the European Conference on Alcohol (Paris, 1995), as well as the European Action Plan on Alcohol (2000-2005) elaborated by the WHO.

- 3) To promote and disseminate epidemiological studies and research on the evolution of alcohol-related problems.
- 4) To promote information and awareness campaigns for health professionals, as well as for educators and the police, keeping in mind all those problems and taking into consideration the situations of use (and abuse) of alcoholic drinks by youngsters, so as to effect articles No. 3 and No. 2 of the Law of Protection for Children and Youngsters at Risk, reporting such cases to the competent authorities (child and youth protection commissions and courts of law).

II - Clinical action and investigation

To create a national network, based on the alcoholology regional centres (with a coordination function) and the mental health local services, with links to primary health care units and to general hospitals, which assures the cooperation on effective and accessible preventive actions and diagnosis methodologies and treatment, as well as support to structures of psychosocial rehabilitation for alcohol addicts and alcoholic patients, together with the investigation of alcohol-related problems.

III - Legislation and fiscalisation

- 1) Definition of alcoholic drink - in the context of this action plan, an alcoholic drink is any drink that, by addition or fermentation, contains an alcohol level higher than 0.5°.
- 2) In the ambit of the Advertising Code:
 - a) To broaden the period of prohibition of advertising any alcoholic drinks on television and radio until 10.30 p.m., by means of alteration to the Advertising Code;
 - b) To include in the labels of all alcoholic drinks, messages informing about the damages caused by its consumption, specially by youngsters, pregnant women and women in the suckling period, and that excessive, inopportune or inconvenient consumption causes serious damages to the health;
 - c) To prohibit the sponsoring of any sporting events by trademarks of alcoholic drinks, as well as cultural and recreational activities directed to youngsters;
 - d) To assure that the national symbols are not associated with the advertising of alcoholic drinks (article 7, No. 2, paragraph a) of the Advertising Code);
 - e) To prohibit the sponsoring of the national selections by any trademark of alcoholic drinks.
- 3) In what concerns the sale/consumption of alcoholic drinks in shops or enterprises:
 - a) To prohibit the sale and consumption of alcoholic drinks at the site of sale to persons of less than 18 years of age, and to adults who are obviously under the influence of alcohol, in any commercial establishments, with responsibility given to the sellers, and to report an offence of violating this prohibition, foreseeing that the repeated offences shall result in penalties of increasing

- severity and, as an auxiliary measure, providing for the potential revocation of the permit or licence of utilisation;
- b) To reinforce the supervision on the sale and consumption of drinks in restaurants and other places where persons under 18 years of age frequently go;
 - c) To provide for the affixing of the norms mentioned in paragraph a), in a visible location, at all places where alcoholic drinks are sold;
 - d) To provide for the explicit differentiation at self-service commercial establishments, regardless of their size, of the places where alcoholic and non-alcoholic drinks are displayed;
 - e) To prohibit the availability of alcoholic drinks by means of vending machines;
 - f) To define an area around schools of any levels and any other establishments directed to children or youngsters where new establishments selling alcoholic drinks shall be prohibited, including movable facilities providing alcoholic drinks;
 - g) To prohibit the sale and consumption of alcoholic drinks at service areas on the freeways from 8 p.m. to 6 a.m.;
 - h) To prohibit the sale and availability of alcoholic drinks at the workplaces of the public administration, with the exception of fermented drinks at defined major meal times;
 - i) To prohibit the sale and availability of any kinds of alcoholic drinks at restaurants accessible to the public at health establishments;
 - j) To include in the curriculum of restaurant professionals training in method of dealing with intoxicated customers, as well as means of intervention in the prevention of intoxication;
 - k) To call the attention of the associations of alcoholic drinks producers, industries and sellers to the elaboration of a code of self-regulation, following the example of so many countries in the European Union.
- 4) In what concerns traffic accidents:
- a) To reduce the maximum value of alcohol in the blood allowed to the drivers of emergency vehicles and school transportation to 0 per cent;
 - b) To deduce the maximum value of alcohol allowed in the following groups of drivers to 0.03 per cent:
 - drivers of taxis and buses or trucks transporting merchandise;
 - persons whose driving licence for any kind of motorised vehicles has not yet reached two years.
- 5) In fiscal and financial matters - to finance promotion and education for health campaigns and the development of research, treatment and rehabilitation measures:
- To introduce taxes on consumption applicable to different classes of alcoholic drinks, varying as a function of the kind of drink and alcoholic grade;
 - To implement the applicable penalties for infractions in the areas of advertising and selling of alcoholic drinks;
 - To change the Code of Judicial Fees so that there is a reversion of part of the value of the legal actions related to infractions involving by the abuse of alcoholic drinks.

Source: The Appendix is a translation from Republic Diary - 1 Series, B, No. 276, 29th November 2000, 6841-1843.

Appendix 15.1.

Resolution of the Council of Ministers NR. 166/2000

Chapter II

Action orientations and measures to implement

I - Promotion and education for health

- 5) Develop and support promotion and education programmes for health in the ambit of alcoholology, including development of public information campaigns, consideration in the school curriculum and awareness actions and training for specific groups that pay attention to the risks of an excessive, inopportune or inconvenient consumption of alcoholic drinks, namely at the level of:
 - h) Pernicious consequences to the foetus and baby's health from maternal consumption during pregnancy and suckling period;
 - i) Induction of instability and emotional and organic perturbations among children and youngsters, with interference in the learning level and with intellectual capacities in general, as well as in adaptation capacity to the social environment, due to living with excessive consumers or alcohol addicts or to consuming alcoholic drinks themselves;
 - j) Increase of disturbances in family relationships, particularly as concerns the domestic violence, violence towards youngsters and social violence;
 - k) Potential risk behaviours among consumers and those around them, particularly acute intoxication among youngsters, such as:
 - Aggressive and violent attitudes;
 - Dangerous driving;
 - Sexual relations without protection and/or unwanted relations and with casual partners;
 - Higher susceptibility to the consumption of drugs and disturbances in nutrition, attempts at suicide, and suicide;
 - l) High levels of labour and traffic accidents;
 - m) Interference with the productivity and quality of labour activities;
 - n) Other direct and indirect repercussions at the mortality and morbidity level, particularly:
 - By repetitive lesions in several organs and systems in the digestive system (in particular, the liver, the stomach and the pancreas);
 - The relationship with the induction of malign tumours (specially in the digestive system, liver, larynx and potentially the breast of young women) and several pathologies of the central nervous system and the cardiovascular system (particularly, arterial hypertension and hemorrhagic cerebral vascular accidents).
- 6) To publish and divulge the European Charter on Alcohol, adopted by the European Conference on Alcohol (Paris, 1995), as well as the European Action Plan on Alcohol (2000-2005) elaborated by the WHO.

- 7) To promote and disseminate epidemiological studies and research on the evolution of alcohol-related problems.
- 8) To promote information and awareness campaigns for health professionals, as well as for educators and the police, keeping in mind all those problems and taking into consideration the situations of use (and abuse) of alcoholic drinks by youngsters, so as to effect articles No. 3 and No. 2 of the Law of Protection for Children and Youngsters at Risk, reporting such cases to the competent authorities (child and youth protection commissions and courts of law).

II - Clinical action and investigation

To create a national network, based on the alcoholology regional centres (with a coordination function) and the mental health local services, with links to primary health care units and to general hospitals, which assures the cooperation on effective and accessible preventive actions and diagnosis methodologies and treatment, as well as support to structures of psychosocial rehabilitation for alcohol addicts and alcoholic patients, together with the investigation of alcohol-related problems.

III - Legislation and fiscalisation

- 6) Definition of alcoholic drink - in the context of this action plan, an alcoholic drink is any drink that, by addition or fermentation, contains an alcohol level higher than 0.5°.
- 7) In the ambit of the Advertising Code:
 - f) To broaden the period of prohibition of advertising any alcoholic drinks on television and radio **from 7 a.m. to 10.30 p.m.**, by means of alteration to the Advertising Code;
 - g) To include in the labels of all alcoholic drinks, messages informing about the damages caused by its consumption, specially by youngsters, pregnant women and women in the suckling period, and that excessive, inopportune or inconvenient consumption causes serious damages to the health;
 - h) To prohibit the sponsoring of any sporting events by trademarks of alcoholic drinks, as well as cultural and recreational activities directed to youngsters;
 - i) To assure that the national symbols are not associated with the advertising of alcoholic drinks (article 7, No. 2, paragraph a) of the Advertising Code);
 - j) To prohibit the sponsoring of the national selections by any trademark of alcoholic drinks.
- 8) In what concerns the sale/consumption of alcoholic drinks in shops or enterprises:
 - l) To prohibit the sale and consumption of alcoholic drinks at the site of sale to persons of less than **16** years of age, and to adults who are obviously under the influence of alcohol, in any commercial establishments, with responsibility given to the sellers, and to report an offence of violating this prohibition, foreseeing that the repeated offences shall result in penalties of increasing

severity and, as an auxiliary measure, providing for the potential revocation of the permit or licence of utilisation;

- m) To reinforce the supervision on the sale and consumption of drinks in restaurants and other places where persons under **16** years of age frequently go;
 - n) To provide for the affixing of the norms mentioned in paragraph a), in a visible location, at all places where alcoholic drinks are sold;
 - o) To provide for the explicit differentiation at self-service commercial establishments, regardless of their size, of the places where alcoholic and non-alcoholic drinks are displayed;
 - p) To prohibit the availability of alcoholic drinks by means of vending machines;
 - q) To define an area around schools of any levels and any other establishments directed to children or youngsters where new establishments selling alcoholic drinks shall be prohibited, including movable facilities providing alcoholic drinks;
 - r) To prohibit the sale and consumption of alcoholic drinks at service areas on the freeways from 8 p.m. to 6 a.m.;
 - s) To prohibit the sale and availability of alcoholic drinks at the workplaces of the public administration, with the exception of fermented drinks at defined major meal times;
 - t) To prohibit the sale and availability of any kinds of alcoholic drinks at restaurants accessible to the public at health establishments;
 - u) To include in the curriculum of restaurant professionals training in method of dealing with intoxicated customers, as well as means of intervention in the prevention of intoxication;
 - v) To call the attention of the associations of alcoholic drinks producers, industries and sellers to the elaboration of a code of self-regulation, following the example of so many countries in the European Union.
- 9) In what concerns traffic accidents:
- c) To reduce the maximum value of alcohol in the blood allowed to the drivers of emergency vehicles and school transportation to 0 per cent;
 - d) To deduce the maximum value of alcohol allowed in the following groups of drivers to **0.05 per cent**:
 - drivers of taxis and buses or trucks transporting merchandise;
 - persons whose driving licence for any kind of motorised vehicles has not yet reached two years.
- 10) In fiscal and financial matters - to finance promotion and education for health campaigns and the development of research, treatment and rehabilitation measures:
- To introduce taxes on consumption applicable to different classes of alcoholic drinks, varying as a function of the kind of drink and alcoholic grade;
 - To implement the applicable penalties for infractions in the areas of advertising and selling of alcoholic drinks;

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