



ASSESSMENT OF TOBACCO VENDOR DENSITY AND THEIR COMPLIANCE WITH TOBACCO CONTROL LAWS IN HIMACHAL PRADESH, INDIA

BASE LINE SURVEY 2026



NATIONAL HEALTH MISSION
DEPARTMENT OF HEALTH & FAMILY WELFARE, H.P.

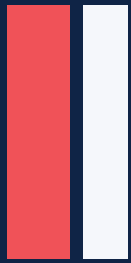


TABLE OF CONTENTS

| | |
|--|-------|
| 1. Introduction | 1-4 |
| 1.1 Need for TVL in India | 1 |
| 1.2 Enforcement challenges under existing tobacco control laws | 2 |
| 1.3. Public health evidence supporting TVL | 2 |
| 1.4 TVL as a public health regulatory tool | 3 |
| 1.5 Policy developments in India | 3-4 |
| 2. Background | 5-8 |
| 3. Purpose of the study | 9 |
| 4. Materials and Methods | 10-15 |
| 4.1 Sampling methodology | 10 |
| 4.2 Survey methodology | 10-11 |
| 4.3 Data collection | 11 |
| 4.4 Data collection procedure | 11-12 |
| 4.5 Survey tool | 12-13 |
| 4.6 Mobile data collection application | 13-14 |
| 4.7 Survey team, survey timeline and data analysis | 15 |
| 5. Results | 16-21 |
| 5.1 Vendor characteristics | 16-17 |
| 5.2 Tobacco vendors near education institutions | 17 |
| 5.3 Vendor density | 18 |
| 5.4 Advertising and warning signage compliance | 18-19 |
| 5.5 Product display | 20 |
| 5.6 Presence of tobacco litter | 20-21 |
| 6. Discussion & conclusion | 22-24 |
| 7. Recommendations | 25-29 |
| 8. Acknowledgements | 30 |
| 9. Annexures | 31-42 |



M. Sudha Devi (IAS)
Secretary (Health),
to the Government of Himachal Pradesh

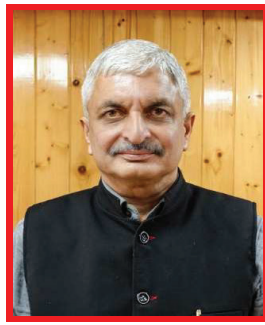
The Government of Himachal Pradesh remains firmly committed to strengthening tobacco control to safeguard public health. Tobacco use continues to be a major risk factor for non-communicable diseases, including cardiovascular diseases, cancers and chronic respiratory conditions, and reducing its accessibility, particularly among children and youth, remains a key priority.

The baseline Tobacco Vendor Density survey provides critical evidence on the current status of tobacco retail and compliance in the State, highlighting significant gaps such as sale near educational institutions, absence of statutory warning boards, and continued display and promotion of tobacco products at points of sale. These findings call for urgent, coordinated and sustained enforcement.

The State has established a robust legal framework through the Himachal Pradesh Prohibition of Sale of Loose Cigarettes and Beedies and Regulation of Retail Business of Cigarettes and Other Tobacco Products Act, 2016, along with COTPA, 2003, and with notification of authorized officers, is well-positioned to intensify enforcement.

Going forward, the State Government will focus on strict enforcement of prohibitions near educational institutions, ensuring compliance with statutory warnings, eliminating advertisement and promotion at points of sale, strengthening vendor regulation including licensing, and preventing sale of loose tobacco products through sustained enforcement and community engagement.

The findings of this baseline study will guide targeted policy actions, reinforcing a systematic, whole - of - government approach to protect present and future generations from the harms of tobacco.



Dr. Gopal Beri

Director Health Services
Department of Health & Family Welfare
Government of Himachal Pradesh

Tobacco use continues to remain a major public health challenge, particularly due to its harmful impact on children and young people. Protecting future generations from the dangers of tobacco requires strong enforcement of tobacco control laws, evidence-based planning, and coordinated multi-sectoral efforts. In this context, the Baseline Tobacco Vendor Density Survey conducted in Himachal Pradesh is a timely and important initiative.

The survey provides valuable evidence regarding the availability and accessibility of tobacco products across districts, including the presence of vendors near educational institutions. The findings will support strengthening enforcement under the Cigarettes and Other Tobacco Products Act (COTPA), 2003 and help identify areas requiring focused interventions and improved compliance.

The study also highlights the need for stronger implementation related to mandatory warning signage, point-of-sale visibility, and protection of educational zones from tobacco exposure. These findings will serve as an important foundation for future enforcement and awareness initiatives in a more focused and data-driven manner.

I appreciate the efforts of the State Tobacco Control Cell, National Health Mission Himachal Pradesh, for undertaking this important evidence-generating study to support effective tobacco control measures in the State. I also acknowledge the technical support provided by Vital Strategies, New Delhi and the field implementation support from MAMTA Health Institute for Mother and Child, Shimla. I am confident that the findings of this report will support policymakers, enforcement agencies, and health officials in strengthening tobacco control efforts and advancing the vision of a healthier and tobacco-free Himachal Pradesh.



Pradeep Kumar Thakur (IAS)

**Mission Director,
National Health Mission, Himachal Pradesh**

The baseline Tobacco Vendor Density (TVD) survey, a collaboration between the National Health Mission Himachal Pradesh, Vital Strategies, and MAMTA Institute, marks a milestone for evidence-based tobacco control. I appreciate the technical support from Vital Strategies and the essential facilitation provided by the Departments of Panchayati Raj and Urban Development across rural and urban areas.

The findings offer a stark view of the retail environment: 840 vendors were identified across 199 wards, averaging nearly two vendors per kilometer. Of grave concern is that 10.35% of vendors operate within 100 yards of educational institutions. Furthermore, 93.8% of vendors failed to display mandatory warning signage, with many openly displaying products in ways that increase visibility to minors.

Himachal Pradesh possesses a strong legislative framework through the 2016 State Act, which mandates vendor registration and prohibits the sale of loose cigarettes and beedis. Building on this, the State is committed to a systematic, multi-departmental enforcement of both the HP Act and COTPA 2003. Our goal is to improve compliance and effectively regulate tobacco retail to safeguard public health.

This study establishes a vital baseline. A follow-up assessment in January 2027 will evaluate the impact of our interventions, including vendor licensing and strengthened enforcement. Moving forward, sustained multi-sectoral action is required to close compliance gaps, particularly near schools. By improving awareness and ensuring accountability at all levels, we will protect our children and reduce tobacco exposure across Himachal Pradesh.



Dr. Rajesh Guleri

Deputy Mission Director,
National Health Mission, Himachal Pradesh

The Government of Himachal Pradesh remains steadfast in its commitment to public health, prioritizing tobacco control to combat non-communicable diseases and protect our youth. The baseline Tobacco Vendor Density (TVD) survey offers vital evidence to strengthen these ongoing efforts.

I express my sincere gratitude to Ms. M. Sudha Devi, IAS, Secretary (Health), and Sh. Pradeep Kumar Thakur, IAS, Mission Director, NHM, for their visionary leadership and proactive commitment to tobacco control. I also appreciate Dr. Rana J. Singh of Vital Strategies for providing essential technical and financial support, and Dr. Ravinder Kumar, State Nodal Officer, NTCP, for his dedicated engagement. My thanks also go to the MAMTA – Institute of Mother and Child Health for their effective execution of this study.

The survey findings reveal critical gaps, including tobacco vendors located near educational institutions and widespread non-compliance with mandatory warning signage. We will address these issues with seriousness and conviction. The State intends to intensify enforcement through coordinated, multi-departmental drives, ensuring strict adherence to statutory provisions and safeguarding vulnerable populations, particularly children and adolescents.

This assessment provides a solid foundation for evidence-based planning. Moving forward, we are committed to strengthening enforcement mechanisms, enhancing inter-departmental convergence, and ensuring accountability at all levels. The findings of this report will actively guide strategic actions aimed at reducing tobacco exposure and safeguarding the public health of all citizens across Himachal Pradesh.



Dr. Rana J. Singh

Director, South Asia Tobacco Control,
Vital Strategies, New Delhi

Vital Strategies is privileged to support the Government of Himachal Pradesh and the National Health Mission in advancing tobacco control. The State's leadership is well-recognized, with Shimla's 2010 smoke-free declaration and the State's 2013 milestone leading to global accolades from the World Health Organization in 2013 and 2023. These achievements are reflected in the State's significantly reduced tobacco prevalence, particularly among school-going children.

We are proud to have provided technical and support for this baseline Tobacco Vendor Density (TVD) study, implemented by the MAMTA Institute. Covering 10 districts with standardized protocols and digital tools, the study ensures reliable data for future policy. While extreme weather in January 2026 necessitated the exclusion of Lahaul & Spiti and Kinnaur, the findings provide a robust foundation for the rest of the State.

The survey identifies critical concerns: tobacco vendors operating near educational institutions and a widespread lack of mandatory warning signage. These gaps underscore the need for strengthened enforcement of COTPA 2003 to protect minors from exposure.

I wish to acknowledge the vision of Sh. Pradeep Kumar Thakur, IAS, and the leadership of the NHM team. I also commend Dr. Ravinder Kumar and the MAMTA team for their coordination, alongside my colleague Dr. Hansa Kundu for her technical guidance. Vital Strategies remains committed to this partnership, supporting Himachal Pradesh in its journey to strengthen enforcement, advance policy measures, and safeguard public health across the State.



SUMMARY

The baseline survey on tobacco vendors in Himachal Pradesh was conducted to generate evidence for implementation of the state tobacco retail regulation framework under The Himachal Pradesh Prohibition of Sale of Loose Cigarettes and Beedies and Regulation of Retail Business of Cigarettes and Other Tobacco Products rules, 2018. The survey provides baseline information on tobacco vendor density, vendor characteristics, proximity to educational institutions, and compliance with key provisions of the Cigarettes and Other Tobacco Products Act, (COTPA) 2003 to support future enforcement and monitoring.

The survey was conducted across 62 selected Urban Local Bodies and Gram Panchayats covering 199 complete wards in 10 districts of Himachal Pradesh during January 2026 using structured field observation, geo-tagging, and mobile-based data collection. A total of 840 tobacco vendors were identified across surveyed areas. The overall average tobacco Retail density was 2 vendors per kilometre of roadway, and highest being 7 vendors/kilometre in Thana gram panchayat in district Solan indicating comparatively lower retail concentration than reported in several other Indian cities where similar surveys have been undertaken. Comparable studies have documented densities of 8 vendors per kilometre of roadway in Rishikesh, 5 vendors per kilometre of roadway in Mangalore, and 7 vendors per kilometre of roadway in Davangere, 68 vendors/km² in Ranchi, 99 vendors/km² in Siliguri and 34 vendors/km² in Sikar. These comparisons suggest that the findings partly reflect ongoing tobacco control efforts in Himachal Pradesh and relatively lower retail saturation.

The retail environment was dominated by independent shops, stores, and supermarkets, which accounted for 98.2% of all identified tobacco vendors, while kiosks and mobile Retails constituted only a small proportion. The highest concentration of Retails was observed in Shimla (200 vendors) followed by Kangra (124 vendors), reflecting greater commercial activity and urban concentration in these districts.

A major public health concern identified through the survey was the continued presence of tobacco Retails near educational institutions. 10.35% of Retails (87 vendors) were located within 100 yards of educational institutions, contrary to legal restrictions under COTPA. The highest proportion of such vendors was observed in Sirmaur followed by Shimla, indicating the need for targeted district-level enforcement around schools and child-frequented spaces.

Compliance with section 6a of COTPA remained poor across surveyed districts. 93.8% of tobacco vendors did not display the mandatory warning signage stating that sale of tobacco products to persons below 18 years of age is prohibited, reflecting widespread non-compliance with legal requirements. Tobacco advertising outside shops was observed in 1.66% of vendors, while 36.5% of vendors openly displayed tobacco products inside shops. Among those displaying tobacco products, nearly 90% had products placed at heights accessible to minors, increasing visibility and accessibility for children and adolescents.

The survey also documented environmental indicators associated with tobacco sale and use. 21.1% of vendor showed evidence of tobacco-related litter outside their shops, including cigarette butts, bidi remains, and smokeless tobacco sachets. The highest levels of tobacco litter were observed in Solan, followed by Bilaspur and Sirmaur, suggesting localized normalization of tobacco consumption around retail points.

Overall, while the comparatively lower vendor density indicates positive impact of tobacco control efforts in Himachal Pradesh, substantial compliance gaps remain in relation to product display, warning signage, and Retail proximity to educational institutions. These findings strongly support urgent and systematic implementation of the 2018 rules to register vendors, regulate retail sale, improve enforcement accountability, and strengthen district-level compliance monitoring across the state.





1. INTRODUCTION

Tobacco Vendor Licensing (TVL) is an important regulatory mechanism through which Urban Local Bodies (ULBs) can govern and monitor the retail sale of tobacco products within their jurisdictions. It establishes a formal licensing system that determines who may sell tobacco products, where such sales may occur, and under what regulatory conditions tobacco sales are permitted. The primary objective of TVL is to reduce the availability and accessibility of tobacco products, particularly to children and adolescents, while strengthening implementation of tobacco control laws at the local level. TVL is also a tool that can be used to enforce other tobacco control laws.

TVL does not prohibit the sale of tobacco outright; rather, it creates a legal and administrative framework that regulates tobacco retail in line with public health objectives. Through licensing, local governments can limit vendor density, impose spatial restrictions, define compliance obligations, and establish accountability mechanisms for retailers.

Globally, licensing of tobacco vendors is increasingly recognized as a cost-effective tobacco control strategy because it allows local authorities to regulate the retail environment, reduce youth exposure to tobacco products, and improve enforcement of tobacco legislation.

1.1 Need for TVL in India

In India, tobacco products are sold through a varied and largely informal retail network that includes:

- Permanent retail shops
- Kiosks
- Temporary stalls
- Street vendors
- Small grocery outlets
- Mobile vendors

This fragmented retail environment creates major challenges for regulation and enforcement. In the absence of a licensing mechanism, there is no reliable official estimate of the number of tobacco vendors operating across cities, towns, or rural settlements, nor systematic information regarding their compliance tobacco control laws.

The absence of vendor registration has several implications:

- difficulty in enforcing tobacco control laws;

- inability to monitor retail density;
- weak accountability for repeated violations;
- limited tracking of tax compliance and supply chains;
- limited data to support effective tobacco control activities.

This regulatory gap becomes especially important because tobacco is often sold in close proximity to schools, health facilities, and child-frequented public spaces, increasing accessibility for minors.

1.2 Enforcement challenges under existing tobacco control laws

India's principal tobacco control legislation, Cigarettes and Other Tobacco Products Act, 2003 (COTPA, 2003), prohibits:

- sale of tobacco products to minors;
- sale by minors;
- sale within 100 yards of educational institutions;
- tobacco advertising at point of sale beyond prescribed limits.

However, in the absence of vendor licensing/registration, enforcement remains difficult because authorities often lack an updated list of tobacco-selling outlets.

Frequent violations observed across Indian cities include:

- sale of loose cigarettes and bidis;
- sale near schools;
- display of tobacco products at eye level for children;
- surrogate advertising and promotional boards;
- sale without statutory health warning visibility.

Licensing/registration converts anonymous retail points into identifiable regulated entities, making enforcement more systematic and sustainable.

1.3. Public health evidence supporting TVL

A growing body of evidence shows that point-of-sale (POS) tobacco availability, advertising, and product display are strongly associated with tobacco initiation, impulse purchase, and normalization of tobacco use among youth.

Studies have shown that:

- greater vendor density near schools increases likelihood of youth tobacco experimentation;
- POS advertising influences adolescent perception of tobacco as socially acceptable;
- retail visibility sustains tobacco consumption among current users.

A study conducted in Ranchi documented high tobacco vendor density (68 vendors/km²) and widespread violations near educational institutions, demonstrating how easy retail access undermines enforcement efforts. (Pouranik NS, Goel S, Lal P, Nair S, Datta P, Bassi S, et al. Tobacco retailer density and tobacco retailers near schools in two cities of East India, Ranchi and Siliguri. Indian Journal of Tuberculosis. 2021;68(4):530–537)

International evidence also confirms that reducing retail density contributes to lower initiation rates and supports cessation efforts (Robertson et al., 2015; WHO, 2021).

In many states in India, including Himachal Pradesh, systematic evidence on tobacco vendor density remains limited, making baseline vendor mapping and licensing particularly important.

1.4 TVL as a public health regulatory tool

TVL is increasingly recognized as a practical strategy to regulate tobacco sale and distribution across all levels of trade, including wholesalers, retailers & small vendors

Its broader purpose is to:

- protect vulnerable populations;
- reduce tobacco initiation;
- create a regulated retail environment;
- support long-term reduction in tobacco-related morbidity and mortality.

Licensing/registration also creates an institutional mechanism through which local governments can periodically review compliance, suspend licenses for violations, and regulate market concentration.

1.5 Policy developments in India

Recognizing the importance of vendor regulation, the Government of India issued two important advisories to States and Union Territories for implementing tobacco vendor licensing:

Ministry advisories

- 21 September 2017 – Ministry of Health and Family Welfare issued advisory to States/UTs encouraging regulation of tobacco vendors.
- 25 September 2018 – Ministry of Housing and Urban Affairs issued advisory encouraging Urban Local Bodies to adopt licensing provisions under municipal laws.

The advisories recommended that States/UTs and Urban Local Bodies develop an institutional mechanism for granting permission, authorization, or vendor licenses through Municipal or Local Authorities to retail outlets engaged in the sale of tobacco products.

Establishing such a licensing framework would strengthen compliance with applicable tobacco control laws at the retail level and simultaneously generate revenue for Municipal Bodies, which may be utilized to support enforcement of the licensing system and related public health activities.

Further, the advisories emphasized that tobacco products should be stored and sold only through authorized shops, retail outlets, or kiosks operating under relevant Municipal Acts and Rules, and that such establishments should possess valid business identification documents such as Taxpayer Identification Number (TIN), Permanent Account Number (PAN), or Goods and Services Tax (GST) registration, wherever applicable.

In addition, it was suggested that authorization for tobacco sale should include specific licensing conditions to ensure that outlets permitted to sell tobacco products do not simultaneously sell non-tobacco items commonly purchased by children and non-tobacco users, such as toffees, candies, chips, biscuits, soft drinks, and similar products. This provision is intended to reduce children's exposure to tobacco-selling environments and discourage the normalization of tobacco products in outlets frequented by minors.

2. BACKGROUND:

According to the Global Adult Tobacco Survey (GATS-2, 2016-17 [Global-Adult-Tobacco-Survey-Second-Round-India-2016-2017.pdf](#)), 16.1% of adults in Himachal Pradesh use tobacco in some form. Smoking remains the predominant mode of consumption, with 13.0% of adults reporting smoking tobacco, while smokeless tobacco use is comparatively low. A marked gender difference is observed, with tobacco use reported among 30.4% of males compared with 1.7% of females.

Among adolescents, findings from the Global Youth Tobacco Survey (GYTS-4, 2019 [National_Fact_Sheet_of_fourth_round_of_Global_Youth_Tobacco_Survey_GYTS-4.pdf](#)) indicate relatively low but important levels of tobacco use among school-going children aged 13–15 years in Himachal Pradesh, with current tobacco use estimated at approximately 1.1%, among the lowest reported across Indian states. Despite this comparatively low prevalence, easy retail access to tobacco products and their visibility at points of sale continue to influence experimentation and initiation among young people, highlighting the importance of regulating retail availability and strengthening compliance around educational institutions.institutions.

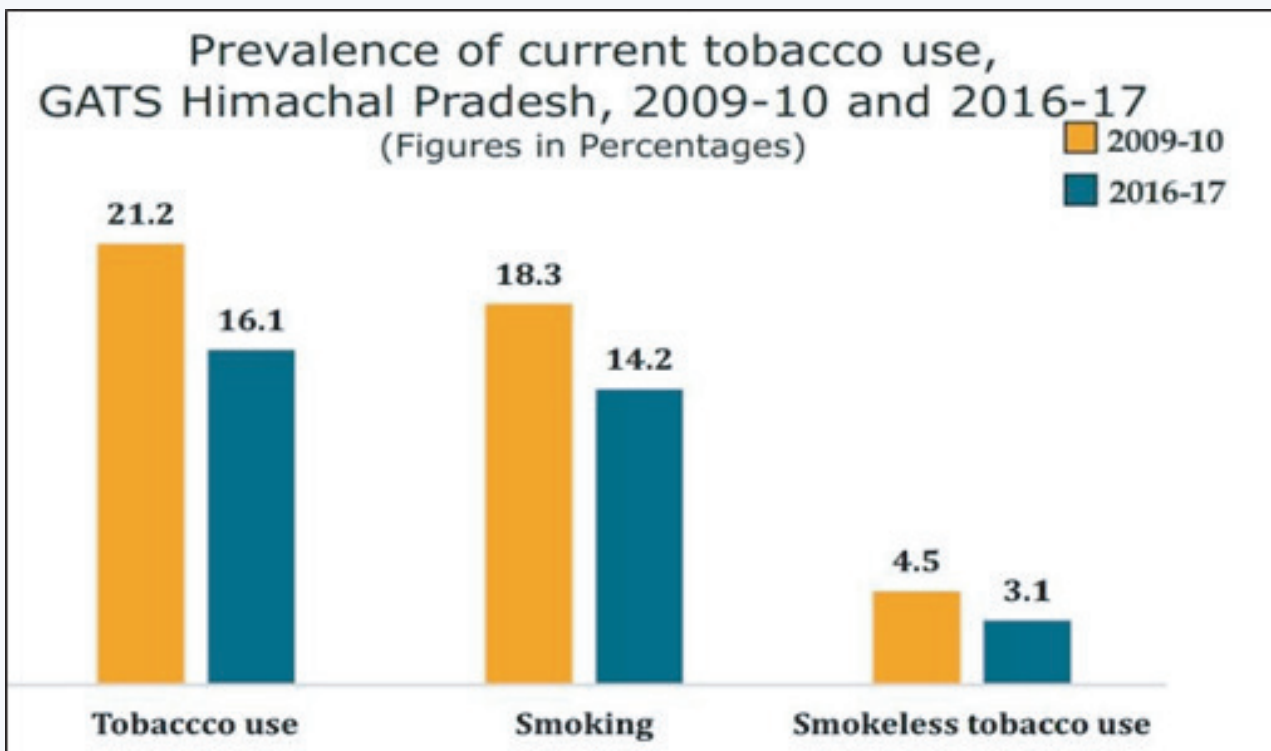


Figure 1: Prevalence of current tobacco use in Himachal Pradesh as per GATS-I

Recognizing the need for stronger control over retail tobacco availability, Himachal Pradesh enacted **The Himachal Pradesh Prohibition of Sale of Loose Cigarettes and Beedies and Regulation of Retail Business of Cigarettes and Other Tobacco Products Act, 2016**, even before national advisories on tobacco vendor licensing were issued by the Government of India, demonstrating an early and proactive state-level commitment toward regulating tobacco retail sales.

The Act was introduced to regulate tobacco use and restrict easy access to tobacco products, particularly through informal and unregulated retail channels. Its primary objectives are to prohibit the sale of loose cigarettes and beedies and to ensure that tobacco products are sold only through authorized and registered retail outlets. The legislation mandates compulsory registration of retail businesses engaged in tobacco sales.

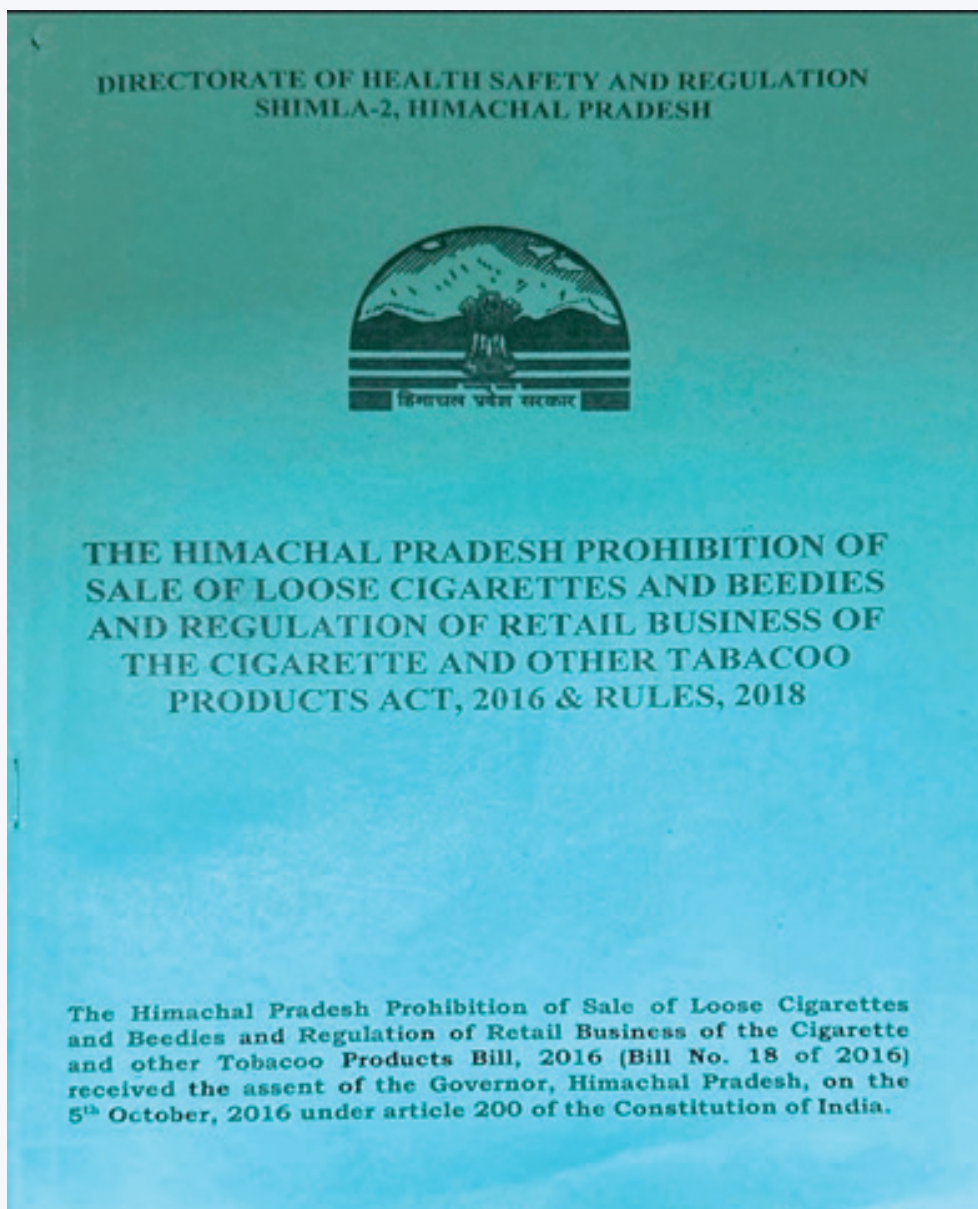


Figure 2: The Himachal Pradesh Tobacco Regulation Act, 2016

The Act also establishes a legal framework for enforcement by prescribing penalties for violations, including monetary fines and imprisonment, while empowering designated authorities to undertake inspection, search, seizure, and other enforcement actions against non-compliant establishments. The legislation was passed by the Himachal Pradesh Vidhan Sabha and received the assent of the Governor on 5 October 2016, coming into force as Act No. 17 of 2016.

To operationalize the Act, the State Government subsequently notified The Himachal Pradesh Prohibition of Sale of Loose Cigarettes and Beedies and Regulation of Retail Business of Cigarettes and Other Tobacco Products Rules, 2018 on 30 August 2018 (*Annexure 1*).

Rules provide detailed procedures for:

- Registration of tobacco retail businesses
- Renewal of registration
- Payment of prescribed fees
- Documentation requirements
- Enforcement procedures

Under this legal framework, any person intending to engage in retail sale of tobacco products is required to furnish prescribed details including:

- name and address of the applicant
- ownership details of the retail establishment
- prescribed registration fee
- declaration of compliance with the Act and other applicable laws

Further strengthening implementation, recent government notifications issued on 10 December 2025 authorized officers from multiple departments to enforce the provisions of the Act (*Annexure 2*), including:

- Health
- Police
- Panchayati Raj
- Urban Development
- Food and Drug Administration
- Excise

These officers have also been empowered to compound offences **by imposing a fine of ₹5,000, thereby expanding field-level enforcement capacity and improving compliance monitoring. Collectively, these legal and administrative provisions position Himachal Pradesh among the few Indian states with a dedicated statutory framework for regulating tobacco retail sale through registration and enforcement mechanisms.**

Himachal Pradesh, a northern Himalayan state of India, is administratively divided into 12

districts. The present study was conducted across selected Urban Local Bodies (ULBs) and Gram Panchayats in 10 districts of the state. Since compliance with provisions under COTPA 2003 is a prerequisite for obtaining a tobacco vendor licence, this assessment provides critical baseline evidence to support implementation of the Himachal Pradesh Act, 2016.



3. PURPOSE OF THE STUDY

The purpose of this study is to:

- Assess the number and density of tobacco vendors
- Assess the proximity of tobacco vendors to educational institutions
- Assess compliance of vendors with COTPA provisions.

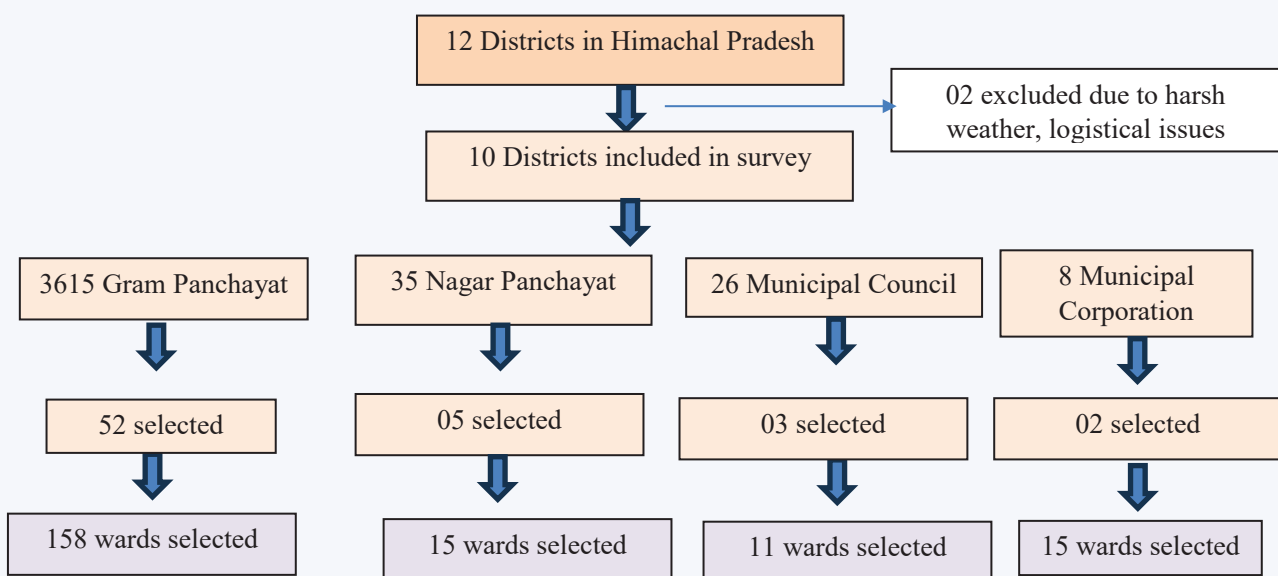
The data collected in this study will be useful as baseline data prior to an increased effort in strengthening the implementation of tobacco vendor licensing in Himachal Pradesh. Additionally, the study will classify tobacco vendors by type, including kiosks, supermarkets/independent stores, permanent and temporary vendors, and street vendors, to better understand retail patterns and enforcement needs.

4. MATERIALS AND METHODS

4.1 Sampling Methodology

The study was conducted across 62 selected municipal bodies including gram panchayat in Himachal Pradesh, covering all 10 districts of the State except Lahaul & Spiti and Kinnaur, due to adverse weather condition, geographical and logistical considerations.

A multi-stage, purposive sampling approach was adopted to ensure representation of both rural and urban local governance structures, including Gram Panchayats and ULBs.



For the baseline survey a minimum of 30% of wards in each Gram Panchayat/ULB, or at least three (3) wards, whichever was higher, were covered to ensure adequate representation.

In larger districts, namely Kangra, Shimla, and Mandi, eight (8) Gram Panchayats were selected from each district. In the remaining seven districts, four (4) Gram Panchayats were selected per district for the survey. The selected ULBs and Gram Panchayats were drawn from at least three different health blocks in each district to ensure geographic spread and adequate representation.

4.2 Survey methodology:

Each identified tobacco vendor was classified by type as an independent store/shop/supermarket, permanent kiosk, temporary kiosk, or street vendor. The geographic location of every tobacco vendor was recorded.

Data collectors also recorded the location of educational institutions* within the surveyed area.

To facilitate systematic data collection in the selected wards of ULBs, a comprehensive list of all wards along with their officially notified ward boundaries were obtained from the respective urban local bodies. Correspondingly, ward and jurisdictional details for gram panchayats were obtained from the concerned gram panchayat offices.

Trained data collectors were engaged for the survey. Following training, the data collectors conducted a complete census of tobacco vendors within the entire jurisdiction of the selected wards in both Urban Local Bodies and Gram Panchayats.

Wards were purposively selected to ensure coverage of areas with high concentration of commercial activity and public congregation, including markets, educational institutions, playgrounds, government offices, hospitals, and other prominent public spaces.

To ensure field movement tracking and quality assurance, data collectors used the Map My Walk application to record and monitor the distance covered during data collection.

*Educational institutions included all places where teaching or training takes place, such as schools (all levels), colleges, universities, Anganwadi centres, coaching or tuition centres, computer or skill training centres, sports academies, and any similar public or private institutions.

4.3 Data collection:

Systematic observations were undertaken to identify, map, and enumerate all tobacco vendors located within the entire jurisdiction of each selected ward, covering both sides of streets and roads.

Data collection documented the presence and type of tobacco sales, including point-of-sale (POS) displays, as well as tobacco advertising and promotion displayed inside or outside retail premises. This included branded print and digital/electronic materials such as posters and banners intended to promote tobacco products or brands.

Observations also assessed compliance with relevant provisions of the COTPA, including Sections 5 and 6A, such as the presence of mandated signage.

4.4 Data collection procedure

Walking Protocol: Prior to initiating observations, data collectors did scope the selected road or street stretches to establish a systematic walking route and identified the presence of any educational institutions along the route. It was ensured that the selected road/street lied entirely within the boundary of the selected ward and did not overlap with adjoining wards. Data collectors selected one continuous road/street or multiple closely located lanes, ensuring that no road or street segment is covered more than once.

Observations began at one end of the identified route, with data collectors walking along the road/street and assessing vendors on both sides throughout the stretch.

To support accurate coverage and monitoring, the following mobile applications were used:

- **MapMyWalk** – to measure the distance walked and avoid duplication of routes
- **Google Maps** – to ensure observations remain within the selected ward boundaries

4.5 Survey tool:

A data collection checklist was designed to record the details of the observations at each tobacco vendor and educational institution including their location. Based on their physical structure and permanence, tobacco vendors were classified as independent shops/stores/supermarkets, permanent kiosks, temporary kiosks, and street vendors (see Table 1 for vendor-type definitions; Figure 3 for pictures of vendor-type). Questionnaire annexed at *Annexure 3*.

Table 1: Definitions of the different vendor-type

| Vendor Type | Definition |
|---|---|
| Independent shop /Store/ Supermarket | A permanent retail establishment primarily engaged in selling groceries or daily-use items (e.g., food staples, packaged foods, cleaning supplies) and also selling tobacco products. The primary business is grocery retail. |
| Kiosk– permanent | A small, permanent, enclosed structure, often freestanding, open on one side or with a service window, used for the sale of cigarettes, bidis, paan, and other tobacco products. |
| Kiosk – temporary | A small, temporary, enclosed or semi-enclosed structure, often freestanding, open on one side or with a service window, used for the sale of cigarettes, bidis, paan, and other tobacco products (e.g., shanty or hut-type structures). |
| Street vendor | A mobile or semi-mobile vendor operating from stands, tables, pushcarts, or similar setups, without a permanent enclosed structure. |

| Vendor Type | Photo Example |
|--------------------------------|--|
| Independent shop / supermarket |  |
| Kiosk – permanent |  |
| Kiosk – temporary |  |
| Street vendor |  |

Figure 3: Vendor type, photo example

4.6 Mobile data collection application

The questionnaire was administered using the Epi-collect mobile application on Android and iOS smartphones. The application enables geo-location capture and photographic documentation for each observation. Data was uploaded in real time wherever internet connectivity (mobile data or Wi-Fi) was available. In the absence of connectivity, the application stored data in offline mode and automatically uploaded the records once a connection is re-established.

To document field movement and ensure complete coverage of selected routes, data collectors used the Map My Walk application to record the data collection pathway. All data collected was securely stored on the device and uploaded to the cloud-based server, ensuring data security, prevention of data loss, and facilitation of real-time data quality monitoring and supervision.

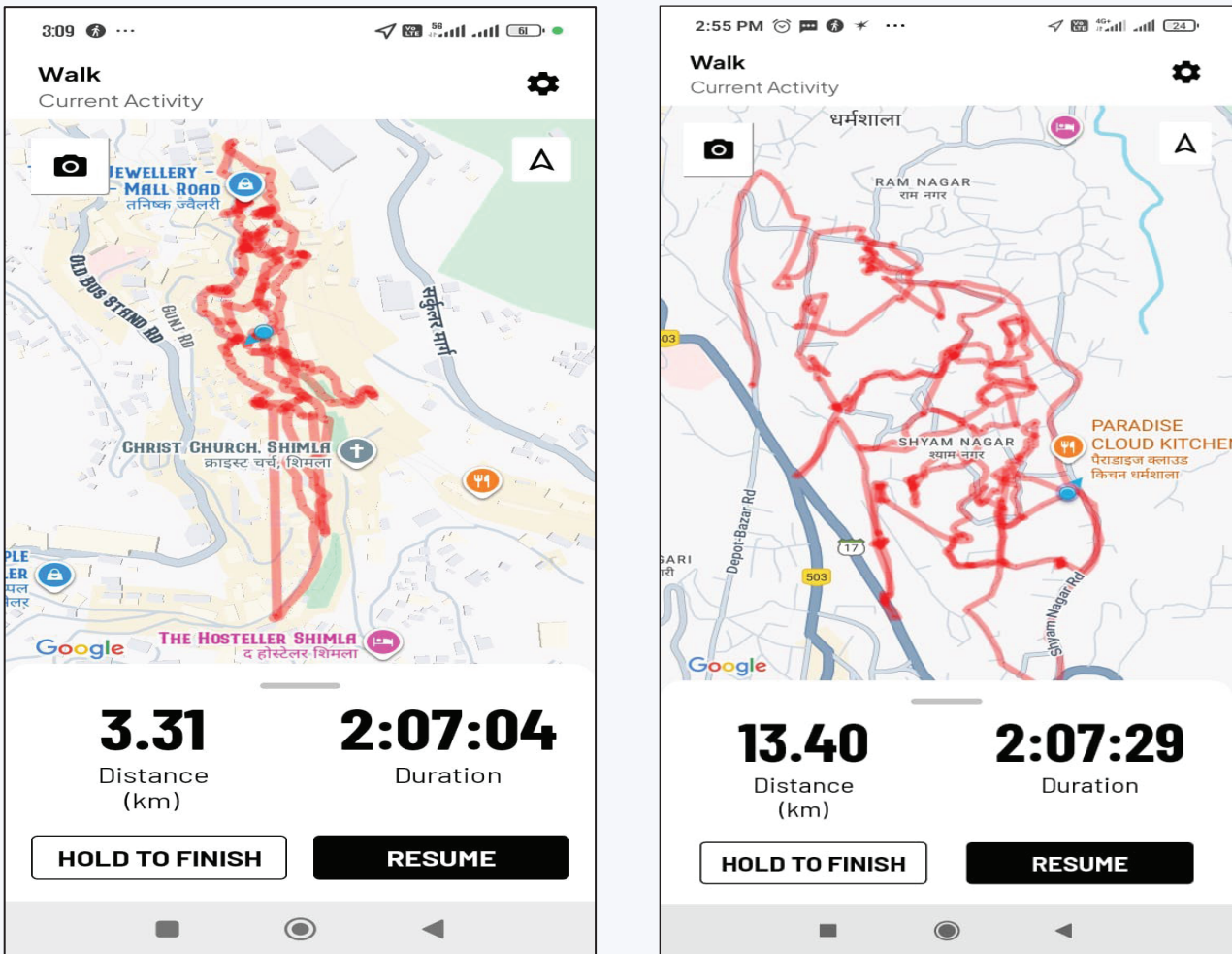


Figure 4: Picture of survey track on Map my Walk

Photographic Documentation- Wherever feasible, photographs were taken for each tobacco retailer visited. Photographs included:

- The front of the retail outlet, clearly showing the shop name or identifiable features
- Tobacco product displays
- Tobacco advertisements or promotional materials, displayed inside or outside the outlet
- Mandatory warning signage, including signage prohibiting the sale of tobacco products to minors

4.7 Survey team, survey timeline and data analysis

Survey Team: Field investigators were provided trainings to undertake field data collection activities for the survey, as per the approved protocol and applicable administrative procedures.

Survey Time: Data collection was conducted daily from 10:00 AM to 6:00 PM, covering all days of the week.

Survey Duration: The survey was implemented over a 22-day period, from 8 January to 30 January 2026.

5. RESULTS

5.1 Vendor characteristics

A total of eight hundred forty (840) tobacco vendors were identified in one hundred ninety-nine (199) surveyed wards. The most common vendor type was an independent shop/ store/ supermarket (98.2%, n= 825) followed by kiosk- permanent structure (0.83%, n=7) and kiosk- temporary structure (0.60%, n=5). The least common vendor type observed was street vendor/mobile vendor (on cart/bicycle) (0.36%, n=3)

Table 2: Identified type of Tobacco Vendors

| Vendor Type | Count | Percentage |
|--------------------------------------|------------|------------|
| Independent Shop/ store/ supermarket | 825 | 98.21 |
| Kiosk- Permanent structure | 7 | 0.83 |
| Kiosk- Temporary structure | 5 | 0.6 |
| Street vendor/ Mobile vendor | 3 | 0.36 |
| Total | 840 | 100 |

Table 3: District-wise type of tobacco vendors

| District Name | Independent shop/store/ Supermarket | Kiosk- Temporary structure | Kiosk- Permanent structure | Street Vendor/Mobile Vendors | Total Vendors |
|--------------------|-------------------------------------|----------------------------|----------------------------|------------------------------|---------------|
| Bilaspur | 61 | | | | 61 |
| Chamba | 52 | | 2 | | 54 |
| Hamirpur | 37 | | | 1 | 38 |
| Kangra | 124 | | | | 124 |
| Kullu | 89 | 1 | 1 | | 91 |
| Mandi | 93 | | | | 93 |
| Shimla | 198 | 1 | 1 | | 200 |
| Sirmaur | 60 | 1 | | | 61 |
| Solan | 59 | 2 | 2 | | 63 |
| Una | 52 | | 1 | 2 | 55 |
| Grand Total | 825 | 5 | 7 | 3 | 840 |

Shimla (200) and Kangra (124) reported the highest density of tobacco vendors, primarily within Municipal Corporation areas, followed by Mandi (93) and Kullu (91). This pattern reflects higher levels of urbanization and stronger commercial activity in these districts. The presence of alternative vending formats remains limited, with only 5 temporary kiosks, 7 permanent kiosks, and 1 mobile vendor reported across all districts. This suggests minimal use of flexible or informal retail models, with tobacco sales largely dominated by fixed, conventional outlets.

5.2 Tobacco vendors near education institutions

Overall, 10.35% (n = 87) of tobacco vendors were found to be operating within 100 yards of an educational institution, constituting a violation of Section 6(b) of the Cigarettes and Other Tobacco Products Act (COTPA), 2003, which prohibits the sale of tobacco products in such areas. District-wise analysis revealed that the highest proportion of such vendors was observed in Sirmaur (21.3%), followed by Shimla (17.5%) and Chamba (11.1%). Comparable levels were reported in Una (10.9%), Hamirpur (10.5%), and Mandi (9.7%). Lower proportions were observed in Kullu (5.5%), Kangra (4.8%), and Solan (4.8%), while no vendors were identified within the restricted zone in Bilaspur.

These findings indicate uneven compliance across districts and underscore the continued presence of tobacco retail outlets in close proximity to educational institutions, posing a significant public health risk to children and adolescents.

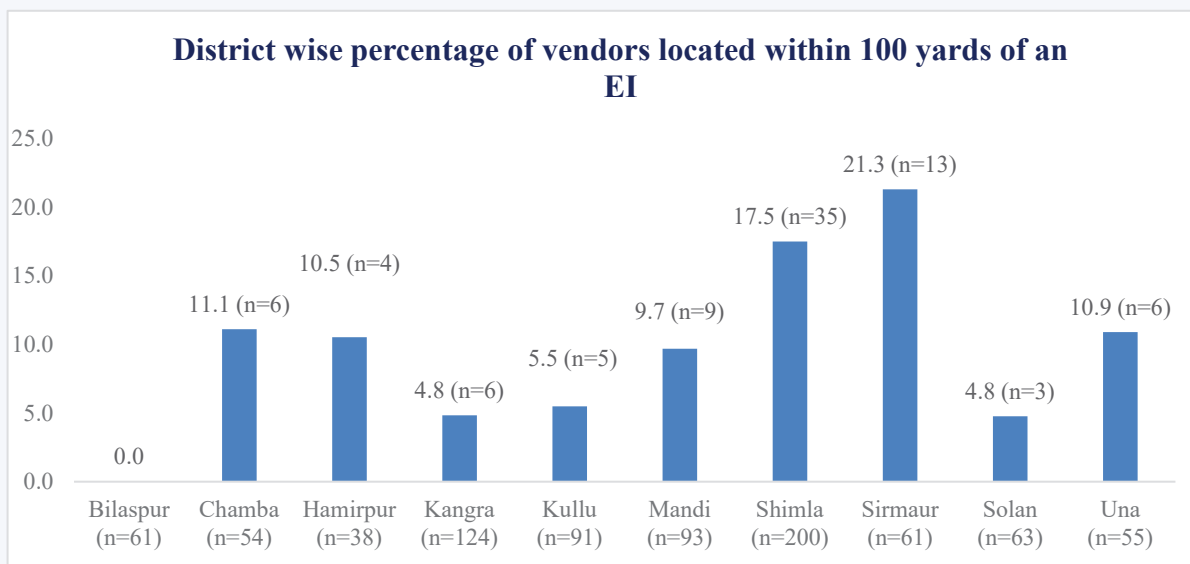


Figure 5: District wise percentage of vendors located within 100 yards of an EI

5.3 Vendor density

Across all observed wards, the number of vendors found was approximately 2 vendors per km of roadway. The highest tobacco vendor density was observed in Thana Gram Panchayat of district Solan, which had approximately 7 vendors per km of roadway. Detailed ward/ ULB wise details placed at *Annexure 4*.



Figure 6: Tobacco Vendor density

5.4 Advertising and warning signage compliance

Overall, 1.7% (n = 14) of the observed vendors were found to display some form of tobacco advertising. The highest prevalence of tobacco advertisements outside retail outlets was recorded in Kullu (5.5%) and Una (5.5%), followed by Shimla (2.0%), Solan (1.6%), and Mandi (1.1%). No instances of tobacco advertising were observed in Bilaspur, Chamba, Hamirpur, Kangra, or Sirmaur.

A total of 93.8% (n = 788) of tobacco vendors were found to be non-compliant with statutory requirements mandating the display of warning signage stating, “Sale of tobacco to persons below 18 years of age is a punishable offence.” Complete non-compliance (100%) was observed in Bilaspur, Kangra, Sirmaur,

and Solan. This was followed by high levels of non-display in Una (98.2%) and Hamirpur (97.4%). Substantial non-compliance was also recorded in Kullu (94.5%), Mandi (92.5%), and Chamba (90.7%), while Shimla reported the lowest proportion of non-display at 83.5%.

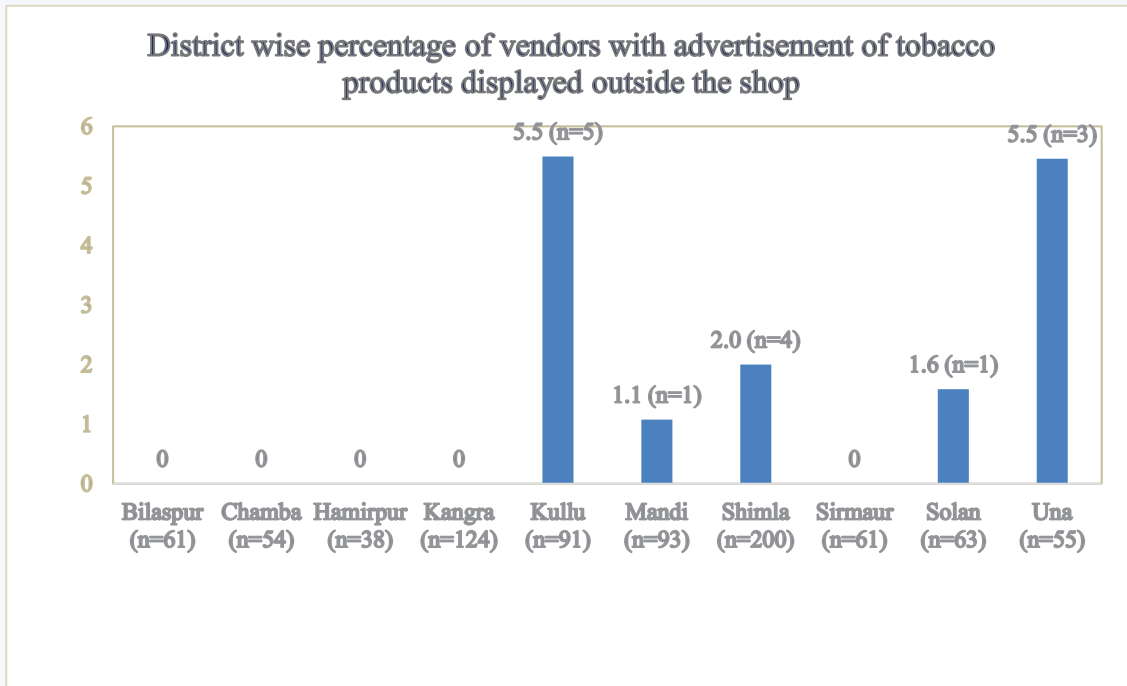


Figure 7: District wise % of vendors have advertisements of tobacco products

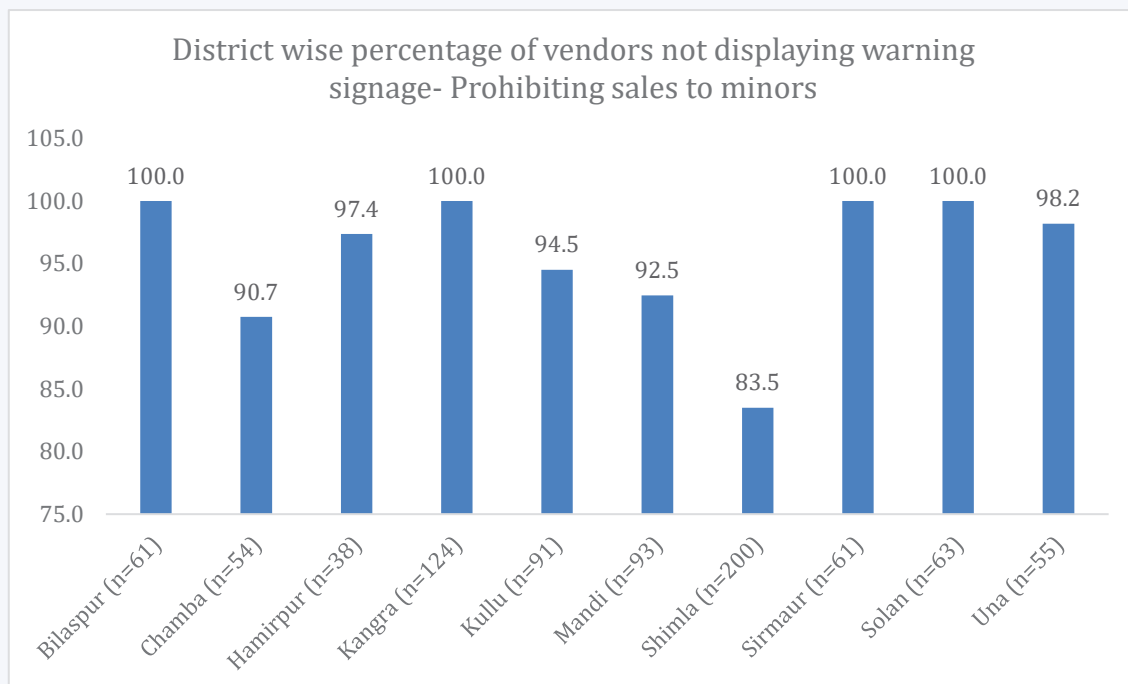


Figure 8: District wise percentage of vendors not displaying statutory warning signage

5.5 Product Display

A total of 36.5% (n=307) of tobacco vendors displayed tobacco products. Among these vendors, nearly 90% (n=276) had the products placed at a height accessible to minors.

The highest percentage of vendors displaying tobacco packs/ products inside the shop was observed in district Sirmaur (62%) and Solan (52%) followed by Kullu (49%), Mandi (44%), Kangra (42%), Chamba (35%), Una (35%) and Shimla (28%). Least display of tobacco products inside the shop was seen in Bilaspur and Hamirpur 5% each.

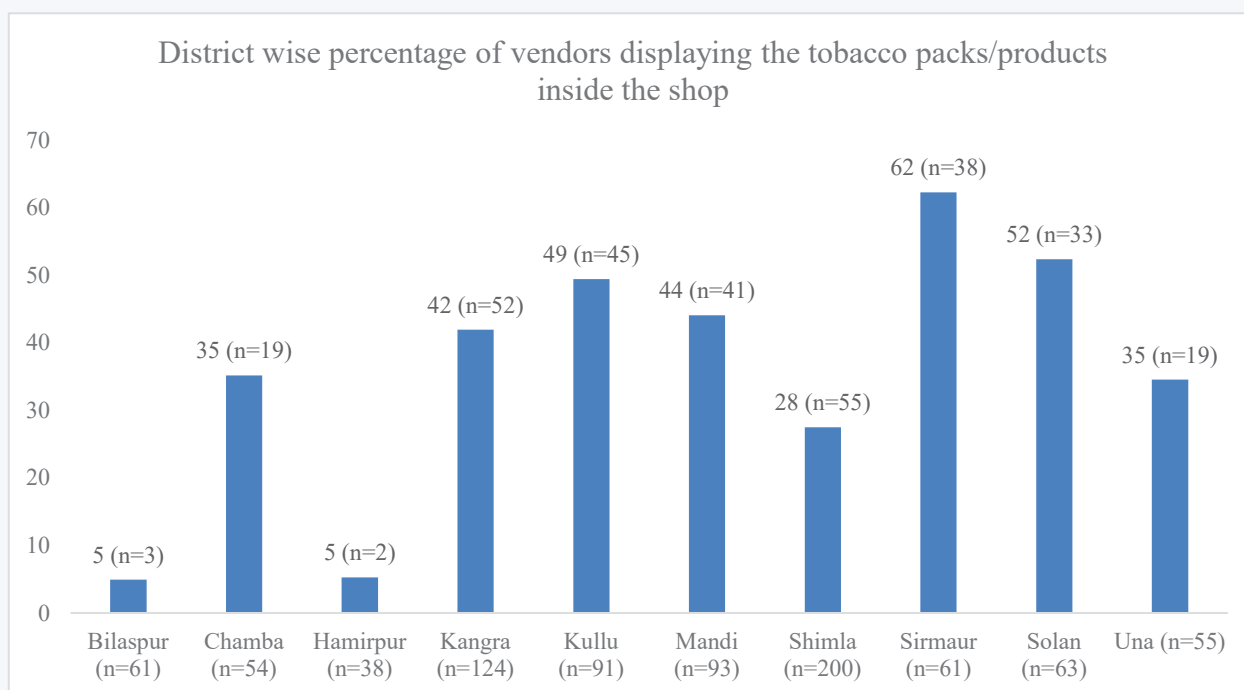


Figure 9: District wise % of vendors have advertisements of tobacco products

5.6 Presence of tobacco-related litter

Evidence of tobacco-related litter, including cigarette/bidi butts and discarded tobacco pouches, was observed outside 21.1% (n = 171) of the surveyed vendor establishments. Substantial inter-district variation was noted in the prevalence of such litter.

The highest proportion of vendors with surrounding tobacco litter was recorded in Solan (77.8%), followed by Bilaspur (41.0%) and Sirmaur (29.5%). Moderate

levels were observed in Mandi (21.5%), Shimla (16.0%), Chamba (14.8%), and Una (14.5%). In contrast, relatively lower prevalence was documented in Kullu (4.4%) and Kangra (2.4%).

The presence of cigarette and bidi butts in the vicinity of retail outlets also indicates potential violations of Section 4 of COTPA (prohibition of smoking in public places) and may further suggest non-compliance with provisions under the Himachal Pradesh Tobacco Regulation Act, 2016, particularly those related to the prohibition of sale of loose cigarettes and bidis. These observations reflect both active consumption at or near points of sale and gaps in enforcement of relevant legal provisions.

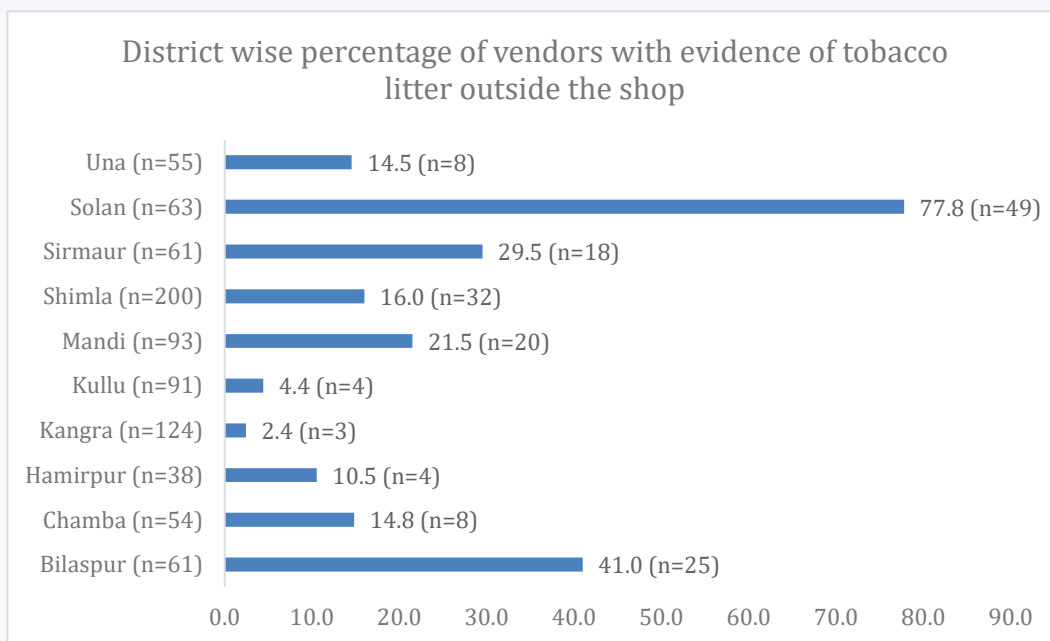


Figure 10: District wise % age of vendors with evidence of tobacco litter outside the shop



6. DISCUSSION & CONCLUSION

The present study provides comprehensive baseline evidence on the status of tobacco retail environment and compliance with tobacco control laws across 10 districts of Himachal Pradesh. While the State has a robust legal framework under the Himachal Pradesh Tobacco Regulation Act, 2016, complemented by the provisions of the Cigarettes and Other Tobacco Products Act (COTPA), 2003, the findings clearly indicate that the principal challenge lies in enforcement and field-level implementation rather than policy absence.

A total of 840 tobacco vendors were identified across 199 wards, with an average density of approximately 2 vendors per kilometer of roadway. This indicates substantial availability of tobacco products within community settings. Higher concentrations observed in urban districts reflect the influence of commercial activity and urbanization on tobacco retail distribution. In the absence of consistently enforced regulatory controls, such density can contribute to increased accessibility and normalization of tobacco use.

The study reveals that 36.5% of vendors displayed tobacco products, and notably, nearly 90% of such displays were positioned within easy reach of minors. This finding is particularly concerning as it directly increases the visibility and accessibility of tobacco products to children and adolescents. Evidence suggests that point-of-sale exposure plays a critical role in shaping risk perception, encouraging experimentation, and sustaining tobacco use. The persistence of open display practices indicates inadequate enforcement of provisions related to product visibility and placement at retail outlets.

The presence of 10.35% of vendors within 100 yards of educational institutions represents a serious violation of statutory provisions and a major public health concern. Schools and educational institutions are intended to be protected environments; however, the continued availability of tobacco products in their immediate vicinity undermines these protections. The study further observed that

tobacco products are often sold alongside commonly consumed items such as snacks, beverages, and school-related materials, thereby increasing incidental exposure among children and reinforcing normalization of tobacco use in routine environments.

Non-compliance with mandatory legal provisions was found to be widespread. A striking 93.8% of vendors did not display the statutory warning signage prohibiting the sale of tobacco products to persons below 18 years of age. This reflects both weak enforcement and low levels of vendor awareness or accountability. Given that display of such signage is not only a legal requirement under COTPA but also a condition linked to vendor registration under the State Act, this gap highlights deficiencies in both licensing enforcement and routine inspections.

Although the proportion of vendors displaying tobacco advertisements was relatively low (1.7%), the presence of any form of advertising at the point of sale remains a violation of COTPA provisions and contributes to indirect promotion of tobacco products. Even limited exposure can influence consumer behavior, particularly among impressionable populations.

Additionally, tobacco-related litter was observed around 21.1% of vendors, indicating widespread consumption in and around retail environments. This not only reflects normalization of tobacco use in public spaces but also raises environmental and sanitation concerns. The presence of cigarette butts and tobacco waste further reinforces social acceptability and visibility of tobacco use in communities.

Importantly, the findings must be interpreted in the context of an already established legal and administrative framework in Himachal Pradesh. The State has notified registering authorities, defined procedures for registration and renewal, mandated compliance conditions, and empowered multiple departments for enforcement, including provisions for search, seizure, compounding of offences, and prosecution. However, the observed gaps indicate that these provisions are not being uniformly operationalized at the field level.

The lack of consistent inspections, limited use of enforcement tools (such as challans, seizure memos, and spot documentation), and inadequate coordination among authorized officers contribute to continued violations. Furthermore, insufficient monitoring and reporting systems reduce accountability and hinder the ability to track progress over time.

In this context, the study underscores that strengthening enforcement mechanisms, rather than introducing new policies, should be the immediate priority. This includes systematic inspections, strict action against violations, improved compliance verification during licensing, and enhanced inter-departmental coordination. The effective utilization of existing legal provisions—such as penalties, compounding mechanisms, and prosecution pathways—will be critical to ensuring deterrence and sustained compliance.

In conclusion, the baseline survey highlights that despite a strong policy environment, tobacco retail practices in Himachal Pradesh remain inadequately regulated at the implementation level. The high prevalence of violations related to signage, product display, and proximity to educational institutions underscores the need for a shift from policy formulation to rigorous enforcement and monitoring.

The findings of this study provide critical evidence base for:

- strengthening enforcement strategies,
- improving compliance monitoring systems,
- guiding targeted awareness and capacity-building initiatives, and
- supporting effective operationalization of Tobacco Vendor Licensing across the State.

If effectively acted upon, these measures have the potential to significantly reduce tobacco accessibility, particularly among youth, and contribute to long-term public health gains in Himachal Pradesh.



RECOMMENDATIONS

1. Strengthening Enforcement and Operationalization of Tobacco Vendor Licensing (TVL)

Himachal Pradesh has a well-defined statutory framework under the Himachal Pradesh Tobacco Regulation Act, 2016, mandating registration of all tobacco vendors and prescribing clear enforcement provisions. However, the findings indicate that the key gap lies in inadequate enforcement and incomplete operationalization of the existing system, rather than absence of policy.

Efforts should therefore focus on:

- Ensuring universal registration of all tobacco vendors, with strict action against unregistered vendors, including seizure and prosecution.
- Mandatory physical verification prior to issuance and renewal of registration, particularly to ensure compliance with:
 - distance restrictions from educational institutions,
 - prohibition of temporary/mobile vendors,
 - adherence to legal conditions under COTPA.
- Enforcing mandatory display of registration certificates at all retail outlets.
- Linking license issuance and renewal strictly with compliance history, including prior violations.
- Initiating suspension/cancellation of registration in cases of repeated violations.
- Activating flying squads and joint enforcement teams using notified authorized officers across departments.
- Institutionalizing monthly reporting and compliance tracking systems for registration, inspections, and enforcement outcomes.

2. Intensified and Structured Enforcement of COTPA and State Act Provisions

The study demonstrates widespread violations related to signage, product display, and proximity to educational institutions, indicating weak enforcement at the field level.

Key actions include:

- Conducting regular, planned enforcement drives based on hotspot mapping (schools, markets, high-density vendor areas).
- Ensuring strict enforcement of:
 - Section 4 (prohibition of smoking in public places),
 - Section 6(b) (no sale within 100 yards of educational institutions),
 - Section 6(a) (prohibition of sale to minors and mandatory signage),
 - Section 5 (ban on advertisement),
 - Section 3 of HP Act (ban on sale of loose cigarettes/bidis).
- Utilizing compounding provisions (₹200 under COTPA; ₹5,000 under HP Act) and ensuring prosecution in non-compoundable offences.
- Ensuring seizure and confiscation procedures are followed as per prescribed protocols.
- Strengthening court-linked enforcement, ensuring timely filing of challans before SDM/CJM.

3. Improving Compliance Visibility and Vendor Accountability

The extremely high level of non-compliance with statutory signage requirements indicates lack of both enforcement and vendor awareness.

Recommended actions:

- Ensuring mandatory display of COTPA-compliant warning signboards as a pre-condition for registration and renewal.
- Conducting on-the-spot enforcement with immediate challaning for non-display of signage.
- Providing standardized signboards through local bodies to ensure uniformity.
- Ensuring display of registration certificate and compliance conditions prominently at all outlets.
- Conducting structured vendor orientation sessions, as outlined in the enforcement training modules, focusing on:
 - legal provisions,
 - penalties,
 - compliance requirements.

4. Strengthening Inspection, Monitoring, and Reporting Systems

To ensure sustained compliance, enforcement must shift from sporadic drives to institutionalized routine monitoring.

Key measures:

- Developing area-wise enforcement plans with defined inspection schedules.
- Using standard enforcement tools and documentation, including:
 - challan books,
 - seizure memos,
 - spot memos,
 - photographic evidence.
- Implementing digital and geo-tagged monitoring systems for real-time tracking of inspections and violations.
- Ensuring monthly reporting by all departments, as per prescribed formats.
- Establishing district and state-level dashboards to track enforcement indicators.
- Conducting periodic third-party assessments to evaluate compliance trends.

5. Regulation of Point-of-Sale Practices and Product Display

The study highlights significant levels of tobacco product display, often accessible to minors, contributing to normalization and initiation.

Recommended actions:

- Enforcing prohibition of open display of tobacco products, especially those visible or accessible to children.
- Ensuring removal of tobacco products from eye-level placement and from areas near child-oriented goods.
- Taking strict action against violations under Section 6(a) of COTPA.
- Integrating display compliance checks into routine inspections and licensing conditions.

6. Protection of Educational Zones and Reduction of Youth Exposure

The presence of vendors near educational institutions requires urgent corrective action.

Key recommendations:

- Conducting special enforcement drives around educational institutions.
- Ensuring strict compliance with the 100-yard prohibition rule, including:
 - non-issuance of registration,
 - cancellation of existing licenses where applicable.
- Mapping and removal/relocation of non-compliant vendors near schools.
- Engaging school authorities and local bodies in reporting violations.

7. Enforcement Against Illegal Sales Practices

Persistent violations such as sale of loose cigarettes, sale without registration, and sale of prohibited products require focused enforcement.

Actions required:

- Strict enforcement of ban on sale of loose cigarettes and bidis, with compounding or prosecution.
- Action against unregistered vendors, including closure and seizure.
- Coordinated enforcement against:
 - gutkha/khaini (FSSAI provisions),
 - e-cigarettes (PECA 2019),
 - products without health warnings (COTPA Section 7).
- Ensuring repeat offenders face enhanced penalties and prosecution.

8. Capacity Building and Inter-Departmental Coordination

Although multiple departments are notified as enforcement authorities, effective coordination remains essential.

Recommendations:

- Conducting regular training and refresher sessions for all authorized officers on:
 - legal provisions,
 - enforcement procedures,
 - documentation and prosecution.
- Developing and disseminating standard operating procedures (SOPs).
- Strengthening inter-departmental coordination mechanisms, including:
 - joint enforcement drives,
 - district-level review meetings.
- Monitoring department-wise enforcement performance indicators.

9. Utilization of Enforcement Funds and Strengthening Logistics

The PPT highlights that funds collected through fines are earmarked for tobacco control activities.

Recommended actions:

- Ensuring proper utilization of collected fines for:
 - enforcement logistics (vehicles, fuel, equipment),
 - printing of challan books and forms,
 - awareness campaigns,
 - signage distribution.
- Strengthening availability of enforcement tools at field level.

10. Addressing Environmental Concerns and Tobacco Litter

The presence of tobacco waste around vendor sites reflects normalization of tobacco use.

Key measures:

- Integrating tobacco waste management into local sanitation systems.
- Penalizing littering and improper disposal.
- Encouraging vendors to maintain cleanliness around retail outlets.
- Linking with Swachh Bharat and municipal initiatives.



ACKNOWLEDGEMENTS

- Vital Strategies India- Dr. Rana J Singh, Dr. Hansa Kundu, Dr. Amit Yadav, Mr. Shravan Kumar Upadhyay
- MAMTA-HIMC- Dr Gaurav Sethi and Dr Manisha Bhatia (Coordinators)
- District Level Team:

| Name of District | Name of surveyor |
|------------------|---|
| 1. Bilaspur | Parveen, Santosh Kumar |
| 2. Chamba | Ajay Kumar, Ashish, Balram, Monika |
| 3. Hamirpur | Onkar |
| 4. Kangra | Pankaj, Robin Rana, Vivek |
| 5. Kullu | Dr. Jyoti, Rohit Prasad |
| 6. Mandi | Manish kumar, Manvi, Pooja, Ruma devi |
| 7. Shimla | Chetan Kumar, Dheeraj Kumar, Dr Radhika Rana, Kiran Thakur, Sneha, Virender |
| 8. Sirmaur | Deepak Chauhan, Manveer Singh, Mohit |
| 9. Solan | Manveer Singh, Sunil Kumar |
| 10. Una | Akshay, Gitanshu, Payal Puri |

7. ANNEXURES

Annexure 1: The Himachal Pradesh Prohibition of Sale of Loose Cigarettes and Beedies and Regulation of Retail Business of Cigarettes and Other Tobacco Products Rules, 2018

(Authoritative English text of this Department Notification No. Health-A-H(1)-1/2013-Vol-I dated 30-08-2018 as required under Clause (3) of Article 348 of the Constitution of India)

Health-A-H(1)-1/2013-Vol-I Dated: Shimla 30th August, 2018

MISSION DIRECTOR
NATIONAL HEALTH MISSION
REC'D. ON 4/9/18
DATE 10/9/18

GOVERNMENT OF HIMACHAL PRADESH
HEALTH AND FAMILY WELFARE DEPARTMENT

NOTIFICATION

In exercise of the powers conferred under Section 12 of the Himachal Pradesh Prohibition of Sale of Loose Cigarettes and Biddies and Regulation of Retail Business of Cigarettes and other Tobacco Products Act, 2016 (Act No. 17 of 2016), the Governor of Himachal Pradesh is pleased to make the following rules for carrying out the provisions of Act ibid namely :-

| | |
|-------|-------------|
| MD | SWP |
| ESTL | GEN. ADMIN. |
| HCMM | CW |
| COMPL | HR |
| POPST | FIN. |
| VBD | ADD |

1. **Short title and commencement.** (1) These rules may be called the Himachal Pradesh Prohibition of Sale of Loose Cigarettes and Biddies and Regulation of Retail Business of Cigarettes and other Tobacco Products Rules, 2018.
(2) These rules shall come into force from the date of enforcement of the Act.

2. **Definitions.** (1) In these rules, unless the context otherwise requires,
(a) "Act" means the Himachal Pradesh Prohibition of Sale of Loose Cigarettes and Biddies and Regulation of Retail Business of Cigarettes and other Tobacco Products Act, 2016 (Act No. 17 of 2016)
(b) "Form" means a form appended to these rules;
(c) "section" means the section of the Act; and
(2) The words and expressions used in these rules but not defined shall have the same meanings as assigned to them in the Act.

3. **Procedure for registration:-**
(1) Any person who is carrying on or intends to carry on retail business of Cigarettes/Biddies and other Tobacco Products shall make an application for registration to the Registering Authority in Form-1 (Annexure-"A") on payment of the registration fee of Rs.500. (Rs. Five hundred).
(2) The Registering Authority, or any person authorized in this behalf, shall, acknowledge receipt of application for registration in Form-2(Annexure-"B").
(3) The Registering Authority shall grant registration certificate to the applicant within six months of the receipt of application in Form-3 (Annexure-"C") for a period of three years failing which it will deemed to have been issued.

4. **Renewal of Certificate of Registration:-** (1) Before the expiry of three years, the registration certificate may be renewed for further period of three years on payment of renewal fee of Rs.300 (Three hundred).
(2) If the applicant fails to apply for renewal before the expiry of three years, a late fee of Rs.200 (Two hundred) per month shall be charged in addition to the renewal fee.

Handwritten signature and date: 10/9/18

Annexure 2: Order authorizing additional enforcement officers under the above act

**Government of Himachal Pradesh
Health & Family Welfare Department**

No. HFW-C-F004/1/2024-Health-C Dated :- Shimla-2, the 10/12/2025

NOTIFICATION.

In exercise of the powers conferred under sub-section (1) & (2) of the Section 8 of the Himachal Pradesh Prohibition of Sale of Loose Cigarettes and Beedies and Regulation of Retail Business of Cigarettes and other Tobacco Products Act, 2016 (Act No. 3 of 2016), the Governor of Himachal Pradesh is pleased to designate the following officers as Authorized Officers for the purpose of implementing the provisions of this Act within their respective jurisdictions:-

| 1. | Department | Designate Officers |
|----|--|--|
| 2. | Health and Family Welfare | Block Medical Officer, Senior Medical Officer, Corporation Health Officer, Assistant Commissioner (F&S), Food Safety Officer, Drug Inspector and all the officers above these ranks. |
| 3. | State Tax & Excise | Assistant Commissioner, Excise and Taxation Officer, Excise and Taxation Inspector and all the officers above these ranks. |
| 4. | Home Department. | All Police Officers not below the rank of Assistant-Sub-Inspector of Police |
| 5. | Rural Development & Panchayati Raj Department. | Block Development Officer, Panchayat Inspector, Panchayat Secretary and all officers above these ranks. |
| 6. | Urban Development Department. | Additional Commissioner (Municipal Corporation) Sanitary Inspector, Executive Officer (Municipal Council) Secretary (Nagar Panchayat) and all officers above these rank. |

By order

Annexure 3: Tobacco vendor baseline study questionnaire

1. Observer ID: _____
2. Date: // _____
3. Time of Observation: : AM/PM
4. Geo-coordinates of Observation: _____
5. Gram Panchayat Name/ Name of ULB _____
6. Ward Name/Number: _____
7. What is the type of Establishment:
 - o Tobacco Vender
 - o Tobacco Vender near Education Institute
8. Tobacco Vendor Name: _____ (if the name is displayed on the shop, no need to ask)
9. Tobacco Vender Street Address: _____
10. Photo of Vender Entrance (With name clearly displayed): _____
11. Vender Type:
 - o Independent Shop/ Store/ Supermarket
 - o Kiosk- Permanent Structure
 - o Kiosk – temporary structure
 - o Street vendor/ Mobile vendor (on cart/bicycle)
12. Venue Status:
 - o Open
 - o Closed
13. What items are sold at this location along with tobacco?
 - o Only Tobacco
 - o Food items (such as candies/ sweets/ cold drinks/ ice-cream/ chips)
 - o Stationary/ School supplies
 - o Services
 - o Others
14. Are any of the advertisement for tobacco products displayed outside the shop?
 - o Yes
 - o No
15. Which of the following types of direct or indirect types of advertisement are posted outside the shop? Please select all that apply
 - o Direct Advertisement (s) (Boards with tobacco brand names)
 - o Indirect Advertisement (s) (Boards with tobacco brand layout/paint/pattern/ color/scheme/banner/logos)
 - o Posters/banners/stickers/signs
 - o Leaflets/fliers/pamphlets
 - o NA
16. Type of advertisements outside?
 - o Print signage (poster, banners, leaflets)
 - o Backlit or illuminated advertisements
 - o Three dimensional signage
 - o Non-tobacco products with tobacco branding

- o Other
 - o NA
17. Photo of tobacco product advertisement outside the store?
18. Is there a board at the entrance with a warning sign prohibiting the sales of tobacco products to person below the age of eighteen years
- o Yes
 - o No
19. Photo of warning signage displayed outside/inside the store
20. Are any advertisements or promotions for tobacco products displayed inside the shop?
- o Yes
 - o No
21. Which of the following types of direct or indirect types of advertisement are posted inside the shop? Please select all that apply
- o Direct Advertisement (s) (Boards with Tobacco Brand Names)
 - o Indirect Advertisement (s) (Boards with tobacco brand layout/paint/pattern/design/color/scheme/banner/logos)
 - o Posters/banners/stickers/signs
 - o Leaflets/fliers/pamphlets
 - o NA
22. Types of advertisements inside?
- o Print signage (poster, banners, leaflets)
 - o Backlit or illuminated advertisements
 - o Three dimensional signage
 - o Non-tobacco products with tobacco branding
 - o Other
 - o NA
23. Photo of product promotion & advertisement inside the store?
24. Are tobacco products promoted using any of the following means? Select all that apply.
- o Price discount (eg. Sales, coupons, limited time offer, multi, pack discounts)
 - o Free Tobacco products
 - o Gift or prize other than the product (free or with purchase)
 - o A sponsored event, activity or cause
 - o Contest or competitions
 - o Lottery/ rewards scheme
 - o Mention of social media channel
 - o Scholarship
 - o None
25. Is there any display of tobacco packs/products (cigarette/bidi/khaini/zarda/etc.) inside the shop?
- o Yes
 - o No
26. Are there any tobacco products placed at a height such that it is accessible to a minor?

- o Yes
 - o No
27. Is there Evidence of Tobacco- Related Litter Outside the Vendor (cigarette, butts, packets, smokeless pouches)?
- o Yes
 - o No
28. Is the tobacco shop located within 100 yards of an educational institute?
- o Yes
 - o No
29. If Yes than School Name and address
30. Photo of School entrance (with Name clearly displayed)
31. Name of any other educational institution around
32. Was the observation completed?
- o Yes
 - o No- Data collector not allowed to enter venue
 - o No- Vendor was closed
 - o No-Others
33. Comment if Any?
34. Time of completion the observation Survey
35. Geo-Coordinates

Annexure 4: Ward/ ULB wise data of indicators

| District name | Block name | GP/ ULB | Number of vendors | Distance covered in km | Vendor Density (Vendors/km of road) | TA PS outside | Warning sign present | T A PS inside | Product display | Product display height accessible to minors | Evidence of litter |
|---------------|-----------------|-----------------|-------------------|------------------------|-------------------------------------|---------------|----------------------|---------------|-----------------|---|--------------------|
| Bilaspur | Ghumarwin | Seu GP | 15 | 3.19 | 5 | 0 | 0 | 0 | 0 | 0 | 8 |
| | Ghumarwin | Dadhol GP | 7 | 5.12 | 1 | 0 | 0 | 0 | 0 | 0 | 5 |
| | Markand | Chandpur GP | 15 | 5.53 | 3 | 0 | 0 | 0 | 0 | 0 | 7 |
| | Markand | Balh Balwana GP | 4 | 4 | 1 | 0 | 0 | 0 | 0 | 0 | 2 |
| | Jhandutta | Talai NP | 20 | 5.61 | 4 | 0 | 0 | 1 | 3 | 3 | 3 |
| | Bilaspur | | | 61 | 23.45 | 3 | 0 | 0 | 1 | 3 | 3 |

| | | | | | | | | | | | |
|-----------------|-----------------|--------------------|----|------------|--------------|----------|----------|----------|----------|-----------|-----------|
| Chamba | Choori | Kariyan GP | 15 | 3.68 | 4 | 0 | 0 | 0 | 5 | 5 | 3 |
| | Choori | Mangla GP | 11 | 3.89 | 3 | 0 | 0 | 0 | 1 | 1 | 2 |
| | Pukhari | Chamba MC | 24 | 12.14 | 2 | 0 | 5 | 0 | 12 | 12 | 3 |
| | Samote | Bathri GP | 4 | 3.61 | 1 | 0 | 0 | 0 | 1 | 1 | 0 |
| | Chamba | | | 54 | 23.32 | 2 | 0 | 5 | 0 | 19 | 19 |
| Hamirpur | Barsar | Morsu Sultani GP | 10 | 7.4 | 1 | 0 | 0 | 0 | 0 | 0 | 0 |
| | Barsar | Saur GP | 6 | 10.07 | 1 | 0 | 0 | 0 | 1 | 1 | 0 |
| | Bhoranj | Bhoranj NP | 7 | 3.07 | 2 | 0 | 0 | 0 | 0 | 0 | 2 |
| | Tauni Devi | Barin GP | 7 | 8.6 | 1 | 0 | 0 | 0 | 0 | 0 | 0 |
| | Tauni Devi | Sikandar GP | 8 | 9.6 | 1 | 0 | 1 | 0 | 1 | 1 | 2 |
| | Hamirpur | | | 38 | 38.7 | 1 | 0 | 1 | 0 | 2 | 2 |
| Kangra | Nagrota Bagwan | Andrar GP | 7 | 3.46 | 2 | 0 | 0 | 0 | 4 | 4 | 0 |
| | Nagrota Bagwan | Balla Jadrangal GP | 8 | 3.47 | 2 | 0 | 0 | 0 | 6 | 6 | 1 |
| | Nagrota Bagwan | Kand Kardiana GP | 4 | 7.81 | 1 | 0 | 0 | 0 | 1 | 1 | 1 |
| | Nagrota Bagwan | Paddar GP | 11 | 5.54 | 2 | 0 | 0 | 1 | 6 | 6 | 0 |
| | Shahpur | Dharams hala MC | 64 | 73.57 | 1 | 0 | 0 | 0 | 12 | 12 | 0 |
| | Tiara | Chetru GP | 8 | 2.47 | 3 | 0 | 0 | 0 | 8 | 8 | 0 |
| | Tiara | Maned GP | 5 | 5.92 | 1 | 0 | 0 | 0 | 5 | 5 | 0 |
| | Tiara | Pantehar Passu GP | 8 | 3.26 | 2 | 0 | 0 | 0 | 6 | 6 | 1 |
| | Tiara | Sheela Bhuter GP | 9 | 2.83 | 3 | 0 | 0 | 0 | 4 | 4 | 0 |
| | Kangra | | | 124 | 108.3 | 1 | 0 | 0 | 1 | 52 | 52 |
| Kullu | Banjar | Larji GP | 14 | 3.31 | 4 | 1 | 0 | 0 | 12 | 12 | 1 |
| | Banjar | Manglore GP | 26 | 4.96 | 5 | 2 | 0 | 0 | 13 | 13 | 0 |
| | Jarri | Bhuntar NP | 20 | 3.36 | 6 | 2 | 5 | 0 | 9 | 9 | 1 |
| | Naggar | Naggar GP | 21 | 3.84 | 5 | 0 | 0 | 0 | 8 | 8 | 1 |
| | Naggar | Raison GP | 10 | 5.11 | 2 | 0 | 0 | 0 | 3 | 3 | 1 |
| | Kullu | | | 91 | 20.58 | 4 | 5 | 5 | 0 | 45 | 45 |

| | | | | | | | | | | | |
|----------------|----------------|-----------------|------------|-------------|----------|----------|-----------|----------|-----------|-----------|-----------|
| Mandi | Kotli | Bir GP | 13 | 3.5 | 4 | 0 | 0 | 0 | 1 | 0 | 0 |
| | Kotli | Kot GP | 8 | 2.95 | 3 | 0 | 0 | 0 | 0 | 0 | 0 |
| | Kotli | Sadyana GP | 9 | 3.9 | 2 | 0 | 0 | 0 | 2 | 2 | 0 |
| | Kotli | Tarnoh GP | 4 | 4.23 | 1 | 0 | 0 | 0 | 2 | 0 | 0 |
| | Ratti | Goda-Gaggal GP | 16 | 6.2 | 3 | 1 | 0 | 0 | 14 | 2 | 6 |
| | Ratti | Kummi GP | 6 | 3.32 | 2 | 0 | 2 | 1 | 4 | 2 | 4 |
| | Ratti | Nalsar GP | 8 | 4.95 | 2 | 0 | 0 | 0 | 3 | 0 | 0 |
| | Ratti | Sakroha GP | 9 | 7.32 | 1 | 0 | 0 | 0 | 7 | 0 | 2 |
| | Rohanda | Sundar Nagar MC | 20 | 6 | 3 | 0 | 5 | 0 | 8 | 4 | 8 |
| | Mandi | | 93 | 42.3 | 2 | 1 | 7 | 1 | 41 | 10 | 20 |
| Shimla | Mashobra | Shimla MC | 126 | 47.87 | 3 | 3 | 25 | 2 | 30 | 30 | 21 |
| | Matiana | Banni GP | 14 | 3.54 | 4 | 1 | 1 | 1 | 4 | 4 | 4 |
| | Matiana | Deorighat GP | 2 | 9.28 | 0 | 0 | 1 | 0 | 0 | 0 | 1 |
| | Matiana | Sandhu GP | 13 | 5.57 | 2 | 0 | 6 | 0 | 6 | 6 | 6 |
| | Matiana | Sarivan GP | 2 | 4.96 | 0 | 0 | 0 | 0 | 2 | 2 | 0 |
| | Sunni | Basantpur GP | 22 | 3.58 | 6 | 0 | 0 | 0 | 8 | 8 | 0 |
| | Sunni | Ghaini GP | 8 | 3.43 | 2 | 0 | 0 | 0 | 2 | 2 | 0 |
| | Sunni | Neen GP | 7 | 6.44 | 1 | 0 | 0 | 0 | 2 | 2 | 0 |
| | Sunni | Rewag GP | 6 | 4.4 | 1 | 0 | 0 | 0 | 1 | 1 | 0 |
| | Shimla | | 200 | 89 | 2 | 4 | 33 | 3 | 55 | 55 | 32 |
| Sirmaur | Rajgarh | Rajgarh NP | 29 | 13.36 | 2 | 0 | 0 | 0 | 10 | 10 | 7 |
| | Pachhad | Neri Navan NP | 2 | 2.14 | 1 | 0 | 0 | 0 | 2 | 2 | 1 |
| | Pachhad | Dilman NP | 2 | 2.2 | 1 | 0 | 0 | 0 | 2 | 2 | 1 |
| | Sangrah | Nohradhar GP | 17 | 3.94 | 4 | 0 | 0 | 0 | 13 | 13 | 3 |
| | Sangrah | Lana Cheta NP | 11 | 2.61 | 4 | 0 | 0 | 0 | 11 | 11 | 6 |
| | Sirmaur | | 61 | 24.4 | 3 | 0 | 0 | 0 | 38 | 38 | 18 |

| | | | | | | | | | | | |
|--------------------|--------------|------------------|------------|--------------|-------------|-----------|-----------|----------|------------|------------|------------|
| Solan | Baddi | Manpura GP | 16 | 3.18 | 5 | 0 | 0 | 0 | 10 | 10 | 15 |
| | Baddi | Thana GP | 23 | 3.09 | 7 | 1 | 0 | 0 | 17 | 17 | 21 |
| | Chandi | Patta Nali GP | 4 | 4.25 | 1 | 0 | 0 | 0 | 0 | 0 | 1 |
| | Chandi | Kaindole GP | 4 | 5.79 | 1 | 0 | 0 | 0 | 1 | 1 | 2 |
| | Nalagarh | Nalagarh MC | 16 | 6.83 | 2 | 0 | 0 | 0 | 5 | 5 | 10 |
| | Solan | | | 63 | 23.1 | 3 | 1 | 0 | 0 | 33 | 33 |
| Una | Amb | Amb NP | 20 | 5.46 | 4 | 2 | 0 | 0 | 8 | 8 | 8 |
| | Basdehra | Jalgran Tabba GP | 13 | 6.85 | 2 | 1 | 0 | 1 | 6 | 6 | 0 |
| | Basdehra | Takka GP | 3 | 5.83 | 1 | 0 | 0 | 0 | 2 | 2 | 0 |
| | Haroli | Rora GP | 11 | 4.37 | 2 | 0 | 1 | 0 | 2 | 2 | 0 |
| | Haroli | Palkwah GP | 8 | 4.27 | 3 | 0 | 0 | 0 | 1 | 1 | 0 |
| Una | | | 55 | 26.7 | 2 | 3 | 1 | 1 | 19 | 19 | 8 |
| Grand Total | | | 840 | 424.5 | 2 | 14 | 52 | 7 | 307 | 276 | 171 |

Annexure 5: Survey Photographs



Photographs 1& 2: Statutory signages displayed at the Point of Sale by vendors



Photographs 3& 4: Open upfront display of tobacco products by the vendors



Photographs 5 & 6: Tobacco vendors selling through temporary kiosks- signage not displayed



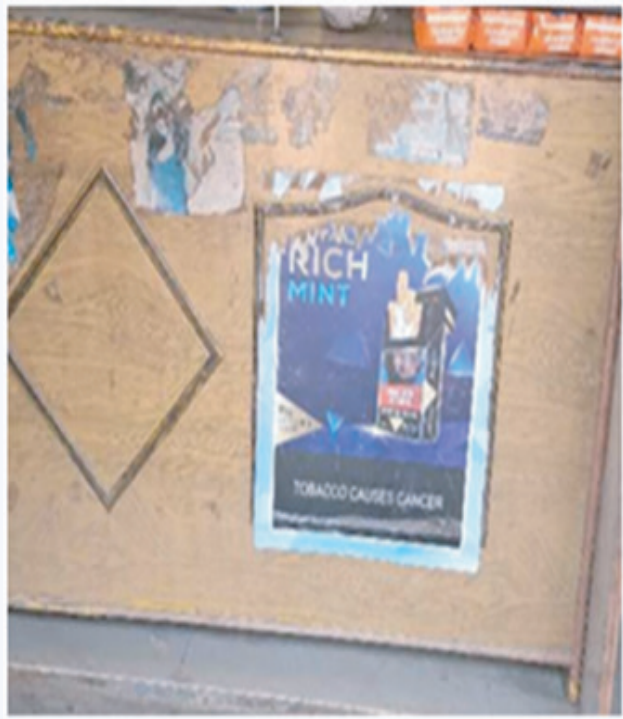
Photograph 7& 8: Tobacco vendors selling through permanent kiosks- signage not displayed



Photograph 9&10: Independent stores/shops selling tobacco products- signages not displayed



Photograph 11& 12: Tobacco Advertisements displayed inside the Point of Sale (POS)



Photograph 13&14: Tobacco Advertisement displayed outside the Point of Sale (POS)



Photograph 15: Tobacco sale within 100 yards of an educational institution



Photograph 16: Tobacco-related litter around the POS



राष्ट्रीय स्वास्थ्य मिशन
हिमाचल प्रदेश

NATIONAL HEALTH MISSION
DEPARTMENT OF HEALTH & FAMILY WELFARE, H.P.

