



Drug Problem in Himachal Pradesh: Searching for Truth and Solutions



A Report by
Institute For Narcotics Studies and Analysis (INSA)

Based on
A Conference held at Dev Sadan, Kullu, Himachal Pradesh

From
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This publication has been compiled and summarized from the views expressed and information provided by various speakers, experts and participants during the aforesaid conference and is intended to serve as a guide to members/stakeholders and does not purport to be a legal document.

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- INSA expresses its deep gratitude to Shri Virbhadra Singh, Hon'ble Chief Minister of Himachal Pradesh for formally inaugurating the conference and for making very encouraging and thought provoking opening remarks, virtually setting the tone for the conference.
- INSA is thankful to the various Union Ministries, Departments and agencies working under the Government of India for having nominated concerned officers to participate in the Conference and make presentations on a number of subjects concerning their individual jurisdictions during the three-day conference.
- INSA thankfully acknowledges the support extended to it by the Government of Himachal Pradesh by nominating participants from all the concerned Ministries, Departments and agencies of the State who shared useful information and their experiences with other participants.
- INSA is grateful to representatives of media, NGOs and other members of civil society who actively participated in the conference and made purposeful contribution.
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- INSA expresses its gratitude to print and electronic media for giving an appropriate coverage of the conference and for bringing into focus various drug related issues of Himachal Pradesh through their reports.

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EXECUTIVE SUMMARY

- 1.1. This report provides an overview of the prevailing drug problem in the State of Himachal Pradesh, gathered as a result of the three day conference on '*Drug Problem in Himachal Pradesh: Searching for Truth and Solutions*' (**'the Conference'**) held in Kullu from 18 to 20 April, 2016. The report summarises the proceedings of the Conference, and highlights the weaknesses of the current drug control regime and makes recommendations to remedy the worsening situation in the State.
- 1.2. The State of Himachal Pradesh is well known for its natural beauty and is one of the most popular tourist destinations in the world. Unfortunately, this beautiful State has also come to be known for widespread illicit cultivation of cannabis and opium poppy. Illicit drugs produced in the State attract traffickers from all over the world. Involvement of some foreign nationals settled in certain drug sensitive areas of the State, in drug trafficking, is widely talked about. Considerable drug addiction, particularly among the local youth too has been noticed and is said to be increasing. Needless to say that there is an urgent need to address the drug problem in Himachal Pradesh and find solutions to it.
- 1.3. Having considered this scenario, INSA felt that an in-depth study to understand the real causes for persistence of the drug problem in Himachal Pradesh and an attempt to offer working solution in a holistic manner is the need of the hour. This thought impelled INSA to organise this conference titled as '*Drug Problem in Himachal Pradesh: Searching for Truth and Solutions*' at Kullu in April, 2016.
- 1.4. Keeping the objectives of the Conference in view, INSA invited policy makers as well as drug law enforcement officials from the Central Government and the Government of Himachal Pradesh to participate in the deliberations. Besides, NGOs operating in the area, academicians, horticulturists, UNODC expert, doctors, lawyers, media, industrial user of hemp, social and health workers, local youth and village Pradhans of the area were invited.
- 1.5. The agenda for the Conference was designed so as to enable and encourage participants to discuss and deliberate on following issues and questions in a frank atmosphere:
 - What is the perception of the drug law enforcement authorities of the Central and State governments about the nature, extent and dimensions of drug problem in Himachal Pradesh? Why the problem persists and what are the measures in place to tackle it?
 - How do the people and institutions outside the Government perceive the drug problem in Himachal Pradesh? What measures, in their opinion, would help solve the problem?
 - What, the experts think, should be done to effectively deal with the problem of illicit cultivation of cannabis and opium poppy and manufacture of /trafficking in their derivatives in Himachal Pradesh?

- What strategy should be adopted to neutralise the foreigners suspected to be involved in drug problem in Himachal Pradesh?
- What needs to be done to contain drug consumption in Himachal Pradesh?
- What is the state of de-addiction and rehabilitation facilities in Himachal Pradesh and what needs to be done to improve them?
- In addition to the law enforcement, what other measures, for example innovations in laws relating to cannabis or industrial/medicinal use of cannabis, can assist in tackling the drug problem in Himachal Pradesh?
- In addition to and along with the law enforcement, how economic development providing alternative means of livelihood to those engaged in illicit cultivation of cannabis/opium poppy in Himachal Pradesh can assist in tackling the problem of illicit cultivation?

1.6. **During the Conference, it emerged from the deliberations that-**

- The fact of an unchecked and widespread illicit cultivation of cannabis and opium poppy on private as well as on forest land in several districts of Himachal Pradesh, namely, Kullu, Mandi, Chamba, Sirmour, Kangra and Shimla is a common knowledge and also admitted by the law enforcement authorities of the State.
- Efforts made by the Central and State government agencies so far to stop illicit cultivation, trafficking and consumption of drugs in the State have failed to produce desired results.
- Law enforcement is not able to focus on big traffickers.
- Coordination between drug law enforcement, drug demand reduction and all other agencies dealing with drug issues in any manner in the State is lacking.
- The State does not have adequate exclusive manpower for drug law enforcement in the field. The Superintendent of Police, (Narcotics), CID, Shimla does not have adequate number of personnel to undertake law enforcement work. Same is the situation at district level.
- The State authorities feel that there is not much they can do to track foreigners' movement and they expect better cooperation from the Foreigners Regional Registration Office (FRRO), Ministry of External Affairs (MEA) and Ministry of Home Affairs (MHA) to be able to keep them under check.
- The existing drug law enforcement training facilities are not adequate and need to be improved.
- Drug addiction, particularly amongst the youth, is on the rise. Reports of drug use among school going children is a cause of concern and needs to be taken seriously and addressed.

- There is no reliable data on drug problem of the State, particularly relating to the extent and pattern of drug use and number/profile of drug users in the State, to help frame effective drug demand reduction and treatment policies.

No effective demand reduction measures seem to be in place in the State. Law enforcement alone will not be able to contain drug abuse in the State.

The current awareness programmes are not adequate and are also not tailor-made to cater for every section of the local population.

- Despite frequently made observations by the State functionaries that farmers engaged in illicit cultivation should be provided alternative means of livelihood, not enough seems to have been done in the State to dissuade farmers from cultivating illicit drugs by providing viable options to them to switch over to such means. There is lack of information and expertise in the State to be able to develop sustainable alternatives, which the farmers in drug producing areas will be ready to adopt happily.
- It would be worthwhile to examine relevance of innovative drug control methods tried elsewhere for their suitability in the State.

1.7. Based on the findings and conclusions made, INSA's recommendations are as follows.

1.7.1. **A. Drug Law Enforcement, Coordination and Training:**

(a) **Immediate enforcement measures against illicit cultivation:**

- (i) As an immediate measure and also to demonstrate the political will, the State must use all its available resources to wipe out illicit cultivation of cannabis/opium poppy on forest /government lands.
- (ii) Further, the Police and the Revenue authorities must use all available means of communication to effectively advise farmers in areas prone to illicit cultivation that they must not cultivate illicit crops and if they do, they would be legally proceeded against apart from destruction of the illicit crops.
- (iii) Tehsildars/Patwaries and Forest department officials should be suitably and adequately empowered under the law and tasked with some amount of accountability to report illicit cultivation in their jurisdictions to higher authorities for destruction.
- (iv) Destruction campaigns must continue against the illicitly cultivated crops.

(b) **Medium and long term measures:**

- (i) Having regard to extent of illicit cultivation of cannabis and opium poppy, resultant trafficking in drugs, and drug abuse in the State of Himachal Pradesh, and also the need that suitable administrative and preventive measures should emanate in a holistic manner from the highest echelons of the State administration, it is recommended that an exclusive drug enforcement

authority should be established under a Secretary level officer of the State to ensure proper coordination between different agencies dealing with the subject of narcotic drugs and psychotropic substances within the State as well as with the Government of India and its agencies.

- (ii) The State should undertake a needs-assessment exercise and strengthen law enforcement and other drug control machinery in the districts where large scale illicit cultivation of cannabis and opium poppy on privately owned or on forest land is reported and also in respect of the setup of the Supdt of Police (Narcotics), CID (Narcotics Cell), Shimla (HP).
- (iii) Infrastructure for training of drug law enforcement and others concerned should be improved and frequent drug law enforcement training programmes, with special emphasis on the peculiarities of the drug problems of the State, should be held. Refresher training programmes, including information on the latest trends in drug trafficking and drug abuse, should be conducted regularly.
- (iv) Given that a large number of foreigners of different nationalities and origins have managed to stay in drug sensitive areas of the State, and some of them are reported to be indulging in drug trafficking and promoting other illegal drug related activities, the Government of India should review the current regulatory mechanism for monitoring movement of foreigners in the State. The Government of India and the State Government should draw up an effective plan to screen the entry and subsequent movement of foreigners in the State. The current drug situation in the State calls for appropriate legislative and administrative changes relating to movement foreigners.

1.7.2. **B. Demand Reduction Policies and Measures:**

- (i) Governments of India and Himachal Pradesh should, as soon as possible, conduct a survey to ascertain the extent and pattern of drug use and profile of drug users to systematically assess the magnitude and nature of drug problem in the State and work out a drug abuse control policy and an action plan based upon the findings of such a survey.
- (ii) The policy should, no doubt, lay emphasis on acknowledging drug use as a health issue with primary focus of the response on prevention, treatment, rehabilitation and economic measures and not punitive actions.
- (iii) Treatment facilities should be available at primary, secondary and tertiary care levels. In addition, Department of Psychiatry, Indira Gandhi Medical College Hospital should be declared as a centre for development of drug addiction treatment protocols in the State.
- (iv) State government should support and expedite functioning of the 20 bedded inpatient facility in two government hospitals set up by health department in 1990s.

- (v) Inpatient facilities for de-addiction treatment should be available at district level hospitals.
- (vi) Government of India should examine whether decriminalization of small quantities of certain class of drugs for personal consumption could be attempted in India.

1.7.3. **C. Raising Awareness against illicit drugs:**

- (i) Both aggressive and assimilative awareness programmes should be undertaken to wean people away from drug abuse.
- (ii) Panchayati Raj Institutions (PRIs) should be encouraged to discuss and raise awareness against illicit drugs, including illicit cultivation, trafficking and consumption and their long term adverse consequences.
- (iii) Deceptive advertising of alcohol/tobacco products should be strongly opposed through local awareness campaigns as such substances are known to act as gateway tools/catalysts to harder illicit substances.
- (iv) Awareness raising campaigns should, inter alia, highlight that ailments of 'drug user parents' could be transferred to their children.
- (v) Schools should develop programmes to make children of certain age groups aware of the adverse consequences of drugs and drug abuse.

1.7.4. **D. Alternatives to illicit cultivation of cannabis and opium poppy:**

- (i) A project based approach, duly supported by the Central and State Governments, for raising high yield apple plantations through latest technology should be adopted for a specific period of time in areas under illicit cultivation of cannabis/opium poppy.
- (ii) Simultaneously, a committee of experts may be set up to ascertain other viable developmental alternatives in drug producing areas, including growing of other horticultural and herbal crops in areas presently under illicit cultivation.
- (iii) During the gestation period of any developmental projects that the State decides to run, farmers and their families participating in the projects shall need hand-holding, which should be ensured by the State.
- (iv) A strategy based on combination of both coercive methods and viable and well supported alternatives should be adopted.
- (v) Since cannabis is scientifically known to be a very good source of high quality fibre and biomass for a number of industrial uses and the NDPS Act read with the National Policy on Narcotics Drugs and Psychotropic Substances provides for cultivation of cannabis for medicinal and scientific purposes, the Government of India and the State Government should immediately make

use of these enabling legal provisions and allow research based industrial use of cannabis varieties having low tetrahydrocannabinol (THC), albeit with adequate safeguards against possible misuse thereof.

- (vi) A number of countries have already moved ahead in this field and India should not continue to lag behind in harnessing its natural resources.

1.7.5. **D. Consultation in policymaking:**

The recommendations made hereinabove are based upon the information shared during the three day conference by knowledgeable participants, mostly officials of the State and Central Governments dealing with the various aspects of narcotic drugs and psychotropic substances. These recommendations will obviously need further examination by the Government on the basis of available official record and consultations. It is felt that if need be this report may be referred to the NDPS Consultative Committee constituted under Section 6 of the NDPS Act for its advice.

INTRODUCTION

2.1. Backdrop

- 2.1.1. On 25th January, 1971 Himachal Pradesh, referred to as Dev-Bhoomi or “Land of God”, became the eighteenth State of the Republic of India. Himachal Pradesh is spread in an area of 55,673 square kilometres and is bordered by four States of the Union of India, namely Jammu and Kashmir on the north, the Punjab on the west, Haryana on South west, and Uttarakhand on the south east. Himachal Pradesh also has international border with Tibet Autonomous Region on east. The State, with a population of 68,64,602 people (2011 census) is divided into 12 districts, which are further subdivided into blocks and towns and villages for administrative convenience. Situated on high altitude, the State is dotted with spectacular snowy peaks in the north, plunging river valleys almost all over and has considerable expanses of verdant forests. Himachal Pradesh is known for its natural beauty and is one of the popular tourist destinations in the world.
- 2.1.2. Apart from its scenic beauty, Himachal Pradesh has also come to be known for another reason for quite some time past. Widespread illicit cultivation of cannabis and opium poppy in several parts of Himachal Pradesh and failure of law enforcement to check the same has become an issue of pressing contemporary relevance. Illicit drugs produced in the State attract traffickers from all over the world, some of whom have managed to lure local women from poor families into wedlock to secure a legitimate foothold in the State. Many of these foreigners are reportedly involved in illicit cultivation of cannabis, trafficking in and consumption of narcotic drugs. Malana and Kasol in Parbati Valley are among two of the many places known for such activities. Hashish produced in the region has become popular by the name ‘Malana cream’, an internationally known ‘brand’ in international drug trafficking circles. Some of these foreigners have expanded their business by opening restaurants/hotels that attract tourists, both national and international. Full moon rave parties, where drugs and alcohol is consumed freely, are too well known and an accepted fact. Permission to hold full moon parties is given by the district authorities. Of course, the permission includes serving only the alcoholic beverages and not the drugs, but it is common knowledge that drugs are freely consumed in these parties. No wonder then that the local youth too gets attracted to such events, resulting in a considerable increase in the number of addicts in the State. In the absence of a proper survey to assess the exact number of users or the extent of abuse in the State, it is not possible to make a reliable estimate of the extent of addiction in population. But, local people and the NGOs running treatment and rehabilitation centres in the State believe that the number of addicts is increasing. Several drug trafficking syndicates have come up who professionally organise inter-state drug trafficking. Unfortunately, quite a few in the State consider the illicit drug income and related activities as something that contributes to the economy of the State. Needless to say that drug problem in Himachal Pradesh is crying for an urgent solution.

2.1.3. However, no solution can be offered unless the reasons responsible for the persistence of the problem or rather its aggravation are properly understood. Many cite historical/cultural factors, geographical location of areas under illicit cultivation, economic condition of cultivators before and after taking up illicit cultivation, inadequate enforcement of drug laws and inadequacy in law enforcement machinery and absence of political will as reasons that sustain and support the drug problem in Himachal Pradesh. An in-depth study to understand all real causes for persistence of the drug problem in Himachal Pradesh and offer working solution in a holistic manner is the need of the hour. It is this thought that impelled INSA to organise this conference at Kullu in April, 2016.

2.2. Aims and objectives of the Conference

2.2.1. The Conference aimed at providing a platform for discussions to an array of experts that included drug law enforcement officials of Central and the State governments, policy makers, drug demand reduction professionals, scholars, NGOs, and local representatives on all aspects of the drug problem afflicting the State. The agenda for the Conference was designed to enable and encourage participants to discuss and deliberate on following issues and questions:

- How do the drug law enforcement authorities of the Central and State governments perceive the nature, extent and dimensions of drug problem in Himachal Pradesh? Why the problem persists and what are the measures in place to tackle it?
- How do the people and institutions outside the Government perceive the drug problem in Himachal Pradesh? What measures, in their opinion, would help solve the problem?
- What, the experts think, should be done to effectively deal with the problem of illicit cultivation of cannabis and opium poppy and manufacture of /trafficking in their derivatives in Himachal Pradesh?
- What strategy should be adopted to neutralise the foreigners suspected to be involved in drug problem in Himachal Pradesh?
- What needs to be done to contain drug consumption in Himachal Pradesh?
- What is the state of de-addiction and rehabilitation facilities in Himachal Pradesh and what needs to be done to improve them?
- In addition to the law enforcement, what other measures, for example innovations in laws relating to cannabis or industrial/medicinal use of cannabis, can assist in tackling the drug problem in Himachal Pradesh?
- In addition to and along with the law enforcement, how economic development providing alternative means of livelihood to those engaged in illicit cultivation of cannabis/opium poppy in Himachal Pradesh can assist in tackling the problem of illicit cultivation?

2.2.2. INSA was of the view that mere deliberations are not enough. Deliberations by experts must produce well considered suggestions and recommendations. It was, therefore, decided that after all the presentations and panel discussions were over, the participants should break into three working groups and each working group should be assigned an issue/issues to deliberate over and come up with their recommendations to solve such issue/issues. The agenda provided accordingly. The agenda tasked Working Group-1 comprising drug law enforcement officials from Centre and the State to ascertain reasons why the current laws, policies and measures have not succeeded in curbing the problem and to make recommendations how the enforcement can be made more effective and produce desired results. Working Group-2 was tasked to deliberate on the adequacy of demand reduction policies, facilities and measures and make suitable recommendations for improving treatment and rehabilitation facilities in Himachal Pradesh. Working Group-3 was to deliberate on the role that governments, media and NGOs should play in raising awareness against illicit cultivation, trafficking and consumption of drugs and make its recommendations.

Annotated agenda of the Conference marked as 'Annexure – A' is enclosed.

2.2.3. Keeping the objectives of the Conference in view, INSA invited policy makers as well as drug law enforcement officials from the Central Government and the Government of Himachal Pradesh to participate in the Conference. Besides, NGOs operating in the area, academicians, horticulturists, UNODC expert, doctors, lawyers, media, industrial user of hemp, social and health workers, local youth, village Pradhans of the area were invited. Further, in accordance with INSA's philosophy that knowledge and wisdom is not the preserve of experts alone and great ideas may emerge even from unexpected quarters, proceedings of the Conference were kept open to the public and some people who were not on the 'invitee list' did come in and participated and were heard with attention when they made their points.

List of participants marked as 'ANNEXURE-B' is enclosed.



2.3. Inauguration



- 2.3.1. Shri Virbhadra Singh, Hon'ble Chief Minister of Himachal Pradesh formally inaugurated the Conference on April 18, 2016 at Dev Sadan, Kullu.
- 2.3.2. In his inaugural address, he stated that intoxication of any kind is harmful. Drug addiction poses a great danger to Indian society and particularly the youth. It has potential to cripple coming generations too. Production of narcotic drugs gives rise to drug mafia which can become very powerful and in this regard he cited the examples of Latin American countries. He observed that drug problem exists in many States of India and Himachal Pradesh is no exception.
- 2.3.3. Giving a historical perspective, the Hon'ble Chief Minister stated that opium poppy was cultivated in Himachal Pradesh very long time ago. But now this has been banned by the government. However, people still indulge in such cultivation by hoodwinking the law. Illicit cultivation of cannabis and opium poppy has to be stopped in order to banish illicit drugs and drug addiction from Himachal Pradesh. The law enforcement agencies should therefore curb drug trafficking with heavy hand.
- 2.3.4. The Hon'ble Chief Minister impressed upon the audience that it must be appreciated that the Government alone cannot solve this problem. The public has to play a very important role by assisting in governmental efforts to stop drug trafficking and drug addiction. Drug trafficking is an organised crime, stated the Chief Minister. Government and people have to come together to fight against it. If both work together, Hon'ble chief Minister expressed the hope that it is not impossible to win this war on drugs. To be victorious requires will power which, the Chief Minister said, certainly exists.

- 2.3.5. The Hon'ble Chief Minister stated that cannabis is still being produced in some areas of Himachal Pradesh. This cultivation generates lot of money to cultivators in those areas. Therefore, a workable solution to the problem must also envisage provision of some alternative income generation in those areas.
- 2.3.6. Chief minister Shri Virbhadra Singh expressed his happiness that INSA is organising this conference. He said that a number of experts are participating in the conference and certainly, appropriate solutions to the drug problem faced by Himachal Pradesh would emerge. He wished all the best to the Conference.

2.4. Deliberations:

- 2.4.1. As soon as the inauguration was over, the Conference plunged into serious and intense deliberations lasting three days. Law enforcement officials willingly shared the data on their activities and were not loath to mention the handicaps they faced. De-addiction experts openly pointed out the inadequacies in the required facilities. NGOs gave their assessment. Going beyond conventional law enforcement and demand reduction issues, the Conference, in the context of illicit cultivation of cannabis in Himachal Pradesh, also traversed into areas such as changes in laws relating to cannabis, industrial use of hemp, and provision of viable alternative means of livelihood to cultivators as part of a comprehensive strategy to deal with the problem. The culmination of the Conference came in the presentation of reports by the three groups making valuable suggestions on how to effectively tackle the problem.

2.5. Valediction:

- 2.5.1. Shri JC Sharma IAS, Principal Secretary to Government of Himachal Pradesh & Managing Director, Horticulture Produce Marketing & Processing Corporation Ltd (HPMPCL) delivered the valedictory address. Shri Maheshwar Singh MLA and Shri Hansraj Chauhan, DC, Kullu were also present during the valediction.
- 2.5.2. In his crisp valedictory address, Shri JC Sharma, inter alia, stated that along with law enforcement and demand reduction efforts, there is need to provide alternative means of livelihood to cultivators in areas having illicit cultivation of cannabis. He appreciated the suggestion made by Shri Maheshwar Singh, MLA for promotion of cultivation of herbs in these areas. Referring to the presentation made by Shri Jahan Peston Jamas of Bombay Hemp Company (BOHECO), Shri Sharma observed that idea of exploiting hemp for fibre production is worth examination and exploration.
- 2.5.3. Shri J.C. Sharma complimented INSA for organising the Conference to find solutions to the serious problem of drug addiction in Himachal Pradesh and hoped that INSA's report would help in taking appropriate measure to curb the problem.

2.6. The Report:

- 2.6.1. The Conference addressed and responded to a range of key legal, procedural and developmental questions relating to illicit production, trafficking and consumption of drugs. While doing so, the Conference also kept in mind the various ethnic, socio economic, historical and other relevant factors such as involvement of economically backward and poor populations residing in remote, inaccessible areas having dismal basic necessities of life.
- 2.6.2. This report captures the deliberations that took place in the Conference. The report also contains the findings arrived at and the conclusions drawn by INSA. In fact, these findings and conclusions encapsulate the 'truth' that came to the fore about the drug problem in Himachal Pradesh. On the basis of discussions in the Conference and the findings and conclusions that emerged therefrom, INSA has made certain recommendations on what needs to be done to deal with various facets of the drug problem in Himachal Pradesh. In other words, these recommendations point out the possible 'solutions' to curb the drug problem that besets Himachal Pradesh.
- 2.6.3. It is hoped that the recommendations made through this report will receive due consideration of the policy makers, both at the Centre and the State and, once accepted, will be taken up for implementation in a time bound manner.



ISSUES DISCUSSED IN THE CONFERENCE, SUMMARY OF DISCUSSIONS AND FINDINGS

DAY – 1



3.1. Nature and extent of drug problem in Himachal Pradesh and measures in place to tackle it (Part I)

(Day-1: Session-4: Moderator: Shri Jogendra Singh, member, INSA)

Presentations by:

- (i) Shri Ashok Kumar, IPS, SP (Narcotics), CID,(Narcotics Cell), Shimla (HP),
- (ii) Shri S P Jaswal, Tehsildar, Bhuntar, Distt. Kullu (HP) -175125,
- (iii) Shri Raman Garshangi, Tehsildar, Banjar, Distt. Kullu (HP), and
- (iv) Shri Kapil Dhiman, Asstt. Drug Controller, Directorate of Health Safety and Regulation, Shimla.

3.1.1. The issues:

How do the State Government and its law enforcement agencies empowered under the drug laws perceive the drug problem in Himachal Pradesh and the reasons why they have not been able to control or bring about a perceptible reduction in the scale of the drug problem in their State? What are the measures in place to tackle the drug problem in Himachal Pradesh and what further needs to be done?

3.1.2. Summary of discussions

- 3.1.2.1. Shri Ashok Kumar, IPS, Supdt of Police (Narcotics), CID (Narcotics Cell), Shimla (HP) made a presentation on behalf of Himachal Pradesh Police on the extent of drug problem in Himachal Pradesh and measures in place to tackle the same.

Shri Kumar informed the conference that the number of cases booked under the Narcotic Drugs and Psychotropic Substances Act, 1985 by Himachal Police during last 11 years (2005 to 2015) were as under:

Year	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
No. of cases	242	385	233	374	473	596	570	513	531	644	622

Coming to seizures of charas (hashish) made in Himachal Pradesh, Shri Kumar informed that total quantities of charas (hashish) seized during last 12 years (2004 to 2015), district-wise, were as under:

Sl. No.	Name of the district	Quantity of charas seized (Kg)
1.	Kullu	1347.829
2.	Mandi	856.025
3.	Solan	273.131
4.	Chamba	901.23
5.	Una	60.889
6.	Shimla	408.067
7.	Kangra	167.832
8.	Sirmaur	130.669
9.	Bilaspur	101.489
10.	Hamirpur	32.982
11.	Kinnaur	2.896
12.	Lahaul and Spiti	0
13.	Baddi	29.025
14.	CID	227.616

Shri Kumar further stated that district-wise total quantities of opium seized during last 15 years (2001 to 2015) in Himachal Pradesh were as under:

Sl. No.	Name of the district	Quantity of opium seized (Kg)
1.	Kullu	29.136
2.	Mandi	56.631
3.	Solan	1.374
4.	Chamba	0
5.	Una	10.685
6.	Shimla	14.267
7.	Kangra	11.301
8.	Sirmaur	0.823
9.	Bilaspur	13.497
10.	Hamirpur	1.038
11.	Kinnaur	0
12.	Lahaul and Spiti	0
13.	Baddi	6.393
14.	CID	3.640

Numbers of persons arrested, district-wise, under the NDPS Act, 1985 during the period from 2004 to 2015 were as under:

Sl. No.	Name of the district	No. of persons arrested
1.	Kullu	1369
2.	Mandi	1346
3.	Solan	243
4.	Chamba	506
5.	Una	243
6.	Shimla	663
7.	Kangra	580
8.	Sirmaur	306
9.	Bilaspur	305
10.	Hamirpur	288
11.	Kinnaur	20
12.	Lahaul and Spiti	0
13.	Baddi	221
14.	CID	172

Conviction rate in narcotics prosecution cases during the period 2005 to 2015, according to Shri Kumar, has been as under:

Sl. No.	Year	Percentage of conviction rate
1.	2005	32%
2.	2006	28%
3.	2007	41%
4.	2008	38%
5.	2009	36%
6.	2010	36.11%
7.	2011	33.74%
8.	2012	41.2%
9.	2013	44%
10.	2014	20.22%
11.	2015	28.20%

Shri Kumar gave following information on quantities of various drugs seized and number of arrests made in Himachal Pradesh during the last three years namely 2013, 2014 and 2015:

Drug-wise seizures and arrests during last three years in Himachal Pradesh				
Sl. No.	Drug	2013	2014	2015
1.	Ganja	3.048 Kg	-	0.835Kg
2.	Charas	314.962 kg	356.963 Kg	283.438Kg
3.	Poppy husk	777.752kg	1192.059Kg	1731.360Kg
4.	Poppy plant	9,467 No.	44,215 No.	1,56,892 No.
5.	Opium	1.781 Kg	8.279 Kg	5.022Kg

6.	Heroin	-	0.558 Kg	0.386 Kg.
7.	Smack	0.107Kg.	0.206Kg.	0.157Kg
8.	Cocaine	-	0.069Kg	0.002Kg
9.	Medicines:			
	Tablets	51,864	24,540	1,88,363
	Capsules	71,060	42,615	88,788
	Syrup	9,242 bottles	14,086 bottles	3,280
	Injections	2,049	-	20
10.	Persons arrested	582 Indians 1 Foreigner	740 Indians 15 Foreigners	729 Indians 6 Foreigners

Shri Kumar furnished the following further information relating to three districts namely Kullu, Mandi and Chamba :

Districts Kullu, Mandi and Chamba- year 2015		
Cases registered in Kullu, Chamba and Mandi		48.45%
Origin	Himachali	77%
	Outsiders	23%
Age-wise break-up	Below 18 years	Negligible
	18-30 years	47%
	30 to 45 years	33%
	Above 45 years	20%
Conviction rate	Year 2014	28.22%
	Year 2015	20.1%

Having provided the above statistical information, Shri Kumar observed that the above statistics suggest that drug problem is not restricted to any particular area of Himachal Pradesh. Illicit activities have been noticed almost in all parts of Himachal Pradesh. Seizure figures do indicate that the problem is on the rise. He however added that above figures may not represent the correct position. In fact, no authentic survey on the extent and nature of the problem has been done in Himachal Pradesh. He felt that if an authentic survey is carried out, it may reveal that the extent and severity of the problem could be many times more than the statistical figures suggest. He further observed that certain valleys have very extensive illicit cultivation and trafficking in drugs. Production of narcotic drugs is not in kilograms but in tonnes, he observed. Earlier local variety of cannabis was being grown but now hybrid variety is being grown for commercial purposes. Illicit cultivation is not for sustenance of the cultivators but for commercial purposes. Illicit cultivation has also shifted to un-demarcated forest lands. He also mentioned about the availability of precursor chemicals and synthetic drugs in the State and that students with a little money can buy these drugs.

Coming to measures already in place and further action to be taken to curb the drug problem in Himachal Pradesh, Shri Kumar stated that it needs to be appreciated that in absence of a survey and consequently the exact data on nature and dimensions of the drug problem in Himachal Pradesh, difficulty comes in designing an effective action plan. In this backdrop, he stated that a comprehensive survey should be done without delay. However, based on

information available as on date, an action plan against drugs has been prepared and sent to all District SSPs and CID units for implementation, Shri Kumar informed.

Shri Kumar mentioned that though a Narcotics Cell existed in the State under the supervision of S.P. (Narcotics), resources in terms of manpower, equipment and finances at the disposal of this Cell were rather minimal. There is urgent need that adequate manpower, equipment and finances are provided to the Narcotics Cell. He informed that a proposal to strengthen this cell has been submitted and hoped that the Government would proceed to implement it soon.

Further, a police advisory has been issued that there should be specific narcotics cells in the districts. Such Anti-Narcotics cell is to work for detection of NDPS cases and destruction of illicit poppy and cannabis crops in its jurisdiction.

Shri Kumar stated that special campaign is launched for destruction of illicit cultivation of poppy and cannabis every year from April to October with the help of revenue department, forest department and local bodies. He, however, pointed out that this destruction is done with the help of sticks and they have no equipment for the purpose. Obviously, this constraint affects efficacy of such operations.

Emphasis is being placed on collection of intelligence, said Shri Kumar and expected the NCB to share intelligence on narcotics with the state authorities. He stressed the need for intelligence sharing with concerned departments and neighboring states regarding smuggling of drugs.

Referring to involvement of foreigners in drug trafficking in Himachal Pradesh, Shri Kumar recommended that foreigners found involved should be black-listed.

Shri Kumar also informed the Conference that police is also regularly conducting awareness programmes against the drugs. He stated that raising awareness against drugs would play very important role in fighting drug menace in Himachal Pradesh.

- 3.1.2.2. Revenue officers namely S/Shri S P Jaswal, Tehsildar, Bhuntar and Raman Garshangi, Tehsildar, Banjar explained the difficulty that revenue officials face with regard to illicit cultivation. They informed the conference that 'girdawari' (crop survey) is done twice in a year and each patwari is given target to make girdawari of 25,000 khasras. Because of the unrealistic targets, many patwaries do not visit the fields and complete the girdawari work at patwarkhana itself. Therefore, girdawari does not reflect the factual position. He stated that illicit cultivation of cannabis is quite rampant. There are areas of illicit cultivation where officials cannot reach. Nepalese labourers have been hired by traffickers to cultivate cannabis and produce hashish. These labourers climb inaccessible areas with the help of ropes. Referring to Malana, they informed that there are 351 families in this village. Here entire community is involved in charas production. Bhang and charas is also consumed here as one can find out from the red eyes of the males. Malana village alone produces 400-500 kg of charas annually.
- 3.1.2.3. Shri Kapil Dhiman, Asstt. Drug Controller explained the functions and responsibilities of Directorate of Health Safety and Regulation. He mentioned about misuse of drugs like proxyvon and corex in Himachal Pradesh.

3.2. Nature, extent and dimensions of drug problem in Himachal Pradesh and measures in place to tackle it (Part-II)

Day 1: Session 5: Moderator: Shri Jogendra Singh, Member, INSA

Presentations by-

- (i) Shri N.K. Jain IRS, ADG, Directorate of Revenue Intelligence, Ludhiana
- (ii) Shri Dharam Raj, Asstt. Narcotics Commissioner, Central Bureau of Narcotics, Gwalior
- (iii) Shri Ravi Shanker Joshi, Superintendent, Narcotics Control Bureau, New Delhi.
- (iv) Shri O P Sharma, Sr. Superintendent, Customs & Central Excise, Shimla.



3.2.1. The Issue

How do the Central Government law enforcement agencies empowered under the drug laws perceive the drug problem in Himachal Pradesh and the reasons why they have not been able to control or bring about a perceptible reduction in the scale of the drug problem in the State? What are the measures in place to tackle the drug problem in Himachal Pradesh and what further need to be done?

3.2.2. Summary of discussions

- 3.2.2.1. Shri NK Jain Addl. Director General, Directorate of Revenue Intelligence, Ludhiana informed the Conference that jurisdiction of Ludhiana DRI that he headed comprised the States of Punjab, Himachal Pradesh, Jammu & Kashmir and the Union Territory of Chandigarh. There are four field units of DRI operating in these States: (1) Regional Unit, Chandigarh, (2) Regional Unit, Amritsar, (3) Regional Unit, Jammu, and (3) Sub Regional Unit, Srinagar. He stated that DRI Ludhiana detects and investigates cases of commercial frauds under the Customs Act as well as cases of outright smuggling of gold, foreign currency, fake Indian currency notes (FICN), etc. Total manpower of DRI Ludhiana is only 26. Yet in addition to above activities, DRI Ludhiana has also detected substantial quantities of narcotic drugs and psychotropic substances.

In Punjab, DRI Ludhiana has detected 15 cases involving seizure of 388 kilogram of heroine during the period 2011 to 2016. Giving his assessment of drug situation in Himachal Pradesh, Shri Jain observed that there is serious problem of illicit cultivation of cannabis and opium poppy in Himachal Pradesh and production of hashish and trafficking therein. He also stated that psychotropic substances are also being manufactured in Himachal Pradesh and there is consumption of other chemical substances. He informed that quantities of such substances as in the table below have been seized by DRI Ludhiana:

No.	Date & Place of seizure	Details of persons/firms involved	Quantity
1	23.10.2011 Solan	M/s Ten Star Industries, Village Nalka, Near Baghbaniya, Tehsil Nalagarh, Distrist Solan (H.P.)	5.360 kgs of Brown Powder and 115.045 Kgs. of White Colour Generic Tablets to be used for manufacture of Alprazolam, Dizapam, Zolpedum Citrate, Codeine Phosphate etc.
2	28.10.2011 Paonta Sahib	M/s Accurate Pharmaceuticals, C-3 (A&B), Gondpur, Industrial Area, Paonta Sahib (H.P.)	90400 Tablets of Biopam, 19600 Tablets of Ann Cold, 47800 Tablets of B Flu, 14200 Tablets of CIT – 10, 20100 Tablets of Tiagra & 87500 Tablets of Antikool & 5.17 Kg of Clozin, 14.985 Kgs of Tisa Cold, 15.41 Kgs of Utey, 0.94 Kgs of Ephedrine, 11.2 Kgs of Pseudoephedrine, 0.02729 Kgs of Methylergonovine Maleate and 507.20 Kgs. of Bulk Tablets (Yellowish/ White)
3	28.10.2011 Paonta Sahib	M/s Accurate Pharmaceuticals, C-3 (A&B), Gondpur, Industrial Area, Paonta Sahib (H.P.)	2 kgs of Diazepam powder
4	28.08.2015 Kala Amb	M/s G.T. Biopharma Pvt. Ltd., Kala Amb (H.P.)	75.37 Kgs – Ketamine and 20 Kgs - Alprazolam

Shri Jain stated that there should be good coordination and a sense of cooperation among various enforcement agencies in Himachal Pradesh so as to collectively fight against this menace. Giving an example of lack of such coordination, he informed that in a raid on an illicit manufacturing unit in Himachal Pradesh, DRI officers had to face great difficulty because the local police authorities who were called by the person running that facility challenged DRI's jurisdiction to conduct the raid. Shri Ashok Kumar, Supdt of Police (Narcotics), CID

(Narcotics Cell), Shimla (HP) observed that DRI authorities should not have conducted the search without informing the local police station. However, it was pointed out that law did not require giving of such prior information to the police. In fact, enforcement authorities maintain total secrecy before such operations commence and based on their assessment of situation, they would inform the police if they needed help from them. In this particular case, once the DRI officers showed their identity card, the police authorities should have assisted them rather than challenging their jurisdiction. If they had any doubt, they could have checked the legal position about jurisdiction of DRI from senior authorities. It emerged from the discussion that it would help if awareness of police authorities at police station level could be further raised about the role and functioning of other drug law enforcement authorities. Shri Jain also stated that DRI did not have a unit in Himachal Pradesh and it would raise DRI's effectiveness in Himachal Pradesh if a DRI unit could be opened here. He stated that he would make a recommendation to his senior authorities for setting up a DRI unit at Mandi.

- 3.2.2.2. Shri Dharam Raj, Assistant Narcotics Commissioner, Central Bureau of Narcotics (CBN), Gwalior made a presentation in the conference in which he gave an overview of the organisational set up of the CBN and various activities carried out by it. Coming to drug situation in Himachal Pradesh, he informed that illicit opium cultivation takes place in the hilly terrains of Himachal Pradesh. It is extremely difficult to estimate the extent of illicit cultivation. He informed that a survey was conducted during 2008-09 in Kullu- Manali and Kalpa districts. CBN authorities had discovered areas under illicit opium poppy cultivation in Himachal Pradesh and took prompt action to destroy the illicit crop in the year 2009, 2010 and 2011 especially in Kullu, Mandi and Kalpa districts. During the years, 2009, 2010 and 2011, CBN had destroyed illicit poppy cultivation in 82.3, 13.25 and 1.0 hectares respectively in Himachal Pradesh. Three teams of CBN also went for destruction operation during 22.05.2012 to 01.06.2012 in districts of Kullu, Mandi and Shimla of H.P. In the year 2014 also, a team of CBN conducted the survey from 14.05.2014 to 20.05.2014. which indicated that earlier attempts to destroy illicit poppy cultivation had produced good results. He further stated that cannabis is also illicitly cultivated in the state of Himachal Pradesh and it has also emerged as a source of cannabis resin or hashish seized in the country. Kullu Valley in Himachal Pradesh is known to produce marijuana with a high delta – 9 tetrahydrocannabinol (THC) content and that makes it more attractive in the foreign markets. Shri Dharam Raj stated that on receipt of reports about existence of large opium poppy cultivation from any source, CBN swings into action. CBN also receives the satellite imagery input from ADRIN and also forwards the same to the state officials viz. the Chief Secretary, the Home Secretary, the State Excise & Taxation Commissioner and the DGP and also to the national narcotics coordination authority NCB. State Governments are requested to facilitate survey and destruction of illicit crop. Officers are deputed by CBN to supervise the destruction of illicit crop. Illicit poppy crops are eradicated with the assistance of state authorities and district administration of affected areas. CBN encourages the destruction party with reward. Reward is distributed amongst the staff and officers of local administration. Training for reading Satellite Imagery is organized by CBN in collaboration with ADRIN (Advanced Data Processing Research Institute) for the participants from state authorities, excise, customs, forest, revenue and NCB officials. On what needs to be done to deal with the problem in Himachal Pradesh, Shri Dharam Raj stated that that it is necessary to build enduring local institutions that must oppose illicit cultivation. Appropriate demand reduction measures should be included as part

of strategy in the areas having addiction problem. Poor farmers engaged in illicit cultivation should be encouraged to stop this activity and instead grow legal crops. Governments, NGOs, regional development banks and the financial sector all should play a role in this common endeavor. Long-term financial and political commitments are required to be made. Further, if alternative development programmes are taken up to encourage people to give up illicit cultivation, the system should combine remote sensing technologies with other techniques such as ground surveys to provide an ongoing assessment of the impact of such programmes. There should be a system of monitoring of the areas at risk to prevent the “balloon effect” from nullifying the overall impact of eradication programmes by reacting rapidly against illicit cultivation in new areas. During discussions, Shri Dharam Raj stated that as regards CBN, it can help during illicit cultivation destruction programmes in Himachal Pradesh by financing the hiring of machinery needed to destroy illicit crops and also by paying rewards to those participating in such operations.

- 3.2.2.3. Shri Ravi Shanker Joshi, Superintendent, Narcotics Control Bureau, making his presentation, stated that cannabis is found as a wild growth in most parts of India including Himachal Pradesh. Himachal Pradesh always had a social custom of use of cannabis plant in various forms such as making of slippers, baskets and clothing items. Cannabis has also been abused through smoking and eating for a very long time. Cannabis seed is also used food preparation by hill people. Sale of charas (hashish) from Himachal Pradesh has been known for its better quality as the potency of the resin found is very high.

For the last few years, the cultivation of cannabis and production of charas have shown an increase in the higher reaches of Himachal Pradesh. In these areas, the population has little access to basic amenities and the road heads are also not available. Villagers hardly cultivate any other crop in these areas and they depend on cannabis trade for money. In some villages it is found that apart from running guest houses, there is hardly any other means of economic activity. Organised traffickers of charas are associated with these areas of Himachal Pradesh and traffic charas to areas like Delhi, Mumbai, Goa, Bangalore and the State of Kerala. Payment for purchase of drugs is made even by NEFT. Payment is made by other goods also.

On the area under cultivation of cannabis, Shri Joshi stated that there was no estimate of area under illicit cannabis cultivation in Himachal Pradesh.

Shri Joshi in his presentation stated that Mandi especially in Chauhar valley and Joginder Nagar area, the district of Sirmour and areas of Sainj and Banjar in Kullu district had been known for illicit cultivation of opium. Opium cultivation remains confined to smaller plots in Himachal Pradesh. Last year only a few acres of opium cultivation were found in the district of Mandi and this year only two small size plots have been reported. As such the opium cultivation seems to have come to negligible levels in Himachal Pradesh.

Shri Joshi informed that the influx of foreigners as tourist and also Indian tourists visiting far flung areas in Parbati valley, Shimla, Chamba and Kinnaur had led to sale of different kinds of drugs to these people. The most frequently sought after drug is charas, the availability of which is maximum in Parbati river valley and Manali, though its availability in other tourists' places is also well known. Availability of all other drugs of abuse is also now seen in the tourist places in Himachal Pradesh. It can be said that now drugs like LSD, ecstasy, methamphetamine and cocaine are also available at majority of the tourist places in

Himachal Pradesh. The villages like Kasol, Barshaini and Tosh have seen huge investment in the construction of hotels where tourists from foreign countries stay for stretches of one to two months. Possibility of such big constructions in these difficult terrains where there is no road access seems to have linkages to drug trafficking. The heads of these villages and the members of the Panchayats are either involved in or support growing and extraction of charas. It has been found that during the season of charas extraction, Nepalese labourers are paid up to Rs.1000/- per day for rubbing of the cannabis plants. The Nepalese labourers are also employed in cultivation of cannabis.

As regards abuse pattern of drugs in Himachal Pradesh, Shri Joshi in his presentation stated that abuse of cannabis is found in all the hilly areas of Himachal Pradesh. In district like Solan, Sirmour, Una and Kangra use of opioids like opium, heroin and poppy husk has also been noticed though the exact number of addicts' percentage and their profile is not available. Heroin abuse has penetrated into the society and even district towns such as Kullu are said to be having good number of heroin addicts. Use of inhalants such as nail polish remover, erasure fluids, adhesive like Fevibond etc. has also been found to cause addiction in young population specially school going. Use of pain killers, cough syrups, sedatives and medicine containing Diphenoxylate are also being abused by a section of population.

Shri Joshi provided following figures of destruction of opium poppy and cannabis cultivation by Himachal Police during last seven years:

Sl. No.	Year	Opium poppy cultivation destroyed (in Bighas)	Cannabis cultivation destroyed (in Bighas)
1.	2009	3205	10630
2.	2010	866	11296
3.	2011	403	13327.26
4.	2012	35.06	4674.13
5.	2013	4.02	4978
6.	2014	33.04	1907.57
7.	2015	4.79	5384.58

Shri Joshi through his presentation provided following figures of seizure of narcotic drugs and arrests by NCB, Chandigarh in their jurisdiction during the period 2011 to 2015:

Year	No. of cases	No. of arrests	Opium	Heroin	Charas	Cocaine	Pseudoephedrine	Buprenorphine
2011	13	15	0.400	55.045	58.000	-	1.410	-
2012	35	16	3.075	237.633	15.459	-	-	-
2013	45	28	72.950	269.840	12.830	0.251	2.600	8.000
2014	47	35	36.563	284.591	39.576	-	-	-
2015	40	26	36.374	84.046	33.220	-	-	-

He noted that above figures are for the entire jurisdiction of NCB Chandigarh. Such figures for seizures, arrests etc. for Himachal Pradesh were not available

On what needs to be done to curb the drug problem in Himachal Pradesh, Shri Joshi stated that first requirement is to make a correct assessment of the problem. Then,

there is need to strengthen the intelligence network. Further, motivation amongst enforcement agencies to act more effectively needs to be enhanced.

3.2.2.4. Shri OP Sharma, Senior Superintendent, Central Excise and Customs, Shimla made a presentation on prevailing drug situation in Himachal Pradesh and on steps to be taken to stamp out the drug problem. He stated that there are three aspects of drug problem in Himachal Pradesh:

- (i) Illicit cultivation of cannabis and opium poppy and the production of respective narcotic drugs therefrom.
- (ii) Illicit Trafficking of the drugs so produced, i.e. the supplies to inter-State and international destinations.
- (iii) Drug consumption, i.e. the Market within the State and outside.

As regards illicit cultivation of cannabis, Shri Sharma stated that there is organized illicit cultivation on private lands as well as Government/ Forest lands. There is also unchecked wild growth/weed of cannabis which is also used for commercial purpose. In Kullu District, organised cultivation takes place in Malana and Manikaran including Tosh Kutla regions, Banjar Valley, Sainj Valley and Aani-Khanag region. Identified areas of illicit cannabis cultivation in Malana area are- Malandar Thach, Avgal Thach, Bhelang, Thisco, Waichin, Magic, Neerang, areas towards Chanderkhani pass(both sides of the pass), and areas towards Fauzal, Kathi Kukdi etc.

Shri Sharma displayed a photograph of 2004 showing a snowline panoramic site at Tosh Kutla in Kullu district where full-moon rave parties took place. He stated that massive deforestation has been done by drug mafia in connivance with locals. This deforestation also smacked of connivance by officials at different levels. He also displayed a photograph of a 100 Hectare Avgal Thach Forest land under cannabis cultivation in Malana region where contract farming of cannabis takes place. He informed that in Mandi district illicit cultivation of cannabis takes place in Chauhar, Bali Chowki (Thachi and Dider Jhamach), Gada Goshaini (Siraj region) contiguous with Banjar Valley. Other cannabis affected regions in various districts of Himachal Pradesh are as follows:

District	Regions
Chamba	Tehsil Churah (20 GPs) Salooni (12 GPs), Bharmour (12GPs) and Chamba (2 GPs)
Sirmour	Pulwal, Gyan Kot, Tehsil Shilai and Rajgarh
Kangra	Bada Bhangal (Nearly 20% of private land is under opium poppy and cannabis cultivation).
Shimla	Remote areas of Tehsil Rohru (Forest Lands), Tehsil Chopal, Dodra Kwar

Nearly 500 Gram Panchayats have cannabis economy according to Shri O P Sharma.

Shri Sharma further informed that identified regions for illicit poppy cultivation in Kullu district are Banjar, Sainj Valley and Aani-Khanag- Rampur- Nirmand region. He stated that high tech farming of opium poppy with sprinkler system takes place

in Sainj Valley, just 30 Kms from Kullu. Shri Sharma stated that influential people multiply income by cultivating opium poppy along with apple trees in orchards and displayed a photograph in support of this. In Mandi district, illicit cultivation of opium poppy takes place in Chauhar, Bali Chowki, Kataula and Kufri. There is also intelligence that some cultivation of opium poppy takes place around Shimla too which needs to be confirmed. There are sales outlets in Dhalli. Other opium poppy cultivation affected areas in Himachal Pradesh are as under:

District	Activity/region
Chamba	Experiment by a some people going on
Kangra	Bada Bhangal (Nearly 20% of private land is under opium and Cannabis cultivation).

With regard to trends of production of charas in Himachal Pradesh, Shri OP Sharma's estimates are as under:

Year	Land under cannabis cultivation (In hectares) (Approx.)	Production yield (in Kgs) (Approx.)	Potential Value(In Lacs)/ @ /Kg at Farmer's end (Approx.)	Street Price (In Lacs) (Approx.)
2000	1580 (18960 bighas)	57000	2850 @ Rs 5000/-	28500 (Rs285 Cr)
2006	600 (7200 bighas)	21600	3240 @Rs15000/-	32400 (Rs 324 Cr)
2007	1400 (16800 bighas)	50400	8568 @Rs 17000/-	85680 (Rs.856 Cr.)
2008	1500 (18000 bighas)	54000	10800 @Rs 20000/-	10800 (Rs 1080 Cr)
2009	1500	54000	10800 @Rs 20000/-	10800 (Rs 1080 Cr.)

Explaining the trends in opium illicit cannabis cultivation in Himachal Pradesh, Shri O P Sharma outlined them as under:

- During the year 2002, cultivation was at its peak. From year 2003 onwards, anti-cannabis Operations by Drug law enforcement agencies fetched good results. Rise in demand due to supply reduction also increased the price (three times) at production level and also at street level.
- Due to slackening in anti-cannabis drives, sudden increase took place in area under illicit cultivation. Production in the year, 2007 onwards increased nearly 2.5 times.

- In Malana and Manikaran region, Forest land was encroached upon and was being controlled by influential drug operators from abroad especially after arrest of a kingpin with 155 Kg charas in Chandigarh by NCB in 2004.
- Poor farmers get only pea nut amounts for their charas. It is the middlemen who are making the real money.

With regard to Malana which has acquired international notoriety for its 'Malana Cream' brand of hashish, Shri Sharma informed that relatively speaking, this place had remained in geographical isolation; in this area, cannabis was part of the culture; and previously cannabis was used for fibre and Bhangolu (a dish). However, there was influx of foreign tourists into this area starting during hippy cult days. Non-monitoring of activities of the foreigners by the enforcement agencies resulted in compromising the rule of law and Malana became the safest place for drug traders. Government machinery paid scant attention to this poverty stricken area. Rampant corruption at different levels both political and governmental contributed to drug trafficking. Drug gangs from over six countries established their bases here. In the Year 2002-03, not even a single inch of land was free from cannabis cultivation. Shri O P Sharma has analysed the trends in illicit cultivation in the region around Malana as under:

Year	Private Land under Cannabis (approx.)	Govt Land under Cannabis (approx.)	Remarks
2002/2003	153 hectare (1836 Bighas)	150 hectare (1800 bighas)	Foreign drug peddlers established their bases
2004	153 hectare	150 hectare	These bases were destroyed by the NCB and Police
2005	50 hectare	100 hectare	Poor farmers dissociated from activity.
2006-07	Almost nil/sparse	50 hectare	Most families facing poverty.
2008	50 hectare	500 hectare	Revival of trade but mostly on forest lands.
2016	Some patches	500 Hectare	On forest land.

Shri O P Sharma analysed the impact of law enforcement operations on illicit cultivation of cannabis in Malana area as under:

- Year 2003: The first ever anti-cannabis drive resulted in destruction of about 50% of the total crop. 11 Cases were registered leading to arrests.

- Year 2004: Foreigners' bases were destroyed. Cases against foreigners residing beyond Malana's Magic Valley were registered.
- Year 2005-06: Operations were advanced into the tougher areas. So, mafias were pushed near to snowlines in Malana and other parts of Kullu.
- Year 2007-08: Lull in enforcement operations took place. Cultivation in the forest area revived again by influential class of traffickers and not by the poor people.

Shri Sharma observed that political representatives advocate legalization of cannabis which strengthens the hands of drug operators. The cultivators have given up other crops. The village males are just not willing to go to the fields. Illicit trade has brought prosperity to 200 families. Cannabis economy has eroded their culture. Foreigners are their gods and role models instead of village devta (god). The village devta is being used as a tool for the vested interests of organisers of drug trade who are now using Malana's democratic set up for their nefarious designs. Use of religion/faith is now being used to protect the interests of drug operators, mostly foreigners and their Indian counterparts. The powerful village Council is a tool in the hands of drug mafia. In fact, at one time things went so bad that the villagers had resisted construction of road network to village in the name of god. But it is poor villagers who are suffering. They go into jails for commission of narcotics offences such as smuggling of hashish. They are now so much dependent on drugs that they are not in position to comprehend bad impact of illicit cannabis cultivation and production of hashish. So the consequences are that Malana is producer of the second best quality hash in the world. The hashish brands like Malana cream, Malana Gold, Malana Biscuits and AK-47 have become international brands. The Malana brands are so popular in foreign markets that the Nepalese hashish has made entry into Kullu and is being smuggled out under the brand names of Malana Cream after processing. The foreign mafias with their Indian counterparts have made most of the profits from the Malana stuff. More than 60% of village population still remains under poverty, mostly under abject poverty.

In his presentation, Shri OP Sharma has dealt with the impact of enforcement efforts in Malana area on poor farmers. Poor farmers are confused that despite eradication of cannabis from private lands in Malana, influential class is still propagating to get it legalized. Poor farmers, who were earlier cultivating cannabis, were not helped in going for alternative crops and sudden departure from cannabis has resulted into economic depression in these people. Malana is facing alcoholism, gambling and drug use problem. They are going for treatment in de-addiction centres. Youth is worst affected. Better returns from illegal trade of hashish discourage them from doing hard work in licit agricultural activities.

3.2.3. Findings (Sessions 4 and 5 above)

- Organized illicit cultivation in Himachal Pradesh is taking place on private as well as on Government/ Forest lands in several districts. Wild growth of cannabis is also utilised for illicit commercial purposes.

- In Kullu District, organised cultivation takes place in Malana and Manikaran including Tosh Kutla regions, Banjar Valley, Sainj Valley and Aani-Khanag region. Identified areas of illicit cannabis cultivation in Malana area are Malandar Thach, Avgal Thaach, Bhelang, Thisco, Waichin, Magic, Neerang, areas towards Chanderkhani pass (both sides of the pass) and areas towards Fauzal, Kathi, Kukdi, etc.
- In Mandi district illicit cultivation of cannabis takes place in Chauhar, Bali Chowki (Thachi and Dider Jhamach), Gada Goshaini (Siraj region) contiguous with Banjar Valley.
- Other cannabis affected regions in various districts of Himachal Pradesh are Chamba, Sirmour, Kangra and Shimla.
- Massive deforestation in some areas falling under the above named districts is reported to have been done by drug mafia in connivance with locals.
- Almost all the 351 families living in Malana village are reported to be involved in cultivation of cannabis.
- Full moon rave parties are frequently organised at Tosh Kutla in Kullu district.
- Nepalese labour has been hired by traffickers to cultivate cannabis and produce hashish in inaccessible areas. They use ropes to climb up and access difficult terrain under cannabis cultivation.
- Nearly 500 Gram Panchayats have illicit cannabis economy developing under their jurisdictions.
- Crop survey ('girdawari') is done twice in a year. Many patwaries do not visit the fields as statedly it is not possible for them to visit each piece of land and physically do crop verification.
- Regions known for illicit poppy cultivation in Kullu district are Banjar, Sainj Valley and Aani-Khanag- Rampur- Nirmand region. High tech farming of opium poppy with sprinkler system is reported to take place in Sainj Valley, just 30 Kms from Kullu. Some influential local farmers cultivate opium poppy along with apple trees with a view to multiply their income.
- In Mandi district, illicit cultivation of opium poppy takes place in Chauhar, Bali Chowki, Kataula and Kufri. There is also intelligence that some cultivation of opium poppy takes place around Shimla too which needs to be confirmed. There are sale outlets in Dhalli. Other opium poppy cultivation affected areas in Himachal Pradesh are in the districts of Chamba and Kangra.
- Coordination needs to be improved between Central and State drug law enforcement agencies as also between various agencies of the State. Even though the State of Himachal Pradesh has constituted a high powered committee in the State, the committee has not yet taken control of the situation and given any directions to the field.

- Shortage of dedicated law enforcement personnel: The state doesn't have adequate exclusive manpower for drug law enforcement in the field. The Superintendent of Police (Narcotics), Shimla does not have adequate number of personnel to undertake law enforcement work. Same is the situation at district level.
- Foreigners involvement in drug trafficking: The State authorities feel there is not much they can do to track foreigners' movement and they expect better cooperation from the Foreigners Regional Registration Office (FRRO), Ministry of External Affairs (MEA) and Ministry of Home Affairs (MHA) to be able to keep them under check.
- Training: As per the field level drug law enforcement officers, the existing drug law enforcement training facilities are not adequate and need to be improved, both in terms of frequency and content.
- Need for reliable data: Senior officials of the State and the Centre admit that reliable data on the extent of the problem of illicit cultivation, trafficking and consumption of drugs is not available as no official survey has been conducted.

3.3. Drug problem in Himachal Pradesh – As perceived by people and institutions outside the Government.

(Day-1: Session-6: Moderator: Shri Anil Sharma, Member and Treasurer, INSA)

Presentations by:

- (i) Dr. Alok Agarwal, Asstt. Professor, AIIMS, Ansari Nagar, New Delhi
- (ii) Shri Bilal Ahmed, Prog. Director, Society for Promotion of Youth & Masses (SPYM),
- (iii) Shri Arvind Kumar, President, Naya Savera, L.P.S. Building, Village-Jhiri, Distt. Mandi (HP)
- (iv) Shri Surinder Chauhan, Counsellor, Indian Red Cross Society (Kangra), De-addiction Centre, Dharamshala, (HP)
- (v) Shri Ajai Kumar, Documentation Officer, RRTC North-II, Gunjan Organisation for Community Development, Dharamshala (HP)
- (vi) Shri Sanjeev Kumar, Teacher and social worker, R/O Bilaspur (HP)

3.3.1. The Issue

How do the people, organisations and institutions who are not part of the government structure perceive the drug problem in Himachal Pradesh and according to them why the problem persists?

3.3.2. Summary of discussions

- 3.3.2.1. Dr. Alok Agarwal, Asstt. Professor, AIIMS, New Delhi pointed out that no authentic survey is available on various aspects of the drug problem in Himachal Pradesh. He stated that unless such survey is done, it would be difficult to find out exact extent, nature and dimensions of addiction in Himachal Pradesh and calibrate the response to the problem accordingly. He offered to conduct such a survey subject to finances being provided.
- 3.3.2.2. Shri Bilal Ahmad, Director, Society for Promotion of Youth & Masses (SPYM), stated that there is large scale drug trafficking and drug addiction in Himachal Pradesh, but no authentic data was available. A comprehensive survey should be done; unless you know exact dimensions of the problem, you cannot solve it, he opined. He further stated that demand and supply are two aspects of the drug problem, but they cannot be seen or tackled in isolation of each other. Action on both fronts needs to be taken simultaneously and in a coordinated manner by all stake holders. And finally, if the State would so want, the drug problem would get solved. So, the main requirement is that of a will on the part of the State to stamp out the problem. If that is there, all other things shall fall into place, he said.
- 3.3.2.3. Shri Arvind Kumar, President, Naya Savera, informed that Naya Savera runs a de-addiction centre at Village-Jhiri, Distt. Mandi (HP), which is about 15 kilometres from Kullu. On the basis of information emanating from the victims that approach Naya Savera for treatment, it is quite obvious that drug addiction is very wide spread. He informed that his de-addiction centre has so far treated 1160 persons out of which 556 fell in the age group of 20-30 years. 210 of the persons that came to the addiction centre were addicted to heroin and 271 to charas. At this time too, Shri Arvind Kumar informed, 4 people from Malana, a village notorious for hashish production, were admitted in his centre and undergoing de-addiction regimen. He observed that the problem of drug addiction has assumed very serious dimensions, so much so that drug addiction has started in school going children too.

Speaking on inadequacies because of which the drug problem persists in Himachal Pradesh, he stated that there was lack of political will to deal with the problem. First requirement is existence of political will. According to him, looking at the size of the problem of addiction, the number of de-addiction and re-habilitation facilities in Himachal Pradesh were very inadequate. Even in the existing centres, there are hardly any psychiatrists available. He also bemoaned that no survey to gauge the size of the problem has been conducted in Himachal Pradesh.

- 3.3.2.4. Shri Surinder Chauhan, Counsellor, Indian Red Cross Society (Kangra), De-addiction Centre informed that their de-addiction centre is approved by the Ministry of Social Justice and Empowerment. Coming to the drug problem in Himachal Pradesh, he stated that it is a very serious problem. Trafficking in narcotic drugs is done by drug mafias which are very influential and powerful. Speaking on why addiction is on the increase in that area, he stated that life is very dull, so people find alternative in drugs. Youngsters do not have much to keep them engaged, so they go after the drugs. Today's children have trust deficit in the society, he said, and so they find

solace in drugs. Echoing the viewpoints expressed by his predecessor speakers, he stated that an important assistance that the de-addiction centres can provide to the law enforcement officers is that they could be for them a source of information, if an atmosphere of trust can develop between the two.

- 3.3.2.5. Shri Ajai Kumar, Documentation Officer, Regional Resource and Training Centre North-II, Gunjan Organisation for Community Development, Dharmshala (HP) too expressed more or less similar views as the speakers before him. One important point he made was that among other steps that should be taken to deal with addiction problem, a key step as part of primary prevention would be that in the schools, there should be a programme against use of drugs.
- 3.3.2.6. Shri Sanjeev Kumar, a resident of Bilaspur (HP), but presently living in Mandi (HP), a teacher and a social worker, has observed that there is drug addiction even in villages. What he has observed is that the youth have no gainful engagement in the villages. In fact, there is nothing to do for the youth in the villages. Youth should be kept engaged in some domestic chores or sports or cultural and social activities. If they have nothing to do, students would certainly use drugs to get a high. Hence, youth need to be educated about adverse effects of drug addiction. There is great need for making them aware of the deadly harmful effects of addiction. Students need to be taught in schools about why they must stay away from drugs.

3.3.3. Findings (Session 6)

- Addiction, both of hashish and heroin in the State is wide spread.
- Drug addiction has spread among school going children too.
- No authentic survey is available on various aspects of the drug problem in Himachal Pradesh.
- Unless a survey is conducted by the government with the help of experts, it would be difficult to ascertain the exact extent, nature and dimensions of addiction in Himachal Pradesh and calibrate the response to the problem accordingly.
- People in the State feel that a stronger political will is required to deal with the problem.
- Considering the extent of drug abuse in the State, the number of de-addiction and re-habilitation facilities in Himachal Pradesh was rather inadequate.
- Not only the number, the existing centres are not able to provide good treatment facilities as there are hardly any psychiatrists available to improve the quality of treatment.
- People in the State, including those involved in drug de-addiction and treatment work feel that due to lack of social and sports activities, life, particularly in villages is very dull, which often leads to drug abuse. In particular, young population does not have much to keep them engaged, so they go after drugs.

DAY-2

3.4 The problem of illicit cultivation of cannabis and opium poppy and manufacture of /trafficking in their derivatives in Himachal Pradesh-How to deal with it? –Panel discussion.

(Day-2: Session-7: Moderator: Shri A P Siddiqui, IPS, Addl. Director General, (HQRS), Shimla

Panelists:

- (i) Shri B. S Rana, Conservator of Forests, GHNP, Kullu (HP).
- (ii) Shri Ravi Shanker Joshi, Supdt.NCB, New Delhi.
- (iii) Shri O P Sharma, Senior Superintendent, Central Excise and Customs, Shimla (HP)
- (iv) Shri Sanjay Khullar, Manager Administration, Naya Savera, Village-Jhiri, Distt. Mandi (HP)



3.4.1 The Issue

What according to the officials of Centre and the State and the NGOs, needs to be done to tackle illicit cultivation of cannabis and opium poppy and manufacture of/ trafficking in their derivatives in Himachal Pradesh and what are their expectations from each other in this regard? Further, how could Inter-State drug trafficking links between Punjab and H.P. be best tackled, and how an effective coordination and drug control mechanism could be developed?

3.4.2 Summary of discussions

3.4.2.1 Shri A P Siddiqui, ADG of Police, (HQRS), Shimla (HP) opened the discussion by briefly mentioning that the State is confronted with the problem of illicit cultivation of cannabis and opium poppy and trafficking in derivatives thereof as well as drug addiction, and the deliberations must focus on suggesting workable solutions.

3.4.2.2 Shri B S Rana, Conservator of Forests, observed that the illicit activity of cultivation of cannabis and opium poppy as well as production and trafficking in narcotic drugs provides easy money and in some cases too much money. He felt that a very dangerous consequence of such activities is addiction of the local population. He stated that illicit cultivation takes place not only in the fields owned by the farmers but also in inaccessible areas of the forest where areas are clandestinely cleared of the vegetation for illicit purposes. He said that he cannot say yes or no to legalisation of cannabis cultivation. At the spot, it is the responsibility of the Police department, Revenue department, Forest department and the Panchayats to stop the cultivation. But, the cultivation and trafficking is taking place. He mentioned about a case where 5 kg of drug was recovered from an accused but the seizing officers showed recovery of 500 grams only. He said that cannabis destruction programme are conducted but the officers do not enter jungles and send reports from their offices only. We have to find out why we cannot control Kasol and it is the foreigners who control the place, he asked. Everybody knows about the full moon parties where drugs are used, but why the authorities do not stop such parties, he bemoaned. Nepalese labour is hired to manufacture hashish. Why action is not taken against them, he questioned.

On what should be done to solve the problem, he suggested that first of all, very strict and honest law enforcement is required. Further, the police, Revenue, Forest department authorities and the Panchayati Raj Institutions have to work in close co-ordination and they have to involve the community. He stated that if the community is involved in the official efforts, better results would be forthcoming. Further, the Government has to innovate such schemes that would help in weaning away the people from such illegal activities. He gave the example of the youth being given eco-tourism permits under which they keep tourists at their homes and earn money. All those youths who have been given such permits have moved away from drugs, he said. He suggested more such alternatives should be encouraged so that villagers are involved in gainful occupations and are thus weaned away from illicit cultivation.

3.4.2.3 Shri Ravi Shanker Joshi, Supdt., NCB expressed the opinion that enforcement and alternative development has to go together. There is need for strong enforcement efforts. If there are no such efforts, those involved in illicit cultivation would not move onto alternative livelihood. Similarly, if viable alternative means of livelihood are not made available, enforcement alone would not be very effective. Further, the Panchayats should also be involved by the Police and Revenue authorities in the enforcement efforts. Functionaries of the Panchayats must be asked to report to police and revenue authorities if illicit cultivation of opium poppy or cannabis takes place in their jurisdiction.

- 3.4.2.4 Shri O P Sharma, Senior Superintendent, Central Excise and Customs, Shimla (HP) stated that very stiff and effective enforcement action backed by political will needs to be taken against the drug mafia and illicit cultivation of cannabis on forest land. A very intensive survey by Revenue and Forest departments is necessary. Such survey would reveal extensive illicit cultivation on forest land and serious enforcement action to eliminate such cultivation should be done. As regards poor farmers, they need to be assisted to engage in licit alternatives that are fairly rewarding from their sustenance point of view. Of course, nothing should be imposed on them but 'co-operatives' are the best institution in view of existing socio-cultural set up of farmers. Democratic institutions should be used in strengthening alternative livelihoods of farmers. Economic development with a freedom to choose/adopt alternative livelihood will be the key to the success for any such initiative. Shri O P Sharma also briefly mentioned about 'Malana Vikalp' a co-operative society engaged in assisting the farmers to have a viable alternative livelihood and to wean them away from illicit cultivation.
- 3.4.2.5 Shri Sanjay Khullar, Manager Administration, Naya Savera observed that drug addiction is quite wide spread. Enforcement is necessary to cut down the supply, but equally important are the efforts on demand reduction side. He stated that having regard to the magnitude of addiction, the facilities to de-addict the victims are not adequate. Government has to provide financial assistance to organisations engaged in treatment activities.
- 3.4.2.6 Summarising the deliberations, Shri A P Siddiqui, ADG observed that in order to tackle the drug problem in Himachal Pradesh a holistic approach is required which must include all the suggestions made by the panellists in appropriate proportions and measures.

3.4.3 Findings (Session 7)

- Whereas it is felt that Panchayats too could play an important role in prevention, as of now, these local bodies do not seem to be engaged in raising awareness against production and consumption of illicit drugs. Participants felt Panchayats need to be encouraged to stop illicit cultivation of cannabis and opium in their jurisdictions.
- Often, the officers tasked to destroy illicit cultivation of cannabis, do not enter jungles for destruction and send reports from their offices only.
- That foreigners settled in Kasol seem to be controlling the place and not the local administration. The fact of full moon parties where drugs are used is a common knowledge, but the authorities do not stop such parties.
- There is need to have a strict and honest law enforcement regime in drug sensitive areas of the State.
- The police, Revenue, Forest department authorities and the Panchayati Raj Institutions do not seem to work in co-ordination. If the community is also involved in official efforts, better results would be forthcoming.

- Further, if the Government could innovate income generating schemes, such as eco-tourism, this would help. It is suggested that more such alternatives should be provided so that villagers are involved in gainful occupations and are weaned away from illicit cultivation.
- Alternative means of livelihood have not been developed in the State, without which enforcement would not be very effective.
- Institution of Panchayats can play an important role, but has not been used for curbing the drug menace in the state. Functionaries of Panchayats could be asked to report to police and revenue authorities if illicit cultivation of opium poppy or cannabis takes place in their jurisdiction.
- The State should encourage farmers to establish cooperative societies like 'Malana Vikalp', which is assisting farmers to have viable and alternative means of livelihood.

3.5 Involvement of foreigners in drug problem in Himachal Pradesh and how to neutralise them as part of drug control strategy-Panel Discussion

(Day-2: Session-8: Moderator: Shri A P Siddiqui, IPS, Addl. Director General of Police, (HQRS), Shimla

Panelists:

- (i) Brig. Devinder Singh, VSM, Member, India Central Asia Foundation (ICAF), New Delhi
- (ii) Shri Ashok Kumar, IPS, Supdt of Police (Narcotics), CID (Narcotics Cell), Shimla (HP)
- (iii) Shri Ravi Shanker Joshi, Supdt. NCB, New Delhi.
- (iv) Shri O P Sharma, Senior Superintendent, Central Excise and Customs, Shimla (HP)



3.5.1 The Issue

In the context of reports that a large number of foreigners have settled in several drug sensitive parts of Himachal Pradesh and are actively involved in illicit cultivation, production, consumption and trafficking of drugs and that a few of them are alleged to be staying without proper travel documents, whether the current system of

monitoring their stay and activities in the State is serving its purpose and, if not, how the same can be strengthened as a part of strategy to tackle drug situation in Himachal Pradesh?

3.5.2 Summary of discussions

- 3.5.2.1 Shri A P Siddiqui, Addl. DG of Police, opening the session, stated that India has a lot to offer to the world. So a large number of foreign tourists visit India. They are indeed welcome. But some tourists pose problems. However, number of such tourists is miniscule. Just because a few tourists create problems, the tourists cannot be banned. But, the tourists that have potential to pose danger to society in any part of the country ought to be regulated. As such, it needs to be discussed how those of the foreign tourists that are suspected to be or are found to be involved in drug trafficking in certain areas of Himachal Pradesh are to be dealt with.
- 3.5.2.2 Brigadier Devendra Singh, VSM, picking the thread of discussion, observed that broadly speaking, Himachal Pradesh receives two types of foreigners as tourists:
- (i) Casual foreign visitors: They are genuine lovers of nature, are attracted by the natural beauty of Himachal Pradesh, stay temporarily and then go back to their own country.
 - (ii) Living permanently: This variety generally plays an important role and is a part of Himachal Pradesh's drug problem. General perception is that there are a number of foreigners who have married locals and thereby found means to stay permanently and they indulge in manufacture of hashish and its trafficking. There are some foreigners who, after staying for the period of visa, travel to Nepal and then come back to India with another visa and operate in Himachal Pradesh. Many youth in Israel have run away from compulsory military service there and come to Himachal Pradesh and are reported to be indulging in narcotics trade. It is this variety that calls for monitoring.
- 3.5.2.3 Shri Puneet Raghu, Dy. Supdt of Police, SDPO, Manali, Distt, Kullu (HP) participating in the discussion, observed that police is ill-equipped and ill-informed about the implications of the provisions of the Foreigners Act. He quoted an instance in which the police authorities in a case of a Nigerian national went straight to the Nigerian Embassy and it was only later they learnt that they should approach the Protocol Division of the Ministry of External Affairs and through them the Nigerian Embassy.
- 3.5.2.4 Shri Ashok Kumar, SP (Narcotics) observed that under the Foreigners Act, since the Superintendent of Police is also the FRRO, onus lies on him to monitor the foreigners. In case of convictions, Police is mandated to inform the MEA within three days. Such a person should be black-listed and should not be allowed to come back to India. Activities of foreigners who go to Nepal to beat the time limit of visa should be closely monitored. In view of the problem of involvement of foreigners in drug trafficking, there is need to have checks and balances, he said.
- 3.5.2.5 Shri Ravi Shanker Joshi, Superintendent, NCB too observed that in view of the involvement of foreigners in illegal drug related activities, intelligence about

foreigners, who are permanently settled in drug sensitive areas of the State, should be collected and their activities monitored.

3.5.2.6 Shri OP Sharma, Senior Superintendent of Central Excise and Customs, tracing the history of the entry of foreigners into the drug scene in Himachal Pradesh stated that large number of foreign tourists had started arriving into this area during hippy cult days. A number of them had settled here but their activities were not monitored by the enforcement agencies. The law relating to their stay was not implemented. This inaction compromised the rule of law. Malana became a safe haven for drug traders. The place and the problem developing there did not receive the required attention of the Government machinery. Resultantly, gangs from several countries established base here. Shri Sharma stressed that an intelligence based monitoring of the activities of foreigners by police authorities is required.

3.5.2.7 Shri Siddiqui, ADG, summed up the discussion by observing that police authorities should be more vigilant about the nationalities that are involved in drug trafficking. The foreigners suspected to be involved should be monitored by the Police. There is a very heavy responsibility on the local police and it is necessary to have better co-ordination between the local police and the Ministry of External Affairs.

3.5.3 Findings (Session 8)

- During early seventies, when the hippy cult was at its peak, a large number of foreign tourists started visiting parts of Himachal Pradesh, lured by easy availability of narcotic drugs. A number of such foreign tourists continued to live in the state beyond the permissible duration of their stay as they were not strictly monitored by the concerned enforcement agencies.
- This inaction compromised the rule of law and Malana became a safe haven for foreigners involved in drug consumption and trafficking. Consequentially, gangs from several countries were formed and started indulging in drug trade.
- The fact of foreigners involvement in drug trade is admitted both by the Central and State government authorities, yet they do not seem to have taken it seriously, inasmuch as no action plan has so far been evolved to deal with the problem.
- There appears to be lack of understanding among the field level officials about the laws and procedures governing foreigners.

3.6 Drug consumption in Himachal Pradesh and how to contain it- Panel discussion

(Day-2: Session-9: Moderator: Dr. Alok Agarwal, Asstt. Professor, AIIMS, New Delhi

Panelists:

- (i) Shri Rajesh Kumar Sinha, Under Secretary, Ministry of Social Justice & Empowerment

- (ii) Shri Bilal Ahmed, Prog. Director, Society for Promotion of Youth & Masses (SPYM),
- (iii) Dr. P D. Lal, Founder Emeritus, Rotary Club , Kullu (HP) – 17101
- (iv) Shri Sanjeevan Ji , Social Worker, Shimla
- (v) Shri Shishir Tripathi, Senior Reporter, First Post, Network 18



3.6.1 The Issue

What, according to the experts, is the extent, nature, dimensions and pattern of drug abuse in Himachal Pradesh, what are the inadequacies of the current measures under way to tackle drug addiction, and what further needs to be done to effectively contain the problem?

3.6.2 Summary of discussions

- 3.6.2.1 Dr. Alok Agarwal, Asstt. Professor, AIIMS opening the deliberations stated that since no authentic survey has been done in Himachal Pradesh, nothing can be said with a reasonable degree of certainty about the exact extent, nature and pattern of drug abuse in Himachal Pradesh. It is only after the extent, nature and pattern of drug abuse are authentically known, an appropriate approach can be planned to tackle the situation. However, based upon the available information, main drugs of abuse in the State are heroin, ganja and hashish. In addition, synthetic drugs are also being abused. Drug addiction is more rampant in certain areas. Existing de-addiction and rehabilitation facilities are not adequate and the existing centres do not have any qualified psychiatrists. For tackling the addiction problem in Himachal Pradesh, the first step that should be taken is an authentic survey of drug abuse. He stated that in preventing drug abuse the role of the family, school, NGOs and rather the entire society is very important.
- 3.6.2.2 Shri Rajesh Kumar Sinha, Under Secretary, Ministry of Social Justice & Empowerment stated that having come to Kullu, he has realised that there is such an acute problem of illicit cannabis cultivation in Himachal Pradesh. He informed that the Ministry was contemplating to conduct an all India survey and hoped that if not by the end of this year, by the next year the survey should start. He further stated that

Government alone should not be expected to tackle the problem of drug abuse, and the entire society has to work together to solve this problem. He informed that two de-addiction centres are already receiving support from the Ministry of Social Justice & Empowerment in Himachal Pradesh. He stated that for grant of funds the Ministry should be convinced that the money provided by it to de-addiction centres is being properly spent. A preventive action programme among the youth is also being conducted in collaboration with NSS, informed Shri Sinha.

- 3.6.2.3 Shri Bilal Ahmed, Programme Director, Society for Promotion of Youth & Masses (SPYM) stated that for prevention of drug addiction, it is necessary that energy of the youth is channelised into constructive work. Schools and colleges too can play very important role in keeping students away from drugs. Teachers should, therefore, be trained in this regard. He suggested that as a result of this conference, a co-ordination mechanism should come into existence that should strive to co-ordinate all preventive measures against drug addiction. Shri Bilal Ahmed also stated that NGOs working in de-addiction field in Himachal Pradesh should be sensitised on how they can obtain funds for their activities from the Ministry of Social Justice & Empowerment and from the Department of Revenue's National Fund for Drug Abuse Control, and how they can apply online for such funds.
- 3.6.2.4 Dr. P D Lal of the Rotary Club too observed that drug addiction is quite rampant in places like Kullu. He stated that the de-addiction facilities are inadequate and need to be improved.
- 3.6.2.5 Shri Sanjeevan Ji stated that drug problem is not specific to Himachal Pradesh. It is a problem of entire India. He gave example of Punjab. Areas around Amritsar are afflicted with heroin abuse which comes from Pakistan. Speaking of Himachal Pradesh, he stated that gravity of problem in area bordering Punjab is as serious as in Punjab. He said that enforcement of - narcotics laws against illicit cultivation and trafficking has to be very strict. Further, the society too has to play a very important role in preventing drug abuse.
- 3.6.2.6 Shri Shishir Tripathi of First Post stated that Media has a very important role to play in combating drug abuse. He bemoaned that drug story is a sensational story from the perspective of many. But there is a human angle too. Stories of de-addiction are very dry stories. But the media has to highlight the positive aspects in such stories to encourage the addicts to give up addiction. Media should prominently bring to the notice of readers and audience the positive aspects of addicts in their giving up the drug habit.

3.6.3 Findings (Session 9)

The following additional points emerged in addition to the findings on the subject indicated earlier:

- Union Ministry of Social Justice and Empowerment is contemplating conducting of a survey all over India, hopefully if not by the end of this year, by the next year the survey should start.

- At present, only two de-addiction centres in the State are receiving support from the Ministry of Social Justice & Empowerment.
- A preventive action programme among the youth is also being conducted by the Ministry of SJ&E in collaboration with NSS.
- The fact of availability of funds through National fund for Drug Abuse Control is not known to many organisations working in the field of drug abuse control in the State.

3.7 Innovations in cannabis laws elsewhere in the world. Can these be replicated in India? Review of legislative policies relating to cannabis, particularly in view of its industrial and medical use based on research.

(Day-2: Session-10:

Part-I: Moderator: Shri Devendra Dutt, Secretary, INSA.

Part-II: Moderator: Shri Prabhjeet S. Gulati, Drug Law Enforcement Expert, UNODC

Part-I: Presentation by Shri Prabhjeet S. Gulati, Drug Law Enforcement Expert, UNODC

Part-II: Presentation by Shri Jahan Peston Jamas, Co-Founder & Director –Strategy & Consultations, Bombay Hemp Company



3.7.1 The Issues

- (i) In the context of several countries of the world having liberalised/ decriminalised use of cannabis, not only for medical, but also for recreational purposes with varying degrees of controls/regulations, whether such policies can also be replicated in India and, if so, to what extent having regard to our domestic situation as against those parts of the world where such experiments are taking place?
- (ii) Whether industrial use of cannabis is feasible and what are its implications in the context of illicit cultivation?

3.7.2 Summary of discussions

3.7.2.1 Shri Prabhjeet S. Gulati, Drug Law Enforcement Expert, UNODC made a presentation on global changes in drug laws relating to cannabis. He said that following line of thought has led many governments to effect such changes:

- That criminalising drug use has contributed to public health problems and negative consequences.
- That criminalisation undermines drug prevention and harm reduction efforts by marginalizing vulnerable population. It creates informal barriers to treatment.
- That incarceration of drug users results in prison overcrowding and related negative consequences.
- That resultant discrimination and social exclusion of drug users adversely affects their rights to health, work, education and housing. It separates parents from children.

Shri Gulati explained that decriminalisation is not legalisation of narcotics drugs. It means removal of criminal sanctions for selected activities. It provides for optional use of civil/administrative sanctions. In context of drug use, objective of decriminalization is to end the stigmatization.

Quoting from the three UN conventions of 1961, 1971 and 1988, Shri Gulati informed the conference that the approach of decriminalization of certain activities is in consonance with the provisions of these conventions.

Shri Gulati gave following examples of countries which decriminalised certain activities:

- Paraguay decriminalized small scale possession in 1988.
- Chile decriminalized possession in 2007. Sentencing judges can administer fines, mandatory treatment, and community service.
- Argentina's Supreme Court declared criminalization of drug possession for personal consumption unconstitutional in 2009.
- Mexico decriminalized possession of small amounts in 2009 replacing criminal sanctions with treatment recommendations and mandatory treatment for repeat offenders.

Shri Gulati explained that several countries have fixed maximum quantities thresholds to distinguish between trafficking offence and personal possession. Further, in countries where such changes have been made, response to decriminalized narcotics offences varies from no action to variety of civil sanctions like fines, community service, warnings, mandatory treatment, driving license suspension, etc.

Shri Gulati informed that Uruguay became the 1st country to legalize and regulate cannabis for non-medical uses in 2013. This is known as Uruguay model and its salient features are as under:

- Production of only specified herbal cannabis products by state licensed growers is permitted.
- Sales are permitted only via licensed pharmacies.
- Sale is permissible only to registered adult Uruguayan residents.
- Prices are set by the regulatory body.
- 40 gms per month per registered user for non-medical use is permissible.
- Cultivation up to 6 plants (maximum harvest of 480 gm per year) for personal consumption is allowed.
- Cannabis clubs of 15-45 members are allowed to cultivate up to 99 plants with regulation on annual harvest.

Shri Gulati observed that he would not express his opinion on whether changes effected abroad would be appropriate in the context of India, but it would certainly be useful to know how many Governments are re-visiting their early approaches on narcotics law enforcement and decriminalising certain activities.

3.7.2.2 Shri Jahan Peston Jamas, Co-Founder & Director –Strategy & Consultations Bombay Hemp Company (‘BOHECO’) made a presentation before the conference on how legitimate industrial use of cannabis plant is possible and how the same can benefit the farmers as well as the society. He stated that the BOHECO model is based on the provisions of the NDPS ACT, 1985 according to which the Government of India can allow cultivation of any cannabis plant for industrial purposes only of obtaining fibre or seed or for horticultural purpose. He reproduced the following two paragraphs of the Government of India’s ‘National Policy on Narcotic Drugs and Psychotropic Substances’ relating to cultivation of cannabis for horticultural and industrial purposes:

“22. Cannabis plant can be a source of biomass and fibre for industrial purposes. Cannabis seeds can be used to produce cannabis seed oil - a high value oil. Some countries license cultivation of cannabis varieties which have very low content of tetrahydrocannabinol (THC), the active ingredient which has the intoxicating effect. These varieties of cannabis are used to produce fibres which are, in turn, used in production of fabrics and for production of biomass.

23. Section 14 of the NDPS Act empowers the Government to, by general or special order, permit cultivation of cannabis exclusively for horticultural and industrial purposes. The Central Government shall encourage research and trials of cultivars of cannabis with low THC content. The Central Government shall, however, follow a cautious, evidence-based approach towards cultivation of cannabis for horticultural and/or industrial purposes and shall take decisions based on results of research.”

Shri Jahan Peston Jamas stated that cannabis has several uses. Its seeds are a gift of nature and are the most nutritious seeds in the world. They have the most concentrated balance of proteins, essential fats, vitamins and enzymes combined

with a relative absence of sugar, starches and saturated fats. According to him, hemp foods are one of the most potent foods available, supporting optimal health and well being for life. Speaking of medicinal uses of cannabis, he stated that Ayurvedic Pharmacopeia of India lists its medicinal uses. So also, the Homeopathic system of medicine too indicates use of Cannabis Indica and Cannabis Sativa L in treatment of diseases.

Shri Jahan Peston Jamas further stated that through scientific research and intervention, it is possible to have hemp that has no THC which creates the main problem. THC free hemp can be used for industrial purposes.

Shri Jamas stated that hemp produces more pulp per acre on sustainable basis in four months than timber. He said that it is already a major industry in 45 countries. China is already largest exporters of hemp textiles. In Germany, Mercedes and BMW are using hemp fibre in door panels and dash boards etc. of the cars.

He observed that hemp is an elegant solution to the crisis created by modern agribusiness and conventional cotton production because:

- Hemp requires less water to thrive than cotton. It is actually drought tolerant – and usually grows well without irrigation. Globally, 77% of cotton crops are irrigated.
- Hemp has a fibre yield higher than any other agricultural crop, thereby requiring less land for equal yield.
- Hemp has higher average fibre production per acre than conventional cotton.
- Hemp fibre is four times strong than that of the cotton.
- Hemp has the lowest ecological foot print. It does not need pesticides and herbicides whereas cotton needs both. Industrial hemp pulls CO₂ from the air and returns it to earth. It pulls toxins from contaminated soil.

With regard to cultivation of cannabis for medical and scientific purposes, Shri Jahan Peston Jamas referred to the para 20 of the Government of India's National Policy on Narcotic Drugs and Psychotropic Substances:

"20. Section 10 of the NDPS Act, 1985 read with section 8 of the Act empowers the State Governments to licence cultivation of cannabis for medical and scientific purposes. Medicinal use of cannabis has so far been extremely limited and confined to alternate medicine such as homeopathy and ayurveda. State Governments have actually not been licencing cultivation of cannabis. Of late, there has been growing international interest among scientists in exploring possible medical uses of cannabis. Cultivation of cannabis will not be permitted given its limited proven uses for medical purposes. Cultivation shall be permitted for research including trials of various varieties of cannabis."

Shri Jahan Peston Jamas informed that his company has started up a project in the State of Uttarakhand with the permission of the Government for use of the hemp plants for production of fibre and products thereof. He also displayed some products

said to have been manufactured from hemp fibre. Resultantly, he stated, cannabis will result in poverty alleviation, livelihood creation and rural development.

3.7.2.3 Findings

- Based upon their own experience, several governments in different parts of the world are of the view that criminalisation, particularly of the consumption of cannabis has led to a number of negative consequences, such as overburdening of criminal justice system, overcrowding of prisons and stigmatisation leading to social exclusion of drug users and their families. As such, according to them, decriminalisation has not worked and necessitated a review of the drug laws in force.
- Cannabis plant has a number of known medicinal, cosmetic and industrial uses that are already being exploited by forty five countries, including China, the largest exporter of cannabis textile.

3.8 Role of development with special reference to alternative means of livelihood in wiping out illicit cultivation of cannabis/opium poppy

Day-2: Session-11: Moderator: Shri Devendra Dutt, Secretary, INSA.

Presentation by Shri J.C. Sharma, IAS, Principal Secretary to Government of Himachal Pradesh & M.D., Horticulture Produce Marketing & Processing Corporation Ltd.



3.8.1 The Issue

Are there any agricultural, horticultural or herbal crops/plantations, like high yield apple crops, that can substitute the ongoing illicit crops of cannabis or opium poppy in Himachal Pradesh without substantially reducing the income of cultivators? How can the cultivators be encouraged to switch over from illicit to licit cultivation?

3.8.2 Summary of discussions

Shri J.C. Sharma, IAS, Principal Secretary to Government of Himachal Pradesh & M.D., Horticulture Produce Marketing & Processing Corporation Ltd. made a presentation to inform the conference that high yield apple plantations, supported by latest technology developed and being applied abroad, could be a financially better and licit alternative to illicit cultivation of cannabis/opium poppy in Himachal Pradesh.

Shri J.C. Sharma began his presentation by quoting Gunnar Myrdal, Nobel Laureate's famous quote "It is in the agricultural sector that the battle for long term economic development will be won or lost". Keeping this in mind, he said, he is implementing a project to support small farmers and agro-entrepreneurs in Himachal Pradesh to increase the productivity, quality and market access of selected horticulture commodities. He stated that beneficiaries of the project would be farmers and entrepreneurs especially in the micro, small and medium enterprises (MSME) segment, farmer producer organizations and other value chain participants. The project will contribute to inclusive growth by prioritizing support to small and marginal farmers, with special focus on fruit crops. Project will benefit about 1.50 lakhs producers, of these 33 per cent are expected to be female beneficiaries.

Shri J.C. Sharma informed the conference that aim of the project is to enhance availability and adoption of improved true-to-type, disease free, elite planting materials of horticulture crops by establishing a locally robust nursery industry capable of meeting demand for high quality and diverse planting materials and supporting adaptive research and development and dissemination of improved technologies to producers. Adaptive research and development and dissemination of improved technologies will include development of package of practices for management of high density planting, pollination management, fertility management practices, usage of bio control agents and bio fertilizers, disease & Pest surveillance, strengthening of PEQ (post entry quarantine) facilities, and leaf and soil analysis. Use of climate resilient technologies and adoption will be used to support sustainable increase in productivity of fruit crops. Access to financial services will be facilitated so that farmers have the financial capital to make the farm level investments necessary to participate in the project and the financial capacity to do this in a responsible manner. The farmers will be organised into farmer producer organizations (FPOs), develop their capacity and skills for marketing for accessing wider markets, and investment support to these FPOs for establishing common services centres (CSCs). A modern supply chain that prevents wastage and value erosion, and allows access to more distant markets, and enables secondary and

tertiary processing for creating higher value for the produce shall be established. The project will have several other similar components.

Having explained the technicalities of the project, Shri J C Sharma stated that the project aiming at rural development in a broader sense, can provide viable and better alternative means of livelihood to farmers in the form of plantation of technologically supported new varieties of apples so as to wean them away from illicit cultivation of cannabis. He announced that a study has been incorporated in the Project Implementation Plan for this purpose and an amount of Rs. 2,00,000,00/- has been separately ear-marked for the purpose.

Closing his presentation, Shri J C Sharma expressed his confidence that the above is a financially viable alternative and the farmers would be supported during the period of change.

3.8.3 Findings

- Raising of high yield apple plantations supported by latest technology could be an attractive alternative to illicit cultivation of cannabis/opium poppy in Himachal Pradesh.
- A project is being implemented in Himachal Pradesh to support small farmers and agro-entrepreneurs to increase their productivity, quality and market access of selected horticulture commodities. Beneficiaries of the project would be farmers and entrepreneurs especially in the micro, small and medium enterprises (MSME) segment.
- The project plans a separate strategy for cannabis and poppy growing areas and a study has been incorporated in the Project Implementation Plan for this purpose.
- Experts believe that apple plantations could offer a viable alternative to illicit cultivation of cannabis or opium poppy because:
 - (i) Best apples grow where best cannabis grows.
 - (ii) There is huge demand for apples which will continue to grow as the country develops.
 - (iii) With new technology, there is huge premium for a switch over.
 - (iv) Apple can earn one as high as Rs 25,00,000/- per hectare whereas cannabis may fetch Rs 10,00,000/- to 12,00,000/- and opium can fetch Rs 400,000/- in same area with huge risk involved. New technologically supported improved varieties of apple have very short gestation period and yield is several time more as compared to the conventional varieties that have so far been grown in Himachal Pradesh.
- A strategy having combination of both coercive methods and viable and well supported alternatives can prevent illicit cultivation of drugs in Himachal Pradesh.

DAY-3

3.9 Searching for solutions to the drug problem in Himachal Pradesh - Group deliberations and their recommendations.

Day-3: Sessions-11 &12: Working groups deliberations and presentation of their reports



- 3.9.1 After deliberating over different aspects of the problem and updating themselves with the latest information through presentations made by a number of experts, the participants broke into three working groups. Each working group was tasked to discuss a particular aspect of the prevailing drug situation in Himachal Pradesh and to suggest workable solutions. Working groups were asked to submit their respective reports along with their recommendations in a plenary session.
- 3.9.2 Working Group-1 comprised drug law enforcement officials from Centre and the State and was tasked to ascertain reasons why the current laws, policies and measures have not succeeded in curbing the problem. Among other points, this group also considered and examined:
- (i) The current drug laws, policies and enforcement measures. Are these sufficient to deal with the problem?
 - (ii) Whether the State has adequate manpower and equipment to measure up to the problem?

- (iii) Whether the authorities have a plan of action for screening of foreigners in the State, particularly in the drug cultivating areas, and to take suitable action against those staying without valid travel documents?
- (iv) The structure and deployment of law enforcement machinery of State as well as of the Central Government – whether this needs any reformation and restructuring?
- (v) The efficacy of drug law enforcement training facilities and programmes in the State.
- (vi) Interstate cooperation between drug law enforcement agencies and sharing of intelligence relating to drug trafficking and traffickers. Identify gaps, if any.
- (vii) Review of the existing cooperation mechanism between Central and State drug law enforcement authorities. Identify gaps, if any.

3.9.3 Working Group-2 was tasked to deliberate on the adequacy of existing drug demand reduction policies, treatment facilities and measures in place in the State and make suitable recommendations for improvement, wherever necessary. . Among other points, this group was also asked to consider and examine:

- (i) Size of the drug abuse problem in the State as per official and other reported data. What drugs are abused most?
- (ii) Take stock of the existing manpower and other facilities for counseling, treatment and rehabilitation of drug users in the State.
- (iii) Does the present deployment of treatment professionals and infrastructure allow easy access to the population in drug sensitive remote areas?
- (iv) Is there a system of providing regular training and refresher programmes to demand reduction staff?

3.9.4 Working Group-3 was tasked to deliberate on the role that governments, media and NGOs need to play in raising awareness against illicit cultivation, trafficking and consumption of drugs. Among other points, the group was requested to:

- (i) Consider whether we are doing enough to raise awareness against illicit drugs and drug abuse in the State?
- (ii) Take stock of the existing drug awareness programmes and examine whether these need to be supplemented and, if so, additional inputs that could be provided
- (iii) Examine whether media is playing a positive role in raising awareness against illicit drugs?
- (iv) Discuss whether frequent reports regarding rave parties, drugs and alcoholic drinks attract gullible youth towards such events and drug abuse?
- (v) Ways to educate and thus prepare parents, communities, and teachers for the important role they can play in curbing the drug problem in the State.

3.9.5 Reports and recommendations of the three groups:

The three working groups deliberated over the issues before them and presented their individual reports at the plenary. The recommendations made by the three groups are briefly as follows:

3.9.5.1 Working Group I:



In its report to the plenary session, Working Group I made following recommendations, issue-wise:

1) **Adequacy of the current drug laws, policies and enforcement measures to deal with the drug problem in Himachal Pradesh:**

Recommendations:

- (i) The NDPS Act prohibits cultivation, production, possession, sale, purchase, trade, import, export, use and consumption of narcotic drugs and psychotropic substances except for medical and scientific purposes in accordance with the law. Accessory crimes of aiding and abetting and criminal conspiracy attract the same punishment as the principal offence. Hence the group feels that current drug laws are sufficient to deal with the problem.
- (ii) However, the group feels that the legal requirements under the NDPS Act regarding finding independent witnesses for search and seizure becomes practically difficult. Hence an amendment in the NDPS Act may be brought

to dilute the requirement of finding independent witnesses at the time of conducting raids and searches and seizures of narcotic drugs and psychotropic substances.

2) Policy measures

Recommendations:

- (i) As regards the issue of decriminalization of certain offences-
 - The scale of sentencing and fine varies significantly depending on the substance and quantity found. Quantity itself is an imperfect criterion for determining the type of activity associated with the drug; in many cases where large quantities are seized, people who are arrested were merely carrying or transporting the substance, and not controlling or managing the trade.
 - The small quantity of drugs should be decriminalised by amending NDPS Act. However, for subsequent offence under the Act, this quantity should not be decriminalised.
- (ii) A provision should be made under the NDPS Act wherein it should be made mandatory for an MLA of the constituency and the Sarpanch of the Gram Panchayat to file an affidavit at the time of filing nomination to fight election that they will not allow any illicit cultivation of Cannabis or Opium Poppy on private and Govt/ Forest lands in their Legislative constituency or the Gram Panchayat, as the case may be.
- (iii) Creation of a permanent HP State Narcotics Control Board:
 - At present, there exists on paper a State Level Apex Co-ordination Committee (SLAC) headed by the Chief Secretary of Himachal Pradesh which was tasked to take care of all aspects of the drug law enforcement administration in the State. Sadly, the same has been made defunct and no meetings thereof are convened by the State Government. This apathy has helped the drug traffickers and increased the scale of drug consumption in the State due to unabated cultivation, production and availability of illicit drugs and substances.
 - Therefore, a State Narcotics Control Board headed by a Chairman comprising a number of Directors who should be picked up from amongst the willing and committed senior officers, namely, Police Department [ADG (CID)], Principal Chief Conservator of Forests (), Revenue Department [Secretary (Revenue)], Health Department [Secretary (Health)], Social justice & Empowerment Department [Secretary (Social Justice & Empowerment)], Department of Rural Development [Secretary/ Director (Rural Development)].
 - At the district level, the Board should be represented by an exclusive Anti Narcotics Force comprising the following officers:

- (a) A DSP, a DFO, a District Welfare Officer, a Psychiatrist, and a group of revenue officers comprising a Tehsildar and a Patwari.
- (b) SP (Narcotics) should be provided with sufficient manpower, surveillance equipment, and all other operational machinery to efficiently implement drug laws within his jurisdiction.
- (c) The above officers must have a tenure of minimum 5 years.
- (d) There should be a fair practice of awarding officers for best performance in narcotics law enforcement.
- (e) Provision of sufficient funds should be made for the State NC Board.

3) Adequacy of manpower for drug law enforcement

Recommendations:

- The State does not have adequate and exclusive manpower for drug law enforcement. Establishment of State NC Board has, therefore, been hereinabove recommended for the purpose. Officers to man the Board should either be directly recruited or hired from amongst devoted/ committed officers from various streams/ departments/ line agencies on deputation of fixed tenure of 5 yrs.
- Every District should have exclusive Anti Narcotics Force to exclusively deal with drug related issues/problems.

4) Plan of action for screening of foreigners in Himachal Pradesh

Recommendations:

- At present the authorities do not have sufficient plan of action for screening of foreigners in the State.
- Hence, in order to track down the movement of foreign nationals in the country, an enabling provision in the Foreigners Act should be made, wherein it should be made mandatory for every visiting foreign national to get himself registered with the FRRO in every State that he visits.

5) Improvement in structure/ deployment of the law enforcement machinery both State and Central

Recommendations:

- The proposed State Narcotics Control Board will be able to suitably restructure and redeploy drug law enforcement machinery of the State as per district-wise need.
- Sub Zonal Unit of the NCB at Mandi needs to be strengthened by providing sufficient manpower and necessary surveillance and enforcement equipment.

6) **Efficacy of drug law enforcement training facilities and programmes in Himachal Pradesh**

Recommendations:

- Drug law enforcement training facilities and programmes are not sufficient in Himachal Pradesh. This needs to be looked into.
- Frequent drug law enforcement trainings should be conducted by the State Police and the other agencies in co-ordination with the NCB and should also involve Forest and Revenue departments' officials of the State.
- Infrastructure of drug law enforcement training should be improved in the State training academies/ Police Training School, etc.
- E-learning programmes as designed by the UNODC or any other agency should be included in the training academies in both Hindi and English languages.
- Being national nodal agency for narcotics matters, responsibility should be placed on NCB to develop training modules and furnish them to the State drug law enforcement facilities.

7) **Lack of consultation in policy making**

Recommendations:

- The lack of policy co-ordination is compounded by the non-application of consultative mechanisms provided in the NDPS Act and the NDPS Consultative Committee Rules, 1988. This should be looked into immediately and improved.
- The NDPS Act mandates the Central Government to establish a 20-member NDPS Consultative Committee (the Consultative Committee) as a policy-advisory body with a broad mandate. This needs to be revived.
- The Consultative Committee can draw upon experts and civil society representatives to review and recommend changes in all areas of drug policy. Sadly, these provisions have not yet been implemented.

3.9.5.2 Working Group II



In its report to the plenary session, Working Group II made the following observations and recommendations, issue-wise:

(1) Size and nature of drug use problem in HP

Observations of the Group:

- (i) No structured survey has been conducted or findings available thereof on pattern and scenario of drug use in Himachal Pradesh.
- (ii) Personal experiences of group members suggested that:
 - Drug use is prevalent among children of elite boarding schools in the State.
 - Most of the drug peddlers are drug users themselves and peddling in drugs supported their addiction as well.
 - Decade back, majority of those coming for treatment were alcohol users. However, drugs currently used include pharmaceuticals, heroin (smack), cannabis (charas) and also inhalants among children.
 - With change in pattern of drugs used, younger children as old as 15 years are also reported to be showing up at treatment centres.
- (iii) A socially and culturally accepted behavior (drug use), which was part of the local customs and traditions since centuries, has since been criminalised.
- (iv) We are moving away from social regulation of drug production and consumption and emphasis is on legal regulation / prohibition.

(2) Existing manpower / de-addiction facilities available and their adequacy to respond effectively

Observations of the Group:

- (i) There are only two Integrated Rehabilitation Centres for Addicts (IRCA) in the State, which are supported by MSJE. These IRCA are located in Dharamshala and Kullu.
- (ii) Two centres were set up by Ministry of Health and Family Welfare in 1990 in Shimla and Mandi. Local members in the working group were not sure about their functioning.
- (iii) There is one Oral Substitution Therapy (OST) Centre supported by National Aids Control Organisation (NACO), serving Injecting Drug Users (IDU) community.
- (iv) Himachal Pradesh State Health department has dedicated 5 beds in Government hospitals for de-addiction and treatment of drug users, but no dedicated manpower has been provided for the same.
- (v) Some services are offered in NGO / private sector, but no accurate information

about the nature of these services is available

(vi) In the opinion of the group, above facilities are not adequate to address the treatment and rehabilitation needs of the community in Himachal Pradesh.

(3) Training of manpower to ensure their systematic capacity building as also their availability at treatment and counselling centres on regular basis

Observations of the Group:

(i) There is only one Regional Resource and training Centre (RRTC) in the State supported by MSJE that conducts training of staff members from 2 IRCAs.

(ii) There is no mechanism for monitoring of regular availability, suitability and quality of services being offered to drug users.

(4) Recommendations of the working group

A. Survey

(i) There is immediate need to conduct a survey on extent and pattern of drug use, profile of drug users to assess the magnitude and nature of drug problem in Himachal Pradesh with a mechanism to conduct follow up surveys on regular intervals for further strengthening of the State's plan/ strategy.

B. Policy initiatives

(i) The State should formulate a State-specific policy to tackle the menace of increasing drug use, comprehensively encompassing both supply and demand reduction issues along with inclusion of other aspects such as alternative development, harm reduction, etc.

(ii) The policy should lay emphasis on acknowledging drug use as a health and development issue and not merely as a law & order problem. Accordingly, the primary focus of the response should be on prevention, treatment, rehabilitation and economic measures and not punitive actions.

(iii) State Govt. should constitute an empowered State level committee on drug abuse to ensure implementation of the policy and coordinate activities between various agencies involved. Composition of the State level committee on drug abuse is suggested as under:

1. Chief Secretary - Chair

2. Principal Secretary – Health (Convener)

3. Principal Secretary – Social Welfare

4. Principal Secretary – Women and Child development

5. Principal Secretary – Education

6. State representative of NCB

7. DG – Police
8. State Drug Controller
9. Regional Resource & Training Centre Designated by MSJE
10. Civil Society representative working with women
11. Civil Society representative working with children
12. Representative from community– Drug user in recovery
13. Technical experts on drug treatment (Psychiatrists)

C. Treatment and re-habilitation facilities

- (i) Treatment facilities to be available at primary, secondary and tertiary care levels. In addition, Department of Psychiatry, IGMCH to be developed as a state-level apex centre for the State
- (ii) State government to support and expedite immediate functioning of the 20 bedded inpatient facility in two government hospitals set up by Health Department in 1990s
- (iii) Adequate inpatient facilities should be made available at district level by having -
 - More IRCAs under MSJE
 - Drug Treatment Centres under the State Department of Health
- (iv) OPD services by dedicated staff at CHC/PHC level should include:
 - Screening & brief intervention
 - Outpatient detoxification / maintenance treatment
 - Suitable referral linkages with inpatient services at district level
- (v) IRCA / District Hospital-based facilities to include:
 - Detoxification
 - Long term pharmacological Treatment
 - Aftercare and follow-up
 - Relapse prevention
 - Skill building and rehabilitation
 - Support group network for drug users and families
- (vi) Specific schemes should be formulated for rehabilitation of drug users in need of vocational skills and livelihood needs

(vii) Dedicated staff should be supported at all levels to enable efficient delivery of these services. Staff need not be specialist but general medical personnel with suitable training and exposure.

(viii) State must ensure availability of appropriate medications in all facilities

D. Primary prevention

(i) There is need to formulate plan / interventions to channelize youth energy through sports, recreation in schools / colleges and in communities (through PRIs) among unemployed/ out-of-school youth.

(ii) Regular orientation programmes among school/college teachers/counselors on recognising signs of drug use among children, treatment and support should be conducted.

(iii) Efforts be made for appropriate media orientation on playing their role in building awareness among community, addressing stigma and to advocate for various stakeholders in playing their role responsibly

(iv) State should facilitate setting up support group networks of recovering drug users and their families

(v) There is need for training of agencies involved in awareness generation through RRTCs

(vi) There should be workplace interventions-

- a. Under CSR initiative
- b. To identify substance use problems early
- c. To help improve productivity

(vii) Services in private sector-

- a. State to facilitate availability by ensuring permissive environment
- b. Regulation and monitoring mechanisms

(viii) Stigma and discrimination must be addressed as these prevent treatment and seeking service utilization by-

- a. Campaigning to change people's attitude towards those who use drugs
- b. Involving PRIs for addressing stigma in rural communities

E. Training

(i) Regular training of health personnel involved in drug demand reduction services and harm reduction should be ensured.

- (ii) NISD (MSJE) / NDDTC (MOH&FW) may be approached by the State government for the above purpose.
- (iii) Dept of Psychiatry, IGMCH should be developed into a State level resource centre.

F. Monitoring

- a. Monitoring mechanism to be put in place by State committee both at State and district level.
- b. Use of technology should be made for monitoring the service delivery.
- c. Community members should be deployed for assessing the service quality of the facilities.
- d. District level committees chaired by the DC should be entrusted with implementation of services and ensuring coordination between agencies.

3.9.5.3 Working Group III



Working Group III discussed how best to raise awareness against illicit cultivation, production, consumption and trafficking in drugs as well as the role that Governments, media, NGOs and others need to play in this regard. In its report to the plenary session, the group made a number of recommendations that can be broadly classified in two categories:

Category 1: Assertive/Aggressive recommendations.

These are referred to as assertive or aggressive because these recommendations are from a proactive position, with a focus on the “Push” factors of raising awareness and include:

- (a) Enhancing the visual delivery and cultural context of drug awareness campaigns and messages.

- (b) Focus campaigns about raising awareness through visual/audio means highlighting that the health ailments of children are, often, due to the drug use of their parents.
- (c) Encouraging and facilitating visits of vulnerable target age groups to local/district drug de-addiction centres as well as providing them opportunities to gain one-to-one personal interaction time with recovering users in order to enable an additional health based perspective being brought to creating awareness.
- (d) Promotion of local and district level awareness about the punishments provided under drug laws for the possession, consumption, transportation, etc. of narcotic drugs and psychotropic drugs. It is suggested that there must be an emphasis on promoting the visual appeal and ground penetration of such awareness messages.
- (e) Development of Informative Education Centres (IECs) to specifically organise awareness campaigns to cater to different age groups and demographics.
- (f) Structuring and aligning IECs with Panchayat Raj Institutions (PRIs) at a local, district and State level. Further, ensure adequate official recognition for structural alignment of IECs with PRIs.
- (g) Ensuring mandatory discussion time to be allocated at PRIs general house meetings for discussion on drug awareness, particularly with reference to drug consumption. Increased emphasis should be given to visuals, statistics and documentaries during discussions in order to add objective perspective to the discussion.
- (h) Establishment of new and upliftment of existing counselling centres at block medical officer's level with a particular focus on expanding the ambit of local health education in the context of drug consumption.
- (i) Social discouraging of deceptive advertising of alcohol/tobacco products through local awareness campaigns. This would act as a primary social net to divert the focus of vulnerable target age groups away from legal substances, which could act as gateway tools/catalysts to harder illicit substances.
- (j) Focusing on minor awareness campaigns which bring attention to the proliferation of micro processes/products which empower the drug consumption process, i.e., drug paraphernalia, loose cigarettes, etc.
- (k) Facilitating and encouraging the establishment of local and district level healthcare awareness units in order to provide an adequate follow up on the day-to-day or week-to-week front.
- (l) Mandatory reporting by Gram Panchayat on the statistics and additional information on the impact and spread of drug consumption locally. The mandatory reporting should be done with block medical officer/local Government health representative.

- (m) Encouraging active parent-teacher awareness programmes and interventions, with a focus on highlighting drug induced symptoms as well as collaboratively working on development of behaviour assessment reports.

Category 2: Accommodative/Assimilative recommendations.

These are referred to as accommodative/assimilative as these recommendations are from a reactive position, with a focus on “PULL” factors of raising awareness.

- (a) Establishment of productive activity linkage programmes in various forms such as yoga, team based sports and local games. This should be done with a focus to divert the attention of youth from non-productive and potentially illicit activities.
- (b) Empowerment of women’s organisations (like Mahila Mandals) for conducting local awareness and sensitization programmes.
- (c) Empowerment of youth and social activities clubs to establish activity based programmes to channelize the energy of vulnerable target age groups. Furthermore, this must be linked to enhanced information processes with respect to information sharing about local cultural activities and sports tournaments throughout the local community.
- (d) Public relations activities of local and regional personalities and celebrities may include ground level sensitization and awareness campaigning against drug consumption as well as for a healthy perspective to life.
- (e) Empowerment of previous drug users who have completely recovered and presently integrated into society as local success/sunshine stories to provide adequate mentoring and motivation to presently recovering drug users/ potential drug users.
- (f) Encourage penetration of social awareness and drug consumption awareness (including the ill effects) into local and regional media (i.e., TV and radio) with cultural relevance to the targeted age group. Furthermore, integration of similar drug awareness messages into historically and culturally relevant folk songs and artisanry should be simultaneously encouraged.

3.10 Inputs provided by Shri Maheshwar Singh, Member of Legislative Assembly (MLA) from Kullu

- 3.10.1 Shri Maheshwar Singh stated that Kullu is a land of gods. It is unfortunate that people here are getting involved in illicit business of drugs.
- 3.10.2 He stated that drug mafias operating from Goa, Delhi and Bombay are never interdicted by enforcement authorities; only the local carriers and producers of drugs are caught.
- 3.10.3 Cannabis seed comes from Israel. Nobody has tried to check that. There are moon light parties where drugs are served. Organisers are given permission to organise them. They should be stopped.

- 3.10.4 Why foreigners were allowed to settle, he asked. Trafficking in charas must be effectively curbed, he urged.
- 3.10.5 He said that new generation is taking to drugs. Government should have the will power to stop drug trafficking. The Government has to ensure that no drugs reach vicinity of school premises. There must be an ethics teacher in every school to impress upon school children to shun drugs.
- 3.10.6 As regards, illicit cultivation of cannabis, he pleaded, some alternative means of livelihood should be provided to the cultivators. Cultivation of herbs should be encouraged and promoted in areas where cannabis is cultivated. It is a very difficult life in those areas. In order to reach Kasol, one has to walk five kilometres. Carrying charges for a gas cylinder to Kasol is Rs.350/-. A herb called 'Naag Chhatri' grows there which sells for Rs.700/- per kg. He bemoaned that the government has started seizing even this herb from those who collect it from forests. Cultivation of herbs should be encouraged. Societies for growing herbs should be formed in the villages.
- 3.10.7 The Central Government should liberally provide funds for alternative means of livelihood in the areas afflicted with illicit cultivation, advocated Shri Singh.
- 3.10.8 Shri Maheshwar Singh expressed his disapproval of the declaration of value of drugs seized by the enforcement authorities in press and media. He said that announcement of such abnormally high price by authority in order to take credit for seizures only tempts the people to indulge in drugs trafficking.
- 3.10.9 He said that a seminar should be organised at Kasol and people who are involved in cultivation of cannabis or connected with drug business invited to the conference. He would make arrangement of the seminar, he promised.

CONCLUSIONS

As a result of various presentations made at the Conference on the current drug problem in the state and deliberations held between participants with a view to find the truth and solutions to different aspects of the problem, including demand, and supply, the picture that emerged can be summarized as under:

- (i) **Illicit cultivation of cannabis and opium poppy in the State:** The fact of an unchecked and widespread illicit cultivation of cannabis and opium poppy on private as well as on forest land in several districts of Himachal Pradesh, namely, Kullu, Mandi, Chamba, Sirmour, Kangra and Shimla is a common knowledge and also admitted by the law enforcement authorities of the State.
- (ii) **Law enforcement efforts:** Efforts made by the Central and State Government agencies so far to stop illicit cultivation, trafficking and consumption of drugs in the State have failed to produce desired results. Illicit cultivation on forest/government lands is an open challenge to the authority of the State and illustrative of lack of political will to sternly deal with this problem. Law enforcement has also not been able to focus on big traffickers.
- (iii) **Coordination:** Coordination between drug law enforcement, drug demand reduction and all other agencies dealing with drug issues in any manner in the State is lacking. On one hand, coordination needs to be improved between Central and State agencies; on the other, coordination also needs to be improved between various agencies of the State. Even though the State has constituted a high powered committee for the State, the committee has not yet taken control of the situation and has also not given any directions to the field.
- (iv) **Shortage of dedicated law enforcement personnel:** The State does not have adequate exclusive manpower for drug law enforcement in the field. The Superintendent of Police, (Narcotics), CID, Shimla does not have adequate number of personnel to undertake law enforcement work. Same is the situation at district level.
- (v) **Involvement of foreigners in drug trafficking:** The State authorities feel that there is not much they can do to track foreigners' movement and they expect better cooperation from the FRRO, MEA and MHA to be able to keep them under check.
- (vi) **Training:** The existing drug law enforcement training facilities are not adequate and need to be improved.
- (vii) **Lack of reliable data on drug problem:** There is no reliable data on drug problem of the State, particularly relating to the extent and pattern of drug use and number/profile of drug users in the State, to help frame effective drug demand reduction and treatment policies.

- (viii) **Increase in drug addiction:** Drug addiction particularly amongst the youth is on the rise.
- (ix) **Drug use by children:** Reports of drug use among school going children is a cause of concern and needs to be taken seriously and addressed.
- (x) **Absence of effective and adequate demand reduction measures:** Effective and adequate demand reduction measures do not seem to be in place in the State. Law enforcement alone will not be able to contain drug abuse in the State. Drug abuse being a health issue calls for a humane approach. Parents, family and community too need to play a more proactive role in preventing drug abuse.
- (xi) **Awareness programmes against illicit drugs:** The current awareness programmes are not adequate and are also not tailor-made to cater for every section of the local population. A periodical review of these programmes and making them population specific will be more beneficial.
- (xii) **Alternative Development:**
- Notwithstanding frequently made observations by the State functionaries that farmers engaged in illicit cultivation should be provided alternative means of livelihood, not enough seems to have been done in the State to dissuade farmers from cultivating illicit drugs by providing viable options to them to switch over to such means. There is lack of information and expertise in the State to be able to develop sustainable alternatives, which the farmers in drug producing areas will be ready to adopt happily.
 - Such switching over to alternative means of livelihood will be possible only when the State offers lucrative alternatives to cultivators with an assurance of holding their hand during the gestation period.
 - Horticultural research will be able to suggest some of the acceptable alternatives and with support from Centre and State governments, it should be able to wean farmers away from cultivating illicit drugs and switch to licit crops.
 - Several varieties of herbal plants grow in areas where illicit drugs are being cultivated or grow wild. A research in this area could lead to commercial cultivation of herbs having potential for providing alternative means of livelihood to farmers in the State.
- (xiii) **Need for innovative measures:** It would be worthwhile to examine relevance of innovative drug control methods tried elsewhere for their suitability in the State.

RECOMMENDATIONS

5.1. Summary of recommendations

Based on the findings of the Conference, INSA makes the following recommendations:

5.1.1. A. Drug Law Enforcement, Coordination and Training

(a) Immediate enforcement measures against illicit cultivation:

- (i) As an immediate measure and also to demonstrate the political will, the State must use all its available resources to wipe out illicit cultivation of cannabis/opium poppy on forest /government lands.
- (ii) Further, the Police and the Revenue authorities must use all available means of communication to advise farmers in areas prone to illicit cultivation that they must not cultivate illicit crops and if they do, they would be legally proceeded against apart from destruction of the illicit crops.
- (iii) Tehsildars/Patwaries and Forest department officials should be suitably and adequately empowered under the law and tasked with some amount of accountability to report illicit cultivation in their jurisdictions to higher authorities for destruction.
- (iv) Destruction campaigns must continue against the illicitly cultivated crops.

(b) Medium and long term measures:

- (i) Taking into account the extent of illicit cultivation of cannabis and opium poppy, resultant trafficking in drugs, and drug abuse in the State of Himachal Pradesh, there is a need to take suitable administrative and preventive measures. This would be possible only if all aspects of the problem are addressed holistically and directions for corrective measures emanate from the highest echelons of the State administration. It is, therefore, recommended that an exclusive drug enforcement authority should be established under a Secretary level officer of the State to ensure proper coordination between different agencies dealing with the subject of narcotic drugs and psychotropic substances within the State as well as with the Government of India and its agencies.
- (ii) The State should undertake a needs-assessment exercise and strengthen law enforcement and other drug control machinery in the districts where large scale illicit cultivation of cannabis and opium poppy on privately owned or on forest land is reported and also in respect of the set up of the Superintendent of Police (Narcotics), CID (Narcotics Cell), Shimla (HP).
- (iii) Infrastructure for training of drug law enforcement and others concerned should be improved and frequent drug law enforcement training programmes,

with special emphasis on the peculiarities of the drug problems of the State, should be held. Refresher training programmes, including information on the latest trends in drug trafficking and drug abuse, should be conducted regularly.

- (iv) Screening of foreigners: Given that a large number of foreigners of different nationalities and origins have managed to stay in drug sensitive areas of the State, and some of them are reported to be indulging in drug trafficking and promoting other illegal drug related activities, the Government of India should review the current regulatory mechanism for monitoring movement of foreigners in the State. The Government of India and the State Government should draw up an effective plan to screen the entry and subsequent movement of foreigners in the State. The current drug situation in the State calls for appropriate legislative and administrative changes relating to movement foreigners.

5.1.2. B. Demand Reduction Policies and Measures

- (i) Governments of India and Himachal Pradesh should, as soon as possible, conduct a survey/get a survey conducted to ascertain the extent and pattern of drug use and profile of drug users to systematically assess the magnitude and nature of drug problem in the State and work out a drug abuse control policy and an action plan based upon the findings of such a survey.
- (ii) The policy should, no doubt, lay emphasis on acknowledging drug use as a health issue with primary focus of the response on prevention, treatment, rehabilitation and economic measures and not punitive actions.
- (iii) Treatment facilities for addicts should be available at primary, secondary and tertiary care levels. In addition, Department of Psychiatry, Indira Gandhi Medical College Hospital should be declared as a State level centre for developing drug addiction treatment protocols in the State.
- (iv) State Government should support and expedite functioning of the 20 bedded inpatient facility in two government hospitals set up by health department in 1990s.
- (v) Inpatient facilities should be available at district level.
- (vi) Government of India should examine whether decriminalization of small quantities of certain class of drugs for personal consumption could be attempted in India.

5.1.3. C. Raising Awareness against illicit drugs

- (i) Both aggressive and assimilative awareness programmes should be undertaken to wean people away from drug abuse.

- (ii) Panchayati Raj Institutions (PRIs) should be encouraged to discuss and raise awareness against illicit drugs, including illicit cultivation, trafficking and consumption and their long term adverse consequences.
- (iii) Deceptive advertising of alcohol/tobacco products should be strongly opposed through local awareness campaigns. This would act as a primary social net to divert the focus of vulnerable target age groups away from substances, which, though legal, are known to act as gateway tools/catalysts to harder illicit substances.
- (iv) Awareness raising campaigns should, inter alia, highlight that ailments of 'drug user parents' could be transferred to their children.
- (v) Schools should develop programmes to make children of certain age groups aware of the adverse consequences of drugs and drug abuse. Active parent teacher awareness programmes and interventions should be encouraged, with a focus on identifying drug induced symptoms among children.

5.1.4. D. Alternatives to illicit cultivation of cannabis and opium poppy

- (i) A project based approach, duly supported by the Central and State Governments, for raising high yield apple plantations through latest technology should be adopted for a specific period of time in areas under illicit cultivation of cannabis/opium poppy.
- (ii) Simultaneously, a committee of experts may be set up to ascertain other viable developmental alternatives in drug producing areas, including growing of other horticultural and herbal crops in areas presently under illicit cultivation.
- (iii) During the gestation period of any developmental projects that the State decides to run, farmers and their families participating in the projects shall need hand-holding, which should be ensured by the State.
- (iv) A strategy based on combination of both coercive methods against illicit cultivation and facilitating/providing of viable and well supported alternatives should be adopted.
- (v) Since cannabis is scientifically known to be a very good source of high quality fibre and biomass for a number of industrial uses and the NDPS Act read with the National Policy on Narcotics Drugs and Psychotropic Substances provides for cultivation of cannabis for medicinal and scientific purposes, the Government of India and the State Government should immediately make use of these enabling legal provisions and allow research based industrial use of cannabis varieties having low tetrahydrocannabinol (THC), albeit with adequate safeguards against possible misuse thereof.
- (vi) A number of countries have already moved ahead in this field and India should not continue to lag behind in harnessing its natural resources.

- 5.1.5. Consultation in policymaking: The recommendations made hereinabove are based upon the information shared during the three-day conference by knowledgeable participants, mostly officials of the State and Central Governments dealing with the various aspects of narcotic drugs and psychotropic substances. These recommendations will obviously need further examination by the Government on the basis of available official record and consultations. It is felt that, if need be, this report may be referred to NDPS Consultative Committee constituted under Section 6 of the NDPS Act for its advice.

ANNEXURE-A

Conference on

'Drug Problem in Himachal Pradesh: Searching For Truth and Solutions'

18-20 April, 2016, Kullu, HP, India

Agenda

(With annotations)

Day 1 April 18, 2016 (Monday)

#1	09.00 – 09.30	Registration
#2	10.00 – 11.00	<u>Inauguration:</u>
	11.00 – 11.30	Tea
#3	11.30 – 12.30	Opening of the Conference: The session will present an overview of the problem of illicit drugs in Himachal Pradesh as perceived on the basis of numerous reports. <ul style="list-style-type: none">• Drug problem in Himachal Pradesh – Opening remarks by INSA• The purpose of holding the conference, its structure, scope and results expected by INSA• Question/answers• Administrative arrangements/announcements
# 4	12.30 – 13.30	Nature and extent of drug problem in Himachal Pradesh and measures in place to tackle it (Part-I) Presentations by: <ul style="list-style-type: none">• Home Department of Himachal Pradesh Government (10 mnts)• Himachal Pradesh Police (10 mnts)• Revenue Department of Himachal Pradesh (10 mnts)• Forest Department of Himachal Pradesh (10 mnts)• Health Department of Himachal Pradesh (10 mnts)• Discussions (10 mnts) The session will present the picture of drug problem as perceived by the State Government and its law enforcement agencies empowered under the drug laws. Presentations are expected to make reference to specific areas where cultivation of cannabis and opium takes place and extent thereof. They should indicate reasons/difficulties/ inadequacies because of which it has not been possible to control or bring about a perceptible reduction in the scale of the drug problem in their State.

	13.30 – 14.30	Lunch
#5	14.30 – 15.30	<p>Nature, extent and dimensions of drug problem in Himachal Pradesh and measures in place to tackle it (Part-II)</p> <p>Presentations by :</p> <ul style="list-style-type: none"> • NCB (15 mnts) • Narcotics Commissioner of India (15 mnts) • Directorate of Revenue Intelligence (10mts) • Customs (10 mnts) • Discussions (10 mnts) <p>The session will present the picture of the drug problem as perceived by the Central Government agencies empowered to enforce the drug laws. Presentations are expected to make reference to specific areas where cultivation of cannabis and opium takes place and extent thereof. They should indicate reasons/difficulties/ inadequacies because of which it has not been possible to control or bring about a perceptible reduction in the scale of the drug problem in the State.</p>
	15.30 – 15.45	Tea
#6	15.45 – 17.00	<p>Drug problem in Himachal Pradesh – As perceived by people and institutions outside the Government</p> <p>Presentations by:</p> <ul style="list-style-type: none"> • NGOs working in the area (15 mnts) • Local representatives (15 mnts) • Experts/academicians/lawyers (15 mnts) • Villagers from cultivating areas (15 mnts) • Discussions (15 mnts) <p>The session is designed to provide an opportunity to private people, organisations and institutions to express their views and make suggestions in a free and frank environment. Such an exercise helps policy makers and law enforcement agencies to update themselves with ground realities and thus devise effective drug control strategies.</p>

Day 2 April 19, 2016 (Tuesday)

#7	09.30 – 10.45	<p>How to deal with problem of illicit cultivation of cannabis and opium poppy and manufacture of/trafficking in their derivatives in Himachal Pradesh – Panel discussion</p> <p>Panellists:</p> <ul style="list-style-type: none"> • Home Department H.P. • NCB • State Police • State Revenue Department • State Forest Department • NGO • INSA (Moderator) <p>A discussion between senior officials of Centre and the State and NGO on a common platform will bring to surface expectations that they have from each other. NCB and DRI panellists are expected to also throw light on the aspect of Inter-State drug trafficking links between Punjab, H.P. and J&K and how they could be best tackled. Such deliberations should result in understanding each others' functions, responsibilities and limitations better and should go a long way in developing effective coordination and drug control mechanisms.</p>
	10.45 – 11.00	Tea
#8	11.00 – 12.00	<p>Involvement of foreigners in drug problem in Himachal Pradesh and how to neutralise them as part of drug control strategy - Panel discussion</p> <p>Panellists:</p> <ul style="list-style-type: none"> • Government of India, MHA • NCB • Home Department H.P. • State Police • INSA (Moderator) <p>As per reports, a large number of foreigners have settled in several drug sensitive parts of the State and are actively involved in illicit cultivation, production, consumption and trafficking of drugs. A few of them are alleged to be staying without proper travel documents. Panellists shall be encouraged to examine whether the current system of monitoring the stay and activities of foreign nationals in the State is serving its purpose and, if not, how the same can be strengthened. The discussion among panellists should be thought provoking and may act as a 'wake-up call' to all concerned.</p>

#9	12.00 - 13.00	<p>Drug consumption in Himachal Pradesh and how to contain it – Panel discussion</p> <p>Panellists:</p> <ul style="list-style-type: none"> • Union Ministry of Social Justice and Empowerment • Ministry of Health, H.P. • N.G.Os engaged in drug treatment and rehabilitation • Representatives from media • Moderator (NDDTC)
	13.00 - 14.00	Lunch
#10	14.00 - 14.45	<p>Innovations in cannabis laws elsewhere in the world. Can these be replicated in India? Review of legislative policies relating to cannabis, particularly in view of its industrial and medical use based on research.</p> <ul style="list-style-type: none"> • NCB (10 mnts) • UNODC (10 mnts) • Presentation by a Start-up enterprise using cannabis plants for industrial purposes (15mnts) • Open house discussion / question and answers (10 mnts) • Moderator (NDDTC) <p>This session will inform participants that several countries of the world have liberalised/decriminalised use of cannabis, not only for medical, but also for recreational purposes with varying degrees of controls/regulations. Portugal boasts of decline in use of cannabis as well as crime rate in the country as a result of such liberalisation. Whether these policies can also be replicated in India and, if so, to what extent is the idea behind this session. While, due to a variety of reasons it may not be advisable for India to immediately liberalise, the debate shall update participants with such developments. Consequently, they shall be better equipped to analyse domestic situation as against parts of the world where such experiments are taking place.</p> <p>Further, the session would apprise the participants about details of a project on industrial use of cannabis already under way in India.</p>

#11	14.45 - 15.30	<p>Role of development with special reference to alternative means of livelihood in wiping out illicit cultivation of cannabis/opium poppy.</p> <ul style="list-style-type: none"> • Introduction by INSA (10 mnts) • Presentation by an expert on alternative source of livelihood to wean away cultivators from illicit cannabis/opium poppy cultivation in HP • (15 mnts) • Open house discussion (20 mnts) • Moderator (INSA) <p>This session will very briefly inform participants on ultimate fate of some of important alternative development projects implemented to solve drug problem in some parts of the world. Following such exposition by INSA, an expert, with particular reference to illicit cultivation areas of Himachal Pradesh, would explain possibility as well as viability of latest technology supported raising of high yield alternative crops/plantations to demonstrate if financially better licit alternatives to illicit cultivation of cannabis/opium poppy can be implemented in Himachal Pradesh as a part of strategy to wipe out illicit cultivation.</p>
	15.30 - 15.45	Tea
#12	15.45 - 17.00	<p>Searching for solutions to the drug problem in H.P. - the recommendations - Group deliberations and preparation of their reports as under:</p> <p>Working Group I: Enforcement of Drug laws; reasons the current policy and law enforcement measures have not succeeded in curbing the problem</p> <p>Participants:</p> <ul style="list-style-type: none"> • Senior officials of Union Ministries of Home and Finance and central enforcement agencies. • Senior officials of Home Ministry of Himachal Pradesh and state enforcement agencies <p>Working Group II: Demand reduction policies and measures – Are the measures in place adequate?</p> <p>Participants:</p> <ul style="list-style-type: none"> • Health Ministry officials, • NDDTC • NGOs

		<p>Working Group III: Raising awareness against illicit cultivation, production, consumption and trafficking in drugs: role that Governments, media, NGOs and others need to play.</p> <p>Participants:</p> <ul style="list-style-type: none"> • Union Ministries of SJ&E and Health • Information and Public Relations Department of HP • Media persons, academicians, lawyers, other civil society representatives, etc. <p>In this session the participants shall split into three different groups of their interest and deliberate upon the subject assigned to the respective group. Each group shall discuss the issues and prepare its report within a span of one and a quarter hour. The groups will reassemble in a plenary (on April 20, 2016) and present their reports in 10 minutes each. To facilitate their working a format shall be designed and provided to the group leader. An observer from INSA shall be available to each group for assistance.</p> <p>It is hoped that the proceedings of the conference thus far will enable participants to have a closer understanding of the various aspects of the drug problem in the State. Therefore, participants concerned with formulation and/or implementation of drug control policies, after due deliberations in the three expert groups, should be able to come up with sound and logical recommendations for the Central and State authorities to take note of.</p>
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Day 3 April 20, 2016 (Wednesday)

#13	09.30 - 10.15	Searching for solutions to the drug problem in H.P. - the recommendations - Presentations of group reports
#14	10.15 -11.15	<p><u>Closing Session</u></p> <ul style="list-style-type: none"> • A brief overview of the deliberations in the conference- by INSA • Valedictory address by the Chief Guest • Vote of Thanks by INSA
	11.15 - 12.00	Lunch & Departure

NOTE: Participants making presentations at the conference are requested to provide a copy of their presentation to INSA for circulation among other participants.

ANNEXURE - B

Conference

on

'Drug Problem in Himachal Pradesh: Searching for Truth and Solutions'

Organised by INSA

From April 18-20, 2016 at Dev Sadan, Dhalpur, Kullu (HP)

List of Participants

Sl No.	Names & designation	Organisation
CENTRAL GOVERNMENT		
MINISTRY OF FINANCE		
Central Board of Excise & Customs		
1.	Shri Naveen Kumar Jain, IRS, ADG, Directorate of Revenue Intelligence, 213, Civil Lines, Rani Jhansi Road, Ludhiana – 141001 M: 8725004124 Email: naveen.jain@icegate.gov.in	Directorate of Revenue Intelligence, Ministry of Finance, Govt. of India,
2.	Shri T. S. Nagpal, IRS, Asstt. Director, Directorate of Revenue Intelligence, 213, Rani Jhansi Road, Ludhiana – 141001 M: 9815942123 Email: nagpalts@gmail.com	Directorate of Revenue Intelligence, Ministry of Finance, Govt. of India
3.	Shri O P Sharma, Sr, Supdt. of Customs & Central Excise, Shimla (HP) M: 9816270360 Email: opsharma42@gmail.com	Ministry of Finance, Govt. of India
4.	Shri Mahipal Singh, Supdt. of Central Excise, Central Excise Range, Una (HP) M: 9417348778 Email: mahipaldudhal@yahoo.com	Ministry of Finance, Govt. of India
5.	Shri A K Sharma, Inspector, Central Excise Range, Una (HP) M: 9459009497 Email: ajeetkumar0701@gmail.com	Ministry of Finance, Govt. of India

Department of Revenue (Hqrs. Administration)		
6.	Shri Dharam Raj, Asstt. Narcotics Commissioner, CBN, 19, The Mall Road, Morar, Gwalior (MP) M: 098262561533 Email;	Central Bureau of Narcotics, Ministry of Finance, Govt. of India
MINISTRY OF HOME AFFAIRS		
7.	Shri Ravi Shanker Joshi, Supdt.NCB, West Block –I, Wing-Vii, New Delhi. Email: mail2rjoshi@gmail.com	Narcotics Control Bureau, Ministry of Home Affairs, Govt. of India
8.	Shri Sanjeev Yadav, Commandant, SSB, Shamshi, Kullu (HP) M: 9736535500 Email: sanjeevyadav@yahoo.com	Shashtra Seema Bal, Ministry of Home Affairs, Govt. of India
MINISTRY OF HEALTH & FAMILY WELFARE		
9.	Dr. Alok Agarwal, Asstt. Professor AIIMS, Ansari Nagar, New Delhi – 110029 M: 9013794794 Email:	All India Institute of Medical Sciences, New Delhi
MINISTRY OF SOCIAL JUSTICE & EMPOWERMENT		
10.	Shri Rajesh Kumar Sinha, Under Secretary, Ministry of Social Justice & Empowerment, Shastri Bhawan, New Delhi-110001 M: 9868997852 Email: rajeshkr.sinha@nic.in	Ministry of Social Justice & Empowerment, Govt. of India
11.	Shri Faizan Ahmed, Section Officer, Ministry of Social Justice & Empowerment, Shastri Bhawan, New Delhi – 110001 M: 9873369066 Email: faizan.ahmed@gov.in	Ministry of Social Justice & Empowerment, Govt. of India
HIMACHAL PRADESH GOVERNMENT		
Ministries and departments		
12.	Shri J.C. Sharma IAS Pr. Secretary to Government of Himachal Pradesh M.D., Horticulture Produce Marketing & Processing Corporation Ltd. 3rd Floor. Nigam Vihar, Shimla (HP) - 171002. M: Email: jagdish91@gmail.com	Horticulture Produce Marketing & Processing Corporation Ltd.

13.	Shri Kapil Dhiman, Asstt. Drug Controller, Directorate of Health Safety and Regulation, Red Cross Bhawan, Raj Bhawan Road, Shimla Phone: 2621383 Email: Adc4ansr@gmail.com	Directorate of health Safety and Regulation, Ministry of Health & Family Welfare, Government of Himachal Pradesh
Police Department		
14.	Shri A P Siddiqui, IPS, ADG (HQRS) PHQ, Nigam Vihar, Shimla (HP) – 171001 M: 9418080611 Email: Payamips@yahoo.co.in	Himachal Police, Government of Himachal Pradesh
15.	Shri Padam Chand, IPS, Supdt. of Police, Kullu (HP) – 175101	Himachal Police, Government of Himachal Pradesh
16.	Ashok Kumar, IPS, SP (Narcotics), CID, (Narcotics Cell), Shimla (HP) M: 9418094189 Email: akg_ips@nic.in	Himachal Police, Government of Himachal Pradesh
17.	Shri Arjit Sen Thakur, IPS ASP, Mandi (HP) M: 9816006938 Arjit.sen@gmail.com	Himachal Police, Government of Himachal Pradesh
18.	Shri Puneet Raghu, Dy. Supdt. of Police, SDPO, Manali, Distt. Kullu M: 9418800022 Sdpo-mnl-hp@nic.in	Himachal Police, Government of Himachal Pradesh
Forest Department		
19.	Bhupinder Singh Rana, Conservator of Forest, GHNP, Shamshi, Kullu (HP) – 175126 M: 9418488222 Phone: 01902265320 Email: dirghnp@ghnp.org	Forest Department, government of Himachal Pradesh
Kullu District Civil Administration		
20.	Shri S P Jaswal, Tehsildar, Bhuntar, Distt. Kullu (HP) -175125 M: 9418011118 Email: spjaswal568@yahoo.com	Revenue Department, Kullu District

21.	Shri Raman Garshangi, Tehsildar, Banjar, Distt. Kullu (HP) M: 9418550133 Email: gharsangiraman@gmail.com	Revenue Department, Kullu District
Other departments		
22.	Shri Sher Singh, DPRO Information and Public Relation Department, District Public Relations Office, Kullu (HP) – 175101 M: 9418067291 Email: dprokullu@gmail.com	Information and Public Relations Deptt
23.	Ms. Manjula Kumari, Deputy Director I & PR, Information and Public Relations, Mandi Zone, Mandi M: 9418035277 Email: manjulamanali@gmail.com	Information and Public Relations Deptt.
24.	Shri Sameer, Tehsil Welfare Officer, Welfare Department, Kullu (HP) - 175101 M: Email:	Welfare Department
INTERNATIONAL ORGANISATIONS		
25.	Shri Prabhjeet S. Gulati, Drug Law Enforcement Expert, UNODC EP 16/17, Chandragupta Marg Chanakyapuri New Delhi - 110021, India M: 9958445316 E: prabhjeetgulati@gmail.com	United Nations Office on Drugs and Crime,
NGOs AND OTHER CIVIL SOCIETY		
NGOs working in de-addiction and rehabilitation		
26.	Shri Bilal Ahmed, Programme Director, Society for Promotion of Youth & Masses (SPYM), 111/9 (Opposite Sector B 4), Vasant Kunj, New Delhi 110070 M: 9818688224 Email: bilal@spym.sy	Society for Promotion of Youth & Masses (SPYM),
27.	Shri Surinder Chauhan, Counsellor, Indian Red Cross Society (Kangra), De-addiction centre, Dharamshala, (HP)-176057 M: 9736390239 Email:	Indian Red Cross Society, Dharamshala

28.	Shri Arvind Kumar, President, Naya Savera, L.P.S. Building, Village-Jhiri, Distt. Mandi (HP)-175121 M: 9418068101 Email: nayasaverakullu@gmail.com	Naya Savera,
29.	Shri Sanjay Khullar Manager Administration Naya Savera, L.P.S. Building, Village-Jhiri, Distt. Mandi (HP)-175121 M: 9418611658 Email: info@nayasavera.org	Naya Savera,
30.	Shri Sandeep Parmar, Executive Director, Gunjan Organisation for Community Development, Near Vidhan Sabha Bhawan, Siddhbari, Tapavan Road, Dharamshala (HP) – 176057 M: 9736201105 Email: gocd.hp@gmail.com	Gunjan Organisation for Community Development
31.	Shri Ajai Kumar, Documentation Officer, RRTC North-II Gunjan Organisation for Community Development, Near Vidhan Sabha Bhawan Siddhbari Tapavan Road, Dharamshala (HP) – 176057 Phone: 01892-235315 Email: gocd.hp@gmail.com	Gunjan Organisation for Community Development
Horticulturists		
32.	Dr. Surender Kumar Thakur, Programme Coordinator, KVK, CSK HP KV, Bajaura, Kullu (HP) – 175125 M; 9418193270 Email: skthpkv@yahoo.com	CSK HP Agricultural University
33.	Shri Vinod Sharma, Principal Scientist CSK HP KV, HAREC, Bajaura, Kullu (HP) – 175125 M:9418139639 Email: vinodpatadhi@gmail.com	CSK HP Krishi University
34.	Shri Rowan Parekh, Horticulturist-Freelance, 74, Oarover Street, East Fremantle, Perth, Western Australia-6158 M: +61499713307 Email: rovanparekh@hotmail.com	Freelance Horticulturist

Industrial user of cannabis		
35.	Shri Jahan Pestonjamas, Co-Founder & Director –Strategy & Consultations Bombay Hemp Company 49, 4th Floor, A Wing, Todi Estate, Sun Mill Compound, Opposite High Street Phoenix, Senapati Bapat Marg, Lower Parel, Mumbai, Maharashtra 400013 M: 9833780624 Email: jahan.pj@boheco.org	Bombay Hemp Company
Representatives from local organisations/ persons from cultivation areas		
36.	Ms. Neema Devi, President, Mahila Mandal, Village Badah, PO- Mehoul, Distt, Kullu (HP)-175101 M: 9816195296 Email:	Mahila Mandal (NGO)
37.	Ms. Shanti Devi, Member, Mahila Mandal, Village Badah, PO- Mehoul, Distt, Kullu (HP)-175101 M: Email:	Mahila Mandala (NGO)
38.	Ms. Radha Rana, Member, Mahila Mandal, Village – Koli Bher, PO – Mohal, Distt. – Kullu (HP) M: 9418893827 Email:	Mahila Mandal (NGO)
39.	Dr. Lal Singh, DYC-Cum- Commandant, Nehru Yuva Kendra, Nyks, Kullu M: 9418025662 Email: lalsingh@gmail.com	Nehru Yuva Kendra
40.	Shri Karun Vairag, Lok Sabha Madi General Secretary Youth Congress, Lower Dhalpur, Kullu (HP) – 178101 M: 9816200786 Email: karunvairagmahayt@gmail.com	Youth Congress,
41.	Beni Prasad, Secretary, Ramshila Lok Kalyan Society, Ramshila Akhara Bazar, Kullu (HP) – 175701 M: 9857133594 Email:	Ramlila Lok Kalyan Society,
42.	Dr. P D. Lal, Founder Emiretus, Rottary Club , Kullu (HP) – 17101 M: 9816005100 Email: drpdal@rediffmail.com	Rotary Club

43.	Shri Shiv Nadda, Village – Nihal, PO – PO – Banta The_Sadar, Distt. – Bilaspur (HP) -174001	Local persons
44.	Shri Atul Sankhyan, Village – Nihal near HRTC workshop, Bilaspur (HP) – 174001	Local persons
45.	Shri Kalu Ram, President, Gram Panchayat Naggar, Distt. – Kullu (HP)-175129 M: 9805348203	Gram Panchayat
46.	Shri Bhag Chand, Vice President, Gram Panchayat Naggar, Distt. – Kullu (HP)-175129	Gram Panchayat
47.	Shri Hari Singh, Vice President, Gram Panchayat Kullu (HP) - 175101	Gram Panchayat
Press & media representatives		
48.	Shri Shishir Tripathi Senior Reporter, First Post Network 18, Film City Noida-UP M: 9958709199 Email:	First Post Network 18
Think Tanks		
49.	Brig Devinder Singh, 1632, Sector 36-d, Chandigarh M: 9818335465 Email: devinderdee@gmail.com	India Central Asia Foundation (ICAF), New Delhi
Brief appearance by and who addressed the conference		
50.	Shri Maheshwar Singh, MLA, Kullu	Member of Legislative Assembly, Himachal Pradesh
51.	Shri Sanjeevan ji	Social worker
52.	Shri Sanjeev Kumar, R/O Bilaspur (HP) [(currently living in Mandi (HP))]	Teacher and a social worker
Institute for Narcotics Studies and Analysis		
53.	Shri Devendra Dutt	Secretary, INSA
54.	Shri Anil Sharma	Treasurer, INSA
55.	Shri Jogendra Singh	Member, INSA

ANNEXURE - C

Conference

on

'Drug Problem in Himachal Pradesh: Searching for Truth and Solutions'

Organised by INSA

From April 18-20, 2016 at Dev Sadan, Dhalpur, Kullu (HP)

Media Reports on conference

The Conference was very well covered by print media in Himachal Pradesh.

The **Tribune, Chandigarh Edition** on April 16, 2016 carried news on conference being organised by INSA in Kullu from 18th to 20th April, 2016.

The Tribune
CHANDIGARH | SATURDAY | 16 APRIL 2016

CM to lay stone of medical college project

KANGRA, APRIL 15
Chief Minister Virbhadra Singh will lay the foundation stone of a Rs 25-crore guest house project at the DRPGMC, Tanda, on April 19. Former Chief Minister Shanta Kumar and Congress MP Viplove Thakur have contributed Rs 25 lakh each for the project. Besides, Bharat Heavy Electrical Limited will give Rs 2 crore. The guest house will have 60 rooms. Shanta Kumar's office confirmed that he would attend the function. The foundation stone laying of this multi-crore guest house project was put off thrice during the last eight months. The Chief Minister's office confirmed that he would lay the foundation stone on April 19. — OC

INSA anti-drug meet in Kullu from April 18

MUKESH RANJAN
TRIBUNE NEWS SERVICE

NEW DELHI, APRIL 15
Himachal continues to struggle with the problem of production, consumption and trade in illicit narcotic drugs, particularly in seven sensitive districts, including Shimla, despite having all structures in place to curb the trend. Keeping this in view, the Institute of Narcotics Studies and Analysis (INSA) with the active support from the Centre and state governments is organising a three-day conference beginning April 18 in Kullu to "search for truth and solution" to the raging problem. The problem of production, consumption and trade in illicit narcotic drugs are rampant in Kullu, Kinnaur, Kangra, Shimla, Sirmour, Mandi and Chamba. All these districts are having local-level Anti-Narcotics Task Force under the chairmanship of Deputy Commissioners since 2011. "But still, instead of the problem getting under control, it has aggravated further and attracted bad name for the state," said, Devendra Dutt, secretary of INSA. Experts believe that since high-quality cannabis are grown in the state, a good number of foreign tourists get attracted to visit these districts during their sojourn in India. "The main aim to hold such a conference is to find out the reasons as to why the menace is ever increasing despite having the requisite laws to curb it. We have invited all concerns, from law enforcing agencies to health and rehabilitation personnel to share their experience in dealing with the problem," said Dutt. The conference is being organised with an active support from the Centre's agency - the National Fund for Control of Drug Abuse (NFCDA), which is administered by the Department of Revenue where other members are drawn from Ministries of Home, Health and Social Justice. "The event is also supported by the Himachal Government as it will be inaugurated by Chief Minister Virbhadra Singh. Many state officials are going to participate and share their experience," said an INSA official, adding that within one month after the conference, "the organisation will submit a report to the NFCDA".

The Times of India, Chandigarh Edition on 19th April, 2016 published the news under the heading "Drugs an International Menace, says Virbhadra"

THE TIMES OF INDIA, CHANDIGARH
TUESDAY, APRIL 19, 2016

Drugs an int'l menace, says Virbhadra

TIMES NEWS NETWORK

Shimla: Himachal Pradesh chief minister Virbhadra Singh said on Monday that drugs have become an international menace and need to be curbed strenuously. It has been observed that drug peddlers were more active in areas adjoining Punjab border that needs to be curbed at all cost, he added. He said that law enforcement agencies need to curb the interstate drug trafficking from the neighbouring states.

"As far as our state and neighbouring states are concerned, drug abuse and trafficking have become an issue of serious concern," he said while presiding over opening session of three-day conference on "Drug problem in Himachal Pradesh, searching for truth and solution" in Kullu. Virbhadra Singh said that the cultivation and production of cannabis in Himachal Pradesh has its deep roots for long and it is directly related as a major source of income. It is also related with geographical terrain of Himachal Pradesh which is difficult, he said.

English as well as Hindi newspapers, in circulation in Himachal Pradesh, widely covered the inauguration of conference by Hon'ble Chief Minister of Himachal Pradesh, Shri Virbhadra Singh in their editions on 19th April, 2016.

The Tribune Chandigarh Edition on 19th April published the news under the heading "Alternative cropping system to check drug trafficking"

Alternative cropping system to check drug trafficking

ABHINAV VASHISHT

KULLU, APRIL 18
Chief Minister Virbhadra Singh said the state needed liberal Central funds for alternative cropping to tackle the problem of drug trafficking, illegal cannabis and poppy cultivation.

He was addressing media-persons at the inauguration of three-day conference on "Drug problem in Himachal Pradesh" organised by the Institute of Narcotics Studies and Analysis (INSA) at Dev Sadan here today.

The Chief Minister said the nexus between the drug mafia and traffickers needed to be dealt with heavy hand. Drug abuse and trafficking had become a serious issue. The law-enforce-

1.87 crore deaths reported in 2013

- Chief Minister Virbhadra Singh said the nexus between the drug mafia and traffickers needed to be dealt with sternly
- Drug abuse and trafficking had become a serious issue, the Chief Minister said
- Law enforcement agencies should curb the inter-state drug trafficking
- As per report, an estimated 1.87 crore deaths were reported due to drugs in 2013

ment agencies should curb inter-state drug trafficking.

He said a few regions in the state were known for the cultivation of opium and poppy but growing fruit or other cash crops as a substitute crop in such areas led to transformation in the cultivation pattern.

As per report, an estimated 1.87 crore deaths were reported due to drugs in 2013 and the figures were much more than reported, the Chief Minister said.

He said the population of India had reached over 1 billion and the country was growing at a rapid pace.

Earlier Devendar Dutt, secretary, INSA, welcomed the Chief Minister.

He said the conference was being organised with an active support from the Centre's agency - the National Fund for Control of Drug Abuse (NFCDA).

Rural Development Minister Anil Sharma, Kullu MLA Maheshwar Singh, Wool Federation chairman Raghuraj Singh Thakur, former minister Satya Prakash Thakur, State Congress Committee general secretary Sunder Singh Thakur, HIMBUNKAR chairman Tehal Singh Rana, DCC president BS Thakur, Superintendent of Customs and former superintendent of Narcotics Control Bureau (NCB) OP Sharma, Information and Public Relations director Dr MP Sood, INSA members Jogendra Singh and Anil Sharma were also present on the occasion.

Amar Ujala, Hindi daily published from Kullu on 19th April, 2016 published the news under the heading "nasho ki kheti karne walon ko kushi bagawani ki oor modhne ki जरूरत मुख्यमंत्री बोले, नशाखोरी पर रोक के लिए विकल्प देना जरूरी"

अमर उजाला **कुल्लू**

नशे की खेती करने वालों को कृषि बागवानी की ओर मोड़ने की जरूरत

मुख्यमंत्री बोले, नशाखोरी पर रोक के लिए विकल्प देना जरूरी

अमर उजाला ब्यूरो

कुल्लू। हिमाचल सरकार और इंस्टीट्यूट फॉर नारकोटिक्स स्टडीज एंड एनलिसिस की ओर से देवसदान कुल्लू में आयोजित नारकोटिक्स कंट्रोल ब्यूरो (एनसीबी) की तीन दिवसीय कार्यशाला के शुभारंभ पर सीएम खीरभद्र ने कहा कि नशाखोरी और इसके उत्पादन पर रोक लगाने के लिए विकल्प देने की जरूरत है।

यह समस्या सिर्फ कुल्लू और हिमाचल प्रदेश ही नहीं बल्कि देश के साथ-साथ पूरे विश्व की है, लेकिन स्थानीय तौर पर होने वाली नशीले पदार्थों को रोकने के लिए उन लोगों के लिए विकल्प तलाशना जरूरी है, जिनकी रोजी-रोटी और आय का साधन नशीले पदार्थ हैं। हिमाचल प्रदेश का कुल्लू जिला विश्व में नशीले पदार्थों की खेती के लिए बदनाम हुआ है और इस



हालांकि एनसीबी के गठन के बाद अब तक नशे की खेती और तस्करी को रोकने के लिए इस संस्था का काफी महत्वपूर्ण योगदान रहा है, पर अभी इसके समूल नाश के लिए और कड़े प्रयास करने की जरूरत है।

लोगों का ध्यान नशीले पदार्थों की खेती करने से हटाने के लिए इन्हें बागवानी और कृषि कार्य की ओर मोड़ने की जरूरत है। इन विभागों में कई कल्याणकारी योजनाएं चल रही हैं जो बागवानी और किसानों के लिए काफी फायदेमंद हो सकती हैं। इस मौके पर नारकोटिक्स के जनरल डायरेक्टर नवीन कुमार, नारकोटिक्स अधिकारी ज्योतिंद्र सिंह, अंशोक शर्मा, पंचायती राज मंत्री अजित शर्मा, कुल्लू सदर विधायक महेश्वर सिंह, उपायुक्त इस राज चौहान, एडीएम विनय ठाकुर सहित विभिन्न विभागों के अधिकारी मौजूद रहे।

देवसदान कुल्लू में नारकोटिक्स कॉन्फ्रेंस में उपस्थित मुख्यमंत्री, अधिकारियों और अन्य लोग।

कलंक को मिटाने के लिए सबको मिलकर प्रयास करने होंगे। जिन दुर्गम क्षेत्रों में लोग नशे की खेती करके अपना जीवन यापन करते हैं, उन लोगों को सबसे पहले नशीली खेती की जगह फसल विकल्प देने की जरूरत है जिससे उनकी रोजी-रोटी के साथ-साथ आय में भी बढ़ोतरी हो। उन्होंने जनता से भी नशे पर रोक के लिए सहयोग की अपील की है। नारकोटिक्स कंट्रोल ब्यूरो (एनसीबी) के अधिकारियों से भी आग्रह किया कि वे इस क्षेत्र में अपना विशेष योगदान दें।

Apka Fesla, a Hindi daily published from Shimla on 19th April, 2016 published the news under the heading “**दुनिया में लगातार बढ़ रहा नशे से मौतों का आंकड़ा**”

आपका फैसला

हिमाचल, संदीप, पंजाब, हरियाणा, दिल्ली, जम्मू व उत्तराखण्ड में प्रकाशित

दुनिया में लगातार बढ़ रहा नशे से मौतों का आंकड़ा

कानून प्रवर्तन एजेंसियों को पड़ोसी राज्यों से अंतरराज्यीय तरकरी को रोकने की आवश्यकता : वीरभद्र सिंह



धर्मश गोताम

कुल, 18 अंश। मुख्यमंत्री वीरभद्र सिंह ने कहा कि नशीले पदार्थ एक अंतरराज्यीय

खतरा बन चुके हैं तथा इस समस्या से राष्ट्रीय के साथ निपटने की आवश्यकता है। उन्होंने कहा यदि निरकट भंगिये में हम अपनी सीमाओं को मजबूत करते हैं, तो इस

अंतरराज्यीय ब्यापक को रोकने के लिए लोगों को भागीदारी करनी है। मुख्यमंत्री वीरभद्र सिंह ने कहा कि नशीले पदार्थों को रोकने के लिए निरकट भंगिये (आईएनएसए) द्वारा हिमाचल प्रदेश में नशीले पदार्थों को रोकना, राज्य की सुरक्षा एवं राष्ट्रीय विमान पर आतंकी हमलों को रोकना पर निरकट भंगिये के लिए राष्ट्रीय निधि (एनएफडीए) द्वारा निरकट भंगिये में दिवसीय समेलन के सुधार की आवश्यकता कर रहे हैं। वीरभद्र सिंह ने कहा कि नशीले पदार्थों को रोकना एवं दुर्लभता को रोकना, राज्य की सुरक्षा एवं कानून प्रवर्तन

(शेष पृष्ठ 2 पर)

शेष भाग पृष्ठ-1

दुनिया में लगातार...

एजेंसियों के लिए अंतरराज्यीय स्तर पर एक बड़ी समस्या है। उन्होंने कहा कि नशीली दवाओं के कारण बहुमूल्य मानव जीवन समाप्त हो रहा है और अनेक लोगों के जीवन के उपयोगी वर्ष बर्बाद हो रहे हैं। वीरभद्र सिंह ने कहा कि जहां तक हमारे राज्य एवं पड़ोसी राज्यों का संबंध है, यहां पिछले कुछ समय से नशीली दवाओं का सेवन एवं इनका व्यापार एक गंभीर मुद्दा बन चुका है। कानून प्रवर्तन एजेंसियों को पड़ोसी राज्यों से अंतरराज्यीय तरकरी को रोकने की आवश्यकता है। उन्होंने कहा कि यह पाया गया है कि पंजाब सीमा से लगते क्षेत्रों में ड्रग माफिया काफी सक्रिय है और हर हाल में इस पर अंकुश लगाने की जरूरत है। मुख्यमंत्री ने कहा कि हिमाचल प्रदेश में लंबे अरसे से भांग की खेती एवं उत्पादन की गहरी जड़ें हैं तथा इसका लोगों की आजीविका से सीधा संबंध है और उनकी आय का मुख्य साधन है। उन्होंने कहा कि इसका संबंध हिमाचल प्रदेश की भौगोलिक स्थिति से भी है। ये क्षेत्र काफी दुर्गम हैं तथा यहां पहुंचने में दिनों लग जाते हैं। उन्होंने कहा कि कुछ ऐसे क्षेत्र हैं, जहां भांग और अफीम की ही खेती होती है तथा इन क्षेत्रों में यह लोगों की आजीविका का उत्तम साधन है। वीरभद्र सिंह ने कहा कि वर्तमान परिस्थितियों में हिमाचल प्रदेश में इस समस्या से निपटने के लिए लोगों को आर्थिकी के लिए उन्हें केंद्रीय राशि प्रदान करके नकदी फसलों व फलों के उत्पादन जैसे विकल्प उपलब्ध करवाने चाहिए, ताकि लोग भांग व अफीम की खेती एवं उत्पादन से अर्जित होने वाली आय से अधिक कमा सकें। आईएनएसए के सचिव देवेन्द्र दत्त ने इस अवसर पर मुख्यमंत्री का स्वागत किया। ग्रामीण विकास मंत्री अनिल शर्मा, कुल्लू के विधायक महेश्वर सिंह, वूल फैडरेशन के अध्यक्ष रघुवीर सिंह ठाकुर, राज्य कांग्रेस समिति के महासचिव सुरेंद्र सिंह ठाकुर, हिम बुनकर के अध्यक्ष टेहल सिंह राणा, जिला कांग्रेस समिति के अध्यक्ष बीएस ठाकुर, ब्लॉक कांग्रेस समिति के अध्यक्ष भूपनैश गौड़, अधीक्षक सीमा शुल्क एवं मादक पदार्थ निर्यंत्रण ब्यूरो के पूर्व अधीक्षक ओपी शर्मा, सूचना एवं जन संपर्क विभाग के निदेशक डॉ. एमपी सुद, आईएनएसए के सदस्य जोगिंद्र सिंह व अनिल शर्मा सहित अन्य गणमान्य व्यक्ति भी इस अवसर पर उपस्थित थे।

ANNEXURE - D

Conference

on

'Drug Problem in Himachal Pradesh: Searching for Truth and Solutions'

Organised by INSA

From April 18-20, 2016 at Dev Sadan, Dhalpur, Kullu (HP)

Volunteers

- Nehru Yuva Kendra, Kullu was requested to depute few young boys and girls as volunteers to assist INSA in conducting the conference. Another objective in involving volunteers was to expose the young members of the society to sensitise them about the drug problem and encourage them to fight the drug menace. Dr. Lal Singh, DYC cum Commandant, Nehru Yuva Kendra, Kullu was kind enough to give his consent not only to send some volunteers but also participate in the Conference. Nine Volunteers got involved in the Conference and their particulars are as under:

S. No.	Particulars	Occupation
1	Shri Gurudev Singh Rana, C/o Dr. Kalam Adventure Samiti, Mandi	Self employed
2	Shri Puran Chand Village Tharag, PO Hurda, Kullu	Student
3	Kumari Parvati, Kullu	Social Worker
4	Shri Beeju Bashkala, Katraine, Kullu	Student
5	Kumari Anita, Kullu	Social Worker
6	Kumari Rubina, Kullu	Student
7	Kumari Soni, Kullu	Social worker
8.	Kumari Naina, Kullu	Student
9.	Kumari Pawana, Kullu	Student

- All the volunteers carried out the duties assigned to them during the entire period of the Conference very cheerfully and diligently. They were not only involved with the specific jobs assigned to them but also listened to all the deliberations with interest. In the Valedictory session, as a surprise move, they were asked to write a small note on their experience about the whole proceedings witnessed by them in the Conference. All the volunteers, enthusiastically wrote such notes.

- Kumari Parvati wrote that young generation in HP is being destroyed by cannabis and this problem can only be solved with practical approach to it. Shri Gurudev Rana wrote that he was inspired to work in his area for creating awareness about the drug menace. Shri Beeju wrote that if the problem of illicit cultivation of cannabis is to be solved, the first thing required to be done is to create awareness amongst the villagers. If in schools and colleges students are informed about the ill effects of drugs, its consumption in youth can be curtailed. Shri Puran Chand wrote that the success of the conference depends on how police, other government department and civil society work together afterwards. Ms Anita Kumari wrote that the most sufferers due to drug consumption in the state are women as bread earners of the families are dying. Ms Soni wrote that after attending the conference, she could understand that apple and herbs can be equally profitable crops as compared to cannabis and the advantage is that you are not doing anything illegal.
- INSA expressed its gratitude to all the volunteers for their help and support in conducting the conference and gave them Appreciation Letter for it.
- INSA also expressed its gratitude to Dr. Lal Singh for his active support and participation.



EXTRACTS OF PRESENTATIONS MADE BY PARTICIPANTS IN THE CONFERENCE

The Influential class just multiplying money in addition to Apple Crops (In such cases, prosecution is a MUST)



Presentation by Shri O.P. Sharma


CONCLUSION

MODEL OF BEST PRACTICES

- Fully committed to the principles of the drug control conventions
- Putting health and welfare in the center
- Applying a balanced, comprehensive and integrated approach
- Based on the principles of proportionality and respect for human rights

Presentation by Shri Prabhjeet Gulati

MODERN USES FOR THE CANNABIS PLANT



Seeds:
Cannabis seeds can be used for many purposes including the following:

- Hemp Seed
- Industrial Hemp
- Hemp Oil
- Hemp Protein
- Hemp Fiber
- Hemp Seed Oil
- Hemp Seed Meal
- Hemp Seed Flour
- Hemp Seed Cake
- Hemp Seed Husk
- Hemp Seed Shell
- Hemp Seed Bran
- Hemp Seed Germ
- Hemp Seed Hull
- Hemp Seed Pulp
- Hemp Seed Meal
- Hemp Seed Flour
- Hemp Seed Cake
- Hemp Seed Husk
- Hemp Seed Shell
- Hemp Seed Bran
- Hemp Seed Germ
- Hemp Seed Hull
- Hemp Seed Pulp

Stalk/Stem:
The stalk/stem of the plant of Cannabis can be used for the following purposes:

- Hemp Fiber
- Hemp Seed
- Hemp Oil
- Hemp Protein
- Hemp Fiber
- Hemp Seed
- Hemp Oil
- Hemp Protein
- Hemp Fiber
- Hemp Seed
- Hemp Oil
- Hemp Protein
- Hemp Fiber
- Hemp Seed
- Hemp Oil
- Hemp Protein
- Hemp Fiber
- Hemp Seed
- Hemp Oil
- Hemp Protein
- Hemp Fiber
- Hemp Seed
- Hemp Oil
- Hemp Protein

Leaves/Flowers:
Cannabis leaves and flowers can be used for the following purposes:

- Hemp Seed
- Hemp Oil
- Hemp Protein
- Hemp Fiber
- Hemp Seed
- Hemp Oil
- Hemp Protein
- Hemp Fiber
- Hemp Seed
- Hemp Oil
- Hemp Protein
- Hemp Fiber
- Hemp Seed
- Hemp Oil
- Hemp Protein
- Hemp Fiber
- Hemp Seed
- Hemp Oil
- Hemp Protein
- Hemp Fiber
- Hemp Seed
- Hemp Oil
- Hemp Protein

The more you think you know, the less you actually know about this gem of a crop

Presentation by Shri Jahan Peston James

Why Cannabis Why not Apples

- Best apples grow where best cannabis grows
- Huge demand for apples which will continue to grow as the country develops
- Opportunity will be lost as others are eyeing the market
- With new technology there is huge premium for a switch over
- Apple can earn one as high as Rs 25,00,000/- per hect
- Cannabis may fetch Rs 10 to 12 lac and opium can fetch Rs 4 lac in same area with huge risk involved
- With intervention WB funded project on horticulture most of production and marketing issues are likely to get resolved.

Presentation by Shri J.C. Sharma



(Dev Sadan, Kullu, the venue on the Conference)

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