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SOME TRUTHS

ABOUT

PROHIBITION



The True Temperance Association
of India.

SOME TRUTHS ABOUT PROHIBITION.

"Distance," the proverb runs, "lends enchantment to the view," and it is no wonder that many politicians in India, particularly those with idealistic tendencies, of which there are quite a few, readily accept what is told them by the "Pussyfoot" Propaganda factory and have come to believe that the American enactment prohibiting the manufacture, sale and transport of alcoholic liquors has banished alcohol from the United States and has otherwise proved an unmixed blessing to the American people. These Indian politicians probably with the best intentions wish therefore to force prohibition on India, forgetting that conditions in this country are very different from those of America, and that what applies to America cannot *pari passu* apply to India.

DIVERGENT CONDITIONS.

For instance, India, like America, has an enormous coast-line which must be closely watched and guarded if smuggling is not to take place on a grand scale, supposing that prohibition comes to pass. Those who are in touch with current events will have noticed how, in spite of her exceedingly powerful navy the United States has not succeeded in preventing the smuggling of alcoholic liquors on a large scale. India has no navy of her own, nor ever will have a navy large enough to keep a constant and uninterrupted vigil over her long length of coast from

Calcutta to Karachi. Do Indian politicians then expect the British navy which is maintained for the defence, in times of danger and of war, of the whole British Empire (including India of course) to undertake the duty of beating off the smugglers from the Bay of Bengal and the Arabian Sea? Or again, is India prepared to shoulder the cost of a navy of her own adequate to her needs from an exchequer which has been depleted by the loss of that considerable revenue at present derived from alcoholic liquors? Do the politicians in India who favour prohibition think for a moment that the country, that is, the vast masses of the people comprising the agricultural and industrial labourers who, after all, form the majority of the population of India and to whom drinking is not only not a sin but sometimes enters into their religious observances, do Indian politicians think for a moment that these people would put up with extra taxation for the sake of an ideal in which they do not believe?

AND MORE.

And this is but one among the many reasons why prohibition is not a practical proposition in India. In India, there are far more facilities for illicit distillation than exist in America, and in the event of a prohibitory law being passed, it would require an army of excise and customs officials as large as Attila's hordes to attempt to carry out the duties that would fall on these departments. The increase in the excise staff would be so stupendous that it is doubtful whether the literate

classes could furnish the necessary number of recruits. Can India afford to convert the excise department, now a source of considerable revenue, into what must be one of the heaviest charges the exchequer would have to face? Then again, owing to the spread of the non-co-operation and Akali movements, lawlessness, particularly among the illiterate rustics is at a premium. Under these circumstances, what chance does a prohibition law stand of being obeyed, especially when it runs counter to the people's wishes and customs? Indian politicians before rushing blindly to follow America's lead would do well to consider calmly the practical difficulties in their path and ask themselves whether the enforcement of prohibition on India is not a Utopian dream rather than a feasible possibility.

The inherent difficulties in the way of introducing prohibition in any administration in India were strikingly referred to by Sir Ali Imam, late Prime Minister of Hyderabad, in a speech delivered by him at the annual meeting of the Anglo-Indian Temperance Association held in May this year at the Caxton Hall, Westminster. Sir Ali Imam referring in the course of his speech to his experience as Prime Minister of Hyderabad said the executive control in that state was absolute; all the departments of State were under his care, and he had absolute power to deal with them as he chose. Having all those powers, he began to think was it possible for him by a stroke of the pen to shut up all the liquor shops and by magic make a new moral world? On reflection he found

that was an impossibility; and he claimed that to-day, if they had in British India absolute Home Rule, even then the legislation with the best motives could not eradicate the drink evil without they had spiritual action. He had the power and he could have passed an order to eradicate the traffic, he could have increased the revenue by adopting an income tax and a land tax. It was not the consideration of finance that prevented him taking that action. What prevented him was this; if he had shut up all the liquor shops and stopped the distillation of drink and said that the liquor evil had gone out of the country it would not have been so. The fact was that opportunities for illicit distillation were so numerous that if the liquor shops were closed, in every home, in the privacy of the house, and even in the zenanas, private distilleries would be put up and drinking would go on. What he was trying to show was that while he believed that legislation could go a long way towards helping temperance reform, and that the question of drink should be in the hands of the people of India to decide for themselves, they must not delude themselves that once that state of affairs came about they would really have got over the trouble of eradication of drink from the country.

At the same meeting Mr. Hope Simpson, M.P., who has spent several years in India, touching on the same subject remarked that while in India they might arrange for prohibition in the towns and prevent the production of spirits from the still, they could not prevent the native

in the country climbing a tree and making a hole in it and getting his toddy in that way. That was going to be their ultimate difficulty.

We commend these home truths, from those who are in a position to know what they are talking about, to those zealots in this country who fondly imagine that prohibition means the abolition of drink. It does not. All it means is that the traffic is driven underground, where the remedy would be worse than the disease.

THE PROHIBITION CONTROVERSY.

As is generally recognised, prohibition in America has by no means been an unqualified success. Indeed, competent and impartial observers have declared that the enforcement of prohibition in the United States has not only been a failure, but has proved and is proving a veritable farce and fraud. Of course, the "Pussyfoots," that is, those who have been responsible for the enactment of the law, stoutly deny it, and asseverate that things are not so bad in the States as they are painted.

THE TRUTH.

Below we reproduce the salient points of an important article about the truth of American prohibition, contributed to the *Weekly Despatch*, dated 4th May 1924, by Lord Birkenhead. His Lordship has held Cabinet Rank, having been Lord Chancellor in the late Coalition Government in England. He still occupies a very high judicial position, being a Member of the Appellate Court of the House of Lords. Because of his judicial

position his observations will carry conviction and command respect.

UNIQUE TESTIMONY.

In this connection, the following testimony to the truth and impartiality of his Lordship's observations comes in very appropriately. A New York message states that the House of Representatives Committee on the alcoholic liquor traffic has appointed a Sub-Committee to investigate "the success or failure" of prohibition. The Sub-Committee has been instructed to inquire into every phase of the question "*and especially to ascertain whether the consumption of liquor has increased and to what extent, since prohibition came into force.*" Comment on the above, as the Americans would say, is unnecessary.

LORD BIRKENHEAD'S ARTICLE.

Lord Birkenhead writing in the *Weekly Despatch* about the truth of American prohibition, says:—

The importance and the vividness of the controversy which prohibition excites in the United States to-day is imperfectly exhibited in their press. I was on my recent visit for nearly three months in the United States. I can hardly recall one single meal in which the topic of prohibition was successfully avoided.

QUESTION OF EXPEDIENCY.

Alcohol has been used in one form or another almost from the twilight of the human race. The plain truth appears to be that alcohol used in moderation is a very agreeable addition to the amenities of life. I still remember the late Lord Halsbury at a dinner which I gave when Lord Chancellor to the judges of Belgium drinking two glasses of champagne and a glass of port, in his 97th year. It is equally true that the abuse of alcohol has through the ages encouraged vice, pro-

moted crime, and induced the ruin, moral and physical, of weak persons. But it is quite certain that the controversy will continue, because it is founded upon fundamental disparities of temperament in human nature.

TWO QUESTIONS.

It is evident that two questions require an honest and informed answer before one can reach even a provisional conclusion upon this most difficult problem.

- (1) Has it on the whole succeeded in attaining its professed object—namely, that of stamping out the sale, distribution, transportation, and consumption of alcoholic liquor?
- (2) If it has not so succeeded, what are the consequences of that failure, and what inferences are to be drawn from that failure in relation to the moral aim attempted?

Let me attempt to examine in general terms the answer which must, I think, be made almost without risk or controversy to the first of these questions. It must be made in general terms because a grateful guest entertained by kind hosts under difficult circumstances may be excused for the employment of some slight reticence.

CLASS LEGISLATION.

This may be plainly said by me—because it is everywhere plainly said in the United States—that this is a law which plainly operates in favour of the rich, and plainly operates against the poor.

It is, I think, on the whole true that the working classes of the United States do better work under prohibition than they did before. Larger numbers of them return to work on Monday morning. Such an arrangement is doubtless admirable from the point of view of an employer of labour, who had his own cellar laid down upon a munificent scale in the days before prohibition, and who has nothing to lose and everything to gain by the enforced sobriety of his employees. But while I am not disposed to dispute the solid gain which has accrued to industrial efficiency from prohibition, even here a sombre and different picture must be drawn.

WOOD ALCOHOL POISON.

It is not given to all men, even to working men, to withdraw themselves absolutely from the attraction of alcohol, just as it is not given to all rich men. And even during the short time in which I was in

the United States I read of thirty-four different cases in which poor men, who had no cellars, had perished by drinking poisoned alcohol.

So great, indeed, was the alarm that was created by these repeated and most tragic casualties, that in many towns the existing public agencies for determining the purity of substances submitted to them had been enormously expanded in order to deal with the submission for test and certification of alcohol illegally obtained, or illegally manufactured, which the consumer would not accept until it was vouched for by the public analyst. And this analysis, as it observed, was conducted by public authority and in circumstances which made it indisputable that the increased activity was both understood and approved.

FAILURE TO EXPEL ALCOHOL.

I apply myself now to the broad question: Has or has not prohibition expelled alcohol from the United States? The answer is notorious. It unquestionably has not. It is quite true that there are many small towns, and many more villages, where it is impossible to obtain alcohol. But in my journeys through the towns, where I always in a spirit of social curiosity asked the question, I was invariably informed that the prohibition was not very strictly enforced there, but that if you went to another town (whose name was obligingly given) you would there find that its full enforcement was effective.

A practical commentary upon the success of the United States authorities in excluding alcohol is to be found in the fact that the best Scotch whiskey was only 6d. a bottle dearer in New York than in Montreal. And this was not supplied through dangerous channels but by a most respected bootlegger who, to my knowledge, belonged to at least one good club in New York.

The real truth is that when you have a population of nearly one hundred millions, of whom at least some millions desire to enjoy a form of refreshment which is exhilarating, and which many people have enjoyed since the dawn of the world; when that country has thousands of miles of boundary, from the Dominion of Canada in the north to Mexico in the south; when it is additionally handicapped by having, I know not how many thousand miles of maritime access; when the trade is profitable beyond the dreams of avarice; no Government, however ever resolute, however wealthy, however equipped, could ever enforce such an exclusion.

Spasmodic efforts are from time to time made. Meetings of Governors are convened. Perhaps all the Governors are not unanimous

The police force of a great city is completely and publicly purged. But nothing very effective is done. Nor, indeed, could anything very effective be conceived.

New York State has already formally withdrawn its own very great resources from any attempt to enforce the law of prohibition. I am told that other states are contemplating or have already adopted similar action. To employ the Federal strength in these State quarrels would impose a burden upon the Federal authorities which even to the resources of America would be formidable.

FROM CALIFORNIA'S VINEYARDS.

Nor must it be assumed that the fundamental difficulties in the enforcement of prohibition proceed entirely from the difficulties of intercepting smuggled alcohol.

The very resources of nature are enlisted against him who would dry up the gifts of nature. A chemist can produce alcohol by boring a small hole in a ripe apple and exposing it to the sun's rays for a sufficient period. Home-brewed beers of excellent quality—for I have tested them—are common on the farms of the Middle West; though I think that on the whole the labourers drink less of them than the farmers do. Apple-jack, a potent liqueur stronger than old brandy, is a common subject of rural production.

But the most singular illustration of all is furnished by the case of California. When it became known that prohibition was certain to succeed, a most disastrous slump immediately occurred in the vineyards of California. These were quoted and sold at about 40 per cent. of their pre-war values. And indeed everybody assumed that in the austere régime which was to reform American life these vineyards had exhausted alike their moral and material utility.

What has happened since? The same lands are being sold to-day—and not for the purposes of growing grain—at a higher price than they were sold for in the year before prohibition became a law of the land. There is no reason to suppose that the American appetite for grapes as such has greatly increased in the interval. The plain and universally admitted truth is that the Californian grapes are being distributed all over the continent for the purposes of private wine presses.

I myself met five different American citizens of the highest position and respectability—men of whom any country might be proud—who told me that they imported grapes from California and wine-makers from Italy, in order that their respective ages might not be

compelled to depart by what they regarded as an intolerant tyranny from lifelong habits.

THE RESULTS SUMMARISED.

I summarise, therefore, the answer to the first question which I have proposed by saying :

- (1) That nearly every rich man in the United States has a pre-prohibition cellar which will last him for many years. The possession, it is true, is an anxious one, for it is almost invariably protected by armed guards at night.
- (2) That no poor man has such a cellar.
- (3) That the rich man can reinforce his supply because he can afford to pay an absolutely reliable bootlegger.
- (4) That the poor man, if he decides to drink, must take terrible risks, because the kind of bootlegger open to him is less expensive and less discriminating.
- (5) That apart from bootlegging and smuggling, the consumption of alcohol upon an immense scale takes place in the United States of America.
- (6) It naturally happens that the proceeds of that consumption accrue almost entirely to those who have the wit to contrive it and the resources to establish it.
- (7) That no one who is careful, prudent and equipped with money need fail to obtain reliable alcohol at a comparatively reasonable price in any great city in the United States of America to-day.

THE CONSEQUENCES.

It remains now to consider the second question, *viz.*, what are the consequences of the failure of prohibition to stamp out the sale and consumption of alcoholic liquor; and what inferences are to be drawn from that failure in relation to the moral aim attempted?

Although the failure is almost universally conceded, it must not therefore, be assumed that in the peculiar circumstances which exist in the United States the Prohibition Act will be repealed. Nothing appears to me less likely.

It is indeed true that there exists a considerable movement in favour of allowing the consumption of light wines and beers. Such a change is no doubt recommended to those who advocate it by the fact that it could be effected by a modification in the Schedule of the Vol

stead Act without undertaking the almost impossible task of amending, in the cumbrous method which alone is possible, the Constitution. But I do not think that even this slight modification is likely to be attempted.

ACROSS THE BORDER.

It is proper now to examine the larger question : What is the prospect, that prohibition will *in toto* be repealed; and that the United States will now or hereafter regain in this respect the social freedom which is enjoyed by every other country in the world?

We cannot, of course, reason from the experience of the Dominion of Canada. That country, indeed, succumbed, except where the sturdy common sense of the French population of Quebec proved an obstacle too strong for conquest by the wave of emotionalism which swept over the United States. But it has been changing its mind ever since, and has given in nearly every province practical expression to these changes.

Indeed, the comfortable material advantages afforded to a population where alcohol can be obtained by contiguity, over a boundary of thousands of miles, with an infinite and thirsty population, where it cannot be procured, have produced the result which any reasonable man would have expected. Montreal, for instance, has become a very favourite place for long week-end visits by citizens of the United States. And the experience of Montreal is being repeated on a smaller scale in every Canadian centre, urban or rural, which affords the prospect of a pleasurable and refreshing visit.

IN CANADA.

The system which prevails in most parts of the Dominion is that of sale by the Government. Wine, indeed, including champagne and beer, can be obtained at any restaurant or hotel. Spirits can only be obtained at a Government shop. Only one bottle is allowed upon a single visit. But the visitor, if his need be great, is permitted to repeat his visit with the same fruitful consequence. So that if a man wants six bottles of whisky he must send his servant six times to the Government shop.

The method is perhaps a little more clumsy, but the result ultimately obtained is not very distinguishable from the easy system to which we are accustomed at home.

So much money has been made in the Dominion of Canada, directly or indirectly, as the result of prohibition in the States, that financial

conditions in the only great Province which still remains dry are imperiously suggesting a change in the present law. I am inclined to believe that almost by the time these words appear in print it will be found that the whole of the Dominion of Canada has recoiled from this bizarre experiment.

NEW AMERICAN INDUSTRY.

Reference has already been made to that new American industry—bootlegging. The resources of that industry, its ingenuity, its ramifications, its influence, and its organisation, are little if at all understood in this country; I doubt even whether they are completely appreciated in the United States. And for the first time in the history of any country the whole influence of the drink trade—now an illegitimate, not a legitimate trade—is thrown upon the side of fanatical teetotalism. I was indeed informed, and upon credible authority, that many bootleggers' cheques, decorously masked, of course, help to swell the funds of prohibition.

Could a situation more savagely ironical be conceived? A system was imposed upon vast numbers of American citizens—whether a majority or a minority matters in this connection not at all—which they repel as tyrannous. The drink trade resisted it, but vainly, in all its organised strength. The result is that the drink trade is to-day enthroned in greater strength and hardly less wealth than before, though its activities have been driven to illegitimate and subterranean channels.

Just because the profits of this trade are so stupendous those who carry it on prefer the existing system, with all its risks, to the doubtful chance of reversion to the old practice. And for this reason they are the most formidable, if they are the most silent, allies of prohibition in the United States of America.

BREEDING DISRESPECT FOR LAW.

The American nation has in the main always been admirably law-abiding. The framers of their Constitution and their High Judges perceived with unswerving clearness of vision that respect for law is the very foundation of civilisation. And a nation cannot respect the law if it breaks. For it is one majestic whole. Its reputation, its binding force, the reverence which citizens entertain for it, depend, not upon one out of the thousand angular aspects: they depend and always will depend upon the general recognition that "*It is the Law and because it is, the Law must be obeyed.*"

You can no more attempt reverence for the law as a whole while segregating one department from that whole as foolish, indefensible

and therefore violable, than you can say of a citizen that he is a man of the most admirable moral character, but that he unfortunately suffers from occasional homicidal impulses.

Those who forced prohibition upon the American people did it with the full knowledge that millions of their fellow-countrymen would repel it as a tyrannous injustice.

“ MY BOOTLEGGER.”

What is the consequence? In every large city the law is openly violated. Citizens of the highest consequence, who have never violated any other law, openly and even smilingly admit that they recognise no obligation under this law. Many restaurants in large cities place alcohol upon their tables with the same openness as is to be observed at the Carlton Restaurant in London. Men and women of the highest position openly use the expression “ my bootlegger.”

It is indeed a notorious fact that the exports of Scotch whisky from one great English house to the United States of America have actually increased since the adoption of prohibition.

Surely the results so far as they have so far emerged from this experiment justify the conclusion that where one is dealing with self-relating actions, the only moral conquests which are either valuable or attainable are those which are gained upon conscience through conviction; and that a law which intolerantly imposes upon adult citizens an abstinence which they dislike, by prescription which they consider tyrannous, can never effect permanent improvement in human morals.

*The Coming
International
Opium Conference*

BY

Julia Ellsworth Ford



The Coming International Opium Conference

The International Opium Conference, to be held in Geneva, this coming November should have WIDE PUBLICITY. No effort to abolish the opium trade can be successful unless there is a strong, vigorous public opinion back of it. Ellen La Motte says, "A conference at Geneva is about the safest place for NOT reaching the people. The reason that the traffic has been able to grow to its present dimensions is because the public is kept in the dark."

London is the proper place—better than New York, which would be second choice—because the English people are unaware of their opium traffic and the enormous sums derived from it. "Today their trade is greater than twelve years ago." (White Cross International Anti-Narcotic Society.)

The three nations primarily responsible are Great Britain, Persia and Turkey. Great Britain is the most powerful nation engaged in the opium traffic. Nothing can be done to check this trade until the British people themselves rise up and put a stop to it. When the conference takes place in Switzerland, hardly a word of it is likely to be published in the London papers, if one may judge from what happened in respect of the conferences held in the past two years. A conference in London would give this needed publicity.

The Hague Opium Convention in 1912 had as its object the suppression of trade in narcotic drugs. When this matter was handed over to the League of Nations, a resolution was offered by the Chinese delegate that opium production should be limited to the strict MEDICAL AND SCIENTIFIC NEEDS of the world. Yet, THROUGH THE LEAGUE OF NATIONS two years ago, the words "MEDICAL AND SCIENTIFIC" WERE STRICKEN OUT and "LEGITIMATE" SUBSTITUTED, thus de-vitalizing the Treaty of 1912, permitting opium and its deriva-

tives throughout the Orient and their entry into the United States.

Great Britain claims the right to reserve the privilege of furnishing the drug to her subjects in India. There are seven thousand shops in India and hundreds of chests of opium are sold every month at public auction. But we note she does not reserve this privilege for her people in England. "The Times" of July 20, 1923, contained an account of a man convicted of having opium and opium-smoking implements in his possession, who was given three years in jail. The Recorder, in passing sentence, said that there was no doubt that the practice of taking cocaine and smoking opium was doing much to demoralize society. Feeling that this was so, Parliament this year increased the personal penalty from six months imprisonment to ten years penal servitude. Parliament was determined—and the Recorder, in his humble way, was determined to assist the Legislature—in excising this moral cancer from the social system." But many of the non-cooperators, following Mahatma Gandhi's instructions, trying to stop the opium traffic in India, are put in prison. These two standards as to the use of opium are rather difficult for the Orientals to understand.

At a previous conference, the Rt. Hon. Sastri, employed by the British Government, testified that the "Indian people insisted on sanctioning opium in India, alleging that it has long been used as a household remedy, that the people would revolt if deprived of this drug and that opium to the Indian was like tea to the English." The name the East Indians call this gentleman is not complimentary. I have since seen Sastri's confession of ignorance of the real state of affairs and his regrets to the Rev. C. F. Andrews, a fine Englishman who has lived in India many years. Now note the result of that false testimony: Mr. P. W. Wilson, English lecturer, quoted Sastri's words last Winter at Columbia University in a discussion with Syud Hossain, a distinguished journalist from India, and he sings this lullaby to quiet the fears of the babe-like faith of the American people.

We have over a million addicts in America. We do not grow opium ourselves and can import only enough to make morphia for our medical needs, with but a small surplus for export to such countries as require it for medical purposes yet

do not manufacture it themselves. Moreover, our Government is careful to ascertain that such quantities as we export are for genuine medical use and not for purposes of abuse. No longer can European morphia, etc., be sent to this country in bond for transshipment to the Orient and elsewhere. This Jones-Miller bill, which puts strict control on our narcotic traffic, was passed in 1922.

But we still treat many of our addicts as criminals in prison, and out, whereas, according to medical opinion, addicts can only be relieved of their frightful suffering and cured by gradually lessening the doses. "Almost every nation at Geneva, except the United States, derives revenues from opium." "Nine-tenths of the world's production is used for the purpose of revenue." (White Cross International Anti-Opium Society.)

France, with vast Colonial possessions, has begun to recognize the danger of opium and is taking active steps to suppress it. Within the past year, she has completely abolished it in her South Seas colonies, and is reducing it rapidly in Indo-China.

The opium used for eating and smoking is Indian opium. Turkey and Persia produce a finer grade, used in the manufacture of morphia. This has a distinct value for, although it is abused, the world needs a certain amount of this opium for medical purposes. But the Indian opium has not even the excuse that it is useful in medicine, and **THE SOLE OBJECT OF ITS PRODUCTION IS TO SUPPLY SMOKERS AND EATERS FOR REVENUE.**

If Great Britain could bring herself to reduce her opium output, Persia and Turkey would probably follow suit. The output from the British Government in India amounts to about 1,400 tons per year; from Persia, 162 tons; from Turkey, 250 tons. As the greatest producer, as the most powerful and influential of these three countries, Great Britain should lead the way in this reform and not hang back, excusing herself, until Persia or Turkey set the pace.

It is, therefore, up to Great Britain. Five thousand medical men in England made a public declaration, a few years ago, that opium smoking and eating is morally and physically a poison. Do our people or the English people know anything about this menace? Why not? Because the Conferences are held in Geneva, a city which will afford the least publicity.

"Hong Kong, with a small population of 500,000 has secured, year by year, enough opium to satisfy the medical needs of 150,000,000 people. Where does it go? It is smuggled into China, to a friendly people." (Rev. C. F. Andrews.)

Judson Taylor, head of the Island Mission in China, says, "In eighty years the Protestant churches secured 80,000 church communicants. During that same eighty years period the British Government has created 150,000,000 VICTIMS OF THE OPIUM HABIT."

After the war, the British Indian Government signed a contract with the British Hong Kong Government for another five years to supply opium in large monthly quantities. This was acknowledged in the House of Commons. (Rev. C. F. Andrews.)

Great Britain has now established a morphine factory in the Straits Settlement. (Oriental Research Library.) Opium has been pouring into Syria, Siam, North Borneo, Ceylon.

Great Britain is now the keeper of Mesopotamia, awarded to her by the League of Nations. Yet her first act on assuming control was to establish an opium monopoly there and TO SELL OPIUM FOR THE PURPOSE OF RAISING REVENUE. This presents an extraordinary spectacle—with one hand, establishing an opium monopoly in a mandated territory and with the other signing the Covenant of the League of Nations, which includes adherence to the Hague Opium Convention, an international agreement supposedly designed to end the opium traffic. The League appears to have shut its eyes to this incongruity. Can the League not afford to risk the larger publicity and, if not, may one not assume that there are strong influences at work in favor of the least publicity?

Lord Robert Cecil came to this country to get us into the League of Nations. He claimed that the League has done "noble work" and "dealt vigorous blows" to the opium traffic. The League's sanction of opium production for "legitimate purposes" means the continued use for eating and smoking which, in certain of these far eastern countries, is legal, or "legitimate." Nothing particularly noble and vigorous about this, and, as we have mentioned, the League seems to have overlooked the Mesopotamia discrepancy. If the League could bring itself to hold this opium conference in London, questions like "legitimate" and Mesopotamia could come in for a good airing.

I cannot close without speaking of the magnificent campaign of the White Cross International Anti-Narcotic Society in Seattle, Washington, directed toward making public opinion throughout the United States. They are also in correspondence with ten thousand educators, and have written to every labor union and to members of the House of Commons of Great Britain, setting forth the serious world situation and urging co-operation.

This is India's great opportunity and she should not lose it. If India is a member of the League in HER OWN RIGHT, she has a right to send delegations to this international conference that will truly represent her. If not, there should be other Indians of high standing present to protest that their country has never been properly represented—that such men as the Rt. Hon. Sastri, Mr. John Campbell and Lord Hardinge have been the exponents of the British rather than the Indian point of view. Mahatma Gandhi, Rabindranath Tagore, Lajpat Rai and the Rev. C. F. Andrews would be able to lay before this conference an opinion on the morality of opium using, which would take sharp issue with the official attitude. If, therefore, this conference could be held in London, the English people would be in a position to hear both sides and to throw their influence one way or the other.

We have every reason to believe that Ramsay MacDonald and the present splendid British Labour Government will help, notwithstanding that when Lt. Col. Freemantle asked in the House of Commons the other day the present position as to the "regulation of the international opium traffic and restriction of production," Arthur Henderson replied that the "general supervision of that traffic was entrusted to the League of Nations" and that dismissed the subject.

The object of this conference is to end the drug traffic. The American and scientific position is that the production of opium be limited to the strict medicinal needs of the world and that all other use be considered an abuse and not legitimate. If this principle is adopted it will be a first step. If America is beaten by Great Britain's objections, it will strain Anglo-American relations and do enormous damage to the prestige of the League of Nations.

The people of America are looking to the people of England to help.

What are the newspapers of America going to do to help this cause? Will they help? If they do, there must be CEASELESS agitation in the American press—not so much over local conditions as over the cause.

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July, 1924. •

ORIGIN AND PROGRESS
OF THE
WAR
BETWEEN
ENGLAND AND CHINA.

A Lecture;

Delivered before the Newburgh Lyceum, Dec. 11, 1841.

BY JOHN W. EDMONDS.

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INTRODUCTORY.

The pamphlet of which this is a reproduction was discovered accidentally by Mrs. Emily Crane Chadbourne while rummaging old book shelves in New York City. Mrs. Chadbourne, being deeply interested in everything relating to narcotic drugs, recognized at once the value of the find, being, as it was, a contemporary record of events connected with the opium business in what was then a quarter of the world remote from observation and where things going on were little known in western lands. It is an address before the Lyceum of Newburgh, New York. The speaker was Honorable John W. Edmonds, a New York legislator and jurist of high attainments. He was a member of the Assembly in the days of financial disaster from 1830 on and instituted measures for stabilizing finances and protecting the credit of the State. He reformed Sing Sing Prison financially, instituted rewards for good conduct, abolished corporal punishment, and founded several prison associations to help discharged convicts in earning an honest livelihood. He originated plans for abolishing imprisonment for debt. These failed of adoption at the time, but later were enacted into law. He became a judge of the New York State Supreme Court and afterwards of the New York Court of Appeals. It is recorded that the honesty of his decisions was never questioned. His record shows him a man of great moral courage and persistence even to the extent of forfeiting judicial advancement through his consistent advocacy of unpopular views. These traits of justice and of human sympathy will be found in evidence in the pages that follow.

Judge Edmonds was born March, 1799, graduated at Union College in 1816, died 1874.

This pamphlet is reprinted and distributed to libraries as a historical memorial by the White Cross through the liberality of Mrs. Chadbourne.

Seattle, Washington, May 1, 1924.

ORIGIN AND PROGRESS

OF THE

WAR

BETWEEN

ENGLAND AND CHINA.

A Lecture;

Delivered before the Newburgh Lyceum, Dec. 11, 1841.

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BY JOHN W. EDMONDS.  
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Published by the Lyceum.

NEW YORK:
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1841

Newburgh, Dec. 13, 1841.

Hon. John W. Edmonds—

Sir:

The undersigned have been appointed by the Newburgh Lyceum, to request for publication a copy of your Address, delivered before that Institution, on Saturday evening, the 11th inst. In communicating this request, we should be doing injustice to our own feelings and the feelings of those we represent, should we not express our approbation of the sentiments contained in your Lecture, and the earnest desire that they may have a more extended influence.

Respectfully, we are your ob't servants,

JOHN J. MONELL,
HENRY D. PAINE,
P. P. HUNN,
A. J. PRIME,
M. V. B. FOWLER.

New York, Dec. 15, 1841.

Gentlemen:

I have received your favor of the 13th inst., requesting in behalf of the Lyceum, a copy of my Lecture for publication. In complying with your request, I deem it proper to repeat the remark which I made on the occasion of its delivery, that I had consulted English publications alone, and that I was indebted to them for every fact stated in my Lecture.

Be pleased to accept my thanks for the kind manner in which you have conveyed to me the wish of your Society, and believe me to be,

Very sincerely,

Your ob't servant,

J. W. EDMONDS.

To Messrs. John J. Monell, Henry D. Paine, }
P. P. Hunn, A. J. Prime, M. V. B. Fowler. }

LECTURE.

There is no nation that now occupies a larger space in the public attention, than Great Britain; none, whose power can be recognized as more vast, or whose influence upon the world whether for good or for ill, is more extensive. She boasts that her sails whiten every sea—that her flag waves in every climate—and that the sun, in the whole of its daily rounds, is hailed by the roll of her morning drum! After having subsidized all Europe, after having chained to a rock in the ocean, the greatest conqueror known to history, and after reposing in peace for nearly a quarter of a century, she has again drawn her sword and gone forth in her might, conquering and to conquer. No contest in which she can engage, can be devoid of interest to the world, but the interest in her present war upon China is greatly increased by the fact, that it is an attack by the most powerful, upon the most populous of nations, and for a purpose revolting every principle of justice and humanity.

It is extraordinary, that after an uninterrupted intercourse with the civilized world of 600 years, so little should be known (at this day) of the Chinese nation. Occupying 3,000,000 square miles;* with a population of more than 300,000,000 of inhabitants; traversed by some of the largest rivers in the world; and

* In regard both to area and population, I have followed Gutzlaff, because he gives reasons for his statements, and enters into particulars enumerating the provinces. The area is stated by Mr. Adams, in his Lecture before the Historical Society in Boston, to be 7,000,000 square miles "about four times larger than the surface of the United States," but no authority for the statement is given. In Murray's Encyclopedia of Geography, the area is stated at 5,350,000 square miles, or one tenth of the whole land surface of the globe; and the population at 183,000,000, but no reasons are given for thus differing from prior accounts. Lord Macartney gave the population at 333,000,000, and the area at 1,298,000 square miles and most of the modern Geographies and Gazetteers, gave the population at about 200,000,000.

a vast extent of sea coast; possessing every variety of soil and climate; exhibiting, in its wall of 1500 miles in length, the most stupendous work of human hands now extant; with its hundreds of cities and myriads of villages, and its numerous canals, and other means of internal communication, extending over its whole surface, China may truly be ranked high in the scale of nations.

It is supposed by many that our accounts of the population of China are very much exaggerated, owing to the same spirit of bombast, which designates their Emperor as the "Son of Heaven," and his empire as "celestial." Gutzlaff, who is now, and for many years has been, a resident in that country, in his "Sketch of Chinese History," written at Canton in 1833, gives an account of the census and area of the different provinces, and expresses his belief that "the last imperial census"—from which he obtained his statement of 367,000,000 inhabitants—"is as near the truth as it can be ascertained." He says, also, that "those parts of the empire which he has visited are extremely populous,"—that "he has taken the trouble of examining some parts of the census, and numbering the houses of small districts, and has invariably found that the population was underrated." He says "the Chinese are naturally a very prolific people; few only lead a single life; early marriages, which seldom proven barren, are general throughout the empire. Government has always encouraged the matrimonial estate, and their ancient institutions devote a childless man to contempt." Hence he concludes that "the population must increase and multiply on a progressive scale. As the wants of the common people are so very few, and their habitual industry renders every barren spot tributary to them, we may easily conceive that so large a population can find the means of subsistence."

Their language contains 487 monosyllables, which by a change of intonation, are increased to over 1400. Their writing consists of more than 40,000 characters. Its copiousness no alphabetical language can imitate; and the substitution of distinct characters for a simple alphabet, is a wonderful effort of human ingenuity.

In medicine, they have many remedies and numerous practitioners, all however, teaching that the human body is composed of five elements, fire, water, metal, wood and earth, and that all disease is caused by a derangement of some of these parts.

In religion, they are idolaters. Polytheism is taught, but not the immortality of the soul. The school of Confucius does not

deny the existence of a Supreme Being, but inculcate the worship of heaven and earth, and the spirits of fire, of the hills, the rivers and the winds.

• The sect of the Taou are gross idolaters, and pretend to possess the liquor of immortality and the mystery of alchymy, yet they die and die poor.

To these creeds is to be added Buddhism, which though of foreign origin, and opposed to the established religion of the nation, has yet most believers, because it teaches the best mode of arriving at their consummation of bliss—annihilation.

The Chinese claim for their nation an origin so ancient as to precede the creation of the world, as we are taught it, and their history gives an account of the reign of their Emperors for more than 2000 years before the birth of Christ.

The variety of their fruits and vegetables is by no means numerous, nor is the growth of horses and cattle much cultivated. Hence their labor is mainly manual and their food principally vegetable, consisting chiefly of rice.

Prone to imitate rather than invent, their manufactures are not numerous, but are brought to great perfection so far as they are undertaken. By means of their rivers and numerous canals, an active internal trade is carried on, and the great body of the people are believed to be engaged in agricultural pursuits. In every calling they are remarkable for their frugality and industry. But their great peculiarity consists in their being taught never to depart from the customs of their ancestors, and to live within and by themselves. Their government being patriarchal, filial piety is a virtue most cherished among them. To the memory of a son who gave himself a ransom to redeem his father from captivity among robbers, a monument was erected by the nation, and another to his wife, who, to save herself from violation in his presence, threw herself into his arms and perished by the same consuming fire. They are described as being generous, hospitable, and polite, and as believing that China occupies the whole earth, which is surrounded by water, in which are a few islands where barbarians are permitted by them to live.

Such is the people—thus simple and unobtrusive, in regard to whom the Christian world is now called upon to imitate the example of Constantine, and with the Cross upon our banner, to conquer and destroy—for the sake of humanity, to force into civilization at the point of the bayonet—and in the name

of Him, who proclaimed peace on earth and good will to man, to drive into Christianity, by the gleam of our sabres and the thunder of our artillery.

Regarded as one of the great family of nations, China has been remarkable for the tenacity with which she has adhered to her cardinal principle of non-intercourse with others. She has never aimed at foreign colonies. She has never set forth her ships, *seeking* trade with other countries. She has never sought the aid of the mariner's compass to point her path to foreign mines, whence she could bear off her loads of gold and silver, at the expense of the lives of the natives whom she had conquered. She has never explored distant lands in search of a country into which she could pour the hordes of her redundant and starving population, to find a livelihood and a home, by sweeping from the land its unoffending proprietors. She has never sought to extend her commerce and increase her gains by forcing upon other people a poison which would corrupt their morals and destroy their happiness. Sufficient within herself for all purposes of comfort and self-preservation; extracting from her own soil, by her own industry, a supply of all the necessaries of life; possessed of a government able to preserve order, and to maintain peace within her borders, she has sought her own happiness, without desiring foreign aid, and above all, without molesting other nations. Confident in the capacity of her own institutions to secure the prosperity of her people and the integrity of her empire, her government has been rigid in abstaining from all interference with the affairs of others, and in preventing the introduction into their country of foreign vices with foreign virtues—of foreign depravity with foreign arts.

Taught as American citizens are, that man is endowed with the inalienable rights of life, liberty, and the pursuit of happiness; having early learned, as we have, the lesson that it is the first duty of all governments to permit to each the pursuit of his own happiness in his own way, without intrusion from or molestation to others, we cannot but regard the conduct of the Chinese Empire toward the other members of the great family of nations, as governed by a kindred spirit. While other dynasties have arisen and flourished and fell, while other nations have with varied speed passed through the alternations of youth, manhood, and age, the adherence of the Chinese to this great principle, which is thus buried deep in the foundation of our prosperity, has caused century after century to rise upon their empire, flourishing in vigorous activity.

In an hour, which may yet be, if it be not already, fraught with immense evil to them, the Chinese so far relaxed from their exclusive policy as to permit a foreign trade.

The first knowledge which the European world had of China was derived from the Venetian traveller, Marco Polo, in the 13th century. In the 16th century the Portuguese began to trade along the coast of China, and in the course of a few years, in reward for their services in driving off the pirates which infested the coast, received from the Chinese a grant of Macao, which they hold to this day. Other nations soon engaged in the trade, which is restricted by the laws of the empire to Canton, where foreigners are permitted to establish warehouses, called factories, and where their intercourse is carried on with a few Chinese, appointed for the purpose, denominated Hong Merchants.

Until within the last ten years, the trade between England and China was carried on by the East India Company, whose monopoly ceased in 1833. The English government has made repeated efforts to open diplomatic relations with the Celestial Empire, but without success. The Chinese government seemed to have been willing that the trade should continue, but declined any more intimate relations. With what justice can their right so to do be denied? To what code of either natural or national law are we to be referred, for the principle that would justify the permanent intrusion of a foreign agent upon our domicile, either national or individual, against our will, and in defiance of our repugnance to all intercourse? And the Divine law, while it does indeed teach us to love our neighbor as ourselves, inculcates the equally important duty of doing unto others as we would they should do unto us. Would Great Britain tolerate such an intrusion upon her, and against her wishes? Could she be induced to yield to a demand for a friendly and intimate intercourse with a nation who should claim the right, in defiance of all her sanitary regulations, to introduce among her people the elements of their slow but certain destruction? No, not for a moment would she submit to such an indignity! She already complains of the humiliation she has endured in the refusal of the Chinese government to receive her ambassadors; and we are boldly told that "it is time this enormous outrage upon the rights of human nature, and upon the first principles of the rights of nations should cease." Yet she presents herself to the world at this moment in the attitude—and regarded in the most favorable aspect, it is neither more nor less than an attitude of demanding from

China that which is in truth an outrage upon the fundamental laws of her kingdom, and a violation of her customs, hallowed by the usage of ages. She may, perchance, triumph in the contest; for Providence, in its mysterious dispensations, does sometimes permit the ascendancy of might over right; but when she shall have succeeded—when China shall, like India, lay exhausted at her feet, and her gratified pride shall riot amid mouldering cities—let her first demand be to extinguish the fires and close the temple of the Chinese deity, BUDDHA KWAN YIN, lest, by profaning the sacred fane of this goddess of mercy, she may cause Him who is all mercy to remember against her offences, and the offences of her children.

But, whatever color may be given to the question in this country, the establishment of diplomatic relations does not seem to be the primary object of the British forces. It is true that it is sometimes alluded to, but the great end seems to be, to acquire territory, to open the trade to Canton and obtain indemnity for the Opium destroyed by the Chinese Government.

This was the immediate cause of the war and therefore, in tracing its origin and progress, deserves special notice at our hands.

Opium, which is a juice exuding from incisions made in the capsules or heads of ripe poppies, is prepared, in quantities, only in India, Persia and Turkey. The East India Company entered into treaties with some of the native states, ostensibly to reduce the cultivation of the plant, but took care to secure to themselves the surplus production. In 1816, Lord Moira's Government, in putting the internal trade in Opium under their Board of Trade, declared that its object in interfering in the traffic, "was more with a view to control the use of an article which is so prejudicial to the morals of the people and the interests of society, than with a desire of increasing the revenue." In the following year, the court of Directors say "their sanction was given to these measures, not with a view to revenue, but in the hope they will tend to restrain the use of this pernicious drug." And therefore the Company assumed to itself a monopoly of the traffic and derived a revenue from it. A parliamentary Committee of investigation afterward "concluded it was not advisable to abandon so important a source of revenue: a duty upon Opium being a tax which falls principally on the foreign consumers," and made recommendations founded upon the ordinary commercial principle of increasing the profits, by extending the supply of the article.

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The monopoly of the trade in the East India Company, being thus sanctioned by Parliament, it was conceived to be their duty to cause the supply to equal the demand, and although they were fully aware that the bulk of their Opium was smuggled into China, in violation of her laws, it was not for them to reduce the profits of their subjects, but to leave that country to take care of itself in regard to a trade which the Company had so truly stigmatised as "prejudicial to the morals of the people and the interests of society." The Company derived an income of a million a year from this source, and it would be too much to expect from this mercantile association that they would forego such an advantage for the sake of preserving the morals of the Chinese people, or to subserve the interests of Chinese society.

Opium is mentioned in a Chinese medical work, as early as 1600, as a remedy for dysentery and dejection of spirits, and its importation was therefore allowed. Its use, however, for purposes of intoxication continually increased until Keen Lung (whose reign commenced in 1736), prohibited its introduction, and enacted severe laws against its use. In 1796, and again in 1800, laws still more severe were passed, so that the sale of the drug was punishable with death.

It is not surprising that the Chinese Government have resorted to severe measures for the suppression of the use of opium. In the language of a Chinese writer, "it exhausts the animal spirits; it impedes the business; it wastes the flesh; it dissipates the property; it renders the person ill-favored; it promotes licentiousness; it discloses secrets; it violates the laws; it attacks the vitals; it destroys life." Yet so inordinate is the passion among them, that with an entire consciousness of their approaching fate, with a full knowledge of the impending destruction of health and substance, they will sell their wives and children to procure the drug, and commit suicide in despair that the appetite cannot be gratified. So extensive was the evil, that from this cause the annual augmentation of population was reduced from three to one per cent. It extended over the whole empire—invaded even the imperial palace; and the mandarins, who were particularly charged with its suppression, were large consumers of it.

In 1780, the English first engaged in the opium trade with China, and since that time it has increased enormously. It was uniformly smuggled, in violation of the laws of the empire. Its conductors were English and India merchants, and under

their supervision a perfect system of contraband trade was established. The smuggling boats approached the ships at night, broke open the opium chests, threw the drug into bags and pushed for the shore, where bands were organized to receive it. Sometimes the boats would be loaded in the daytime, with mandarin boats alongside. In such cases, the operation was performed by the connivance of those officers, procured by bribery. At other times by force; for sometimes the smugglers would go in strong bands, and with arms put down all opposition, frequently at the expense of several lives. At first the trade was confined to the vicinity of Canton; but it gradually extended along the eastern coast, because in this mode the tax of the usual bribe to the mandarin could be avoided.

It is not known that this traffic was at any time carried on directly by the East India Company, and since the removal of its monopoly, it has augmented greatly, and become so public that the English newspapers at Calcutta boast of its "increased activity," and contain extracts from letters of the traders, in which they speak of the nefarious traffic in terms of great complacency.

The extent of this augmentation is shown by the following TABLE, (taken from the Canton Price Current,) showing the quantity and value of opium consumed in China during a period of nine years:

Season	Chests	Value
1827-8.....	9,535.....	\$10,425,075
1828-9.....	13,132.....	12,533,105
1829-30.....	14,000.....	12,057,157
1830-1.....	18,760.....	12,904,263
1831-2.....	14,225.....	11,501,584
1832-3.....	23,603½.....	15,352,429
1833-4.....	21,250.....	14,006,605
1834-5.....	20,089.....	11,758,779
1835-6.....	26,018.....	17,106,903

And it is estimated, that in 1839, if the trade had not been interrupted, the quantity would have been 40,000 chests.

Now, as the chests average about 140 lbs. of opium each, the quantity actually consumed, in 1835-6, was 3,642,520 lbs.; and the quantity that would have been consumed in 1839, would have reached the enormous amount of 5,600,000 lbs.! And this, re-prepared for Chinese use, would have produced 40,000,000 doses of the drug for that year!

The extent of this trade, and its illicit character, were not unknown to the British Government. The restraint of its East India Company had been removed, and not the slightest effort

seems to have been made by any of the officers of that Government, to compel their people to obey the laws of the nation with whom they were trading.* The right and the duty of the Chinese Government, under this state of things, were as plain as the meridian sun. Foreigners were engaged on her soil, in violating her laws; what should withhold the punishment due their offenses? They were forcing upon the people their deadly drug, and to increase their paltry gains, were aiming fatal blows at human life and happiness; what was there to impair the duty of immediate seizure and destruction?

There is no nation on earth, where laws are known, and order prevails, where this right and duty are not clearly recognized, and in no place more distinctly or more frequently enforced than in the British Isles.

The Chinese Government had therefore the clear right, at once to seize the contraband article and punish the offenders. Instead, however, of administering its justice in a manner, the promptness of which might be construed into harshness, they proceeded in the spirit of mildness which so eminently characterizes all their conduct.

In 1834 they caused notice to be given to the English merchants that "if one vessel smuggled, all vessels would be immediately prohibited from trading." So little attention was paid to this, that the trade increased the next year nearly 6,000 chests.

Two years afterward a high officer was sent from Peking to enforce the laws. "His coming and object were long pre-announced; the intention was evidently not to take foreigners by surprise." Six weeks before his arrival, the Governor of Canton, in an edict, announced his appointment, and urged upon the foreign merchants to "send back to its country every one of the opium ships." To show they were in earnest they executed two of the Chinese opium dealers for the offense, and that too in front of the English factories; that the warning might go home to those it was designed for. The High Commissioner, on his arrival, addressed an edict to the foreigners, in which he reminded them that the natives were

* The conduct of the Russian Government in the emergency, was quite different. As soon as it was ascertained that it was the wish of the Chinese Government to suppress the opium trade, it issued its orders to its eastern frontiers, strictly prohibiting the introduction of the article through the Russian territory.

liable to the extreme penalty of the law, but merely required of foreigners that they should deliver up the opium they had already in store, prepared to be smuggled.

All these warnings were disregarded. The efforts of a few right-minded merchants (most conspicuous among whom we may name, with pride, Mr. King, an American merchant), to induce a voluntary abandonment of the trade, were equally unavailing. And, as a last and only resort, the Chinese Commissioner seized upon the opium thus stored, amounting to 20,283 chests; about one-third of which had been supplied by the East India Company.

And now the British Government demands of the Chinese Empire indemnity for the property thus seized. I will venture to say that this is the first instance in the annals of civilization (if not the first, it is to be hoped it will be the last), in which indemnity for smugglers has been demanded at the cannon's mouth.

So far were the British merchants from exhibiting any disposition to abandon this illicit trade, that a Mr. Piddington, a merchant of Bombay, since promoted to a high office in Asia, submitted to the Chamber of Commerce a plan, which has since been published, apparently by their sanction, to form *entrepôts* for opium at different places, within so short a distance of the Chinese coast, though not within its territories, that small boats as well as larger vessels, could safely run over; and the British Superintendent sent to the Governor of Canton, not an acknowledgment of the warning, but a remonstrance against the outrage which his feelings had suffered, by the execution of criminals in the vicinity of his quarters.

The High Commissioner Lin arrived in Canton on March 10, 1839, with absolute power, and especially commissioned "to settle the affairs of the outer frontier."

His proclamation warned the foreigners to "fear the laws, and in seeking profit to do no harm to others," and asks, "Why do you bring to our land the opium which in your own land is not made use of: by it, depriving men of their property and causing injury to their lives?" And he tells them, "Having come into the territory of the Celestial court, you should pay obedience to its laws equally with the natives of the lands." And he declares, "should I search closely into the offenses of these foreigners, in forcing for a number of years the sale of opium, they would be found already beyond the bounds of indulgence. But reflecting that they are men from distant lands, and that they have not before been aware that the prohibition of opium is so severe, I cannot bear to cut them off without

instructive monition." He therefore demands that the opium (and he says he has ascertained that "there are stored up several times 10,000 chests"), shall be delivered up, and the merchants enter into a written promise to smuggle no more. The foreign merchants not readily complying with this edict, an embargo was laid upon the port of Canton and foreigners were forbidden to leave. Being thus prisoners, at the entreaty of the Hong merchants, 1073 chests were delivered up to the government, under protest against these coercive measures. The British superintendent, on the 23d of March, issued his proclamation, saying that he was "without confidence in the justice and moderation of the provincial government," because, among other things, "of a public execution before the factories at Canton," and of the "threatening language of the High Commissioner," and advising all her majesty's subjects to make immediate preparations for moving their property. In the mean time, the foreigners were surrounded by a strong native force.

On the 26th of March, Captain Elliott issued a proclamation, that he had received the commands of the High Commissioner to deliver over into his hands all the opium held by the people of his country, and he required all her majesty's subjects then present in Canton forthwith to make a surrender to him, *for the service of her Majesty's government*, to be delivered over to the government of China, of all the opium under their respective control, and declared himself responsible in behalf of his government for all that might be so delivered up. Every British subject complied with this requisition, and the quantity surrendered was 20,283 chests from about fifty ships. On the 25th of March, the foreign merchants transmitted to the High Commissioners their pledge not to deal in opium nor attempt to introduce it into the Chinese Empire. But the British superintendent refused to give any such pledge.

On the 28th, the French, Americans and Danish were required to deliver up their opium.

On the 1st of April, Captain Elliott published a notice that arrangements had been made for delivering up the opium; that upon delivering one-fourth, their servants who had been taken from them would be restored, the passage boats be permitted to run after one-half should be delivered, the trade be opened after three-fourths delivered, and "every thing to proceed as usual" after the delivery of the whole.

All the opium was delivered during the early part of April, and the British merchants withdrew from Canton to Macao;

yet notwithstanding their pledges, shipments of opium at Bombay and Calcutta still went on. On the 8th of April, boats were permitted to run. On the 25th of May, the guard was taken off and all were free, except the hostages. On the 11th of May, Captain Elliott issued peremptory orders to all captains not to deliver opium on any pretence, except to the Commissioner, and again warned his countrymen to make preparations to quit Canton. On the same day an edict was issued by the Chinese government warning all who brought opium of their liability to confiscation and death, and concludes, "say not that it was not told before hand." On the 23d of May, ten of the hostages were set at liberty, by an edict which declared that they had all been habitually accustomed to deal in opium, and directed them to leave the country and never return. On the same day an address from certain British merchants trading at Canton, to Lord Palmerston, was promulgated, in which they complain of the conduct of the Chinese Government, and proclaim thus to the British Government, that their contraband trade had increased from 4,100 chests, in 1796, to upward of 30,000 chests, in 1837. They admit their knowledge of China's prohibitory laws, and claim indemnity because, as they allege, "British subjects have carried on the trade with the sanction, implied if not openly expressed, of their own government, and at the same time with an advantage to the revenue of British India, varying, of late years, from £1,000,000, to £1,500,000 sterling."

Our countryman, Mr. King, who is sneeringly called in the British publications, "the American anti-smuggling merchant," witnessed the destruction of the opium. Three vats of perhaps 75 by 150 feet each were made, into which it was thrown and mixed up with unslacked lime and rock salt, until it became a fetid mud, when sluices were opened and the vats emptied into the river. The work was faithfully performed, and naturally excited in his mind the wonder "that while Christian Governments were growing and farming this deleterious drug, this Pagan monarch should nobly disdain to enrich his treasury with a sale which could not fall short of \$20,000,000."

In the early part of June, Capt. Elliott applied for permission for the British merchants to conduct their business at Macao, which was refused him. And in the time between the surrender of the opium and the liberation of the foreign merchants, a renewed and vigorous prosecution of the opium trade along the Eastern shore, in armed vessels was, carried on.

In July, the Imperial Commissioners addressed a letter to the Queen of England, in order to engage her Government to cooperate with that of China, in preventing the growth of opium, and its introduction into that country, "as we of the central land," says the letter, "prohibit our people from using it, so it seems just, that you prohibit the subjects of your honorable country from preparing it." How like an uncivilized barbarian, did he reason! What! Ask the monarch of a Christian people, to arrest a trade which produced to her subjects a clear profit of ten or fifteen million dollars a year, and to her East India Company, an annual revenue of from five to seven millions, merely for the purpose of saving from destruction a few thousands of unbaptised pagans! What lamentable ignorance! What shocking effrontery!

On the 7th of July, a party of British sailors, made an unprovoked attack upon a small village of unoffending Chinese, broke into several houses in quest of spirits, assaulted the inhabitants indiscriminately, killed one man, and desperately wounded many of both sexes, including children and women seventy years of age.

On the 20th of July, the contraband trade still going on, an armed smuggler fired into some Chinese junks, on the preventive service, and killed 50 of their people.

The Commissioner having demanded the surrender of the perpetrators of the murder of the 7th July, and been refused, he on the 2d of August, issued an edict, reciting the facts, setting forth instances in which such a demand by the British, on the Chinese authorities had been granted, and forbid the boats to supply the English ships with provisions, and the shop people to have dealings with them until the murderers should be delivered up.

On the 17th of August, some Chinese attacked a passage schooner and shockingly mangled an English passenger.

On the 12th of August, Capt. Elliott had what he called "an impartial trial" of the perpetrators of the July outrage. No Chinese were called as witnesses, and none of the accused were found guilty of the *murder*: five were convicted of a riot, and sentenced, two of them to three months imprisonment and a fine of 15*l.*, and three of them to six months' imprisonment and a fine of 20*l.*!

On the 26th of August, in consequence of the refusal to surrender the murderers, the English were driven out of Macao at twelve hours' notice.

On the 4th of September, Captain Elliott, in his cutter, ac-

accompanied by a schooner, fired on some junks, because they interfered to prevent his being supplied with provisions, which he was seeking in violation of Chinese laws. He ordered up the frigate *Volage* to his aid, and after a sharp action, the British were driven off.

"Notwithstanding these interruptions," says a private letter, "business to a very great extent in opium is carried on here in a private way, by deliveries outside, in the several islands, at a lucrative rate."

Various other events thenceforth occurred between the people of these two nations, still further widening the breach between them, but which the limits of this address will not permit me to detail. Among them, however, was one, which may be regarded as a fair illustration of the conduct of the British superintendent. When the murder in July was perpetrated, he offered \$2,000 to the relatives of the deceased, which he called a compensation to them for their loss, but which the Chinese stigmatized as a bribe to suppress investigation. On the 15th of September, a young English lad went on shore, and in a few days was found floating in the river with marks of strangulation on him. "Advantage was taken of this occurrence by the superintendent to delude the Chinese authorities into a belief that the deceased was the sailor charged with the murder!" The letter, in which this unworthy attempt was made, was returned to him as "useless."

On the 7th of November, hostilities actually commenced between the British ships and about thirty Chinese war junks, five or six of which were blown up, and five or six hundred Chinese killed. On the 13th the Chinese batteries fired upon the English shipping at Hongkong, but without doing any damage. During all this time, the trade was going on, leading to frequent collisions between the Chinese and armed smugglers, and the frequent loss of life; and during the same time an English vessel was cast away on the coast of China. Its crew were treated with the greatest kindness and dismissed with presents of provisions.

On the 5th of January, 1840, the Chinese edict was issued, declaring the English to be outlawed, ordering the trade with them to be entirely stopped, and threatening the severest punishment to any other people who conveyed or disposed of English goods.

On the 8th of January, the commander of the English naval forces announced his intention of blockading the river and port of Canton, unless a merchant of the name of Gribble should be released from captivity by the Chinese. This Mr. Gribble was

taken with arms in his hands, while in the act of open violation of Chinese laws, and, in imitation of the example of the British superintendent, had fired upon the Mandarin boats while in the execution of their duty; for this he was held in custody, but allowed competent attendance, and treated every way kindly. On the Chinese territory he had violated their laws, and was detained to answer for it. Yet the British forces threatened violence if he was not immediately released from a responsibility which is acknowledged in every civilized community, and which is essential to the very existence of Government.

I have thus traced the origin of the present war between China and England, briefly, it is true, but I hope in a manner sufficiently distinct, to enable my hearers fully to comprehend it. From this history, they will have observed the spirit of mildness and forbearance which has marked the whole conduct of the Chinese Government. With a clearly recognized right, without warning, to seize upon the contraband property, and punish the offenders, they omitted to do so, until their repeated warnings—continued through a long period of time—were not only disregarded, but actually laughed to scorn; and when they did act, it was not by inflicting personal suffering upon the transgressors, nor by filling their own coffers with the avails of the forfeited article, but by destroying the poison which was working the certain destruction of the lives and happiness of their people.

They will also have observed, that the British merchants persisted in the trade, in defiance of all warnings, in open violation of laws well known to them: in their own language, by the implied, if not the express sanction of their own Government, to the great augmentation of their own gains, and the great increase of the revenue of their own East India Company: that when bribery of Chinese officers lost its effect, force was resorted to, without hesitation, and the lives of the Chinese freely sacrificed to the continuance of the trade, and that the high officers of the English Government, instead of attempting to arrest what they knew to be an illicit traffic, by their various acts, gave to it a national character, protected the persons engaged in it, and set the first example of firing upon the Chinese officers in the lawful discharge of their duties.

It will also be observed, that while all Christian nations are strict in the enforcement of the revenue laws, mainly for the sake of revenue, the Pagan Government of China, regardless of the revenue it might have derived from the importation of

opium, and of the immense sum it might have obtained from the sale, instead of the destruction of the forfeited property, enforced their laws for the sole purpose of saving their people from the baneful effect of a most destructive and insidious poison.

It would lengthen this lecture, already too extended, to enter into as minute a detail of the operations of the respective governments since the commencement of hostilities. I shall therefore hasten to a close, and dwell only for a moment upon the subsequent events.

In June, 1840, several British ships of war, with transports containing troops, arrived from the British East Indies, in the Chinese seas. The blockade of Canton was declared on the 28th of that month.

On the 5th day of July, the Island of Chusan was captured by the British forces, with very little bloodshed to them, but the sailors "plundered the town on the beach. In a short time they reduced it to a complete wreck, wantonly destroying what they could not carry off." One account says, "The troops were landed, the British flag hoisted, and a more complete pillage could not be conceived, than then took place." The British General, in his dispatches, says, that "every protection was given to life and property." Yet I will continue my extract from the account of an eye witness, that we may see, once for all, what is to be the fate of the Chinese for venturing the attempt to arrest their own destruction by a fatal drug. The account proceeds—"Every house was indiscriminately broken open, every drawer and box ransacked, the streets strewed with fragments of furniture, pictures, chairs, tables, grain of all sorts, &c., &c., and the whole set off by (but) the dead or living bodies of the inhabitants, who had been unable to leave their city from the wounds received from our merciless guns. Some were lying with one leg shot off—others with two; some with awful wounds from thirty-two-pound shots passing through their bodies; and others with legs from which the bones had been partly shot out by grape and cannister. For two days the bodies were allowed to lay, exposed to sight, where they fell. The plunder, however, was carried to an extreme, that is to say, did not cease till there was nothing else to take, and the plunderers will no doubt be able, on our return to Calcutta, to place at their friends disposal, and for the ornamenting of their houses, trophies gained, not from Chinese soldiers, or from a field of battle, but from the harmless and peaceable inhabitants and tradesmen of a city doomed to destruction by our men of war, who a few days previous issued a very strict order

to all the transports to use forbearance toward all the natives, in our dealings with them, as we did not war with the people, but required reparation at the hands of the Chinese Government." "When Tinghae, the principal city in Chusan, was taken possession of, on the 6th, the following appeal to us was posted on the gates, in the Chinese language, "*Spare the living.*"*

At later dates, "the people were some of them returning slowly to town; but when they arrive and see their plundered and devastated houses, they stand thunderstruck, and in some instances fall down, crying like children, at their *entire misery and destitution.*"

After several skirmishes, resulting, however, in great loss of life to the Chinese, it was announced on the 29th of November, that a treaty would be ratified at Canton, and Chusan not be delivered up till three millions sterling were paid to British subjects as compensation, and for the expenses of the war.

After some time spent in fruitless negotiations, the British fleet on the 7th and 8th of January, 1841, attacked and destroyed two forts in the entrance to the port of Canton.

On the 20th of January, it was announced by Capt. Elliott that preliminary arrangements had been made, whereby the island and harbor of Hong Kong were ceded to the British; \$6,000,000 paid to the British government, direct official intercourse between the nations on an equal footing established, and the trade at Canton be re-opened, and the English to restore Chusan.

Under this arrangement the British took possession of Hong Kong, and erected buildings upon it; but the Emperor refusing to ratify the treaty, no other part of it was carried into effect, and hostilities were resumed, the British having, however, obtained one object—possession of a portion of the Chinese territory.

During the month of March, the British forces with very little opposition, and with no loss to themselves, but with the loss of several hundred Chinese lives, attacked, captured, and destroyed all the forts which defended the entrance to the harbor of Canton, and on the 20th of the month, in the language of the dispatches, Canton "lay at British mercy, and remains a

* The regiments most conspicuous in this affair, were afterwards complimented by being permitted to inscribe the word "China" on their banner, in commemoration, doubtless, as well of the bravery displayed in conquering a few hundred timid and undisciplined Chinese soldiers, as of the care manifested by them in the "protection given to life and property."

memento of British forbearance." The city was not then destroyed nor given up to pillage, but an armistice was agreed upon with the provincial government, and the trade of Canton declared to be open. The Emperor, however, refused to ratify the armistice, and ordered the war to go on, declaring in his edict that the British had debauched men's wives and daughters, made captives, carried away property, built forts, &c., &c.

In May, no permanent arrangements having been made, and the British having received re-inforcements from their Indian possessions, they made their final attack upon Canton, which resulted, after the destruction of some 5,000 Chinese lives, in the capitulation of the city: and a demand, which was yielded to, that the Chinese should pay to the British Government \$5,000,000 as a ransom for the city, and send their troops sixty miles into the interior. Whether in this attack the scenes of Chusan were re-enacted, can be learned from the report of the Chinese Commissioner, which declares, that their enemy "attacked and laid in ruins the frontiers, and, from the profligacy of their dispositions, abandoned themselves to lewdness and robbery, dug up the graves, burned and laid in ruins the fields and huts, and children of three cubits in height have not escaped a loss of chastity and defilement of their persons." "Myriads of people were weeping and wailing, and the number of those who invoked Heaven and begged for peace, covered the roads;" while, on the other hand, the British dispatches declare that "they have twice spared the city and the trade, and that the people owe the safety of their lives and property to the forbearance of the British officers."

Our last accounts are to the 29th of July last, at which time the Chinese had paid the ransom of Canton, and the British were sending off their spoils.

Such is the origin and progress of the war between Great Britain and China. The result cannot long be doubtful; the triumph of the disciplined troops of the former over the timid hordes of the latter seems thus far to have been complete. Whether China is to share the fate of British India, or whether British "forbearance" will arrest what her writers call "the music of her thirty-two pounders," short of the entire destruction of the Chinese empire, we cannot know, though if we may judge from the past, it may not be difficult to divine.

In the mean time, in order to form a just opinion of the con-

test, we must not be unmindful of the demands of the respective parties, nor overlook their pretensions.

The whole opium trade with the Chinese was contraband, and known to be such to the merchants engaged in it, and to the officers of the foreign governments stationed at Canton. Most of the traders were British subjects, and the traffic was carried to such an extent, that they were characterized before a Committee of the House of Commons, as early as 1834, as being "all smugglers." The surrender of the opium was enforced by making prisoners of all the English at Canton, that is, they were confined to their quarters, and surrounded by Chinese soldiers; but in no otherwise ill-treated, except that their Chinese servants were taken away from them. The representative of the British Government was not one of those thus imprisoned. He came afterward and voluntarily shared the duress of his countryman; and instead of leaving the smugglers to suffer, by the confiscation of their property, the just consequence of their open violation of Chinese laws, he demanded the opium of them, in behalf of her Majesty's Government, and in its name surrendered it to the native authorities. He thus gave the transaction a national character, and threw around these avowed transgressors of the law, the shield of the national name.

Nor has his conduct in giving it this character ever been disavowed by his government. But on the contrary, on his demand, the British forces in the Chinese seas were immediately reenforced. The Queen in her speech from the throne, on proroguing Parliament on the 11th of August, 1840, declared that "The violent injuries inflicted upon some of my subjects by the officers of the Emperor of China, and the indignities offered to an agent of my crown, have compelled me to send to the coast of China a naval and military force, for the purpose of demanding reparation and redress." In the House of Commons, on the 27th of July, 1840, on a vote for the expenses of an expedition to China, one of the members denounced the war, and declared that "the whole proposition of the advocates for war resolved itself into this—that the British had a right to smuggle opium, and that the Chinese had no business to prevent it." In reply, the British Ministers admitted that "there was no objection, undoubtedly, to the confiscation of contraband articles, but it must not be effected by seizure of persons. The residents were not only arrested, but menaced with starvation, which had been averted only by the surrender of the property." Sir Robert Peel, then in the minority, "con-

demned the conduct of the Chinese, but he believed the evil had been mainly produced by the want of fit instructions from the British Government to Captain Elliott. Lord Palmerston had denounced the principle of seizure, made on one party to force some concession from another. Yet that was the very principle which this administration had lately adopted upon the sulphur question, and which other governments, on many occasions, might fitly pursue.*

The "violent injuries" spoken of in the speech from the throne, could not then be the seizure and destruction of the opium, for that was admitted by the ministry, to be without objection. It was the seizure of the persons of a few residents, who were all supposed to be equally guilty, or rather their confinement to their own quarters for a few days, which is to be attended with such serious consequences. And as to the indignities offered to an agent of the crown none can be discovered, in the history of the whole difficulty, except that he was permitted to intrude himself among the residents while thus confined, and voluntarily to share the restraint imposed upon them.

For these "injuries" and "indignities" the British Government demands, not remuneration to the residents for their imprisonment, nor apology for an insult to the British Agent, but,

1st. Indemnity for the opium destroyed, to which destruction there was not, in the opinion of the British ministry, any objection;

* "Hence we find that England's gains from its East India possessions amount to no less than 6,500,000 pounds sterling a year—a sum which would in the end completely ruin this Colony, (or more properly speaking, drain it of its bullion,) if it were remitted in that form, but such is not the case; it comes to England in the following manner: East India opium is sent to China, and is there exchanged for tea, this is taken to England and covers all the bills of exchange."—The British Empire in the East by Count Bjornstjerna.

"Strictly speaking the whole trade with India rests at present on a highly immoral basis, or 15,000 or 20,000 chests of opium of the value of £2,000,000 or £3,000,000 sterling, with which the Chinese are every year poisoned. Thus, a country which had for thousands of years, accumulated the gold of the world, which is destined by nature to bear the finest fruits and the dearest spices which contribute to the enjoyment and the refreshment of man, has been compelled in our days to bear a noxious drug, which spreads physical and moral debility among the millions of inhabitants of the "Celestial Empire." The juice of the poppy is now, in fact, the staple of India, which, together with silk and indigo, alone enables that country to purchase the conveniences and luxuries of Europe.—Ibid.

2d. Indemnity for the expenses of the war, undertaken for the purpose of demanding reparation and redress for injuries and indignities, which are never once alluded to in any of the negotiations:

3d. The establishment of diplomatic relations between the two countries upon an equal footing:

4th. The cession to her, of a portion of Chinese territory, whether for the purposes of lawful trade, or for the establishment of those *entrepôts* for smuggling which found so much favor with the Chamber of Commerce at Bombay, is not mentioned:

5th. And the opening of the ports of China to the trade of Europe.

Having thus learned the claims of one party, from their own language, let us resort to a similar source, for the disposition of the other. An edict of the Chinese Emperor says, "our dynasty has been soothing and indulgent to outside foreigners, and favor and justice were shown to all. If the said foreigners could indeed have been respectful and obedient, I should have treated them with increased kindness, and then all might have hoped for joy and tranquillity. Before, because the flowing poison of the occidental countries daily increased, I issued special orders that endeavors should be made to wean the people from the stupid habit; but the English, depending on their bolsterous strength, would not submit to give the voluntary bond; in consequence I ordered their trade to be entirely cut off; but even now they are unrepentant, and their profligacy daily increases, like the *chebird* (a bird of prey). Since the domineering pride of those rebellious foreigners has at length arrived at this pitch, it will not be difficult to arrange our batallia, and exterminate and drive out the whole number. But on account of considering that the said foreigners presented an address, in which they state their grievances, I could not but cause them to be investigated, in order to manifest the great principles of justice, and I especially ordered the Cabinet Minister, Keshen, to proceed with haste to Canton, to examine into the facts and manage the business." "After Keshen arrived in Canton, he well understood to open up and induce to the paths of rectitude, but the insatiable desires of the English could not be satisfied; already are their thoughts dwelling upon extorting the price of their opium. Further, they are again requesting I should grant them a landing place (territory)."

Such is the position of the parties to this contest. Canton has bought its exemption from pillage, by a subsidy of \$6,000,000, but the armistice has been declared to extend only to the

Southern Province, and the new British Plenipotentiary has proceeded northerly along the coast, with the large mass of the British forces, for the avowed purpose of enforcing more energetically, his country's demands. In the meantime, the opium trade goes on, and while "the music of England's 32 pounders" is proclaiming the death of thousands who perish in defense of their country and its laws, her armed smugglers are swarming upon the coast, and in defiance of all law, forcing their deadly drug upon the devoted people.

When, in the dark ages, Europe sent her countless hordes into Asia, to plunder and destroy, it was in the name of a Holy Crusade and for the declared purpose of opening a passage for the pious pilgrim to the tomb of his Saviour. When the white man first came to these shores, and began those aggressions which have swept the natives from the land which they once trod as undisputed owners, it was under the pretence of seeking an asylum from religious persecution; and even the wholesale robberies and butcheries of Cortes and Pizarro were perpetrated in the name of a holy religion, and with the avowed object of propagating its tenets. In all these instances, a decent respect for the opinion of mankind, extorted from the actors, at least, fair-seeming pretences for their conduct. But we must do England the justice to acknowledge, that in her war with China, she resorts to no hypocritical pretences. She boldly avows that her object is the acquisition of Chinese territory, and indemnity to her people, for violating Chinese laws. How far her demands comport with the eternal principles of justice, it cannot be difficult to determine.

But let us not be misled by the intimation that the spread of civilization demands this contest. Let us not forget, that, in most of the arts of civilization, the Chinese are our equals, and in its virtues of mildness, forbearance, and love of peace, they are our superiors. And, above all, let us beware, lest civilization be given to them "in its strength, rather than in its mercy."

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THE BETTING EVIL IN ENGLAND

A TIMELY WARNING TO INDIA

A FEW months before Mr. Baldwin's fall over his fiscal proposals in 1923, the House of Commons had set up a Select Committee "to consider the question of imposing a duty on betting, and to report whether such duty is desirable and practicable." The Committee, consisting of nineteen members, eleven of whom were Conservatives, examined witnesses representing Government departments, racing and betting interests including bookmakers, and social organisations. When the Committee, however, met to consider their report, the dissolution of Parliament was imminent. To save their work therefore from being wasted, the Committee made haste to present their report before it was complete on all the points of reference. They decided by a majority that a tax on betting was practicable, and again by a majority the suggestion that the tax was desirable was rejected. The report of 700 pages was published as a Blue-book, but as it would be scarcely available or useful to the general reader as it stands, Mr. Benson Perkins has rendered a public service by presenting a readable summary of the whole in a little book entitled "Betting Facts"*², which is the subject of this notice.

* *Betting Facts*, by E. BENSON PERKINS, with a preface by ISAAC FOOT. (Student Christian Movement, London, 2s.)

The appalling grip of the betting evil over England, as revealed before the Parliamentary Committee, has a close interest for us in this Presidency in view of the attempts lately made in the Legislative Council to bring in a private Bill, the undisguised object of which was to reverse the beneficial legislation of 1912 and to reinstate book-makers on the Bombay and Poona race-courses. Fortunately for the public, the attempt has been twice defeated on technical grounds, but there is every likelihood that this sinister Bill will be brought up again before the new Council next year: it is therefore necessary to study and ponder over what has come to pass in England, and is certain to occur—only on a far larger scale of course—in this country, if the Indian Legislatures are not alive to the danger in time.

Individual betting is often excused or regarded lightly as doing little harm or providing some recreation or excitement at little cost. But, while that which is wrong in itself cannot become right even on such a consideration, betting facts as disclosed before the Committee go dead against the defenders of the practice, or those who indulge in it in the name of sport. As Archdeacon Charles states in his masterly study† of the subject, there seems to be no essential difference between betting and gambling, save that the latter term is generally used of a succession of bets. In its simplest form betting like gambling consists in an appeal to chance by two individuals or groups of individuals, the object, as well as the result, of which is to transfer

† *Gambling and Betting*, by ARCHDEACON CHARLES,
(Clark, Edinburgh.)

a certain amount of property, be it large or small from one person to another by such an appeal. Without going here into a discussion of the ethics of such appeals to chance, it is enough to observe that in horse-racing, the bettors do not merely depend on chance. They all profess to back their own superior knowledge of horses and skill in taking odds. Now, in the words of Dr. Charles,

"If this knowledge is accessible to all who engage in such ventures, then the game is, in the main, a game of skill. But, since such knowledge is never accessible to all, and since, therefore, men resort to *private* sources for such information, whether trustworthy or not, *the game assumes a dishonourable and fraudulent character.* One of the gamesters, presuming the private information or 'tip' has been correct, has in effect seen his opponent's cards, and is using this discreditable knowledge to promote his own gain."

Mr. Baldwin on his return to power took the first opportunity to pass the tax on betting, in spite of the opinion of the majority of the Parliamentary Committee itself being against its desirability, and in the face of the strong opposition of the Church and public generally to the tax, since it was only meant to be a source of revenue without having any appreciable result as a check on betting. On the other hand, the Labour leader, Mr. Ramsay MacDonald deplored the harm of betting in no uncertain terms.

"Gambling (he wrote) flourishes with . . . the demand for mere amusement, the distaste for

serious and strenuous effort, the spread of drunkenness, all pointing to a poverty of the personality, a bareness of the inner chambers of the mind." Accordingly it "rules conduct in proportion to the weakness of the moral character and the disorganisation of the intellectual life. . . . It is marked by an impatience with the slow processes of legitimate accumulation, by a revolt against the discipline of steady growth and sustained action. The gambler lives in a state of unnatural strain."

Assured as Mr. Ramsay MacDonald is that "democracy is the only form of government under which men can enjoy the blessings of full citizenship," he views with alarm the rapid spread of gambling habits among the masses, and adds,

"Where these habits prevail, the newspaper, which should be the guide of the citizen, is read not for its politics but for its tips, for the racing news, . . . not for the subjects it discusses in its leader columns, and so is degraded to be the organ of the book-maker."

Hence Mr. MacDonald concludes that a Labour Party cannot be built up in a population whose nerves are unstrung and quivering from constant indulgence in games of hazard.

Mr. MacDonald's reference to newspapers recalls the fact that few of them in England have seriously denounced the prevailing evil. One noteworthy exception is that of the *Manchester Guardian*, which, true to its high traditions, in a leading article in 1924 presented the deplorable situation in that country in plain words thus :

"Every one who knows the life of towns and of mills and factories outside them, to go no further, knows that absorption in betting, to the exclusion or dwarfing of other interests, has become an endemic disease eating into the vitals of the English people, as the murrain eats into the life of the cattle of Cheshire What we must all see now, if we use our eyes, is the wholesale disablement and degradation of a considerable part of our people. . . . The common case, the case to be counted almost in millions, is that of the man or woman in whom an insane concentration on the vision of something got for nothing, or else on the mere thrill of awaiting the decision of a hazard, has destroyed the fineness of every faculty, leaving them purposeless and flaccid, incapable of enthusiasm or even of fixed attention,—negligent employers, slack workmen, careless parents, worthless citizens. . . . A large number of newspapers fatten themselves upon this wasting national disease, like the worms that live upon the luckless dog whom they help to reduce to emaciation. Morally such an enterprise is on a level with trading with an enemy in time of war, and trading with him in munitions. At least we can legislate against the worst of these malpractices, and we can amend the unfairness which winks under forms of law at the kind of betting most convenient for rich gamblers, while restricting the gambling convenient to the poor."

Coming to the Select Committee's report, several of its members recorded the following remarks:—

“The State has recognised that while betting cannot be prohibited by law, it should be checked and discouraged as far as possible, especially in places of public resort, and under conditions calculated to give rise to special mischief. If the habit of betting is a matter of private concern, the business of betting is rightly regarded as affecting public well-being. The Act of 1845 made void all contracts made by way of gaming or wagering. The betting debt is not enforceable by law, and there can be no doubt that this attitude of the law to betting has constituted a safeguard. It is moreover a recognition of the fact that *a bet is not an economic transaction*. . . . The Act of 1853, which made betting-houses illegal, was passed because they tended to the injury and demoralisation of improvident persons, and were also the occasion of scandalous conduct.”

It may be observed, in passing, that the same objections were urged against book-makers on the Bombay and Poona race-courses, and it is difficult to make any differentiation between them and the betting-houses referred to above.

The vast volume of betting in England was estimated by various competent witnesses before the Committee. The leading sporting paper, *The Sportsman*, in 1923, suggested a total of four to five hundred and fifty million pounds a year, while five

hundred millions was quoted "as a competent estimate" by *The Times*. The income-tax authorities estimated £1, 400,000 to be the total net profits of all book-makers. A leading book-maker considered that one in four of the adult population had an interest in the Derby. This would mean about five million people. Another book-maker estimated that one in twelve of the entire population were regularly betting, which would be a total of approximately four millions. The largest firm of book-makers in the country suggested that there is a much bigger turnover on betting in England than in any other country in the world. It was also stated that more people are betting at the present time than ever before. The police witnesses concurred in suggesting that a large growth in betting has taken place within the last decade, betting having about doubled since 1913.

The main recommendation for Mr. Addyman's Bill in the Bombay Council is that the presence of book-makers on the race-course would be a check on the bucket-shops outside; how hollow this expectation is may be judged from the fact that in England, in spite of there being some four thousand regular book-makers, the irregular or street-book-makers are estimated to number six thousand, the law against them notwithstanding. Even this was considered to be a conservative estimate. As to book-makers' profits, in the judgment of a competent witness, out of approximately £160,000,000 turnover in betting, £100,000,000 is kept by the book-makers. This gives point to the answer given by a book-maker himself to the question whether the bettor had much chance of winning. He

thought that the professional backer might be able to hold his own, but of "the ordinary fellow who made a bet," he said, "I should think he has got a great difficulty.... I think he will be very lucky who wins."

Two reasons were given why street-book-makers flourish in spite of the Act of 1906. They are—the failure to inflict the full penalties under the Act, and the attempts made to prevent police action by bribery. If this can be said in England, it is easy to judge how much worse the case can become in this country.

Several witnesses referred to the growth of betting amongst women, and even amongst children. An assistant mistress in a London County Council boys' school stated that out of a class of forty-two boys with an average age of 11½ years, she discovered nineteen who admitted that they backed horses.

It is sometimes urged in defence of betting that racing could not go on without it, and that without it horse-breeding would suffer, but when a witness was asked, "Surely there is nothing at all that helps the breeding of horses in the coming together of hundreds of thousands of people to bet upon them?" the Secretary of the Thoroughbred Breeders' Association could give no satisfactory reply.

Other witnesses spoke of the social evil effects of betting. It is unnecessary to dilate on them here except to point out the effect upon industry and the economic loss to the country. Canon Green related how one of the biggest employers

told him that it would be worth the while of any employer of labour to pay a sum equal to ten per cent. of the yearly dividend to stop betting in works, as the waste of material and of time and the friction in the works cost more than double that in the year. Canon Green expressed the firm conviction that "the national output is brought down twenty per cent. in the year by gambling". This conclusion was arrived at by information obtained from foremen, shop-stewards, labourers and Trades Union officials. Several police witnesses expressed the view that twenty-five per cent. or more of the poverty amongst the working classes of to-day was attributable to a very large extent to the vice of betting.

We would earnestly appeal to Mr. Wadia, the Sassoons and other mill-owners among us to consider this aspect of the question of betting in the interests of the industry itself, as much as of their workmen, before supporting Mr. Addyman's Bill, should it come up before the Council again, particularly when the mill industry, as is complained, is passing through critical times.

J. K. N. KABRAJI.

October, 7th, 1926.

RACE-COURSE GAMBLING

OUR FIGHT AGAINST BOOK-MAKERS

LORD SYDENHAM'S ADMISSION:

"Whether or not it is true that gambling is a vice to which Indians are addicted,...there can be no doubt about this particular form of gambling, gambling on race-courses, being a Western introduction into India. That being so, a very heavy responsibility is laid upon us, which it is necessary for us to discharge."

IN these solemn words the then Governor of Bombay, in his concluding speech on the Race-Course Licenses Bill of 1912, frankly acknowledged why a special responsibility rested on the British in India for the growth of race-course gambling. His Excellency at the same time emphasised the duty of the local Government to place effective checks on this evil.

How the Government of Bombay had been led to bring in this Bill was explained by Lord Sydenham thus: "No Government which keeps close touch and watch upon affairs, as I hope this Government does, could fail to become aware of the existence of great and increasing evils connected with racing at Bombay and Poona. Nor could we be blind ourselves to the fact that large numbers of individuals and families have been ruined as the result of these evils."

Besides these direct results, which could not escape the notice even of Government, the indirect

results of allowing public gambling on the race-course were graver still. This was eloquently expressed by the late Sir Pherozeshah Mehta in his speech at the first reading of the Bill. "I think," he said, "the real point to be considered in regard to this Bill is not that it has been brought to stop gambling. It has a far higher aim, and it is to prevent the moral deterioration or demoralization which takes place in consequence of the gambling instinct displaying itself in a public manner and on the public race-course, as has been the case both at Poona and Bombay. . . . It seems to me that when gambling is allowed to be carried on, though in the guise of sport, in such an open and flaunting manner as has been done in Bombay and Poona for the past several years, it spreads out like a contagion. . . . Those who remember racing in the old days know that nothing like the sights which are now to be seen were ever to be seen then. The development that this vice has assumed in recent years is something abnormal. Its influence is growing to such a dangerous extent that men who would never think of going to races in their normal state of mind are carried away as if by magnetic attraction on seeing hundreds and thousands of people rushing up to the place."

BOOK-MAKERS ABOLISHED.

Under the Prevention of Gambling Act of 1887 gambling on horse races in any form, whether on the course or outside, is clearly illegal and punishable. Therefore a slip of paper or a ticket used for betting with bookmakers or on the totalizator with the Turf Club, and the very machine as well, are instruments of gaming under that Act. But

the Bill of 1912 dealt with only a half of this illegality. It suppressed bookmakers by disallowing them in the Turf Club's license, but permitted the continuance of the totalizator. This, as Sir Claude Hill admitted, was "to perpetuate a technical illegality". Government further proposed to curtail the number of race-meetings. This number had risen from 19 in 1897 to 42 in 1911. Government promised that the number would be limited to 30, but it is now 36, that is only 6 less than in 1911, so that Government can scarcely claim to have carried out their promise in this respect.

And now there is a real danger that bookmakers may come back too, if Mr. Addyman succeeds in his repeated attempts on the Act of 1912 which was supplemented by Act V of 1922.

"NEVER AGAIN," SAID GOVERNMENT IN 1912.

It was stated by the head of the Government that the abolition of bookmakers was "the cardinal feature of their scheme". The question of the number of meetings, the regulation of the totalizator, etc. were comparatively less important. Every member who took part in the debates in 1911 and 1912 emphasized this essential point. When some members asked that an express prohibition of bookmakers should be inserted in the Bill, and an amendment to that effect was moved by Sir Chimanlal Setalvad, the spokesman of the Turf Club himself, Mr. Symes, assured the Council that bookmakers could never come back. He said: "As far as the question of the reinstatement of bookmakers is concerned, so far as it

affects the Bombay race-course, my Hon'ble friend need have no fear on that ground, for the very good reason that there will be no room in the enclosures for them". The late Sirdar K. E. Modi said: "It is absurd to suppose that Government will be dishonest enough to go back upon the principles of this Bill." More outspoken still was the view of Sir Ibrahim Rahimtoola, who is fortunately still with us as the President of the Legislative Council. He said: "Whether there may be a change in the personnel of the Government or members constituting the Government, it cannot be denied that it will always be represented by the ablest officers in an able service, fully alive to their responsibilities, and it appears to me that they cannot ignore or overlook the moral effect that would be created in the minds of the Indian public, if after the passing of this legislation they ever ventured to slide back and subvert the object of the Bill and allow the book-makers to walk in. No responsible government can reasonably overlook the moral effect of such a procedure. . . . Sir, I do not apprehend that the principle that is being laid down, viz., that under no circumstances bookmakers will be allowed to enter the precincts of race-courses, will ever be departed from in the future."

The Governor, in explaining the practical difficulty of accepting Sir Chimanlal Setalvad's amendment, conclusively allayed all apprehensions on this point. He said: "It has been suggested . . . that the Bill does not give security against the possible backsliding of future Governments. . . . I think all Hon'ble members who reflect

on the genesis of this Bill must see that such a fear could have no solid foundation. . . . Is it really possible that any future Government would wish to go back on that which has received the stamp of public opinion? Unless an entire change arises in the views of this Council, I am certain, no Government in future will ever dream of taking such a reactionary step." Lord Sydenham even indicated what should be done by the Council if such an occasion ever arose: "A resolution passed with the utmost unanimity of the Council would be all-powerful in controlling the back-sliding tendencies of any future Government—if that were possible, which I do not believe."

After such an unequivocal undertaking given by the Governor as to succeeding Governments, it is satisfactory to find that the present Government has not yielded so far to the agitation of the Turf Club and its English patrons for bringing in the bookmakers again.

THE ENGLISHMAN'S HABIT OF BETTING.

We have seen in a recent* issue what a terrible grip the habit of betting has obtained over the people of England. It is said there is a much bigger turn-over on betting in England than in any other country in the world. The appalling total of *five hundred million pounds* a year was quoted by *The Times* in 1923 as "a competent estimate" of the volume of this betting. Think of it! 750 crores of rupees, staggering figures which leave far behind, let us say, for example, the whole revenues of the Government of India and Local

* October 7, 1926. p. 431. *The Betting Evil in England.*

Governments. One in twelve of the entire population of England is said to be regularly betting almost every day of the year. It is not surprising then that representatives of this community, so addicted to betting in their own country, should demand various facilities for betting in this country also, regardless of the evil influence of such an example on the poor Indian communities. These sportsmen are of course not satisfied with the comparatively milder chances of the totalizator, and they want the book-makers back at any risk.

MR. ADDYMAN'S BILL.

"The purpose of this Bill is to enable Government to authorize the authorities of the Western India Turf Club to permit the presence on the race-courses at Bombay and Poona of a limited number of bookmakers". Such is the blunt statement of Mr. Addyman, his Bill thus seeking to make an open and complete reversal of the "cardinal feature" of the Act of 1912 on which Lord Sydenham had laid so much stress, and on which moreover he had promised there would be no going back. Mr. Addyman's further statement demands our serious attention. He says, "It has been found by experience to be impossible to suppress the unlicensed bookmaker from the premises of the Turf Club." If this is known to Government, it may at once be asked, why has not the Turf Club's license been suspended or cancelled ere this, as there has been a clear contravention of the main condition of the license? We trust Government will look into this and take the Club's default into their serious consideration. As to

Mr. Addyman's remark that "despite the efforts of the police, it is known that bookmakers exist outside of these premises," as far as we are aware the Police or Government have not made any statement in the Council or in any report of their inability under the existing Act to cope with the evil. On the contrary, the late Hon. Sir Richard Lamb had stated on behalf of Government in 1912 that that was not so. "The executive officers," he said, "will be instructed to enforce the gambling laws with respect to betting outside race-courses more thoroughly than hitherto, and if it should prove, *as we do not anticipate*, that the law is not strong enough, should they slip through our finger, it will then be necessary to strengthen the Gambling Act further. At the present moment *that does not appear to be necessary.*"

Not only has Government never said that the Police is helpless in dealing with bucket-shops, but the Government has not so far proposed further legislation on that point, as they should have done if it was so. It is not therefore for an unofficial person like Mr. Addyman to pronounce the helplessness of the Police or of Government. It is obviously for Government to come first to the Legislative Council with a proposal to strengthen the Gambling Act, as Sir Richard Lamb had promised would be done, before condoning the default of the Turf Club, and certainly before proposing to relax the main condition of its licence.

Mr. Addyman's argument and anticipation, that by licensing bookmakers on the race-course unlicensed gambling outside could be suppressed,

are devoid of foundation, since the experience in England positively contradicts him. As was stated before the Parliamentary Committee on Betting, referred to in our issue of October 7, 1926 (p. 7 *supra*) although there are some 4000 bookmakers on the English race-courses, more than 6000 irregular bookmakers flourish outside. Various reasons were given for this state of things which we do not propose to repeat here, but would refer the reader to Mr. Berson Perkins' book reviewed in our previous issue just mentioned.

THE GOVERNMENT'S DUTY.

Mr. Addyman's Bill was twice ruled out of order on technical points in the last two sessions of the Council. But as it has already obtained the requisite sanction of the Governor to its introduction, Mr. Addyman will, we fear, bring it up again before the new Council. We would even yet appeal to him to desist from doing so in view of the past history and other considerations set forth above. But should he still persist with the Bill, the public will expect Government strongly to oppose its introduction and passing, remembering what Lord Sydenham said in 1912. We are certain that it is only with the support of Government members that the Bill can be introduced and passed. Government will therefore consider the moral effect of such backsliding on the minds of the Indian public, which Sir Ibrahim Rahimtoola described in his speech referred to above, (p. 13).

What the public expects from Government is certainly not the reinstatement of bookmakers on the race-courses, but further checks on gambling

there as well as outside,—curtailment of the number of meetings, enhancement of the betting tax so as to check the volume of the betting without an eye to revenue, stricter enforcement of the conditions of the Turf Club's license, higher minima for stakes on the tote to deter mill-hands and wage-earners generally from being drawn into gambling, and lower maxima for other classes. These and other reforms have already been urged on Government by the Deccan Sabha, the Poona Missionary Conference and other public bodies, to whose representations Government may well be expected to give due consideration and send replies embodying their conclusions on the subject.

October, 21, 1926.

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ON
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PREFATORY NOTE.

The following articles from "THE SPECTATOR," which appeared in that journal on August 23rd and 30th, 1919, are reprinted for general circulation by kind permission of the Editor.

Liquor and Nationalization.

THERE are two or three points in the Liquor Problem upon which the whole country, with the exception of the extreme Temperance people on the one side and the Liquor Trade on the other, is agreed.

(1) The first of these is that total Prohibition—*i.e.*, "going bone dry," in the American phrase—is neither practicable nor desirable in this country. If complete abstention from alcoholic liquors ever comes, it will come, and ought to come, not by Act of Parliament, but by the conversion of the population to the belief that alcohol, even when not taken in excess, is a poisonous and harmful drug, and therefore one to be as much shunned as opium or arsenic. Personally we do not think that day will ever come. Though we believe that alcohol is for the mass of mankind not only unnecessary but, except in small quantities, harmful, and believe also that it is a sedative which slows down men's physical powers instead of increasing their energy, we are inclined to think that mankind will always demand a sedative, even though in growing moderation.

No Return to Pre-War Conditions.

(2) The next point is that the majority of sensible people in the country are determined not to go back to the pre-war system in regard to the sale of liquor—*i.e.*, to allow the trade in intoxicants to be unaffected by rules and regulations such as those imposed by the Control Board. The immense benefits conferred on the nation by the Control Board are too patent to permit such a relapse to what one can only describe as the negation of civilisation. Let any one who does not already realize this take the trouble to compare the statistics, criminal and medical, before and after the estab-

ishment of control. They constitute perhaps the most poignant and illuminating set of figures and diagrams in existence. The result of the strict control of intoxicants—of forcing moderation in drink upon the people of this country by withdrawing excessive facilities for consumption of liquor and by reducing its strength—was at once immensely to diminish what may be described as alcoholic crime. Arrests and prosecutions, not only for being drunk and disorderly, but for the more serious crimes caused by alcoholic excess, greatly decreased in number. Next, what one may call the semi-crimes of the overlaying of children by drunken and half-drunken women, and of suicides, among both men and women, were cut down by something like a half. Finally, the medical returns of alcoholism and delirium tremens suffered the same startling and beneficent diminution. One may add without fear of contradiction that no thinking, nay, no decent, man could study these tables without saying: "Come what may, and whatever my own opinion or habits in regard to the taking of alcohol, we will not go back to the pre-war horrors resulting from the misuse of alcohol." Even if responsible people who have never exceeded, and who never by any possibility could become alcohol maniacs or criminals, or commit suicide, or overlay children, should be inconvenienced by control, they must and will suffer that inconvenience gladly if only they know what it has done, and will continue to do, for the morals and health of the population. We should be eternally disgraced as a nation if we were once more to let loose uncontrolled trading in intoxicants upon the country.

State's Power to Improve Conditions.

(3) A third fact which has emerged from war experience is that, though the State cannot and does not make a very efficient trader in liquor or in anything else, restaurants and public-houses run by public authorities like the Control Board can in essentials give the public what they want. They can

also convert bars and drinking-shops into poor men's restaurants, places where the non-alcoholic beverages and foods stand out in their proper proportions, and are not the shop-soiled and poor relations of rum, beer, and whisky—the true aristocrats of the Licensed House.

Trade Unfit for Private Management.

(4) Finally, the people of this country are beginning to realize that the trade in intoxicants is *per se* too dangerous, or, if you will, too attractive, a trade to be left in private hands. When there is a trade, like the trade in intoxicants, the undue extension of which may mean an increase of crime and a lowering of the national health, that trade ought not to be in private hands—*i.e.*, in the hands of people who have got to live by it and therefore are under a perpetual temptation to develop it intensively, a temptation economically rightful but morally reprobate. The creation and stimulation of a demand for, say, safety-razors or Pelmanism is not harmful but beneficial. Such excitation of demand in the case of alcohol is the most terrible of evils. Though moderation may do no harm, excess means national ruin. Yet we have so arranged things in the Liquor Trade that it is only by very skilful trading, by expert salesmanship, that a profit can be made for the manufacturer and the retailer. By our system of licences we have created a great monopoly in the manufacture and sale of intoxicants. We might have tried to make the "consideration" for that monopoly some fixed profit, and have forbidden or very strictly limited anything in the way of the stimulation of consumption. As it happened, however, we took the other line, perhaps of necessity, and in consideration of the monopoly taxed very highly the lucky persons to whom it was entrusted. The practical, though of course unforeseen, result of this was to make it impossible to remain in the Liquor business unless you are very vigilant, very energetic, and very skilful in the matter of sales. Practically the Government said to the

Trade: "You have got to pay to us promptly a very large proportion of what you receive from the public. When, however, you have satisfied the tax-collector, anything more you can squeeze out of the public is yours."

The Stimulus of Profit.

We are aware of course that what we are now going to say will be stoutly denied by the Trade, but nevertheless it is true. The Brewers and the Distillers in most cases pay their dividends out of the extra glasses of beer and whisky which had much better not be drunk, but which are demanded by the public very largely owing to the skilful trading and the extraordinarily abundant facilities for drinking supplied by the Trade.—That the Trade is generally unconscious of this fact we fully admit.—In England before control, the one thing that it was always easy to get in any part of the island was a glass of beer or of whisky. You might in some lonely district fail completely to get eggs and bacon or bread and cheese, or even a loaf or a biscuit, but there were very few places so much out of the way as to be "a mile from a drink." Looking at the thing in the abstract, one is forced to admit that the nation was magnificently catered for in the matter of liquor. In many quite small villages there were, and indeed are, three or four public-houses round the village green waiting the choice of the man who wants his glass of beer. Yet in the same village there may be only one place in which to get a postage-stamp, a piece of chocolate, or a pocket-handkerchief. The stimulus of a private profit is in our belief the very best manure for any business. But where we have a trade such as the trade in intoxicants, where we do not want any manure to stimulate demand, where indeed we desire to quiet down rather than to develop, assuredly private profit is a disaster.

We have given above what we may describe as prolegomena to the subject of Nationalization. Later we shall endeavour to show what is the necessary conclusion from the premisses stated.

II.

The True Subject for Nationalization.

WHERE do the general considerations as to the Liquor Problem set forth by us last week point? In our opinion, they point directly to Nationalization of the whole Liquor Trade, production and sale. Such Nationalization will not mean Prohibition, or at any rate will never mean Prohibition unless the majority of the people of this country are determined to have it, in which case it is of course inevitable. It will, however, enable us to exercise control, and to exercise it in the best possible way. If the taps out of which the beer and the whisky run belong to the nation, it can, in the matter of locality or of hours, turn them on or off just as it likes. It is complete master in its own house. If it finds that there are certain places where a great majority of the people, say a two-thirds majority, do not want public-houses at all, but would much rather be without them, in these localities there need be no sale of intoxicants. Again, if it is found that on certain occasions, and at particular hours, say on election days, during strikes, or between certain hours on market days, it is better to forbid all drinking, such temporary prohibition can be secured by the action of the State without any fuss and without incurring the complaint—one with which *per se* we have the greatest sympathy—that you are taking the bread out of some unfortunate man's mouth and causing misery and privation to his family. If the State owns the Liquor Trade, both as regards sale and production, the State can make the Trade fit the social and moral needs of the nation exactly.

Political Aspects.

Nationalization gets rid of the danger of destroying, as Prohibition would do, the livelihood of a large number of people who have invested their money in brewery shares. You can without great difficulty find alternative employment for Publicans' and Brewers' "hands," but not for the ruined shareholders in a prohibited Brewery. Next note how the Trade is almost forced to corrupt, or at any rate to "*influence*," our politics in self-defence. Come what may, there will always be a strong Temperance, not to say a strong Prohibition, party in this country. But this means, and cannot help meaning, a party whose special object is to destroy the business of the manufacturers and sellers of intoxicants. But this again means that there is a party engaged in putting in the gravest danger the incomes of a very large number of people, and also of the great corporate moneyed interests. Naturally enough from its point of view, the Trade imitates the Temperance Party, and tries to get by one way or another power over the politicians in order that the Trade may be protected from what those who run it call the unfair attacks of the fanatics. The only way, however, in which the Trade can protect itself is by large and more or less secret gifts to party funds, and by exerting influence in the Press, often owing to a lavish use of advertisements. In other words, to put it quite plainly, the Trade, in order to prevent its destruction, has to obtain indirect influence over Parliament by means of "tied" Members and "tied" Groups, and also over the Press in matters that concern its business interests. Who can possibly say that this is desirable? Yet, unfortunate and undesirable as is the fact, it is most unfair to lay the blame upon the Brewers and Distillers. It is the nation as a whole which must bear the blame because, as we have already said, it has so mis-handled the sale of intoxicants—first by creating a most valuable monopoly, then by highly taxing that monopoly, and finally by allowing private profit to be made by those

who are willing to work hard enough not only, to pay the State's share of the monopoly but also to reap a good profit for themselves. If we buy out the Trade, and nationalize the product and sale of all intoxicants, we shall not merely be able to make regulations under which the sale will do the very minimum of public injury; we shall also free our political and public life from very unfortunate influences, influences for which the Trade, however, as we have shown, cannot fairly be blamed. In all walks of life men who are struck will, and indeed must, hit back. "This ill-tempered brute when attacked defends itself with ferocity."

An Appeal to Mr. Lloyd George.

In these circumstances we appeal to the Prime Minister to carry out the policy which he has already told us both by word and deed has his approval. It may be remembered that Mr. Lloyd George in 1915 took the preliminary steps towards State Purchase of the Trade, and it was only because he could not get his colleagues to agree with him that the transaction did not take place. No one can say that he took the matter up lightly, or that he has since thought better of it, or changed his mind, or seen the error of his ways. Only a fortnight ago the *Observer* published an anthology of the Prime Minister's statements in regard to the Liquor Trade, which we may quote here. They are as follows:—

"Drink is doing much more damage in the war than all the German submarines put together."

"Nothing but root-and-branch methods will be of the slightest avail in dealing with this evil."—*Mr. Lloyd George*, February 28th, 1915.

"We are fighting against Germany, Austria, and Drink, and as far as I can see the greatest of these three deadly foes is Drink."—*Mr. Lloyd George*, March 29th, 1915.

If nothing were done now to acquire complete and absolute control over the Trade, he feared that when demobilization came there would be an irresistible demand to put the Trade back practically where it had been before. That would be a national disaster. He personally wanted the strong hand of the State to be there instead of a powerful interest

which had already beaten them in the past."—*Mr. Lloyd George*, March 29th, 1917.

"What we could afford before the war we certainly cannot afford after the war, and one of the things we cannot afford is a drink bill of £160,000,000 a year."—*Mr. Lloyd George*.

"A proper adaptation to peace conditions of the experience which during the war we have gained in regard to the traffic in drink."—*Joint manifesto of Mr. Lloyd George and Mr. Bonar Law*, November, 1918.

We say without hesitation that these quotations show Mr. Lloyd George to adopt almost exactly the view which we adopt in regard to Purchase. Has he the courage to carry it promptly and thoroughly into practice? If he has, he will lay us all under a political obligation. He failed miserably to do it during the war; but he may to some extent excuse himself by saying that the task was too difficult, and that he found to attempt it might interfere with the prosecution of the war. Surely he cannot say so now. Unless we are very much mistaken, he knows as well as we do that Purchase by the State would not hinder but help to solve the terrible economic difficulties that have come upon us since the Peace.

Advantages of Purchase.

There is a great deal to be said against the nationalization of any ordinary productive industry, because nationalization is sure to lower production and consumption. But if the Trade is bought out at a fair price, as of course it ought to be, and will be when the time comes, who could be found to say that reduction in the production and consumption of intoxicants would be anything but a national advantage? Even if the revenue were to fall off, the effect on the nation would be one not of loss but of gain. But suppose, by the limitation of supplies and the elimination of the stimulus to drink, the Drink Bill were cut down, as it easily might be, from £260,000,000 to £100,000,000, or even £160,000,000, we should have gained enormously not merely, morally and socially but financially. The money thus released, as it were, from the clutches of Alcohol would spread,

a beneficent flood, over the nation. Some part, nay, a good part, would be saved, and so help the nation in its great financial needs. Another part would go in increased consumption of food, clothing, and housing, and so help, and help enormously, to reconstruct society. Instead of wasting our money in brewing-vats and whisky-stills, in brewery and distillery advertisements, and in extra barmaids' and potmen's wages, and instead of slowing down our physical and mental energies by huge doses of sedatives, we should be growing more corn and more oats, and finding it far easier to feed our cows and our chickens. At the same time, in moderation and under proper conditions, men would always be able to get their beer or other favourite sedative, and would therefore have no sense of grievance. The only difference would be that there would not be nearly so many public-houses to choose from (or shall we say to be tempted by?), and there would also be absolutely no incitement, direct or indirect, open or covert, to the consumption of intoxicants. When the salesman with no interest in the sale of intoxicants has to decide "Has that man had enough liquor or has he not?" the benefit of the doubt will always go on the side of decency and temperance. Now it is only too apt to go on the side of drunkenness and social disgrace. "The invitation to the Bar" is a tune which should be banished from the *répertoire* of the National Orchestra.

If, then, Mr. Lloyd George wants to help the nation, and incidentally to throw a sop to the nationalizers, let him begin with the Liquor Trade. As we have said, if he makes a business failure, no one will blame him, and the nation will actually gain economically. We know of no other trade in which he could make his experiment with such perfect safety.

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Excise Administration

in Bengal = = =

By Herbert Anderson, .

Don. Secretary, Calcutta Temperance Federation.

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FOREWORD.

THE following friendly criticism of Excise Administration in Bengal appeared in *The Bengalee* through the kindness of the Editor, Mr. Prithwis Chandra Roy, during the months of April, May and June, 1921. The articles were written with a view to give Temperance Workers and other friends in Bengal up-to-date information on a difficult, intricate and important social problem. Excise Administration is engaging the attention of all the Provincial Councils of the Empire and is likely to do so for some time to come. As conditions are very similar, except in unimportant particulars, it is hoped that the statement will also prove of value in other parts of India.

Temperance Workers desire to see India free of the evils associated with the drink and drug habit. Prohibition is the one remedy. India may find that through her connection with Britain this ideal will only be reached by slow degrees. But that it will be reached—the writer is confident.

JUNE 22ND, 1921.
48, Ripon Street, Calcutta.

HERBERT ANDERSON.

Excise Administration in Bengal.

THE NEW ERA.

Most Local Governments have already turned their attention to Excise Administration. None of them seem to have realised the significance of the new era that places excise matters among the subjects controlled by Indians. India, not Britain, has now the right to decide what her future policy in the drink and drug traffic shall be. The Bengal Legislative Council has been too busy in the early days of its power with controlling expenditure to consider one of the chief sources of its revenue. But Indian Members of the Council have only been waiting their time, and the Council debate on excise cannot be long delayed.

Let us see what has happened under the British Government's Administration, the "old age" that is now no more. They took over "the business" from the former Mohammedan Rulers, and have been "improving" the system till they have almost made drink and drug-taking essential for the payment of Government Administration. Let the following figures show how they have coined money over their handing of spirit, beer and drugs. The net revenue figures for the principal provincial areas are as follows:—

	1897—1898.	1917—1918.
	Ra.	Ra.
Madras	1,28,58,670	3,60,87,718
Bombay	94,54,900	2,80,38,501
Bengal, Bihar and Orissa	97,52,060	2,08,72,197
United Provinces, Agra	32,30,803	91,81,417
Central Provinces	11,93,700	86,69,664
Punjab	17,10,790	64,34,541
Burma	19,51,760	37,53,353
United Provinces, Oudh	10,50,364	33,79,121

Bihar and Orissa have been included with Bengal to make the 20-year comparison. Since 1910-1911 the Excise Adminis-

tration of these Provinces has been separated. It may be affirmed therefore, that the British Government has gained from excise one hundred to three hundred per cent profit in twenty years to help it govern India. What has been its policy? A maximum revenue from a minimum consumption. Taxation as high as possible. Discouragement of the habit of drinking and drug taking. Protection of the moderate drinkers. Prevention of illicit manufacture and vend. Has the policy succeeded? The British Administrator will say "Yes." The Indian Administrator will say "No." The British Administrator refuses to believe there are great and grievous evils resultant from the liquor and drug traffic. He denies that there is any general increase in the drink and drug habits of the masses. He thinks Lord Morley's dictum ten years ago was an exaggeration when he stated that India was face to face with a new, dire, and additional plague in the growth of her liquor traffic. So it is with a smile of self-satisfaction that he hands over a paying business, to the Indian Minister—the representative of the people. The Indian Administrator says, the Government Excise policy has been a failure. It has ignored the noblest tradition of the great communities of the country—Hindu and Moslem. It has spread the habit among the weaker and poorer classes of the land, increasing economic waste, poverty and crime. It has succeeded in securing a maximum revenue, but woefully failed in securing a minimum consumption. The interests of Government have been splendidly served in the profits arising from the sale of exciseable articles but the health and morals of the community have seriously suffered. Who is to judge which view is correct? The Indian Administrator may be wrong, but the point is, he is now in power. The new era makes him responsible for the policy that shall be adopted. Does Bengal recognise her power and is she prepared to use it? If she is, what will she do? She will take the Bengal Excise Act of 1909 and appoint a Committee to amend it. She will consider every section of that Act not from the British standpoint of controlling the traffic in the in-

terest of the moderate consumer, but of restricting it, and eventually prohibiting it, in the interests of the community as a whole. She will declare that the Revenue Officer is no longer the right authority to decide the larger issues involved. She will insist that the principle of local option shall be recognised and introduced so that where the large majority of the population desire prohibition in the vicinity of their homes they shall have power to obtain it. She will demand a new standard of decision for all the many complex questions of Excise Administration. Privileges of manufacture, the most effective licensing system of retail vend, the rate of duty, the number and location of shops, the appointment of Licensing Boards and Advisory Committees—their authority and functions, the hours of sale—these and many other methods of administration must be dealt with from the standard of a real minimum of consumption—and the ultimate end, prohibition.

I do not advocate any attempt to control the social habits of the drinking classes by legislature alone, although Prison records will show that liquor drinkers can pass from the habit to enforced prohibition with little evil effect on their physical condition. Forces are at work through Mr. Gandhi's activities that are causing the heaviest drinkers in India to get rid of the custom from within their social environment. Any Indian Government worthy of the name will take advantage of this movement, in giving legal sanction for reducing the extent and checking the growth of habits which at the best are still pernicious and fraught with danger to the individual and his fellows.

- Many of India's well-wishers are looking to Bengal to show a true recognition of the moral responsibility involved. Let Bengal's Indian Minister represent Indian principle and conviction in future Excise Administration. So will the new era
- bring a happier day to those who suffer most from the present system of Excise in Bengal.

REVENUE.

It has been stated that the Bengal Government has handed over a "paying business" to the Indian Minister in Excise Revenue. Let us accept frankly the assertion of Excise authorities and officials that revenue has not been their chief consideration. They have only been anxious that the moderate drinker should secure what he wanted in the way of drink and drugs. The financial result in revenue has been as follows. We will take ten years so as to cover the abnormal period of the war.

Year.	Revenue in Rupees.
1910—1911 .. ..	.. 1,26,09,325
1911—1912 .. ..	.. 1,33,89,707
1912—1913 .. ..	.. 1,37,59,157
1913—1914 .. ..	.. 1,53,88,017
1914—1915 .. ..	.. 1,53,59,916
1915—1916 .. ..	.. 1,51,30,570
1916—1917 .. ..	.. 1,44,07,668
1917—1918 .. ..	.. 1,56,25,391
1918—1919 .. ..	.. 1,76,38,246
1919—1920 .. ..	.. 1,81,08,448

This shows an increase of Rs. 54 lacs in ten years. The percentage of charges for securing this magnificent revenue has varied between five and seven per cent. For administrative efficiency and successful control, commend me to the Excise Department of the Bengal Government. But now the Indian Administrator comes along, and he is ashamed of the whole business. He represents the people. He knows that habitually the East is unlike the West in its opinion of the moderate drinker. When Mr. Gandhi appeals to the classes whose hereditary connection with drinking habits goes back for generations—he tells them they are not true children of the mother-land. He urges total abstinence from patriotic considerations. Further the Indian Administrator knows that the drink and drug traffic is responsible for wide-spread evils, social, economic and moral, and India is no exception to that

ugly fact as shewn in the life of the nations of the West. He sympathises with the attempt of a great people like the Americans to destroy the traffic, and he is not afraid to confess that prohibition is the right remedy for India whether for the economic, or for the moral progress of the Empire. But says the Indian Administrator in Bengal—Here I am with Rs. 181 lacs. How am I to secure its equivalent? Show me how to get the money from other taxable commodities and I shall gladly forego the revenue from this tainted source.

It will be for the members of the Bengal Legislative Council to decide what they will do. There are three courses open to them—(1) *To leave things as they are.* The success of the Reform Councils depends upon adequate revenue, adequate revenue depend on excise—So adopt the British view and still depend on an increasing revenue from Excise Administration to meet the other administrative needs of the province. It will be a sad day for the character of Bengal if this policy meets with the approval of the majority. (2) *To instruct the Minister in charge of this subject that he shall adopt a policy of gradual restriction of consumption, with decrease of revenue with a view to ultimate prohibition.* In Assam, face to face with the evils of opium consumption, the Council has decided for prohibition within ten years. And in those ten years thirty-seven lacs will have to be found from taxation of other commodities. Bengal might set itself right in the same period in both its drink and drug relationships. The limits of taxation have not been reached. Tobacco and certain other pleasures of the people will bear further taxation. In the industrial developments, which will follow the vocational educational policy now about to be introduced, taxation *per capita* will bear a larger burden. The proportion of the total revenue from intoxicants paid by Calcutta is seventy lacs out of one hundred and eighty. Calcutta alone could be taxed to meet a large proportion of what is needed from other luxuries it enjoys and if the changes were introduced on a definite system of dispensing with the Excise Revenue over a

definite period of time no hardship that could be felt would follow. So argue those who desire a policy of gradual restriction with ultimate prohibition. (3) The third course is to *adopt prohibition immediately*. Several Conferences of Indians interested in the subject have urged that the evil is too great to be checked gradually. If it is wrong and against the best Indian traditions and convictions the right policy is to secure its total abolition by legislative and other measures at an early date.

From the reasonable Temperance position I should agree with the late Mr. Gokhale that the creation of public opinion and the education of the moderate drinking Indian Communities in the evils of their social habits must precede prohibition but meanwhile the Excise Act should be amended and a definite policy of checking the growth of consumption introduced. Revenue considerations have not and shall not determine policy.

CONSUMPTION.

In the last volume of "Statistics in British India" Excise, page 208, two remarkably illuminating statements are made. The first is that for the whole of British India during the ten years ending with 1918-1919, the increase on net receipts from Excise duties had been at the rate of 78%! And the other statement is that for the population of British India the consumption worked out in 1918-1919 to 10 annas, 11 pies per head, whereas ten years ago it was only 6 annas, 9 pies per head. It is fair to conclude that both revenue and consumption have steadily increased throughout British India.

What is the consumption of drink and drugs in Bengal? Unfortunately the question cannot be answered, except in revenue terms which tell us that it is at the rate of 6 annas, 2 pies per head of the population. There is no means of calculating the consumption of tari and pachwai. The revenue derived from licences for right of vend has gone steadily up, but

no one can say how many gallons of these drinks are consumed, and how much the number has increased as the years have passed. So also in regard to Foreign Liquor. No administrative methods have been introduced that can give any reliable information on what amount of foreign liquor is consumed in Calcutta, or in this province. The Custom House supplies the Excise Department with statistics showing clearances in payment of duty, both direct or from bond, but much of the foreign spirit must find sale in places outside the province. It may be noted however that for 1919-1920, duty was paid on 790,536 gallons of spirits and liquors, and on 851,155 gallons of ale, beer, porter, etc. The former figures are higher by a hundred thousand gallons than on the pre-war standard, but as it is not possible to say how much of these liquors were used in the province or city, we can only marvel at the implication they give of the amount and the increase of foreign spirit and lighter alcoholic drinks consumed on this side of British India. Truly the European has a gigantic thirst.

We are, however, able to say how much country spirit is drunk both in Bengal and in Calcutta. A table giving the figures for ten years will show how the war affected the drinking habit of the people:—

Consumption of Country Spirit in L.P. Gallons.

	<i>Calcutta District</i> (including Howrah and Bally).		<i>Bengal.</i>
1910—11 3,21,821	.. } Figures
1911—12 3,32,242	.. } not
1912—13 3,45,777	.. } available
1913—14 3,07,175	.. 8,23,063
1914—15 2,77,429	.. 7,17,822
1915—16 2,72,007	.. 6,65,023
1916—17 2,06,977	.. 6,26,454
1917—18 2,72,496	.. 7,00,586
1918—19 2,98,818	.. 7,96,972
1919—20 2,68,821	.. 7,55,285

The amount of drugs consumed in Bengal during the last six years are as follows:—

Year.	Opium Maunds.	Ganja Maunds.	Bhang Maunds.	Charas Maunds.
1914—15	1,554	2,584	671	19
1915—16	1,288	2,137	629	20
1916—17	1,127	2,149	538	19
1917—18	1,074	1,908	605	20
1918—19	1,027	1,975	641	26
1919—20	1,038	2,052	724	28

The above figures clearly show that the consumption of country liquor is fast recovering the decrease of nearly 200,000 gallons in the province for which conditions created by the war were mainly responsible. Calcutta recovers more slowly. In opium and drug taking the same decline is noticeable though Bhang, one of the worst of the hemp poisons, has gone up to the highest figure yet reached.

Do these figures give any indication of a desire or an attempt to keep consumption at a minimum? For the constantly reiterated defence of Government is that it raises the maximum of revenue while limiting consumption to a minimum.

Let us turn to the Bengal Excise Reports for the last five years, and hear what the Department claims to have done to limit consumption :—

1. Duties on all excisable articles have been heavily enhanced.
2. Reduction in the issue strengths of spirits has taken place.
3. The vend of foreign and country liquor has been entirely separated in Calcutta.
4. The number of shops has been reduced.
5. The hours of sale have also been reduced.
6. The fixed fee system has been adopted in Calcutta and a few districts.

This record is good, but it has not in my opinion prevented a far larger increase of consumption than any variation in population would justify. The Government standard of what a minimum consumption implies vitiates all its reforms. The

minimum, it says, must not "cause hardship to the moderate consumer." He must get his drink and drug whatever is done. And so the whole system has created a demand that grows and cannot help growing. The Government shelters itself under the delusion of doing a legitimate trade, but by that very policy it has fastened the shakles of a habit condemned by Hindu and Moslem authorities alike upon the community at large, and the chain gets longer and stronger every year.

Is Government prepared to accept a new principle of the minimum of consumption, based on a belief that drink and drug taking, even in moderation, is unnecessary, and in many cases evil, and that the habit should be eradicated by social influence from within, and by legal enactment from without? Is Government, if so requested by Indian legislators in the Bengal Legislative Council willing to say it is prepared ultimately to abolish Government connection with the traffic? Is Government willing to accept any genuine attempt of drinking communities to rid themselves of what has been to them a social curse—and to that end to order the Excise Department to remove temptation right away by the closing of shops and the cancellation of licences wherever any real Temperance movement manifests itself? It is in the answer it receives to these questions that Bengal will be able to decide if the new regime is a definite advance in the moral and material progress of the Province or is only the old Excise Administration camouflaged.

DUTY AND VEND FEES.

The ordinary citizen is ignorant of the method by which the Government monopoly of the drink and drug traffic is made to pay so handsomely. To start with Government permits and controls all manufacture of spirits and other liquors, and the preparation of all drugs made in India. Likewise it controls all that is imported from other countries. And because it has this monopoly it could shut down business to-morrow

if it so desired. It then uses two main methods of raising revenue. It fixes a duty which must be paid on all these Excise commodities, and it charges a fee to everyone it permits to engage in the sale of them. Revenue is made by keeping closely in touch with the demand of the moderate drinkers and drug takers, and so fixing duty and charging vend fees from year to year that a maximum revenue is obtained from a minimum consumption. The Excise Departments of Provincial Governments with fifty years' experience behind them have been brought up to a standard of splendid efficiency, and now under the Reform scheme an imperial drink traffic becomes a provincial drink traffic in which Bengal, for example, will tax all spirituous and intoxicating liquors and drugs, whether manufactured in its area, or imported from without it, regulate the traffic by one or other of the licensing systems that experience has shown to be best suited to the area concerned, supervise the number and locality of the drink and drug shops, fix the hours of sale, and keep a staff that must maintain the closest supervision possible over the trade, and prevent as far as possible all illicit manufacture or sale. The perusal of any single annual administrative report of Excise Administration of this province is a revelation to the ignorant of what a complex, highly developed, carefully calculating, and financially successful trade this drink and drug business is.

The first principles of scientific Excise, says the Government of India, make the duty the main factor of taxation, and the vend fees a subsidiary method of revenue raising. Speaking broadly, one of the severest things that can be said against the past policy of Excise Administration in various provinces in India is that the fees for vend have borne too high a proportion to the receipts from the fixed duty. The auction system of vend has been responsible for it. This takes us into the arena of a battle that is not yet won—the battle against the system of the auction for the right of vend. The Indian Excise Committee of 1906, condemned this system out and out. British Excise Administrators in the Government of India refused

to accept its verdict. It is not possible to set out the advantages claimed or the disadvantages, but it is to the credit of Bengal, and especially to the late Commissioner of Excise, Mr. A. N. Moberly, the most capable Commissioner, the Excise Department has ever had, that the auction system has been set aside and a fixed fee system introduced that has secured a far more satisfactory relationship between the duty and the vend fees. The following table will show the change :—

Country Spirit—Percentage of Revenue.

Year.	Derived from Duty.	Derived from Fees.
1915—1916	57·5	42·5
1916—1917	70·8	29·2
1917—1918	74·9	25·1
1918—1919	76·9	23·2
1919—1920	79·9	20·1

Side by side with the system that thus makes duty the main factor of taxation—which controls consumption by regulating the price of the commodity sold, and then determines taxation by consumption—we see how the retail price of drink and drugs can be raised to the highest sum possible. The one question that has to be asked is, is it likely to induce illicit manufacture and sale? Referring once again to country spirit, which is the main alcoholic drink of the people of Bengal, we see how prices have been raised in five years :—

Retail Price for an Imperial Gallon of Country Spirit in Calcutta.

Year.	Strength.	Price.			
		Rs.	A.	P.	Rs. A. P.
1915—1916	22°	7	7	0	to 9 10 0
1916—1917	22°	11	0	0	„ 12 0 0
1917—1918	25°	11	4	0	„ 12 2 0
1918—1919	25°	12	2	0	„ 13 14 0
1919—1920	25°	14	2	6	....

In regard to both duty and vend fees, upon the principle of the Government of India that it is necessary to make due provision for the needs of those who use alcohol and drugs in moderation, the Excise Department of Bengal may be congratulated on their record. Unfortunately there is a feeling in the

minds of most Indians who desire to maintain India's character for sobriety and purity, that any connection of Government with the trade involves loss of dignity and character.

It is a disgrace felt in the drink shops of Calcutta when half intoxicated men are urged to give up their vice to hear the retort—"The Sircar is responsible. If it wasn't for the Government there would not be the shop; if it wasn't for the shop we should not be drunk." Unfortunately, the British Administrator has not seen it that way. What will the Bengali Administrator do?

LOCATION OF SHOPS.

The Excise Department has never had a conscience in the matter of the location of its drink and drug shops. In paragraphs 61 and 62 of the Notifications issued by the Bengal Government under the Bengal Excise Act of 1909, and found on page 128 of the Manual for the guidance of Excise Officers, certain sites for new liquor shops are prohibited, and section 2 lays down that as far as practicable established liquor shops should conform to the rule. The rule says no liquor shop shall be licensed in a market place or its entrance, in close proximity to a bathing ghat, school, hospital, place of worship, factory, or other place of public resort, or in the congested portion of a village. "This rule is broken in Bengal," I remarked to an Excise Officer from a neighbouring Province, "in about 75 per cent of locations." "I should have thought it would have been 90 per cent" was his reply.

The last instance that has come to my personal notice was along the Diamond Harbour Road. At about mile 15 there is a market place at Amtala Hat with a drink shop and a drug shop facing one another on the main entrance. I asked the vendors how long they had been established in such a glaring example of a prohibited location—"Rather more than a year," they said. "Where were you before?" A village was men-

tioned a mile or two up the road. "Why did you come here?" "To get bigger sales," was their honest reply. Where was the department in permitting such a breach of the rules, and how can they reply to the charge that its only object was to increase revenue and consumption?

And in the City of Calcutta the problem of sites is an unsolved problem. The majority of retail shops are so situated as to afford the most direct temptation to all classes of the community. Almost without exception they are open to one or other of the objections made when the local Committee on Excise appointed by the Government of Bengal in 1907, issued their report. These were that they were too prominent, too contiguous to schools, churches or places of public resort, unsuitably constructed, and in some cases too close to one another. Let us take some of the best paying shops so far as Government Revenue is concerned and see how many gallons of country spirit they sell as compared with what they sold when the war began to affect the people's drinking habits:—

Average Monthly Issue of Country Liquor in L.P. Gallons.

Locality.	1916—1917.	1920—1921.
75, Free School Street ..	590	974
76, Upper Chitpore Road ..	525	853
4, Wellington Street ..	330	624
32, Kalighat Road ..	344	589
101, Circular Garden Reach Road ..	320	490
2, Phul Bagan Road ..	152	454

These shops have all been established for years—some of them have been objected to again and again. But whenever the Department is urged to obey their own rules they have to reply that they cannot. Vendors cannot get locations, specially in residential areas without stirring up strong and bitter opposition. On more than one occasion, the department has urged Government that the only way of dealing with the problem is for Government itself, or municipalities, to acquire sites, erect buildings, and lease them to vendors. Fortunate-

ly no serious action has been taken, and the consensus of Indian opinion to-day would, we believe, absolutely refuse to associate a discredited traffic any more intimately with the Administration than it is to-day.

It may be stated that the approving of sites of drink and drug shops, numbering nearly two hundred and fifty, in Calcutta, has for the last few years rested with the Licensing Board, and if any objection can be taken to the present locations, the responsibility must rest with the majority of the Members of that Board—and as the proceedings of the Board are confidential, it is not possible to explain what happens almost annually when the re-settlement of licenses has to be considered. Suffice it to say, that the official majority still rules the Board's actions and in the opinion of the Temperance representative on the Board, it still remains true that most of the shops should be removed from their present sites as breaking departmental rules—and if other sites cannot be obtained so as to conform to what the Government of India calls reasonable public opinion, moderate drinkers should be requested to go further afield to secure their requirements.

Under a sympathetic Collector, Amritsar dealt drastically with its site difficulty a few years ago—and all shops were turned out of Municipal boundaries. Provincial Legislative Councils will follow the Punjab Council in granting local option to Municipal Boards. Lahore and other Municipalities have immediately demanded an equally strong treatment of the problem of their drink shop locations as Amritsar prescribed. The subject is likely to create a critical situation before long in many other parts of India. May we express the hope that when in Bengal the Department of Excise Administration passes under the active control of the Indian Minister he will direct that this most important practical question, affecting civic and village conditions, and the public weal, shall be made a subject of strict examination so that all sites shall be made to conform, as far as is reasonable, to the departmental rules and to public opinion.

HOURS OF SALE.

One recent practical proof of the desire of the Excise Department to restrict consumption in Calcutta drinking, is the order to close country liquor shops at 8 p.m. instead of 9 p.m. It has aroused opposition from the vendors—as every rule does which carries out the alleged policy of the Government to secure a maximum revenue from a minimum consumption. The problem of what is a reasonable limit of time for the trade to secure its custom from the moderate drinkers and drug takers of India is not an easy one to settle, and from the administrative point, if the convenience of customers is not generally considered, illicit sales are bound to result. Nine p.m. has been the closing hour in Calcutta for more than twenty-five years. A proposal was put before the Excise Committee in 1907, to extend the hour to 10 p.m. so as to discourage illicit sales in Calcutta in houses of ill fame—but the Committee refused to accept the suggestion on the ground that it would induce moderate drinkers to continue drinking, and so be conducive to drunkenness. They recommended a concession, however, for industrial areas, where the labouring classes do not leave work until a late hour—a recommendation that has not, happily, been put into effect.

The friends of temperance have always felt that the European Community has been too generously treated in the matter of sale hours. At the bars and restaurant licenses 11 p.m. is the ordinary hour, while special late closing licenses up to 1 a.m. are given to a few bona fide hotels and restaurants. In 1918, the Bishop of Calcutta wrote to the licensing authority asking that all licenses for shops, bars, hotels, etc., should as a war measure, be granted conditional on closing down at 10 p.m. The Licensees were against the proposal on the ground of inconvenience to the public. The Manager of one of the leading hotels reported that his average daily takings were:—

	Rs.
6 a.m. to 6 p.m.	55
6 p.m. to 8 p.m.	170
8 p.m. to 9-30 p.m.	170
9-30 p.m. to 11 p.m.	130

TOTAL . . . 515 per day.

and proved that the heaviest drinking was in the last three hours. It was finally decided that bars and foreign liquor "on" shops should not be opened before 11 a.m. instead of at sunrise, while the closing hours remained the same, 11 and 9 p.m. respectively.

It will be necessary under the new regime for the question of hours of sale to receive more careful consideration. The Excise Department has seen the necessity of severely curtailing the morning hours, and there is a general conviction that the moderate drinker in Indian grog shops does not need more than five or six hours at the most to secure the daily quota he takes. From 3 p.m. to 8 p.m. would in most cases whether in Calcutta or in the mofussil, be ample time for the sale of drink. In bona fide hotels and restaurants, a ten-o'clock closing hour is quite late enough for legitimate customers, with a late 12 p.m. license where the conditions justify the concession.

The hours of sale for drug shops need looking into also. Drugs are not taken on the premises. It is one of the common sights of Calcutta life to see a crowd of purchasers standing before the barred window through which the drug sales are made, often blocking the pathway, and pressing upon each other to secure their daily quota of poison. The accommodation offered to customers is far too restricted, and seeing the returns the vendors make from their monthly sales is considerable, Government ought to insist upon a much more creditable arrangement for the disposal of these harmful drugs—and part of that arrangement will be to fix the hours of sale that will permit the present unsatisfactory plan to cease by which drug takers are to be seen on the pathway of one or two

of the City's main thoroughfares, struggling for their drugs, between the hours of 5 p.m. and sunset.

LICENSING BOARDS.

Bengal is the only Province in India possessed of Licensing Boards. It has one for Calcutta, three for three of its suburban areas, and one for the towns of Howrah and Bally. They were created at the end of 1913 to secure an element of public control over Excise Administration in the areas mentioned. The Government of Bengal in a letter to the Government of India, No. 506 T.S.R. dated Darjeeling, the 27th October, 1913, said, "His Excellency in Council has come to the conclusion " that a licensing authority with the full and final power of " determining the number of licensed shops and their location " should be appointed for Calcutta, and each of its suburban " municipalities, and for each of the towns of Howrah and " Bally."

When the necessary administrative notifications had been made, an important body of seven men, the Commissioner of the Presidency Division, the Chief Presidency Magistrate, the Commissioner of Police, the Collector of Excise, two representatives of the Corporation of Calcutta, and one representative of the Calcutta Temperance Federation was constituted as the Board for Calcutta to exercise, subject to the control of the local Government, and to the exclusion of the Collector, his powers under sections 33 and 34 of the Bengal Excise Act of 1909. This turned out to be the control of the number and location of places for the retail vend of intoxicating liquors and drugs.

The Calcutta Board has met 57 times in seven and half years. Its main business falls at a time of the year when licenses for shops have to be renewed. The members of the Board have taken their work seriously as is shown in the fact that apart from the President and the Collector of Excise who

have to be present every meeting, the Commissioner of Police has put in 45 attendances, the Temperance Federation Representative 42, one of the Corporation members 36 and the other '6. The only member of the Board who did not think attendance at the Board worth while was the Presidency Magistrate whose total attendances number 11 and who has not presented himself at a single meeting for the last two years.

If I might be allowed to criticise the Board frankly, I should say the work it has done has been useful. The number of shops has been considerably reduced, especially country spirit and tari shops. It has occasionally listened to local objections and changed the sites of a few licenses. It has given to the north of the town, where the students live, a "dry" area— $1\frac{1}{2}$ mile long and 1 mile broad, and although it is now stated that it was outside of its legitimate duties, it criticised the sanitary arrangement and structural defects of shops in a way that led to much more satisfactory conditions in these matters. On the other hand, the purpose for which it was created, to introduce an element of public control, has never been realized. The officials have always had a majority, and Revenue authorities have decided matters. The influence of the Collector has been much too strong and the Board has not been a real licensing authority at all. It has not had anything to do with wholesale licenses; it has not had anything to do with the choice of vendors; it has not had anything to do with the settlement of hours of sale or the strength at which liquor should be sold. It has never been able to influence the department so that the consumption of liquor and drugs was really restricted, and the Calcutta Federation has been recently considering if the Licensing Board's responsibility is to be confined to settling the number and location of the retail shops with an official majority steadily to over-rule temperance proposals, whether it is worth the time and labour which its representative has had put into his duties, and whether it should continue in membership.

It is really a question of whether Government are prepared to give Calcutta a Licensing *Authority* to regulate the practice of drink and drug taking in this city. If so, such an authority must be granted the right to deal with a larger part of Excise Administration affecting public health and sobriety. The Board's statutory functions should be enlarged.

The Board for the suburban areas and for Howrah and Bally have not had much responsibility. The number of shops is so small that the machinery is too big for the little job. Yet in certain cases the Department's anxiety to maintain a certain site has been over-ruled and the Municipal representative has done a satisfactory piece of work for his fellow citizens.

Might I commend to the Commissioner of Excise and the Minister of Government dealing therewith, an early consideration of the experience of those past seven years of Licensing Board functioning ? To make Boards effective exponents of popular opinion and to increase their number in all large industrial centres in Bengal, would be a worthy example of the influence of the new regime on Excise Administration.

ALCOHOLIC STRENGTH OF DRINKS.

Some years ago the present Sheriff of Calcutta, Dr. Chuni Lal Bose, published an illuminating article on the physical effects of drinks and drugs indulged in by the people of Bengal. He proved alcohol to be a dangerous enemy to health, even when taken in moderation. It produces pathological changes in all the chief organs of the body, and the nerve tissues in particular, and its deleterious influence is in proportion to the alcoholic strength of the liquid the drinker takes.

One of the difficulties of the Excise Administration consists in determining at what alcoholic strength liquor should be sold. It is a serious responsibility, and from the temperance standpoint the Government has erred on the side of providing for its moderate drinkers far too high a strength of alcoholic

beverage, and this helps to explain why consumption has not been restricted to any sort of minimum. Strong drink makes inveterate drinkers.

The Indian Excise Committee in 1905-1906, came to the conclusion that 30° u.p. (under proof) is the highest strength at which country liquor should be issued from Government Distilleries for purposes of vend. Let us understand what that means alcoholically. London proof spirit consist of 57.06 per cent of absolute alcohol by measure, and the rest water. This is the English standard and India goes by this standard. Spirits weaker than London proof are described as so many degrees under proof (u.p.) and spirits stronger than London proof are described as so many degrees over proof. Thus when the Excise Committee said 30° u.p. should be highest strength of country liquor, they meant that the spirit should never exceed 70% of London proof spirit and 30% of water. A bottle of country spirit prepared at 40° under proof means that it has 60% of London proof spirit and 40% of water. Foreign liquors such as whisky, brandy and rum, average 25° u.p. of alcohol as they contain 75% of London proof spirit, and 25% of water. Ordinary wines contain from 10% to 20% and beer, ale, porter are like the Indian drink tari, in containing 4% to 10% of alcohol.

Medical authority in the person of Major Bedford was quoted in the Excise Committee report as saying "Undiluted 25° u.p. is too strong to drink neat, such spirit should be diluted. I should say that 35° to 40° u.p. is about as high liquor as should be issued if it is to be drunk neat. I think 30° u.p. is a little too high. But though that was in 1906, the Bengal Government took no heed.

After the report of the Excise Commission, Bengal in 1914-1915, supplied three samples of country spirit, the maximum issue strength being 20° u.p. which became the popular drink of Calcutta and the Province. A strength of 50 u.p. was provided for those who wanted a milder beverage and one of 70 u.p. when a very weak beverage had to be put on the market in three

or four districts to compete with smugglers or the illicit manufacture of a similar sort of weak beverage. A year later the maximum issue strength was reduced to 22° u.p. in Calcutta and 25° u.p. in most mofussil districts. Two years later there was a further reduction to 25° u.p. five degrees higher than the Excise Commission suggested. This remains the standard to-day for Calcutta and most of Bengal, the exceptions being the Dacca, Chittagong and Rajshahi divisions in which the Excise Commission suggestion has been accepted and 30° u.p. is the highest strength at which country liquor can be bought. The relative popularity of a strong and moderate alcoholic drink is shown in the fact that in 1919-1920, the drinking public of Calcutta consumed one lac and twenty-seven thousand gallons at a strength of 40° u.p. while it put away two lacs and forty-seven thousand at the high strength of 25° u.p. which is like taking whisky or brandy neat.

Can it be realised that Government has given the people for whom it feels the necessity to supply alcohol a strength of spirit far in excess of what is good for them? In the European Community, to drink whisky neat is not only bad form, but leads to bad manners. But the visitors to the country liquor shops of Calcutta very seldom see the purchaser ask for any water for his drink. The only water supplied is when the vendor is able to add it to the spirit on his own account and so defraud both the Government and his clients. It is desirable that in any programme of restricted consumption this question of strength of the spirit issued be considered. It has been little short of folly to make a 25° u.p. strength of liquor the ordinary drink of those who want alcohol in Bengal. A reduction of strength is immediately desirable all round.

SYSTEMS OF VEND.

It seems hardly necessary to devote an article to the vexed question troubling Excise Administrators in India of the best

system of vend, as Bengal has accepted after years of delay the advice of the Indian Excise Commission of 1906, and has a fixed fee system which is proving an undoubted success. The issue is, apart from the duty charged upon drink and drugs as marketable commodities, what is the best means of disposing of licenses for retail sale? Shall it be by the appointment of vendors with a fixed fee for the sales they make, or shall it be on the policy of selling the right of vend by auction, a method which in the first half of its history the Government of India adopted with reference to practically all its revenues. The balance of support in Provincial Excise Administration throughout India is still in favour of adopting the Auction System, on the following grounds :—

1. It prevents the creation of vested interests by giving only a single year's tenancy.
2. It secures the monopoly value of the privilege sold, while taxation can be adjusted to local variations.
3. It avoids favouritism and jobbery in the difficult problem of the selection of the licensees, by the open competition at the auction.
4. It helps trace the prevalence of illicit practices by means of the comparison of shop rents and issues.
5. It gives a simple and sure guide to the local demand.
6. Recent experiments have proved a fixed fee system increases consumption, loses revenue, encourages corruption, and gives licensees large profits from which to bribe the subordinate Excise staff.

The last point refers to the experiment in Bombay in 1912, which was really an unworkable form of a fixed fee system that was bound to create the evils that resulted. It was based on the sales of the previous year and on the supposition that honest trading might be postulated, and it probably did not give the vendors what they regarded as a living wage in profits. Unfortunately, experience shows in all lands that the drink traffic does not postulate character whether in vendors or

drinkers, and that if swindling can give additional profits swindling will take place.

Those who attack the Auction System do not hesitate to say it is degrading to Government as well as to the people :—

1. It is a gamble in drink and drug probabilities and one of the gamblers is the Government.
2. The License fee obtained by Government bears no correct relation to the actual sales which will take place in the shop. If the price paid is too low, Government revenue is robbed—if it is too high, the vendor becomes a scoundrel to make good his loss.
3. It steadily increases consumption, for sales must be pushed to the utmost extent, and clients increased in number.
4. No respectable man will interest himself in a business that may be snatched from him after twelve months by circumstances beyond his control. It therefore renders fixity of tenure impossible.
5. It creates great difficulties as to sites of shops and their structural and sanitary suitability—a problem that no Provincial Government has satisfactorily solved, and all of them consistently break their own Excise rules.

It would be of interest to recount the story of why Bengal changed from the Auction to the Fixed Fee System it now applies to Calcutta and many districts. In a word it was, because on a certain occasion vendors gambled too high and lost.

- There are various forms of the system called fixed fee. That now in use in Bengal was introduced in 1917. It regulates the price at which liquors and drinks are to be sold, and taxes the licensee *every month* at a uniform rate on the quantity sold by him during the month. This makes the profit on each gallon or seer sold uniform for all vendors. Then the tax per gallon or seer is fixed on a graduated scale,

the vendor of large sales paying more than the vendor of small. Sales are therefore on certain fixed prices on which a fixed tax is paid and the vendor keeps the balance for his managing expenses and profits. By this system consumption can be controlled without distributing administrative machinery. No vested interests are secured since the licensing authority makes that clear as part of the contract and controls itself the fixity of tenure. While no system of a traffic in drink and drugs can create character and put honesty at a premium, vendors under the Bengal fixed fee system are much more likely to be straight towards their clients and towards Government than when they gambled for the right to vend.

Now that the influence of the Bombay failure has passed away and Indian opinion has to decide what system is best for the present conditions, let us hope that the auction system will relieve it quietus—and for the few years that must intervene before prohibition is the accepted verdict of Indian administrators, the fixed fee system will take the field so as to control restriction of consumption on every side.

DRUNKENNESS.

“I have been in India some years and have never seen a drunken man,” said a friend to me, and he drew the conclusion that there was no drink problem in India. Let it be admitted that drunkenness in the United States or in Britain is a far worse evil than drunkenness in India. In 1917, in the sixty cities of the United States of 30,000 population or more, there were 316,842 arrests for drunkenness. New York with a population of 5½ millions had 16,311 arrests; Philadelphia with a population of 1,800,000 had 43,040; San Francisco with half a million people had 14,725, and Boston, Mass, with 748,000 population, famous for its drunkenness, had 73,393 arrests.

It was this scourge of drunkenness that helped to pass the Prohibition Act, and it is interesting to learn that a third of

the drunkards have, under the 18th Amendment of 1917, become the prohibition criminals of to-day and one lac of them had to be dealt with last year in the sixty cities mentioned above for breaking the Prohibition Law. It is a pleasure to turn from figures such as those to the statistics of drunkenness for Calcutta and Bengal :—

Convictions for Drunkenness.

Year.	Municipalities of Bengal (including Calcutta and Suburbs).	• Calcutta and Suburbs.
1915—1916	9,320	6,321
1916—1917	9,787	6,752
1917—1918	11,743	8,846
1918—1919	11,329	7,685
1919—1920	11,147	7,928

The first thing that strikes one about these figures is the high proportion of drunkenness that gets police attention in the City of Calcutta. It is not that the proportion of men who get drunk in village life is smaller—but that the majority of those who get intoxicated create no disturbance and are therefore not arrested. I heard quite recently of a market not far from Calcutta where a large number of men were the worse for liquor, but they created no disturbance and therefore were not dealt with.

The figures also suggest that the vice is steadily on the increase. There can be no desire on the part of the Excise Department to make it clear to the public that side by side with the steady growth of revenue, and consumption, there is also a steady growth of drunkenness that becomes a crime and yet that is what their official records show. That there should be an increase of 1,600 convictions in five years in this city—while every license has a condition that no drink is to be given to those who show any sign of intoxication—is a serious reflection on the vendors.

Sir John Cumming in a recent lecture on Crime in India expressed the opinion that the connection between crime and drunkenness was very slight. Among Indian criminals this is

probably true, but not among Europeans and Anglo-Indians. One would like to consult the records of the Alipore Jail for the last five years. They would, I believe, show that most of the admittances for short term punishments are due almost entirely to drink.

But whether that connection exists or not, all Excise records prove that in this city there is a close connection between drink and immorality. One of the unsolved problems of Excise Administration in Calcutta is drink in the city brothel, where it is illicitly sold in hundreds, if not thousands, of houses every night. And I have reason to believe there is a great deal of brothel drunkenness of which the city never hears. One of the most degrading sights I ever witnessed was in a lane off Bow Bazar. It was a drunken Bengali young woman, almost nude, lying on the pathway before the door of a large hut soliciting passers by. She was one of a few kept by the "mistress" of the house, who was immediately called out, and made to take her drunken "chattel" off the public thoroughfare. It is because drink leads to drunkenness, and drunkenness to tragedies of that description that Government, Society and every respectable citizen should unite to destroy its debasing influence.

The subject of drunkenness in Bengal calls up a number of memories. The young European shipped back by his Burra Saheb after six months' "wild"; the street row when it takes two or three inspectors to take the "drunk" to the thana, the woman that walks the streets and breaks out violently from time to time, till prison or a rescue home hides her shame; the Indian Christian who ruins himself and his family and disgraces his community; the scion of a noble house whose drinking habits his people try to keep private, but cannot; the chamar—or other social outcaste—with a home in a far off village, who sits and drinks till he is "beastly" drunk: the member of one of the Services, yea even the I.C.S. who has a reputation for insobriety—such are types I have known, which go to make up the seven thousand five hundred drunkards

Calcutta's criminal statistics tell us are convicted every year, and their fellow drunkards who do not get police attention. And there is not a single inebriates' home in India for such as these! Is it not time the British Raj paid less attention to the moderate drinker to show some compassion for the drunkards of its Excise System? And the best compassion that can be shewn them is to do away with the drink altogether.

DRUG TAKING.

The drug taking habits of the population of Calcutta is one of the unexplored fields of social service. Some members of the Licensing Board were anxious to remove a shop from a site that according to the Department rules should have been prohibited, but the Collector objected stating that enquiry showed that 2,500 persons took their daily quota of drugs from that shop. There is a prevailing idea among the working classes that after the age of 40, opium taken in small quantities is good. But the habit grows. Opium eaters have to increase the dose to get the comfortable sensation that is desired, and Dr. Chuni Lal Bose tells us some confirmed eaters can take a daily dose of ninety grains, a quantity sufficient to kill twenty persons unused to the drug. The opium smoked by the Chinese is known as *chandu*. Twenty-five years ago the Chinese quarter of this city was full of little disreputable opium dens—which have now almost disappeared. I have seen many examples in those dens of the demoralizing effect of opium smoking. The smoking of *goolies* or opium balls, is confined to low-class people. But whatever be the form in which the drug is taken the physical and moral effects are the same. There he lies, a miserable specimen of humanity—emaciated body, deep sunken eyes with dilated pupils, dulled intellect, impaired memory, impelled to lie and steal to gratify the habit when once the craving for it is upon him. This is what opium does. If the dose is kept within strict limits, health is not badly impaired, but

it remains true the world over—you cannot trust an opium taker.

The Bengal Government does well out of opium. Its vendors sold last year, more than 1,000 maunds in Bengal, and the revenue was 32 lacs of rupees.

Some years ago the Bengal Government awoke to the growing evil influence and disastrous effects of the *cocaine* habit in Calcutta and Bengal. Excise authorities need to be keenly vigilant, for there is money in the illicit sale of cocaine. It used to come largely from Austria and Germany. Not very long ago a consignment of toy horses came from Trieste. A sharp Excise detective discovered that each of them contained a few ounces of cocaine—and 22½ lb. of the drug were captured in one haul. The smuggler turned out to be an European. Ten years ago the Department reported that the cocaine habit was very prevalent in Calcutta and 258 persons in 1909–1910 were convicted of illicit sale or possession and 452 ounces were seized by detectives. Last year the illicit trade appears to have a Japanese origin; 275 persons were convicted of illicit sale or possession and 395 ounces were seized. Doctors say there is no drug—the habitual use of which so quickly leads to utter moral depravity; it saps the will power, and is more seductive and dangerous than any other drug habit. It promptly relieves all sense of exhaustion, dispels gloom like magic and produces an exhilarating sense of happiness. But what happens—the habit induces sleeplessness, nervous irritability, mistrust, moral perversion, rapid emancipation and leads sometimes to collapse and sudden death. The anaesthetic virtue of the drug is acknowledged. In small surgical operations and in dentistry it is a welcome aid. For all that, cocaine has been described as the third scourge of humanity.

In Bengal there are 287 licenses for the sale of it as druggists' permits; 142 of which are in Calcutta, and last year the illicit consumption was 11½ lb. of which 9 were in Calcutta.

The Indian hemp plant is perhaps the most common form of intoxicant, because of its use in various forms. The dried

leaves of the plant, whether male or female, make *bhang* or *sidhi* which can be either drunk or smoked. The intoxicating properties are strong and affect the brain and nervous system. The excitement produced is characterised by hallucinations, often of a pleasurable and sexual character. But when the effect passes off the taker is irritable, easily excited, and will commit acts of violence on the slightest provocation. Statistics clearly prove that Indian hemp, taken to excess as a habit, is a potent factor in the causation of insanity in India. The drugs are used largely by the lower classes. In 1919-1920 in Bengal the demand for *bhang* rose to 724 maunds, of *ganja* to 2,052 maunds, and of *charas* which is the strongest of these intoxicants to 28 maunds, its use being practically confined to Western Bengal.

The prohibition of these drug habits is as important, if not more so, than the prohibition of the drink traffic. Medical opinion clearly shows that the general effect of drugs is debasing and demoralizing, and no worthy Government in these days can accept revenue from a trade that creates such physical and moral disaster on its subjects.

We appeal again for a drastic change in Bengal's drug policy, viz. gradually restricted consumption regardless of revenue, with ultimate prohibition as the ideal.

EXCISE CRIME.

The chapter in the Annual Excise Administrative Reports on offences against the Excise and Opium Laws is always the most interesting in the book. The paragraphs under which the information is given suggest school-boy thrills—smuggling—assaults on Excise officers—seizures of opium and cocaine on board vessels in the Port of Calcutta—fines, rewards and sentences.

Indian smugglers are smart men, but Excise officers usually prove themselves smarter. Take the opium smuggler to

begin with. Among the methods he has adopted to smuggle his drug into or out of Bengal he has hidden it in egg shells, the egg having been carefully extracted and opium put in, in figs, in the legs of charpoys, in a tin box hidden in a consignment of wooden hookahs, in gunny bags, in matting, in bedding, in tobacco leaves, in tins and boxes with false bottoms and sides, in the bunks of steamers, in a pouch worn between the fork of the legs, in a lungee on the thighs above the knee joint, in baskets of fresh fruit, and in roast ducks—as stuffing. An important seizure of one maund of Kabuli opium was made last year at Howrah Station. It was found in two suit cases, booked as a railway parcel from Meerut to Howrah, and addressed to a well-known C.M.S. Missionary—the Rev. Mr. Johnston. And now that women have begun to be carriers for the smuggler in his adventurous task, many more ingenious devices will need to be tracked down and punished.

Opium smuggling is so common because men make money fast out of it. A man caught two years ago had defied discovery for five years, and he had made a lac of rupees out of his five years' criminality. Cocaine smuggling is easier, detection is less likely, and only now and then a really big haul is made. A much wanted smuggler was caught in a train in Burdwan with ten thousand grains in his possession. The Excise officer secured his arrest by pulling the alarm cord and stopping the train between two stations—a smart capture.

Offences under the Excise and Opium Acts are few in number, illicit distillation, illicit possession, unlicensed sale, and unlawful import—these are the four main offences. The smuggling of drugs is much more often attempted than any other excise crime.

The following statistics under Excise Crime are of interest :—

Year.	Number of Convictions.	Assault Cases.	Fines.	Rewards.	Cases Compromised.
			Rs.	Rs.	
1913—1914	3,325	1	71,157	68,532	366
1914—1915	3,589	1	67,949	73,203	628
1915—1916	4,226	7	73,857	76,628	1,254
1916—1917	4,700	14	1,14,627	1,22,481	2,306
1917—1918	5,691	14	1,00,845	1,40,499	2,657
1918—1919	5,965	21	94,669	1,36,499	3,146
1919—1920	6,038	19	99,753	1,64,478	3,788

It appears as though it might be a general instruction from the Government to the Excise Department that each successive year must show larger figures. Whether we look at revenue or crime the figures of the department show steady progress. The reason for one hundred per cent more convictions in seven years can only be an increased consumption of both drinks and drugs, and the moderate taker, who creates the demand is the real cause of all that is implied in dealing with excise crime. A wise policy of restricted consumption would perhaps increase attempts at first to evade the law, but the statistical tables should, during the next seven years, be on a descending scale.

The friendly critic does not approve the steady rise in the number of cases the Collector compromises. The Calcutta Temperance Federation strongly criticised this arrangement when the Act of 1909 was before the public. It was the revenue consideration that led to the change. Previously, offenders had invariably to be prosecuted before a magistrate or their licenses had to be cancelled. It was urged by Government that there were many cases where it would be to the advantage of both the offender and the revenue if the Collector, or a specially empowered officer, had power to compromise. So the revenue official was made the judicial court and in seven years the number of compromised cases has risen from 366 to 3,788. This may be good for revenue and the offender, but it is bad for those who want restricted consumption and who prefer excise crime to be strongly dealt with.

It must also be urged that Magistrates seem to pity Excise

criminals more than they should. A considerable proportion of inadequate sentences are given every year for excise crimes—light penalties are worse than acquittals. A professional smuggler—say of opium—starts a deal which, if successful, will bring him Rs. 2,000. He is caught, convicted, and the Magistrate gives him a paltry fine of Rs. 100. Sentences of imprisonment would be a much more satisfactory check, and our Courts of Justice need to be stricter all round.

A word of commendation is due to the Excise officers who deal with this section. Their work demands courage and resource of a high order, and for years they have shown they possess it.

GANDHI AND EXCISE.

Gandhi is a great soul. But his relation to the drink and drug habits of his fellow-countrymen and Government's connection therewith needs clearer expression. Is it moral or is it political? "It is contrary to my creed," he writes in his latest book "Freedom's Battle," "to embarrass Governments or anybody else. That, however, does not mean that certain acts of mine may not result in embarrassment." One can only find a single reference in the volume above referred to on the subject of Excise Administration. It is contained in his letter to "Every Englishman in India." He mentions eight injustices that the British Empire has done to India and this is one of them. "The traffic in intoxicating liquor and drugs, for the purpose of sustaining a top-heavy administration." The accusation put into plain English would be that revenue is the object of Excise Administration. The Government of India has denied this charge indignantly and more than once. And Provincial Administrative Reports support the denial. Anyone who knows anything of the subject also knows that if revenue had been the only consideration, methods could have been adopted to increase present receipts a thousand fold. The object of Excise Administration has been

to supply the needs of the moderate drink and drug taker and while controlling consumption, to make as much money as possible out of that control. Temperance contention is that in practice the policy has failed. It has resulted in increased consumption, all the evils of which lie at the door of British Administration.

Gandhi is a great soul—and his policy of non-co-operation, the aim of which is to destroy British Administration, is accomplishing many desirable and wonderful things. No lover of India would wish, willingly, to dis-associate himself from a man or a movement that makes men and women strong, reliant and self-supporting, that trains them in the hard school of self-control, and sets before them ideals of personal and social life that emphasize purity and self-sacrifice. The call of the new era is to emancipation, and there is no country in the world the best elements in which are not engaged in the hard task of securing devoted and selfless workers in freedom's cause, especially in problems affecting the weak and helpless. Gandhi has succeeded where many others have failed, and Gandhi is India's greatest man to-day because his ideals are fine, his methods simple, and his personality sweetly attractive. He desires to create character and consecrate it to noble ends. He wishes to abolish racial prejudices and destroy the form of caste distinctions that have been India's curse in past centuries. He would practise, though not a Christian, the ethic of Christ as the only solvent of the Empire's upheavals—and he is loved of lacs of his fellow-country men because his own personal life so largely harmonizes with what he pleads for in others.

Gandhi is a great soul—but Gandhi's judgments are ungenerous. His desire and endeavour to paralyse British Administration have created racial hatred and class quarrels which he abhors. He has, unintentionally, secured for India, among the nations of the world, the reputation of a "tainted atmosphere" full of animosities, envies, malice and hatreds. There are many Englishmen who would work with him for most of

his ideals if he and his followers disassociated themselves from all methods of agitation which are not strictly peaceful and constitutional. We agree with the Council of the Anglo-Indian Temperance Association when they say "The item of "*drink not*" in Mahatma Gandhi's programme will command the sympathy of all good people of all races and creeds." But it cannot be in association with a political propaganda that fails to see or appreciate any good in British administration. May we not trust that in the service of His motherland the Mahatma will soon begin to set his face stedfastly against the evils associated with his cause in some of its more recent developments ?

Let us turn for example to Excise. What has the effect of non-co-operation been upon it ? In a recent American Exchange a most exaggerated account was given stating that 50% less drinking had resulted from Gandhi's propaganda. We wish it had. Not that we desire to see Government Administration paralysed, but we want to see India drink-free. It is doubtless true that non-co-operation has affected some districts, and some drinking communities more than others. We are too much in the middle of the valley to get a view around. The results in Howrah and Calcutta have been disappointing. Let these figures speak for themselves :—

Comparative Consumption of Country Spirit in London Proof Gallons.

	<i>Calcutta.</i>		<i>Howrah.</i>	
	1920.	1921.	1920.	1921.
January ..	20,072	22,051	3,515	3,769
February ..	20,447	10,262	4,487	1,116
March ..	20,854	24,146	3,863	1,741
April ..	15,411	16,299	3,028	278
	<u>76,784</u>	<u>72,758</u>	<u>14,893</u>	<u>6,804</u>

February 1921, saw a remarkable decline, but it was in Calcutta a passing wave. Howrah seems to be more consistent in its temperance reform. And it is clear that the tari drinkers have been more affected in the province as a whole than the

spirit drinkers. It is reported that picketting continues in most districts, but it is not violent. Intimidation of vendors also continues in some districts of Eastern Bengal. Speaking generally, non-co-operation has led to a genuine desire to give up the drink habit in a good many cases among the lower classes, especially among Mohammedans. But how can the Temperance party put reliance on the Mahatma and his followers if, side by side with the good they do, they preach racial hatred and resort to violent methods? No lasting moral effect can be made on that foundation.

May we not appeal for a review together of the whole situation? Temperance men and Mr. Gandhi are one in their ideals of prohibition for India, and the sooner the better. Take away political animus from the Temperance Reform Movement, base it on a social, moral and religious considerations, and Temperance workers will be delighted to associate their activities with the activities of Gandhi and his men.

CONCLUSIONS.

Our survey of Excise Administration in Bengal is concluded. Previously to the Reforms the Government of India controlled policy. Provincial Governments carried out the administration.

The result has been that the percentage of excise revenue collected to total revenue collected in each province in 1919-20 was as follows :—

	Per cent.
Bengal	5.2
Madras	25.3
Bombay	} 11.9
Sind	
Bihar and Orissa	25.6
United Provinces	12.4
Punjab	11.1
Central Provinces and Berar	26.0
Assam	30.0
Burma	8.4

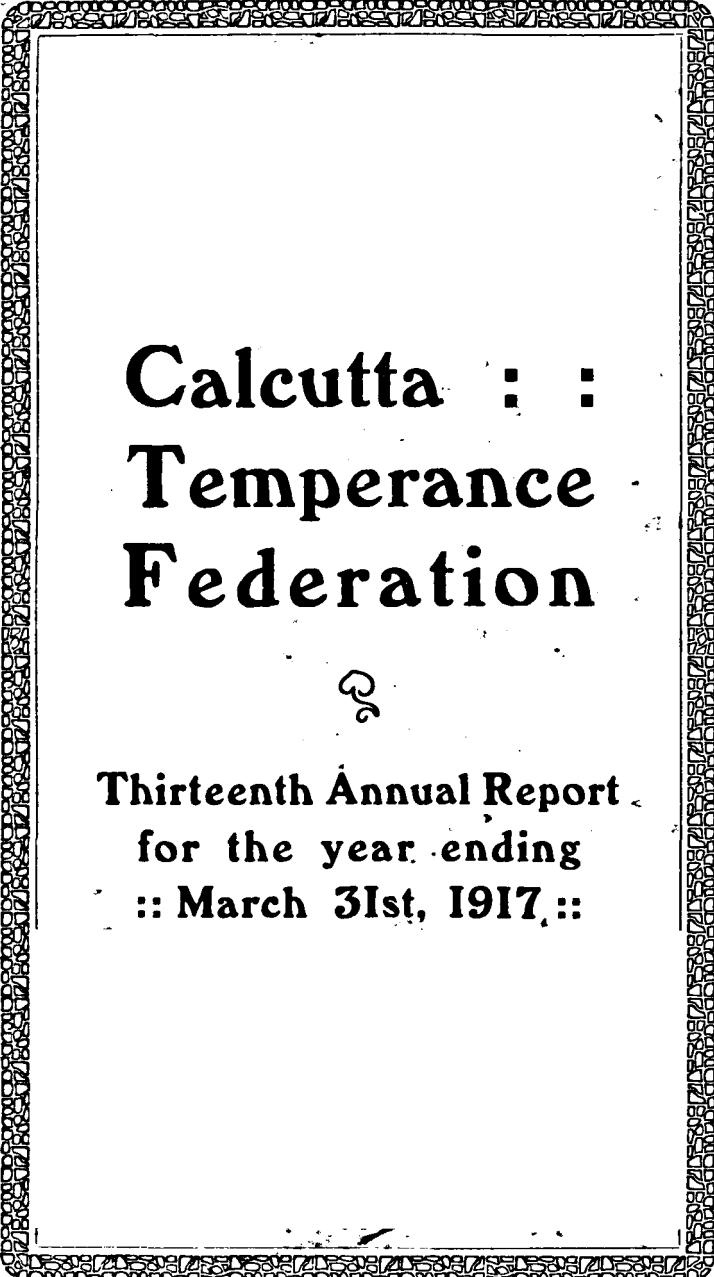
We have attempted to establish two main points in the course of a friendly criticism : (1) the Policy of the Government of India has been based upon its paternal interest in the moderate drinker. Provincial Governments are not to blame for carrying out the instructions of the Imperial Government, so far as this general policy is concerned. What has resulted ? Ten years ago consumption worked out at the rate of 6 annas, 9 pies per head of the population of British India. To-day it is 12 annas per head. That is the condemnation ; (2) the administrative methods of the Bengal Government and of other Provincial Governments have not *discouraged* the habit of drinking and drug taking.

Making allowance for all Bengal has done to check intemperance, and it has not been unmindful of its moral duty in that respect—our criticism has endeavoured to show that the Excise Department's standard of minimum consumption has been too low, its enhanced duty and increased vend fees have not made drinks and drugs expensive luxuries. The price the consumer has had to pay, as compared with the increased cost of food and clothing, has shown that the Department has treated liquor and drug habits as though they were necessary to life so that even under the difficult after-conditions created by the war there has been no sign of restricted consumption in Calcutta or the mofussil. The shops are still located in temptation sites prohibited by Departmental rules. The hours of sale are not sufficiently limited. Licensing Boards have not been given any satisfactory element of public control, and still leave the revenue authority as the licensing authority. The alcoholic strength of liquors remains too high. Instead of making the strength 35° u.p. to 45° u.p., which Major Bedford, the Government Expert Medical Advisor, said was as high liquor as should be issued, the department has popularised the 25° u.p. The drug traffic has flourished much in excess of what most Governments of the world would have permitted.

The matter has now been taken out of the hands of the British Administrator and Indian views of the traffic and what

should be done with it are to have careful consideration. Bengal is fortunate in having as its Indian Minister to whose department Excise has now been transferred—the Hon'ble Nawab Saiyid Nawab Ali Chowdhury, Khan Bahadur, C.I.E. It is probable that the Bengal Legislative Council will be given the opportunity to express its views at an early session, and we shall rejoice if that Assembly makes it clear that without passing any reflection on past principles and administrative methods, it desires its Minister to inaugurate a definite policy of the restriction of consumption of both drinks and drugs. If it cares to follow the Government of the United Provinces it might appoint a Committee to enquire into and make definite proposals as to policy and administration that will ensure restricted consumption with arrangements for the financial implications such restriction signifies, and submit the same to the Council for discussion.

We believe it to be for the welfare of India in every department of its glorious life, that it should be the first Empire of the East to cut itself free from this demoralising characteristic of Western civilization.



**Calcutta : :
Temperance
Federation**



**Thirteenth Annual Report
for the year ending
:: March 31st, 1917.::**

Calcutta Temperance Federation.

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Harbour Light Lodge, I.O.G.T.	..	Rev. J. BYORKE
Old Mission Church Temperance Society	..	Miss SCHOFIELD.
W.C.T.U., Bengal Branch	..	Miss C. F. HULL, M.D
W.C.T.U., Calcutta Branch	..	Miss A. EWING.
M.T.P. Association	..	D. N. MULLICK, Esq., B.A., D.Sc., F.R.S.E.
Railway Signal Lodge, I.O.G.T.	..	J. Macclesfield, Esq.
The Devalaya	..	SWAMY SUDDHANANDA BROHMOCHARY.
Fair Havens Lodge, I.O.G.T.	..	M. G. RAO, Esq.
Lord Clive Lodge, I.O.G.T.	..	J. MINTO, Esq.
Sudder Street Band of Hope	..	Miss BOLST.
Ward XI Temperance Association	..	M. N. AUDDY, Esq.
The City Union and Ashabahini	..	A. C. SEN, Esq., B.A.
United Services Tent, I.O.R.	..	J. INGLES HARVEY, Esq.
Excelsior Tent, No. 2252, I.O.R.	..	A. H. FARRINGTON, Esq.
Temperance Section Brahma Samaj of India	..	J. NIOTI, Esq.
Workingmen's Temperance Union	..	H. B. GHOSH, Esq.
Giridih Temperance Society	..	S. C. SAHANA, Esq., B.A.
New Dispensation Band of Hope	..	B. K. GUPTA, Esq.
Kotlingham Band of Hope	..	S. RAY, Esq.
The Entally C.E. Temperance Society	..	Rev. H. G. Banerji.
The Tamil and Telugu Total Abstinence Society	..	Mr. D. ANTHONY.
The Students' Weekly Service Temperance Society	..	S. K. ROY CHOWDHURY, Esq., [B.Sc.
The Bharati Sikaha Mandir Temperance Society	..	H. P. SEN, Esq., B.A.
The Taltola Wesley Guild Band of Hope	..	Rev. R. M. BISWAS.
The Kamardanga Wesley Guild Band of Hope	..	Rev. R. M. BISWAS.
The Shonatigree Temperance Society	..	T. C. MOOKERJEA, Esq.
The Sasipada Institute, Baranagore	..	SASIPADA BANERJEA, Esq.
The Calcutta Orphanage Band of Hope	..	Rev. KALI NATH GHOSH.
The United Free Church Temperance Society	..	N. A. R. WATSON, Esq.

Elected Members.

B. K. ACHARYYA, Esq., B.A., LL.B.	The Hon. Maulvi A.K. FUZZUL HUQ. REV. F. B. HADOW, M.A.
S. C. BANERJEE, Esq.	Mrs. HARVEY.
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M. M. CHATTERJEE, Esq., M.A.	Rev. B. A. NAG.
Captain W. J. CLIFFORD.	Mrs. PAGE.
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D. A. C. CRUDEN, Esq.	N. A. R. WATSON, Esq.
Dr. J. N. GHOSE, M.D.	Rev. Dr. W. S. URQUHART.
Dr. B. C. GHOSE, M.A., M.B., B.C.	

Committees of the Calcutta Temperance Federation.

<i>Vigilance.</i>	<i>Literature.</i>	<i>Finance.</i>
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Rev. J. BYORKE.	B. K. ACHARYYA, Esq.	S. N. ROY, Esq.
Mrs. PAGE.	Mrs. HARVEY.	N. A. R. WATSON, Esq.

Young People's Committee.

H. P. SEN, Esq., B.A.	Mrs. I. G. LANCASTER.	M. N. AUDDY, Esq.
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The Annual Report of the Calcutta Temperance Federation For 1916-1917.

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The menace of drink still threatens the British Empire.

The British Empire. Great Britain's drink bill for last year was £200,000,000, the highest on record despite a war that is draining the country of its best blood—is reducing the supplies of food most seriously, and the end of which is not yet. War, while it lasts, has brought prosperity and prosperity has increased the consumption of drink. The warnings of the press, the efforts of reformers, and the voice of statesmen in the House of Commons have proved equally futile. The latest news through *The Times* is that the British Government has decided to adopt in principle State purchase of the Liquor Trade. Most Temperance men regard this as a dangerous policy, and the decision, if made, is likely to be challenged. State monopoly creates a vested interest, and financial considerations determine administrative measures. Added to which the huge debts left by the war will complicate the situation. One of the disappointments of the war has been that the man who said, "To settle with German militarism we must first of all settle with drink," seems to have lost his bearings. Lloyd George is for State purchase, and that is no settlement. Alcoholism still reigns in high places. May its fall be as thorough and as unexpected in Great Britain as it was in Russia.

As in Britain so in India the situation is not reassuring.

India. Government is still enamoured of a minimum consumption that gives a maximum revenue. The following figures are taken from the latest Excise administrative reports:—

Year.	Area.	Receipts.		Charges.		Net Revenue.	
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1915-16..	United Provinces ..	1,20,82,523	4,97,460	1,15,85,063			
.. ..	Assam ..	44,42,103	91,499	43,50,604			
.. ..	Madras ..	3,51,18,758	18,49,413	3,32,69,345			
.. ..	Bengal ..	1,51,30,570	10,26,217	1,41,04,353			
.. ..	Central Prov. & Berar..	1,05,67,804	10,01,328	95,35,976			
1914-15..	Bombay ..	1,98,18,870	10,70,268	1,87,48,602			
.. ..	Bihar & Orissa ..	1,15,93,436	6,08,945	1,09,84,491			
.. ..	Burma ..	92,39,370	15,21,075	77,18,295			
TOTAL Rs. ..		11,79,93,434	76,66,705	11,02,96,729			

To secure 11 crores of rupees by an expenditure of 76 lacs is financially a sound business. Despite the figures, the Temperance party in India ask for prohibition. Expenditure on drink especially by the classes who are most addicted to the habit in India is wasteful and evil. Indian public opinion is well known. Let the British Raj share its political ascendancy with the national life of India and the beverage use of intoxicants is doomed. We fail to see any clear sign that the Provincial Governments desire to curtail consumption, and the Government of India tell the House of Commons that drink in India does not affect war conditions and that to curtail consumption would lead to illicit manufacture and vend. A revenue of 11 crores suggests a simple remedy, spend more on administration. We hoped for some drastic limitation of the sale of all intoxicating liquors and drugs in the Indian Empire, at least for the period of the war. But the lure of the drink and drug habit is still upon political authority in India as in Britain. We are not downhearted. America, Canada, the Colonies and Scotland are all creating a world view that prohibition is the right policy. And India will accept this conclusion even sooner than Britain.

The situation in Bengal is interesting. Mr. A. N. Moberley, the Commissioner of Excise, is still a wise and fearless administrator who does not dread changes in Excise administration. His last report for 1915-16 mentions reforms and changes he has been permitted by the Government to introduce—1. A long-needed administrative reorganization scheme; 2. The prohibition of credit sales of foreign liquor; 3. The abolition of the auction system in the Calcutta district. The Calcutta Temperance Federation may claim to have had a little share in urging Nos. 2 and 3. Administrative reports do not throw as much light on these happy innovations as the uninitiated might desire. On March 27th, 1916, the duty on country liquor was raised from Rs. 6-4 to Rs. 9-6 per L.P. gallon in the Calcutta district. Many vendors who had purchased their licenses for a three-year period by auction had got into difficulties through unwarranted speculative bids. They lost heavily, petitioned for relief, and on the raising of the duty surrendered their licenses, and Government came to terms with them by resettling their shops for one year at fixed fees based on the consumption of 1915-16. So the auction system met, quietly and unnoticed, a fate the Federation has worked to secure ever since it was founded. The present system of high duty and license fees on a scale determined by actual sales will be watched with keen interest. If, as it is claimed, it

gives the Government a fuller knowledge and far better control over consumption, and *such knowledge and control are wisely used to control*—the Federation will rejoice in the change of system and still await hopefully the dawn of local option and a policy of ultimate prohibition.

There was a reported decrease of 52,000 gallons in the consumption of country spirit in the Presidency put down to economic depression and high war prices. The consumption of ganja and opium also fell by 446 and 266 maunds, respectively. Advisory Committees did not accomplish much. Twenty shops were abolished, 2 new shops sanctioned and 61 sites changed. In 19 cases the Excise Authorities did not accept recommendation of the Advisory Committees for the abolition of shops but as an offset they rejected in 18 cases proposals for the opening of new shops! The total revenue showed a decrease of 2 lacs 29 thousand rupees. All the recommendations of the Licensing Boards of Calcutta and suburbs were accepted.

The Federation has continued its work. There were eight meetings of the Council. In May, Mr. **Calcutta.** Satyananda Roy, who had acted as Lecturer and Organizer for two years, left for America, the Council placing on record its great appreciation of his useful labours. In his place the appointment was given on June 30th to Mr. A. L. Mookerjee who submits the following report of his work :—

“ I have delivered lectures in English and Bengali on Temperance subjects in the public squares of Calcutta, near the railways and the tramways, and the Maidan—conducted special Temperance and magic lantern meetings in Church, Y.M.C.A., School, I.O.G.T. and other halls. Organized the Dr. Harold H. Mann and Mr. J. B. Kottingham medals contest. Sold about 500 Temperance literature pieces and distributed free of cost those that were available. Distributed several hundred copies of the tenth and eleventh reports of the Federation amongst college students, pleaders and respectable gentlemen and advocated the total abstinence cause. Organized and got affiliated with the Federation five Temperance Societies. Revised the affiliation form giving on its reverse complete instructions as to the formation of a Temperance Society or Band of Hope. Addressed 1,130 heads of public institutions on the desirability of starting and affiliating with the Federation Temperance Societies or Bands of Hope. Revised the sixth edition of ‘Haridashi’.”

There has been a good demand for Bengali Temperance literature. An edition of 5,000 of the story called “Haridashi” was printed and the whole edition sold out—the chief credit being due to the Women’s Christian Temperance Union through whose organization most of the sales were effected. A new edition of 5,000 has just been published. The story is very popular and has been translated into four languages.

The Dr. Harold H. Mann and Mr. J. B. Kottingham annual medal contest came off successfully on Saturday, September 23rd, 1916, under the presidency of Rai Chuni Lal Bose Bahadur. There were sixty-one competitors. Miss L. Daniel gave away the prizes for the essays and the recitations. These competitions grow in popularity among both girls' and boys' schools every year.

Most of the societies connected with the Federation have continued their usual activities—meetings are regularly held and a good deal of quiet temperance work goes on each month. Some addicted to an intemperate use of alcohol have signed the pledge, and Band of Hope work has been pushed forward.

The Federation has appealed to the Licensing Board of Calcutta to remove all drink and drug shops from the interior of the Municipal Wards IV, VI, VIII and IX. This area is the great educational centre of the city, about $1\frac{1}{2}$ miles in length and 1 mile in breadth. The Board has postponed the consideration of the suggestion at two meetings, but it is to be decided during the next few months.

The Council appointed its Hon. Secretary to represent the Federation at the All-India Temperance Conference which was held in Lucknow during the last week of December, 1916. Enthusiastic meetings were held and a distinct advance was made in advocating a more progressive policy of Temperance Reform in all Provincial areas.

The Federation continues to receive a fair amount of financial support as is shown in the annual Statement of Accounts appended to this report. It gratefully acknowledges the welcome donation of rupees one hundred from the Governor of Bengal. It still needs helpful financial backing and appeals to its friends, Indian and European, to do more financially for its various activities.

The Council desires to accord its gratitude to the President and members of the Anglo-Indian Temperance Association of London whose sympathy and aid continues to encourage workers all over India. It trusts the conclusion of the war will open the way for the promised visit of Sir Herbert Roberts, M.P.

On behalf of the Council,

HERBERT ANDERSON, *Hon. Secretary,*
Calcutta Temperance Federation.

Addresses.

For convenience of reference the following addresses are inserted :—

<i>President</i>	The Hon. D. P. SARVADHIKARY, C.I.E., 20, Suri Lane, Calcutta.
<i>Vice-President</i>	Rai Bahadur CHUNI LALL BOSE, I.S.O., M.B., 25, Mohendra Bose Lane.
<i>Hon. Secretary</i>	Rev. HERBERT ANDERSON, 48, Ripon Street.
<i>Hon. Treasurer</i>	T. A. MILNE, Esq., 226, Lower Circular Road.
<i>Lecturer and Organizer</i>	A. L. MOOKERJEA, Esq., 28/2, Omda Raja Lane, P.O. Entally, Calcutta.
<i>Representatives—</i>	
<i>Havelock Lodge, I.O.G.T.</i> ..	S. N. ROY, Esq., B.L., 12, Holwell Lane.
<i>Harbour Light Lodge, I.O.G.T.</i> ..	Rev. J. BYORK, 19, Circular Garden Reach Road.
<i>Old Mission Church Tem- perance Society.</i> ..	Miss SCOFFIELD, 10, Mission Row.
<i>W.C.T.U., Bengal Division.</i> ..	Miss C. F. HULL, M.D., Bagnan, B.N.R.
<i>W.C.T.U., Calcutta Branch.</i> ..	Miss A. EWING, 45, Lower Circular Road.
<i>M.T.P. Association</i>	Dr. D. N. MULLICK, 11, Williams Lane.
<i>The Devalaya</i>	SWAMY SUDDHANANDA BROHMOCHARY, 210/3/1, Cornwallis Street.
<i>Fair Havens Lodge, I.O.G.T.</i> ..	M. G. RAO, Esq., B.N.R. Chief Engineer's Office, Kidderpore.
<i>Lord Clive Lodge, I.O.G.T.</i> ..	W. RAMSAY JOLLY, Esq., Soldiers' Club, Hastings.
<i>Sudder Street Band of Hope.</i> ..	Miss BOLST, 16, Sudder Street.
<i>Ward XI Association</i>	M. N. AUDDY, Esq., 8, Babooram Seal's Lane.
<i>The City Union and Asha- bahini.</i> ..	A. C. SEN, Esq., B.A., 25, Guru Prasad Chowdhury Lane.
<i>United Services Tent, I.O.R.</i> ..	J. INGLES HARVEY, Esq., 15, Ballyganj Circular Road.
<i>Excelsior Tent, No. 2252, I.O.R.</i> ..	A. H. FARRINGTON, Esq., E.I.R. House, 105, Clive Street.
<i>Temperance Section of Brahmo Samaj of India.</i> ..	J. NIOGI, Esq., 82, Harrison Road.
<i>Workingmen's Temperance Union.</i> ..	H. B. GHOSH, Esq., 21A, Anthony Bagan Lane.
<i>Giridih Temperance Society.</i> ..	S. C. SAHANA, Esq., B.A., Giridih.
<i>Entally C.E. Society</i>	Rev. H. G. BANURJI, 58, Cornwallis St.
<i>Tamil and Telugu Total Ab- stinence Society.</i> ..	D. ANTHONY, Esq., 14/1, Taltola Lane.
<i>Students' Weekly Service</i>	S. C. CHATTERJEE, Esq., M.A., 75, Bechu Chatterjee Street.
<i>Railway Signal Lodge, I.O.G.T.</i> ..	J. MACCOLESFIELD, Esq., 15, Golabari Road, Howrah.
<i>New Dispensation Band of Hope.</i> ..	B. K. GUPTA, Esq., 82, Harrison Road.
<i>Koltingham Band of Hope.</i> ..	S. Ray, Esq., Old Baitakhana 2nd Lane.
<i>The Bharati Siksha Mandir Temperance Society.</i> ..	H. P. SEN, Esq., B.A., 41, Raja Rajbullav Street.
<i>The Taltola Wesley Guild Band of Hope.</i> ..	Rev. R. M. BISWAS, 21, Gardner Lane.
<i>The Kamardanga Wesley Guild Band of Hope.</i> ..	Rev. R. M. BISWAS, 21, Gardner Lane.
<i>The Shonatigree Temperance Society.</i> ..	T. C. MOOKERJEA, Esq., Shonatigree, Akna P.O., Dist. Hooghly.
<i>The Sasipada Institute, Baranagore.</i> ..	SEVABRATA SASIPADA BANERJEA, Bara- nagore.
<i>The Calcutta Orphanage Band of Hope.</i> ..	Rev. KALI NATH GHOSH, 12/1, Balaram Ghose's Street.

Constitution of the Calcutta Temperance Federation.

1. The name of the organization shall be "The Calcutta Temperance Federation."

2. It shall be in affiliation with the Anglo-Indian Temperance Association.

3. The object of this Federation is to promote unity and co-operation among the various Temperance organizations in Calcutta and environs, by means of correspondence, visitation, lectures, diffusion of literature, etc., and generally to promote, extend and strengthen the Temperance Cause.

4. Subject to sanction of the Council of this Federation—

(a) Any Temperance organization in Calcutta or environs may be admitted into the Federation on payment of an Annual Affiliation Fee of One Rupee. Membership in an affiliated society shall carry with it membership in the Federation.

(b) Any abstainer, not attached to any affiliated society, may become a member of the Federation, by payment of an Annual Fee of One Rupee, and be eligible for election to the Council of the Federation.

(c) Any Temperance society situated outside of Calcutta and its environs, but within the Bengal Presidency, may be admitted into the Federation, on payment of an Annual Affiliation Fee of One Rupee, and membership in such a society shall carry with it membership in the Federation.

(d) No proposal shall be deemed to have received the sanction of the Council of Federation unless the same has been passed by a three-fourths vote of the members of the Council.

5. All fees shall be paid for the current year on affiliation, and on or before the 31st March of every succeeding year. Only members of the Federation, who have individually or through their societies paid their fees, shall be entitled to vote at the Annual Meeting.

6. The Annual Business Meeting of the Federation, open to all members, shall be held in or about April, when a report of the work of the Council, and a statement showing their financial position during the year, shall be presented.

7. The following officers, *viz.* President, one or more Vice-Presidents, Secretary, and Treasurer, having been previously nominated by the Council of the Federation, shall be elected for the ensuing year at the Annual Business Meeting.

8. There shall be a Council of the Federation consisting of—

(a) The above-named officers of the Federation.

(b) One representative from every affiliated society, such representative to be nominated annually by the organizations they represent.

(c) Any other member, whom the Council of the Federation may elect to join them.

9. The office-bearers of the Council of the Federation shall be the office-bearers of the Federation.

10. The Council shall meet monthly and special meetings may be called at other times, if necessary, as the President and Secretary may see fit, or on the requisition of any three members of the Council.

11. The Council of the Federation shall have power to make rules and bye-laws for the regulation and guidance of the Council.

12. The Federation shall be Christian in character, and all meetings of the Federation and Council shall be opened and closed with prayer.

Calcutta Temperance Federation.

Treasurer's Statement from 1st April, 1916 to 31st March, 1917.

RECEIPTS.	Amount.			PAYMENTS.	Amount.		
	Rs.	As.	P.		Rs.	As.	P.
Balance from last year ..	264	8	5	Lecturer's allowance, March 1916 to			
Affiliation Fees, Subscription, etc. ..	411	0	0	March 1917 (13 months)	390	7	0
Grants from A.I.T.A. London, £20 ..	296	5	0	Printing, Stationery, etc.	231	7	0
Sale of Literature	116	10	6	Lecturer's Office and other expenses ..	49	8	3
				Postages	35	4	0
				Miscellaneous	23	14	0
					730	1	3
				Balance carried forward—			
				In Bank	317	9	8
				,, Hand	40	11	0
					358	4	8
TOTAL Rs. ..	1,088	5	11	TOTAL Rs. ..	1,088	5	11

Examined and found correct.

N. A. R. WATSON,
Honorary Auditor.

Calcutta, 25th April, 1917.

T. A. MILNE,

Honorary Treasurer.

Calcutta Temperance Federation.

Officers and Council for 1920-1921.

<i>President</i> ...	The Hon'ble Sir D. P. SARVADHIKARY, C.I.E. M.A., LL.D.
<i>Vice-Presidents</i> ...	J. A. JONES, Esq., B.A. Principal H. C. MOITRA, M.A. Rai Bahadur Dr. CHUNI LALL BOSE, I.S.O., M.B. F.C.S.
<i>Hon Secretary</i> ...	Rev. HERBERT ANDERSON, 48, Ripon Street.
<i>Hon. Treasurer</i> ...	T. A. MILNE, Esq., 12, Pretoria Street.
<i>Lecturer and Organiser.</i>	J. NIYOGI, Esq., 82, Harrison Road.

Affiliated Societies and Representatives.

Havelock Lodge, I.O.G.T. ...	... S. N. Roy, Esq., B. L.
Harbour Light Lodge, I.O.G.T. ...	... Rev. J. Byork.
Old Mission Church Temperance Society ...	... Miss Schofield.
W. C. T. U., Bengal Branch ...	... Miss C. F. Hull, M.D.
W. C. T. U., Calcutta Branch ...	... Miss A. Ewing.
M. T. P. Association ...	... D. N. Mullick, Esq., B.A., D.S. F.R.S.E.
Railway Signal Lodge, I.O.G.T. ...	... J. Macclesfield, Esq.
The Devalaya ...	... Satindra Nath Roy.
Fair Havens Lodge, I.O.G.T. ...	... R. N. Samuder.
Lord Clive Lodge, I.O.G.T. ...	... S. Bose, Esqr.
Sudder Street Band of Hope ...	... Miss Bolst.
Ward XI Temperance Association ...	... M. N. Auddy, Esq.
The City Umson and Ashabanih... ..	... A. C. Sen, Esq., B.A.
United Services Tent, I.O.R. ...	... J. Ingles Harvey, Esq.
Excelsior Tent, No. 2252, I.O.R. ...	... A. H. Farington, Esq.
Temperance Section Brahmō Samaj of India ...	... J. Niyogi, Esq.
Workingmen's Temperance Union ...	... S. Roy, Esq.
Girdih Temperance Society ...	... S. C. Sahana, Esq., B.A.
New Dispensation Band of Hope B. K. Gupta, Esq.
Kottingham Band of Hope M. N. Auddy, Esq.
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The Tamil and Telegu Total Abstinence Society Mr. D. Anthony.
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The Kamardanga Wesley Guild Band of Hope Rev. R. M. Biswas.
The Shonatiagree Temperance Society T. C. Mookerjee, Esq.
The Sasipada Institute, Baranagore ...	... Sasipada Banerjee, Esq.
The Calcutta Orphanage Band of Hope ...	... Rev. Kali Nath Ghosh.
The United Free Church Temperance Society ...	... N. A. R. Watson, Esq.
The Noakhali Temperance Association ...	... S. Sen, Esq.
The Calcutta Presbyterian Temperance Association ...	... Rev. L. K. Dutt.
The Barisal Temperance Association ...	...
The Dacca Temperance Association ...	... Prof. S. N. Bhadra.
The Mymensing Temperance Association ...	... Dr. J. Ghosh.
The Raigang Temperance Association, Head Master ...	...
Himalayan Lodge No. 9 ...	... J. N. Banerjee.

Elected Members.

Sir A. Chowdhury.	Dr. B. C. Ghose, M.A., M.B., B.C.
S. C. Banerjee, Esq.	Rev. Dr. W. S. Urquhart.
Prof. J. R. Banerjee., M.A., B.L.	The Hon'ble Maulvi A. K. Fuzul Huq.
J. C. Basack, Esq.	Rev. F. B. Hadow, M.A.
Prof. Allen Cameron, M.A.	Mrs. Harvey.
B. L. Chowdhuri, Esq., B.A., D.Sc.	Dr. P. W. Knight.
M. M. Chatterjee, Esq., M.A.	S. P. Lancaster, Esq.
Capt. W. J. Clifford.	Prof. S. C. Mahalanobis, B.Sc., P.R.S.B.
Pastor J. B. Comer.	Rev. B. A. Nag.
D. A. C. Cruden, Esq.	Mrs. Page.
Dr. J. N. Ghose, M.D.	N. A. R. Watson, Esq.
Mr. M. T. Kennedy, M.A.	J. N. Das Gupta, Esq.
Mr. Hirendra Nath Dutt.	

Committees of the Calcutta Temperance Federation.

With power to add new members.

Vigilance.	Literature.	Finance.
Rev. H. Anderson.	Miss Ewing.	T. A. Milne, Esq.
S. Ray, Esq.	Rev. K. N. Ghose.	S. N. Roy, Esq.
J. Niyogi Esq.	Miss Kinzy.	Rev. H. Anderson.
Rai Bahadur Chuni Lal Bose.	J. Niyogi	Dr. Knight.

Young People's Committee.

J. Niyogi, Esq.	A. C. Sen, Esq.	M. N. Auddy, Esq.
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Addresses.

For convenience of reference the following addresses are inserted :—

<i>President</i> ...	... The Hon. Sir D. P. SARVADHIKARY, C.I.E., 20 Suri Lane, Calcutta.
<i>Vice-President</i> ...	... Rai Bahadur CHUNI LALL BOSE, I.S.O., M.B., 25, Mohendra Bose Lane.
<i>Hon. Secretary</i> Rev. HERBERT ANDERSON, 48, Ripon St.
<i>Hon. Treasurer</i> T. A. MILNE, Esq., 12, Pretoria Street.
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<i>Harbour Light Lodge, I.O.G.T.</i>	Rev. J. BYORK, 19, Circular Garden Reach Road.
<i>Old Mission Church Tem- perance Society.</i>	Miss SCHOFIELD, 10, Mission Row.
<i>W.C.T.U., Bengal Division.</i>	Miss C. F. HULL, M.D., Bagnan, B.N.R.
<i>W.C.T.U., Calcutta Branch.</i>	Miss A. EWING, 45, Lower Circular Road.
<i>M.T.P. Association</i> ...	Dr. D. N. MULLICK, 121, Lower Circular Rd.
<i>The Devalaya</i> ...	... SATINDRA NATH ROY CHOWDHURY, 210 3/4, Cornwallis Street.
<i>Fair Havens Lodge, I.O.G.T.</i>	R. N. SAMUDDER, 167 Cornwallis Street.
<i>Lord Clive Lodge, I.O.G.T.</i>	S. BOSE, Esq., 115/A, Amhes Street.
<i>Sudder Street Band of Hope.</i>	Miss BOLST, 16, Sudder Street.
<i>Ward XI Association</i> ...	M. N. AUDDY, Esq., 8, Babooram Seal's Lane.
<i>The City Union and Asha- bahini.</i> ...	A. C. SEN, Esq., B.A., 25, Guru Prasad Chowdhury Lane.
<i>United Services Tent, I.O.R.</i>	J. INGLES HARVEY, Esq., 15, Ballyganj Circular Road.
<i>Excelsior Tent, No. 2252, I.O.R.</i> ...	A. H. FARRINGTON, Esq., E.I.R. House, 105, Clive Street.
<i>Himalayan Lodge</i> ...	J. N. BANERJEE, P. W. D., Darjeeling
<i>Temperance Section of Brahmo Samaj of India.</i>	J. NIYOGI, Esq., 82, Harrison Road.
<i>Workingmen's Temperance Union</i> ...	S. ROY, Esq., 21A, Anthony Bagan Lane.
<i>Giridih Temperance Society.</i>	S. C. SAHANA, Esq., B.A., Giridih.
<i>Entally C.E. Society</i> ...	Rev. H. G. BANURJI, 58, Cornwallis Street,
<i>Tamil and Telugu Total Ab- stinence Society</i> ...	D. ANTHONY, Esq., 14/1, Taltola Lane. [Lane.
<i>Students' Weekly Service</i> ...	H. ROY, Esq., 194, Madan Mohan Mitra's
<i>Railway Signal Lodge, I.O.G.T.</i> ...	J. MACCLESFIELD, Esq., 15, Golabari Road, Howrah.
<i>New Dispensation Band of Hope.</i>	B. K. GUPTA, Esq., 82, Harrison Road, [Lane.
<i>Kotlingham Band of Hope...</i>	M. N. AUDDY, Esq., 10, Old Baitakhana
<i>The Bharati Siksha Mandir Temperance Society.</i>	H. P. SEN, Esq., B.A., 41, Raja Rajbullav Street.
<i>The Taltola Wesley Guild Band of Hope.</i>	Rev. R. M. BISWAS, 21, Gardner Lane.
<i>The Kamardanga Wesley Guild Band of Hope.</i>	Rev. R. M. BISWAS, 21, Gardner Lane.
<i>The Shonatigree Temperance Society.</i>	T. C. MOOKERJEE, Esq., Shonatigree, Akna P.O., Dist. Hooghly.
<i>The Sasipada Institute, Baranagore.</i>	SEVABRATA SASIPADA BANERJEE, Bara- nagore.
<i>The Calcutta Orphanage Band of Hope.</i>	Rev. KALI NATH GHOSH, 12/1, Balaram Ghosh's Street.
<i>The Noakhali Temperance Association.</i>	S. SEN, Esq., West End Cottage, Noa- khali.
<i>The Calcutta Presbyterian Temperance Society.</i>	Rev. L. K. DUTT, 24, Baitakhana Road, Calcutta.

Sixteenth Annual Report of the Calcutta Temperance Federation

For the year ending June 30th, 1920.

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This Report covers the period from April 1919 to June 1920.

Signs are not wanting to show that Bengal is alive to the World-Call for Temperance Reform. Efforts have been made to educate the people with literature, pictures, charts and diagrams on Temperance questions and the evils of Alcohol. Exhibitions held on Social Subjects in Calcutta, Dacca and Mymensingh had an interesting and instructive Temperance Section attached to them. Leaflets were distributed board-cast at mill-centres, at bustees and labour barracks. Special Hindi hand-bills were brought out for the Behari labouring classes in and near Calcutta. The organising of Lantern Lectures, in Hindi and Bengali at the mill-centres and at the bustees, received greater attention. The Director of Public Instruction helped us in organising lectures at some schools in Bengal. It is interesting to note what the Excise Commissioner of Bengal has said in the last Report of the Administration of the Excise Department in Bengal. "The Calcutta Temperance organisation in Calcutta continued to show much activity, and is well conducted. Apart from its work in Calcutta itself, it organised lectures at Dacca and Mymensingh in connection with the Social Service League. It cannot be too strongly emphasised that the Excise Department is ready to co-operate with any reasonable temperance movement." Administrative Reforms effected during the year were very encouraging. The two most important administrative reforms which were carried through by the Commissioner of Excise last year were the introduction of the Fixed-Fee System for Pachwai Licenses in the Asansol Sub-Division of the Burdwan District. In Asansol while regularising pachwai, the prices of country liquor were materially enhanced, and the result was a great fall in the consumption and proper management of the drink of pachwai. Asansol has had a bad reputation as a centre of pachwai drinking in the Presidency, and the step taken by the Department is wise and is sure to prove a great blessing to the people of that Sub-Division. The Fixed-fee system has been extended to six other Districts in Bengal, viz., Burdwan, Dacca, Mymensingh, Rungpore, Jalpaiguri and Darjeeling, and it can reasonably be expected that the absence of the speculative element in the business will bring in a better discipline and an appreciable decrease in the illicit practices often resorted to by the Vendors under the auction system. At the request of the Federation the separation of "Off and On" licenses in the country spirit shops in Calcutta has been introduced, and "On" licenses have been withdrawn from 12 shops at Calcutta. Vendors usually absented themselves from the shops and paid very little attention towards their better management. At the suggestion of the Federation, the Vendors are now required to attend their shops $4\frac{1}{2}$ hours a day, if not more. This measure has brought in better management and better discipline in the shops. At the request of the Federation, the Department is giving more publicity to the proposed sites of all excisable shops in Calcutta through the columns of the newspapers, soliciting local public opinion on the sites. The hearty co-operation of the Department has been a great factor in bringing about much improvement in the shops in Calcutta. The Federation through a better co-operation with the Health Officer of Calcutta has effected much improvement in the shops from the sanitary point of view.

The Council meetings have been better attended and the attitude of the individual members to be useful in the success of the Cause was an interesting feature of the year. The Council met nine times during the year. The Council took the initiative in organising a Worker's Con-

ference, to discuss and submit well-considered suggestions to the Government for the improvement of their Excise Policy. The President Sir Deva Prosad Sarvadhikary and Assistant Secretary Mr. J. Niyogi in their peripatetic movements throughout the Province in connection with various forms of social work did not lose a single opportunity to start and to re-organise Temperance Societies and Associations and to create, among the people, a newer interest in Temperance work. Members of the Council have not confined their attention to Calcutta and its Suburbs alone, but meetings were organised and interest was aroused and Societies were started at Hooghly, Serampur, Barisal, Darjeeling, Noakhali, Patna, Chapra and Raniganj. The Council conveys its best thanks to Miss Mary J. Campbell for the energetic programme of Temperance work in Calcutta and for the wide and abiding interest she created amongst the student community of Calcutta. Two I.O.G.T. Lodges have been recently started, one in Barisal and the other at Darjeeling. The Council desires to offer its grateful thanks to its Officers who served the Federation with commendable devotion. The Council conveys its grateful appreciations of the active co-operation of the Affiliated Societies, Bands of Hope, I.O.G.T. Lodges and I.O.R. Tents which have maintained their activity and usefulness during the past year.

The Council offers its grateful thanks to the authorities of the Y.M.C.A. at Chowringhee and at College Street, for all their co-operation and kind help.

An active programme of propaganda work was kept on by the Federation during the year under review.

Federation's Propaganda Work. Mr. Niyogi, the Lecturer and Organiser, delivered 62 lectures at Calcutta, at the different Schools, Associations, Bands of Hope and at the Bustees and Labour Barracks. With the co-operation of Mill Managers he delivered 16 Lantern Lectures in the mill areas. The increasing sympathy and co-operation of the Mill Managers is a most encouraging sign. Lectures under the auspices of such useful institutions as the Workingman's Institutions and the Bengal Social Service League were arranged from time to time. In this connection the Federation records with thanks the active co-operation of Dr. N. K. Bose of the Bengal Social Service League and of the workers of the Calcutta Workingman's Institution. The Calcutta Federation helped the Barisal Temperance Association with a Silver Medal to organise a Recitation Competition among the local schools. The Propaganda Work carried on by the Havelock Temperance Mission under the guidance of Mr. A. C. Sen gained much popularity and was much appreciated by the public. During the year under review three public meetings were arranged under the auspices of the Federation. They were well-attended and created much interest among the student community, and some helpers and workers were recruited. The Exhibition Section of the Calcutta Temperance Federation in co-operation with the W.C.T.U. gave a splendid display at the Calcutta Health Exhibition. Rev. and Mrs. S. W. Edwards and a few members of the W.C.T.U. gave very instructive and impressive scientific demonstrations on Alcohol Ward-Prohibition Posters were profusely used last year to create interest in the "Dry-Ward-Movement." The placards and posters sent out by the American Anti-Saloon League were distributed throughout the town and were put up at the larger Colleges and High Schools from time to time. The distribution of leaflets in Hindi, Bengali and English at the bustees and congested grog shops was carried on systematically. The Annual Medal contest came off in January 1920. 26 Essays were received. The Council regrets to note that the quality of the Essays was very low. 21 boys came up in the Recitation competition and there was some keen competition. Mr. S. Roy, the former Organiser and Lecturer of the Federation who had recently returned from the Dry-Land of America, presided. Efforts were being made to make the Essay competition in future years a thing of greater popularity and interest.

The Propaganda Work through the Press was vigorously carried on. The columns of the Newspapers, and Periodicals were utilised as much as possible. Interesting articles, paras, notes and news, facts and figures, administrative reforms and important Resolutions of the Federation were published as often as possible. Our best thanks are due to the *Abkari* of England, the *Indian Witness* of Lucknow, the *Statesman*, the *Bengalee*, the *Amritabasar Patrika*, the *Sanjibani*, the *Probashi*, the *Health and Happiness*, the *Swasthya Samachar* and the *Manashi* for publishing Temperance news. The Dacca Temperance Association organised a second Social Service Exhibition at Dacca with splendid success. It was opened by His Excellency the Governor of Bengal. The Lord Clive Lodge arranged meetings and lectures and actively co-operated with the Federation in its propaganda work.

In 1917, on the Representation of the Calcutta Temperance Federation a Dry Area was granted to Calcutta.

Dry Area.

It has been maintained and continued since then by the Licensing Board. This Area known as the Education Area has a student population over 15,000. The Council has now resolved to apply for the extension of the Dry Area and would like to secure a new Dry Area in the southern part of the Town. The apprehension of the department and of some Temperance workers that the Dry Area will give rise to smaller drinking dens and will increase illicit practices within the area has been falsified. It can safely be claimed that the Dry Area today is better in every respect than what it was three years ago.

During the year under review Sir Deva Prosad Sarvadhikary, our worthy President, represented the Federation

Licensing Board.

on the Licensing Board. All but one of the applications for new licenses were rejected. Sir Deva Prosad rendered very useful service as our representative. Three decisions of the Board were very useful.

- (a) That all the sites of all the Excisable Shops, old and new, are to be advertised in the papers soliciting public opinion on them.
- (b) For irregularities in measurement peg-measure was stopped.
- (c) That all the Vendors should attend their respective shops for four and half hours a day.

Mr. S. N. Roy was re-elected by the Council to represent the Federation on the Howrah Licensing Board, where he fought hard for the success of the aims and ideals of the Federation.

Some time back the Government of Bengal was seriously thinking of securing a better class of vendors, obviously to

The Growth of the Drink and Drug Trade in the Educated Community

get rid of unnecessary trouble and dishonest practices in the shops resorted to by greedy and illiterate vendors. The Government felt the absence of trustworthy and honest vendors. For the last two years, experiments have been made with B.A's and M.A's as vendors. Its result has been closely watched. No apparent improvement from the temperance point of view has been effected by the introduction of these educated vendors. Infringements and irregularities are no less common than among the ordinary vendors, because the shops are after all at the mercy of the illiterate salesmen who are proverbially dishonest. The Federation strongly feels that unless and until a better class of *salesmen* is secured, improvements will not be achieved. On the other hand, unemployment in other spheres and large profits are drawing some of our graduates to this obnoxious trade. It is not an elevating sight to see educated young men engaged in selling "liquid fire" and act as drug-sellers that will consume the nation's vitality, manhood, and efficiency. In all the areas where the Fixed-Fee System has been introduced graduate vendors are securing the preference of the Excise Authorities. The Federation fervently hopes that the public will make a bold stand against this unreasonable and disreputable innovation.

The Vigilance Committee was very active during the year. The

Investigation Efforts. Committee carried on investigation in order to collect data in support of the Resolutions passed by the Workers' Conference. A

closer study into the details of the whole traffic and the results and deductions of the study were forwarded to the Conference to help the deliberations of the meeting. Mr. Niyogi along with some of his young friends repeatedly visited all the shops of Calcutta and made out a strong case for withdrawing "On" licenses from some of the shops and introducing the "Off" and "On" system to the Country Spirit Shops and also for reducing the hours of sale and introducing the restrictive quantity system. The investigation conducted by Mr. Niyogi in connection with the consumption of opium and cocaine among the working classes has brought to light a regrettable state of affairs. With the rapid increase of the prices of the common necessities of life, the working classes indulge in opium and cocaine more and more. Poverty-stricken parents with tears in their eyes have disclosed most reluctantly the malpractices resorted to by them, namely, of mixing thin and diluted opium and cocaine water with the food of their children in order to dull their sense of appetite for several hours. The father has no money to appease the normal hunger of the child nor has the mother milk in her breast to feed her baby, consequently they take to this harmful practice. The bigger boys and the adults too are no uncommon victims to this injurious habit. This is one of the reasons for the enormous rise of smuggling of cocaine and opium. No less responsible for the rise is the prevailing idea of the common people that opium taken after 40 years of age sustains life and removes some of the maladies of old age. In connection with the watching of the shops, some cases were recorded of men who could consume 90 grains of opium daily—a quantity sufficient enough to kill 20 persons who are unused to the drug. The vice of opium eating is specially prevalent among the Marwaris and low class Hindus and Mahomedans. Ganja is largely consumed by the U.P. and the Behari people. The rise in the price of the drug has caused a satisfactory fall in the quantity of consumption. Further investigation is being carried on and as soon as the study is complete, the Federation expects to approach the Government with the suggestion to decrease the facilities for temptation which the workers consider to be unnecessarily large. All cases of infringements and irregularities were brought to the notice of the Department which have been dealt with as deemed reasonable.

The Council puts on record its deep sorrow at the loss it has suffered

Recent Loss. by the death of a very valuable friend in Mahamahopadhaya Pandit Satish Chandra Vidhyabhusan. In him the Temperance Cause has lost an active supporter and one of its keenest advocates.

During the year under review Rev. H. Anderson, the Hony. Secretary was away in England. Mr. W. E. Elliott of the College Y.M.C.A. lent all active co-operation as acting Hon. Secretary to the Federation.

The All-India Temperance Conference was held at Amritsar last December and was presided over by the Hon'ble **The All-India Temperance Conference.** Pandit Madan Mohan Malaviya. The Official Report will shortly be published.

The Council takes this opportunity to offer its grateful thanks to those who helped the Federation in maintaining its finance on a satisfactory basis. Total receipts during the year were Rs. 1040-7-2 and expenses

Finance. were Rs. 882-10-3. His Excellency the Governor of Bengal continued to show his sympathy and supported the activities of the Federation with his kind donation. In view of the heavy expenditure about to be incurred in carrying on a vigorous Temperance Campaign in this transition period of the history of the country, the Council will be glad to receive

further tokens of practical appreciation in the shape of subscriptions and donations, which should be sent to the Hon. Treasurer Mr. T. A. Milne, 12, Pretoria Street, Calcutta.

**Our Friends
in England.**

The Council desires to express its sincere gratitude to the President and the Council of the Anglo-Indian Temperance Association for sympathetic help during the past year.

The opportunity for more vigorous effort is an ever increasing incentive to push forward towards the ideals for which we strive. Total abstinence is the only complete and satisfactory remedy for the drink and drug habit, whether for the individual or for the State. Hence the Federation is eager to make the coming year one of greater efficiency and marked progress towards prohibition. The Federation earnestly solicits the hearty co-operation of every member of the Council in an active participation in this Great Warfare against the Drink Evil. The subject of Temperance Reform is fraught with immense significance in the near future. When the reforms according to the Government of India Act will come into operation, Excise will be a transferred subject. That would surely involve a great responsibility, not only on the part of the Indian member, who will be in charge of the portfolio of the department, but also much additional responsibility on the part of the representatives of the people. For unless the majority of the members returned to the new Council be staunch friends of the temperance cause surely there will be dark days ahead of us. Temperance workers will therefore find a new sphere for carrying on their educational work so that they can present their case before each and every member of the Council with a view to persuade him to lend a helping hand to so deserving a cause—the gradual elimination of the evils that result from the drink and the drug habits. For surely we can hardly lose sight of the fact that if we want a prosperous, healthy and happy India to live in, we cannot ignore the fact that we will have to adopt such measures, as will promote the temperance cause in every possible way and will lead us to total prohibition—the goal towards which not only we but all the world is moving.

J. NIYOGI,

On behalf of Calcutta Temperance Federation Council.

Calcutta Temperance Federation.

Treasurer's Statement from 1st April 1919 to 31st March, 1920.

RECEIPTS.			EXPENSES.				
	RS.	A. P.		RS.	A. P.		
Balance from last year	393	0	2	Lecturer's allowance	505	0	0
Affiliation Fees	7	0	0	Lecturer's Office expenses	124	0	0
Subscriptions	432	4	0	Printing, etc.	125	6	3
Grants from London				Miscellaneous, collecting			
A.I.T.A.	208	3	0	peon, travelling exps.			
				etc.	128	4	0
					<hr/>		
					882	10	3
				Balance carried forward—			
				In Bank Rs.	85	1	11
				In Hand ,,	72	11	0
					<hr/>		
					157	12	11
					<hr/>		
TOTAL RS.	1040	7	2	TOTAL RS.	1040	7	2

Examined and found correct

T. A. MILNE, *Honorary Treasurer*

N. A. R. WATSON, *Honorary Auditor,*

List of Donors, etc., 1919-20.

	Rs.	A.	P.		Rs.	A.	P.
H. E. the Governor ...	100	0	0	Dr. B. C. Ghosh ...	3	0	0
Dr. H. H. Mann ...	50	0	0	Dr. D. N. Mallik ...	3	0	0
The Lord Bishop of Calcutta ...	20	0	0	Dr. Chuni Lal Bose ...	3	0	0
Sir D. P. Sravadhicari ...	20	0	0	Dr. B. L. Chaudhury ...	3	0	0
J. C. Basak ...	12	0	0	Prof. S. C. Mahalanobis,	3	0	0
Hon'ble W. E. Greaves ...	10	0	0	Prof. J. R. Bannerjea ...	3	0	0
Sir R. N. Mookerjee ...	10	0	0	Mr. S. N. Ray ...	3	0	0
T. A. Milne ...	10	0	0	Mr. J. Niyogi ...	3	0	0
W. Murduclay, I.C.S. ...	10	0	0	M. G. Brash ...	2	0	0
W. Murdock ...	10	0	0	Miss S. Billing ...	2	0	0
D. A. C. Curden ...	10	0	0	Rev. G. Ewan ...	2	0	0
M. M. Chatterjee ...	6	0	0	Miss B. K. Hogg ...	2	0	0
J. A. Jones ...	5	0	0	Miss W. Plumbe ...	2	0	0
E. Goodall ...	5	0	0	Miss M. Park ...	2	0	0
Rev. G. Henderson ...	5	0	0	Capt. W. Clifford ...	2	0	0
Mrs. Harley ...	5	0	0	Mr. B. K. Gupta ...	1	0	0
Mrs. Sunder ...	5	0	0	Miss Maxey ...	1	0	0
G. H. Smith ...	5	0	0	Rev. R. L. Pelly ...	0	4	0
N. A. R. Watson ...	5	0	0				
A. P. Stockwell ...	5	0	0	TOTAL Rs. ...	432	4	0
R. Wittet ...	5	0	0				
Sir F. Carter ...	5	0	0	<i>Affiliation Fees.</i>			
J. Thomson ...	5	0	0				
A. J. Moir ...	5	0	0	Bengal W. C. T. U. ...	3	0	0
A. Mair ...	5	0	0	Fair Havens Lodge ...	3	0	0
W. H. B. ...	5	0	0	City Union Ashabahini ..	1	0	0
Rev. J. D. Sinclair ...	5	0	0				
H. F. D. ...	5	0	0	TOTAL Rs. ...	7	0	0
D. L. Monro ...	5	0	0				
Rev. A. G. Mackinnon ...	5	0	0	<i>London A. I. T. A.</i>			
J. B. Fish ...	5	0	0				
Principal G. C. Bose ...	5	0	0				
Rev. A. W. Young ...	3	0	0				
Rev. E. F. Knight ...	3	0	0	Rs. A. P.			
J. W. Ball ...	3	0	0	£ 5 ...	65	12	0
M. N. Auddy ...	3	0	0	£ 5 ...	57	12	0
D. L. Millar ...	3	0	0	£ 5 ...	48	14	0
A. Joannides ...	3	0	0	£ 5 ...	35	13	0
Principal H. C. Moitra ...	3	0	0				
Rev. S. W. Edwards ...	3	0	0	TOTAL Rs. ...	208	3	0

Calcutta Temperance Federation.

Officers and Council for 1918-1919.

<i>President</i> ..	The Hon'ble Sir D. P. SARVADHIKARY, C.I.E., M.A., LL.D.
<i>Vice-Presidents</i> ..	J. A. JONES, Esq., B.A. Rai Bahadur Dr. CHUNI LAL BOSE, I.S.O., M.B., F.C.S.
<i>Hon. Secretary</i> ..	Rev. HERBERT ANDERSON, 44, Lower Circular Road.
<i>Hon. Treasurer</i> ..	T. A. MILNE, Esq., 8, Middleton Street.
<i>Lecturer and Organizer.</i>	J. NIYOGI, Esq., 82, Harrison Road.

Affiliated Societies and Representatives.

Havelock Lodge, I.O.G.T. ....	...	S. N. Roy, Esq., B.L.
Harbour Light Lodge, I.O.G.T. ....	...	Rev. J. Byork.
Old Mission Church Temperance Society	...	Miss Schofield.
W.C.T.U., Bengal Branch .....	...	Miss C. F. Hull, M.D.
W.C.T.U., Calcutta Branch	Miss A. Ewing.
M.T.F. Association	D. N. Mullick, Esq., B.A., D.Sc., F.R.S.E.
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The Devalaya	Swamy Suddhananda Brohmochary.
Fair Havens Lodge, I.O.G.T.	M. G. Rao, Esq.
Lord Clive Lodge, I.O.G.T.	J. Minto, Esq.
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Ward XI Temperance Association	M. N. Auddy, Esq.
The City Union and Ashabahini	A. O. Sen, Esq., B.A.
United Services Tent, I.O.B. ....	...	J. Ingles Harvey, Esq.
Excelsior Tent, No. 2252, I.O.B. ....	...	A. H. Farrington, Esq.
Temperance Section Brahmo Samaj of India	...	J. Niyogi, Esq.
Workmen's Temperance Union .....	...	H. B. Ghosh, Esq.
Giridih Temperance Society .....	...	S. C. Saha, Esq., B.A.
New Dispensation Band of Hope .....	...	B. K. Gupta, Esq.
Kotlingham Band of Hope .....	...	M. N. Auddy, Esq.
The Entally O.E. Temperance Society .....	...	Rev. H. G. Banerji.
The Tamil and Telugu Total Abstinence Society .....	...	Mr. D. Anthony.
The Students' Weekly Service Temperance Society .....	...	S. K. Roy Chowdhury, Esq., B.Sc.
The Bharati Siksha Mandir Temperance Society .....	...	H. P. Sen, Esq., B.A.
The Taltois Wesley Guild Band of Hope .....	...	Rev. R. M. Biswas.
The Kamardanga Wesley Guild Band of Hope .....	...	Rev. R. M. Biswas.
The Shonatigree Temperance Society .....	...	T. O. Mookerjee, Esq.
The Sasipada Institute, Baranagore .....	...	Sasipada Banerjee, Esq.
The Calcutta Orphanage Band of Hope .....	...	Rev. Kail Nath Ghosh.
The United Free Church Temperance Society .....	...	N. A. E. Watson, Esq.
The Noakhali Temperance Association .....	...	S. Sen, Esq.
The Calcutta Presbyterian Temperance Association	Rev. I. K. Dutt.
The Barisal Temperance Association	H. Dutt, Esq.

Elected Members.

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Captain W. J. Clifford.	Rev. E. A. Nag.
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Dr. J. N. Ghose, M.D.	M.A., Ph.D.
Dr. B. C. Ghose, M.A., M.B., B.O.	N. A. R. Watson, Esq.
Rev. Dr. W. S. Urquhart.	J. N. Das Gupta, Esq.

Committees of the Calcutta Temperance Federation.

<i>Vigilance.</i>	<i>Literature.</i>	<i>Finance.</i>
Rev. H. Anderson.	Dr. B. L. Choudhuri.	T. A. Milne, Esq.
Rev. J. Byork.	B. K. Acharyya, Esq.	S. N. Roy, Esq.
Mrs. Page.	Mrs. Harvey.	N. A. E. Watson, Esq.

Young People's Committee.

J. Niyogi, Esq.	Mrs I. G. Lancaster.	M. N. Auddy, Esq.
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Addresses.

For convenience of reference the following addresses are inserted :—

<i>President</i>	The Hon. Sir D. P. SARVADHICARY, C.I.E., 20, Suri Lane, Calcutta.
<i>Vice-President</i>	Rai Bahadur CHUNI LALL BOSE, I.S.O., M.B., 25, Mohendra Bose Lane.
<i>Hon. Secretary</i>	Rev. HERBERT ANDERSON, 44, Lower Circular Road.
<i>Hon. Treasurer</i>	T. A. MILNE, Esq., 8, Middleton Street.
<i>Lecturer and Organizer</i>	J. NIYOGI, Esq., 82, Harrison Road.
<i>Representatives—</i>	
<i>Havelock Lodge, I.O.G.T.</i> ..	S. N. ROY, Esq., B.L., 12, Holwell Lane.
<i>Harbour Light Lodge, I.O.G.T.</i>	Rev. J. BYORK, 19, Circular Garden Reach Road.
<i>Old Mission Church Tem- perance Society.</i>	Miss SCHOFFIELD, 10, Mission Row.
<i>W.C.T.U., Bengal Division.</i>	Miss C. F. HULL, M.D., Bagan, B.N.R.
<i>W.C.T.U., Calcutta Branch.</i>	Miss A. EWING, 45, Lower Circular Road.
<i>M.T.P. Association</i>	Dr. D. N. MULLICK, 121, Lower Circular Road.
<i>The Devalaya</i>	SWAMY SUDDHANANDA BROHMOCHARY, 210 3/1, Cornwallis Street.
<i>Fair Havens Lodge, I.O.G.T.</i>	M. G. RAO, Esq., B.N.R. Chief Engineer's Office, Kidderpore.
<i>Lord Clive Lodge, I.O.G.T.</i>	W. RAMSAY JOLLY, Esq., Soldiers' Club, Hastings.
<i>Sudder Street Band of Hope.</i>	Miss BOLST, 16, Sudder Street.
<i>Ward XI Association</i>	M. N. AUDDY, Esq., 8, Babooram Seal's Lane.
<i>The City Union and Asha- bahini.</i>	A. C. SEN, Esq., B.A., 25, Guru Prasad Chowdhury Lane.
<i>United Services Tent, I.O.R.</i>	J. INGLES HARVEY, Esq., 15, Ballyganj Circular Road
<i>Excelsior Tent, No. 2252, I.O.R.</i>	A. H. FARRINGTON, Esq., E.I.R. House, 105, Clive Street.
<i>Temperance Section of Brahmo Samaj of India.</i>	J. NIYOGI, Esq., 82, Harrison Road.
<i>Workingmen's Temperance Union.</i>	H. B. GHOSH, Esq., 21A, Anthony Bagan Lane.
<i>Giridih Temperance Society.</i>	S. C. SAHANA, Esq., B.A., Giridih.
<i>Entally C.E. Society</i>	Rev. H. G. BANURJI, 58, Cornwallis St.
<i>Tamil and Telugu Total Ab- stinence Society.</i>	D. ANTHONY, Esq., 14/1, Taltola Lane. [Lane.]
<i>Students' Weekly Service</i> ..	S. ROY, Esq., 19 1, Madan Mohan Mitra's
<i>Railway Signal Lodge, I.O.G.T.</i>	J. MACCOLEFIELD, Esq., 15, Golabari Road, Howrah.
<i>New Dispensation Band of Hope.</i>	B. K. GUPTA, Esq., 82, Harrison Road. [Lane.]
<i>Kollingham Band of Hope..</i>	M. N. AUDDY, Esq., 10, Old Baitakhana
<i>The Bharati Siksha Mandir Temperance Society.</i>	H. P. SEN, Esq., B.A., 41, Raja Rajbullav Street.
<i>The Taltola Wesley Guild Band of Hope.</i>	Rev. R. M. BISWAS, 21, Gardner Lane.
<i>The Kamardanga Wesley Guild Band of Hope.</i>	Rev. R. M. BISWAS, 21, Gardner Lane.
<i>The Shonatigree Temperance Society.</i>	T. C. MOOKERJEA, Esq., Shonatigree, Akna P.O., Dist. Hooghly.
<i>The Sasipada Institute, Baranagore.</i>	SEVABRATA SASIPADA BANERJEA, Bara- nagore.
<i>The Calcutta Orphanage Band of Hope.</i>	Rev. KALI NATH GHOSH, 12/1, Balaram Ghosh's Street.
<i>The Noakhali Temperance Association.</i>	S. SEN, Esq., West End Cottage, Noa- khali.
<i>The Calcutta Presbyterian Temperance Society.</i>	Rev. L. K. DUTT, 24, Baitakhana Road, Calcutta.

Fourteenth Annual Report of the Calcutta Temperance Federation

For the year ending March 31st, 1918.

The Council of the Federation is satisfied with the work attempted and the progress made during the last 12 months. The chief event of the year was the 14th All-India Temperance Conference which was held in Calcutta on the 27th and 28th December, 1917. The preparations for this gathering were entirely made by the Officers of the Calcutta Federation and the meetings were a success. Members of the Federation figured conspicuously in the programme. The President elected was Rai Bahadur Chuni Lal Bose, I.S.O., M.B., F.C.S., and the Chairman of the Reception Committee was Mr. W. R. Gourlay, C.I.E., I.C.S. The presidential address was cordially received. The All-India Temperance Conference, now 14 years old, resolved for the first time to submit to the Government of India the adoption of a policy the ultimate object of which shall be the total prohibition of the liquor and drug traffic in India. Members of the Federation can have a copy of the official report on application to the Hon. Secretary.

It was reported last year that the Federation had appealed to the Licensing Board of Calcutta to remove all drink and drug shops from the interior of the Municipal Wards 4, 6, 8 and 9. This area is about 1½ miles in length and 1 mile in breadth. Considerable opposition arose and several appeals were submitted to the Licensing Board to protest against this interference with the liberty of the moderate drinker and to stop the adoption of the policy of a "dry area." The Board, however, after the most careful consideration, decided that as an experimental measure for the licensing period April 1, 1918 to March 31, 1919, the pronounced local public opinion shown in a memorial signed by most of the leading educationists, professional and other gentlemen of the neighbourhood, should be recognized, and from April 1, 1918, all liquor and drug shops have been removed from the interior of the four Municipal Wards. Two or three shops almost on the boundary of the dry area have been permitted to remain as the Licensing Board felt that to go to all the inconvenience and expense of removing an old established shop only one hundred yards from the boundary was unnecessary, and to allow these shops, as exceptions, to remain was not breaking the spirit of the new policy, viz.

“that where in a Ward or urban area of a city or any locality a large majority of the inhabitants desire entirely to suppress the sale of alcoholic liquors and intoxicating drugs the local Excise authority should sanction the experiment.” Calcutta Temperance workers must see that a fair trial is given to the reform, and they are grateful to the Licensing Board and to the Government of Bengal for the experiment now under trial.

In connection with the All-India Temperance Council meetings, a musical procession was organized which paraded through the streets of the dry area, and had a special meeting near Marcus Square. Many of the hearers, who were residents of the locality and represented the lower classes of society, expressed their great satisfaction at the removal of the drink shops from their quarter.

The Federation has been watching with interest the working of the fixed fee system in place of the old discredited auction system of vend of licenses. Calcutta is the only place in India that has this special system of settlement. Briefly it is that each licensee pays a tax proportionate to the quantity he sells, and which varies from month to month according to the quantity sold. It has been in vogue one year, and from the standpoint of the vendor and the Excise Department seems to have worked satisfactorily. The Bengal Government will prefer to give the experiment longer trial, especially as Bombay has recently gone back upon another form of the fixed fee system, and rejoices because it can permit its vendors once more to gamble in drink probabilities. We wish the department every success in proving the many advantages of the fixed fee as against the auction system of Excise administration.

The Government of Bengal have shown their desire to check consumption during the last 12 months by accepting a proposal of the Licensing Board to close all bars at an earlier hour. Licenses in former years were granted for as late as 1 P.M. It was thought this was not only unnecessary but that there were advantages to the city in making 11 P.M. the closing hour. The community has been grateful for this reform; and now that the claims of war demand economy in all directions it would be well advised to approve a still earlier hour for ‘staying’ the sale of alcohol in all bars, hotels, and other licensed places.

The Government of Bengal is also quite sympathetic toward the impartation of Temperance Teaching in schools and colleges, and a beginning has been made in both Eastern and Western Bengal. Temperance friends on School Book Com-

The passing of the Auction System of Excise Administration.

Early Closing of Calcutta Bars, etc.

Temperance Teaching in Schools.

mittees will see that advantage is taken of this commendable attitude of the local Government.

The Council of the Federation met seven times during the year. The reports received from the thirty affiliated societies showed quiet but continuous work in the interests of total abstinence. The Annual Medal Contest for Essays and Recitations which becomes a larger function each year, was held at the City College in September. Twenty essay papers were received and forty competitors recited a chosen temperance poem. Rai Bahadur Dr. Haridhan Dutt presided over the function. The usual medal and other prizes to the successful competitors were given. A number of Bengali girls took part in the essay writing and in the recitations for the first time, and did well.

When the National Congress met in Calcutta the Federation put up a booth near to Wellington Square for the display of charts, and exhibits, and for the sale of temperance literature. It also took over a Temperance Section of the very successful exhibition in College Square got up by the Social Service League, which lasted some days. The exhibition was visited by the Governor of Bengal, and was also made the occasion for popular lectures on social subjects—Temperance and Purity among them.

A special attempt to gather facts about the drink and drug habit in the vicinity of mills and factories has been initiated. Several visits have been paid to the residential areas of mill workers. Lantern lectures and public addresses on the evils of drink have been delivered. The Federation is grateful for the co-operation of the Tea Cess Committee which has rendered valuable assistance.

In literature the 5,000 edition in Bengali of the Temperance Story Haridasi, published less than a year ago; has all been sold out and the seventh edition is in press. An edition of 10,000 will be published shortly. The W.C.T.U. are taking more than half the financial responsibility for the printing of the work, and it is largely through their agency in various parts of Bengal that such satisfactory results have been reached. The book has been sold at one anna per copy, but will now be priced at 5 pice per copy.

A postal mission section has been started during the year and is doing good work. Over 150 applications for books and booklets were received in connection with this work.

Mr. A. L. Mukerji, the Assistant Secretary, Lecturer and Organizer, resigned in August 1917. The Council was glad to secure Mr. J. Niyogi of the Brahma Samaj as his successor, who sends the following brief account of his doings.

I delivered lectures on 46 different occasions and conducted 13 Bands of Hope meetings. Helped in organizing two meetings in connection

with the Havelock Temperance Mission, and three meetings in connection with M.T.P.A. Interviewed the heads of thirteen schools in the City with a view to start Bands of Hope in their respective institutions and was successful in opening in four of them. Assisted in organizing Dr. Harold H. Mann and Kotling Earle Medal contest in connection with the Children's Work Committee of the Federation. Helped in organizing the All-India Temperance Conference and also the Temperance Exhibition and the Temperance Musical Procession. Organized the Postal Mission Section of the Federation for the circulation of Temperance literature. Helped in investigating the conditions of the mill operatives with regard to the effects of drink among them, and visited twelve mills and factories in the neighbourhood of Calcutta with a view to organize a scheme of work. I delivered six lantern lectures among the mill-hands. Helped in reorganizing M.T.P.A. and also secured signatures to the pledges; worked as the Superintendent of Juvenile work and Convener of the Havelock Temperance Mission for workmen in connection with the Havelock Lodge. Arranged periodical public meetings in connection with the Federation. Helped in organizing Temperance Associations at Noakhali and Barisal. Organized a Vigilance Committee to watch the dry area. Studied the sites and sales of ten drink shops and ten drug shops with a view to be informed of their proper conditions and to take notice of the infringements of the Bengal Excise rules and also to gather informations about the conditions of the consumers. Worked in connection with the Anti-Smoking Society, Tamil-Telugu Total Abstinence Society, Lord Clive Lodge No. 35 and the Temperance Section of the Brahma Samaj of India. Organized the Temperance Section of the Social Service Exhibition, and helped the Secretary in his office works."

The Anglo-Indian Temperance Association of London continues its practical interest in the movement and has made the period under review memorable by securing a medical pronouncement specially suitable for India, signed by some of the highest medical authorities in Great Britain and his Empire. The pronouncement is as follows:—

It has been proved by careful scientific experiments and confirmed by experience that:—

1. Alcohol, cocaine, opium, and intoxicating drugs (such as bhang, ganja, and charas) are poisons.
2. Even a moderate use of these is harmful, especially in tropical countries like India. They are of no avail permanently to relieve physical and mental strain.
3. Those who confine themselves to non-alcoholic drinks and who avoid the use of intoxicating drugs are capable of more endurance, and are better able to resist infection and disease.
4. Alcohol is in many cases injurious to the next generation, especially through its favouring influence upon venereal disease.
5. Alcohol aggravates the evils of famine.
6. Alcohol is useless as a preventive of plague.

7. Alcohol lowers the resisting power of the body against the parasites of malaria and the microbes of tuberculosis.
8. All that has been said applies with equal force to opium and intoxicating drugs.
9. We therefore appeal to the people of India to maintain and extend the practice of total abstinence as enjoined upon them by their religious and social obligations.

This pronouncement is being translated into some of the principal vernaculars of the country and will be widely circulated.

The Council desires to express its gratitude to those who have helped it to maintain its finance in a satisfactory condition. Several

hundred rupees had to be raised locally to pay the expenses of the All-India Temperance Conference, but this did not interfere with the regular financial support for local effort. His Excellency the Governor of Bengal continues to give the Federation his sympathy and support, which is appreciated.

HERBERT ANDERSON, *Hon. Secretary,*
Calcutta Temperance Federation.

Calcutta Temperance Federation.

Treasurer's Statement from 1st April, 1917 to 31st March, 1918.

RECEIPTS.	Rs.	A.	P.	PAYMENTS.	Rs.	A.	P.
Balance from last year	358	4	8	Lecturer's Allowance from			
Affiliation Fees, Subscriptions, etc.	.. 469	0	0	April 1917 to Feb. 1918,			
Grants from A.I.T.A.				11 months	.. 330	0	0
London, £10	.. 144	0	0	Printing, Stationery, etc.	253	12	6
Sale of Literature	.. 26	12	0	Lecturer's Office and			
				other expenses	.. 152	0	0
				Collecting Peon	.. 5	0	0
				Postages	.. 13	0	0
				Miscellaneous	.. 4	1	0
				<hr/>	757	13	6
				Balance carried forward—			
				In Bank	.. 204	2	2
				In Hand	.. 36	1	0
				<hr/>	240	3	2
TOTAL Rs.	.. 998	0	8	TOTAL Rs.	.. 998	0	8

Examined and found correct.
N. A. R. WATSON,
Honorary Auditor.
Calcutta, 9th May, 1918.

T. A. MILNE,
Honorary Treasurer.



**Calcutta : :
Temperance
Federation**



**Twelfth Annual Report
for the year ending
: March 31st, 1916 :**

Calcutta Temperance Federation.

Officers and Council for 1916-17.

<i>President</i> ..	The Hon'ble Dr. D. P. SARVADHIKARY, C.I.E.
<i>Vice-Presidents</i> ..	J. A. JONES, Esq., B.A. Rai Bahadur Dr. CHUNI LAL BOSE, M.B., I.S.O.
<i>Hon. Secretary</i> ..	Rev. HERBERT ANDERSON, 48, Ripon Street.
<i>Hon. Treasurer</i> ..	T. A. MILNE, Esq., 226, Lower Circular Road.
<i>Lecturer and Organiser</i> ..	SATYANANDA RAY, Esq., 82, Harrison Road.

Affiliated Societies and Representatives.

Havelock Lodge, I.O.G.T. ..	..	S. N. ROY, Esq., B.L.
Harbour Light Lodge, I.O.G.T. ..	..	Rev. J. BYORK.
Old Mission Church Temperance Society		Miss SCHOFIELD.
W.C.T.U., Bengal Branch ..	..	Miss C. F. HULL, A.B., M.D.
W.C.T.U., Calcutta Branch..	..	Mrs. PAGE.
M.T.P. Association ..	..	D. N. MULLICK, Esq., B.A., D.Sc., F.R.S.E.
Railway Signal Lodge, I.O.G.T. ..	..	J. Macclesfield, Esq.
The Devalaya ..	..	S. N. RAY CROWDHURY, Esq.
Fair Havens Lodge, I.O.G.T. ..	..	M. G. RAO, Esq.
Lord Clive Lodge, I.O.G.T. ..	..	W. RAMSAY JOLLY, Esq.
Sudder Street Band of Hope ..	..	Mrs. SLATER.
Ward XI Temperance Association ..	..	M. N. AUDDY, Esq.
The City Union and Ashababini ..	..	A. C. SEN, Esq., B.A.
Phoenix Tent, No. 884, I.O.R. ..	..	G. H. SOARFF, Esq.
Little Phoenix Tent, No. 38, I.O.R. ..	..	Miss MISQUITA.
United Services Tent, I.O.R. ..	..	J. INGLES HARVEY, Esq.
Excelsior Tent, No. 2252, I.O.R. ..	..	A. H. FARRINGTON, Esq.
Temperance Section Brahmoo Samaj of India		B. K. GUPTA, Esq.
Workingmen's Temperance Union ..	..	H. B. GHOSH, Esq.
Girdih Temperance Society ..	..	S. C. SARANA, Esq., B.A.
New Dispensation Band of Hope ..	..	B. K. GUPTA, Esq.
Kotlingham Band of Hope ..	..	S. RAY, Esq.
The Entally C. E. Temperance Society ..	..	Rev. H. G. Banerji.
The United Tamil and Telugu Total Abstinence Society ..	..	Mr. D. A. ANTHONY.
The Students' Weekly Service Temper- ance Society. ..	..	S. C. CHATTERJEE, Esq., M.A.

Elected Members.

B. K. ACHARYYA, Esq., B.A., LL.B.	M. M. CHATTERJEE, Esq., M.A.
S. C. BANERJEE, Esq.	Captain W. J. CLIFFORD.
Prof. J. R. BANERJEA, M.A., B.L.	HAROLD O. COATES, Esq.
J. C. BASACK, Esq.	Pastor J. M. COMER.
B. L. CROUDHURI, Esq., B.A., D.Sc., F.R.S.E.	D. A. C. CRUDEN, Esq.
	Dr. J. N. GHOSH, M.D.
	Dr. B. C. GHOSH, M.A., M.B., B.C.

The Hon'ble Nawab SYED NAWAB- ALI CHOWDHURI.	Mrs. I. G. LANCASTER.
The Hon. Maulvi A. K. FUZZUL HUQ.	Prof. S. C. MAHALANOBIS, B.Sc., F.R.S.E.
REV. F. B. HADOW, M.A.	Principal H. C. MOITRA, M.A.
Mrs. HARVEY.	Father Van DEMERGEL, S.J.
REV. B. A. NAG.	Mahamahopadhaya Dr. S. C. VIDYA- BHUSAN, M.A., Ph.D.
Rev. E. F. KNIGHT, B.D.	N. A. R. WATSON, Esq.
S. P. LANCASTER, Esq.	

Committees of the Calcutta Temperance Federation.

<i>Vigilance.</i>	<i>Literature.</i>	<i>Finance.</i>
Rev. H. ANDERSON.	Dr. B. L. CHOUDHURI.	T. A. MILNE, Esq.
Rev J. BYORE.	B. K. ACHARYYA, Esq.	S. N. ROY, Esq.
Mrs. PAGE.	Mrs. HARVEY.	N. A. R. WATSON, Esq.

Young People's Committee.

SATYANANDA RAY, Esq. Mrs. I. G. LANCASTER. M. N. AUDDY, Esq.

The Annual Report of the Calcutta Temperance Federation For 1915-1916.

THE Federation rejoices in the continued world-wide progress of temperance sentiment and practice. Before the war, leaders in the religious life of Europe and in social reform movements were glad to secure the support of the medical profession. The war appears to have converted cabinet ministers and politicians also. Hostility to drinking habits in England was never more sanely and seriously professed, and that on the soundest of principles—the life of the British Empire. When Britain learns, as Mr. Lloyd George trusts she will, that her future prosperity, recuperative powers, and progress depend on the settlement of the drink question and can be best attained by following Russia in a national adherence to teetotal principles, the Indian Government will have to look round to other sources for her Excise Revenue of £8,000,000. The Federation sees in the changing views of Britain on intoxicants the doom of the present relation of the Government in India to a traffic that increases the number of the inefficient, and affects the economic and material prosperity of the Empire.

Signs are not wanting that Provincial Governments are growingly sympathetic in regard to reform we have urged for many years. Something has been done to introduce suitable temperance teaching in Indian Schools. The Government of India has ordered that this matter be noticed in the next Excise Report of Provincial Governments. Some of these have already taken action, and vernacular text-books for teachers or scholars have already been prescribed. The duty on liquor, spirits and drugs has also been raised, and the question of the system of vend is not to be allowed to drop. In Bengal the war has led to a large deficit in Revenue, attributed, no doubt correctly, to the high prices of ordinary commodities and the inability of the drinking classes to spend money on a needless luxury. One might wish that the temptations to return to drink should not be offered when a wave of prosperity returns.

The following extract from the speech of the Hon. Mr. Beatson Bell at the Bengal Legislative Council held on March the 6th last will be read with interest. He said:—

“The actual receipts in 1914–15 amounted to Rs. 1,53,74,624, being 1½ lakh less than the revised estimate and 4½ lakhs less than the original estimate for the year. The revised estimate was reduced with reference to the actuals of the first ten months, but there was a further decrease consumption in the last two months and the revenue fell in proportion. The consumption of country spirit decreased by 105,241 gallons, of ganja by 376 maunds, and of opium by 156 maunds. Two factors contributed to this decrease—administrative measures and economic conditions. There was an increase of the rate of duty on country spirit in most districts and an increase in the maximum prices in West Bengal; there was also a curtailment of the hours during which shops can remain open. The economic conditions (I am still speaking of 1914–15) were those arising from the outbreak of the war.

“The sanctioned estimate for 1915–16 was Rs. 1,60,00,000, but owing to the large fall in consumption in the first 10 months of the year it is not anticipated that the receipts this year will exceed Rs. 1,50,00,000. With effect from the beginning of the year the treasury price of opium was raised to Rs. 40 a seer throughout the Presidency and the duty on ganja from Rs. 15 to Rs. 20 a seer. This increased taxation caused a rise in the retail price of these drugs, and this again re-acted on consumption. The total decrease in consumption of ganja and opium to the end of January, 1916, compared with last year's figures is 18,302 seers and 9,434 seers, respectively. The consumption of country spirit also decreased during the period by 60,015 gallons. To sum up, the consumption of all intoxicants was less in 1914–1915 than in 1913–14, and there is every sign that it will be still less in the current year. During the months which immediately followed the outbreak of the war, people became sober by the force of necessity and they have continued sober by the force of habit. I congratulate my friends of the Temperance party on the figures which I have just quoted.

“We expect no increase in the income next year, for, as I have just remarked, sobriety seems to have become a habit. The recent orders of the Government of India raising the cost price of opium from Rs. 9-9 to Rs. 11 a seer will also affect the revenue under the head ‘Gain on the sale proceeds of opium.’”

The Federation has had a useful if quiet year of work. The Council has held eight meetings, all of which have been well attended. A series of useful lectures and addresses specially meant for Temperance Workers was delivered during the year, and arrangements have been made to issue a small edition of 300 of some of these in a small booklet, for distribution to a wider public. The subjects were:—

The Drink and Drug Shops of Calcutta	..	Rev. HERBERT ANDERSON.
Physical effects of some intoxicating drugs		Rai Bahadur CHITNI LAL
		BOSE, I.S.O., M.B., F.C.S.
Drink and drug habits medically considered.		B. C. GHOSE, Esq., M.A.,
		M.B., B.C. (Cantab).

Drug-taking sociologically considered ..	M. M. CHATTERJEE, Esq., M.A.
Warfare of the Body ..	Miss HULL, M.D.
The physiological aspect of the drink problem.	Prof. S. C. MAHALANOBIS, B.Sc.

The first, second and fifth of the series were illustrated by charts and diagrams, and the last was a lantern lecture of special usefulness. The Federation is deeply grateful to all who assisted in making this series of lectures a success.

A large variety of Temperance gatherings have been held in the city during the year. At the Annual Meeting held on the 23rd of April, the following Resolution on His Majesty's own action was unanimously carried:—"Resolved that this Annual Meeting of the Calcutta Temperance Federation sends its loyal greetings to His Majesty King Emperor George V desiring especially to thank His Majesty for setting an example to his subjects all over the Empire in the practice of total abstinence from all intoxicating beverages. It appeals to Europeans and Indians in Calcutta and Bengal to follow this noble lead, and humbly requests the Local Government to consider the desirability of planning for some sacrifice of revenue, following the example of Russia, so that the consumption of alcohol in Bengal may be greatly reduced and the health efficiency and morals of the people correspondingly benefited."

In addition to an average of ten public meetings held each month in Calcutta, members of the Federation have visited Giridih, Bankipore, Bagnan, Dacca and other centres. Two or three protest meetings were held especially against the action of the Licensing Board in permitting country liquor shops to be opened at the sites in 4, Wellington Street, opposite a Muhammadan Hostel, and 129/1/1, Cornwallis Street, where four roads meet. These protests were without avail.

The Annual Medal Contest was held on Wednesday the 29th September, and was the best contest yet arranged. There were 52 competitors, and a new feature in these contests was the participation of girls in them. The following prizes were awarded:—

Dr. Mann Essay Medal	.. ANIL KUMAR SEN, City College School.
1st Prize Essay ..	.. ANIL KUMAR GHOSE, Scottish Churches School.
2nd Prize Essay ..	.. ANIL KUMAR CHAKRAVARTI, Bangabasi School.
Special Prizes for Girls	.. SHALABALA GUPTA and USHABALA MITRA, Victoria Institution.

Kotlingham Medal	..	KRISHNA CHANDRA BHATTACHARYYA, City College School.
Excelsior Temple and City College Band of Hope, Ex-members' Medal	} ..	SUSHOBAN MOZUMDAR, Victoria Institution.
1st Prize	..	NAGENDRA NATH CHAKRAVARTI, Bangabasi School.
2nd Prize	..	SAROJ KUMAR SARKAR, Hare School.
Special Prize	..	SUDHANGSUBALA AUDDY, Kotlingham Band of Hope.

Representatives from 13 schools in the city and suburbs took part, and a crowded audience witnessed to the interest in the proceedings. The Federation are grateful to the Judges and other friends to whom the success of the contest was due.

The year has been a busy one in the publication and distribution of literature, English and Vernacular. There were reprints of a Bengali 5,000 edition of the well-known Temperance Story Haridasi. Half of this edition was taken and paid for by the W.C.T. Union. The following tracts were also published: "An Ally of the Enemy in India," by Prof. Davies; "Take Care," a talk to the boys on Purity, by Rev. Herbert Anderson; "A Model Constitution for local Temperance Societies"; "A form of application for affiliation to the Federation"; "Investigation Report Card"; "Drink a Poison," 2,500; "Friend or Foe," 2,500.

It was decided that the annual subsidy of Rs. 60 from the Federation to the *Temperance Record* be used hereafter for printing and publishing pamphlets for free distribution.

The work among young people has been pushed. Several Bands-of-Hope have been organised in connection with schools in the North of the Town, and the following Societies have been affiliated to the Federation:—The Entally C.E. Temperance Society, President the Rev. H. G. Banerji. The United Tamil and Telugu Total Abstinence Society, President Mr. D. A. Anthony. The Students' Weekly Service, President Prof. S. C. Mahalanobis. There have been more meetings than usual in Schools and Colleges, and the interest of both boys and girls shows that there would be no difficulty, if the Educational Authorities would introduce definite Scientific Temperance Instruction in the Readers, or supply small text-books on Health, including Temperance Teaching in the Schools and Colleges throughout Bengal. The Federation would be glad if the Education Department of this Province would permit them to prepare suitable text-books on this subject.

This Committee had not had cause to deal with many urgent cases. It took action about the Tari Shop at 301, Upper Circular Road, opposite the King's Hospital, and the Licensing Board has arranged to transfer this shop to another site on April 1st, 1916. A vendor who advertised his intention of reducing the price of country liquor in the neighbourhood of his shop by beat of drum was reported, as his action was illegal, and on report to the Commissioner of Police, steps were taken to prevent the recurrence of such illegalities. An attempt has been made to get the Government of Bengal to permit legislative or departmental action against the practice common in the Hotels and Restaurants of Calcutta of *signing* for drinks. It is illegal under an English Act for any vendor to sue for debts incurred by persons not paying for drinks supplied to them or their friends, and experience showed that in Calcutta many young men were ruined by taking or giving drinks on credit. No action had been taken by the Authorities. In view of recent legislation in England on this subject the Federation trusts that something may yet be done.

The Federation took some part in this Campaign. Copies of the appeal drawn up by the Hon. Secretary to workers throughout India to adopt for the month of the campaign the policy of (1) getting at the drinkers, (2) getting at the Press, and (3) getting at the young people were circulated to the Societies connected with the Federation. A number of special meetings were held during December, grog shops were visited and a good deal of literature distributed in the Streets and Bazaars. A grant of Rs. 50 from the funds of the Federation was made for literature and certain tracts in Bengali and English were printed.

This Conference was held in Bombay on December 27th, under the presidency of the Hon. Rai Bahadur Gokul Prasad, M.A., LL.B. The Federation was represented by Mr. Anderson and Mr. Hem Chandra Sarkar. The printed Report will shortly be published.

The Representative of the Federation on Licensing Board reports that the main duty of the past year was the granting of licences for Tari and Drug shops. There were reductions in the number of all of these and two or three obnoxious sites were either given up altogether, or transferred to a less objectionable site. The Government of India has reported to the Secretary of State for

India on the working of the Licensing Boards of Calcutta and neighbourhood. The gist of the Report is that the experience gained was not regarded as sufficient to justify the creation of similar Boards in other cities in India. The Representatives of the Federation continue to be the Rev. Herbert Anderson for the Calcutta Licensing Board, and S. N. Roy, Esq., for the Howrah and Bally Licensing Board.

The investigations on Tari sites revealed many unpleasant facts in regard to the insanitary condition under which Tari drinking was permitted. The report to the Authorities resulted in a personal examination by the Superintendent of Excise for Calcutta who immediately issued orders insisting on better sanitary conditions in all Tari drinking shops. The Federation considered at one of its meetings the advisability of giving to Licensing Boards or an equally representative body the authority to decide on the sites of shops with power to approve the buildings and own the property. The matter was felt to be one of great difficulty, but the majority of the Council felt that any experiment that would remove the liquor shops from their present too prominent positions, would be welcomed by the Council in the interest of public sobriety.

The Federation sustained a severe loss in the premature death of its most devoted and energetic Hon. Treasurer, Mr. J. B. Kotlingham.

At the meeting of the Council held on the 25th of June, 1915, the following Resolution was unanimously carried :—

“The Council has heard with unfeigned regret of the death of their colleague J. B. Kotlingham, Esq., on Monday, June 7th. The Temperance Cause in this city has never had a more patient, persistent and devoted worker. In the interests of Temperance literature, in work for the young people, in the establishment or progress of the Societies connected with the Federation, as well as in his duties as Hon. Treasurer, he has shown for some years past an abounding energy. Of a humble and retiring character, his fidelity has only been known to the few who were brought into intimate touch with him. The Council desires to place on record its high esteem for his work and its deep gratitude for his long and noble career in the Temperance interests of Calcutta, and it would convey to Mrs. Kotlingham and the members of his family its heartfelt sympathy in their bereavement.

The report of the Lecturer and Organiser Mr. Satyananda Ray is as follows :—
Report of Lecturer and Organizer.

The Lecturer and Organiser delivered lectures and conducted Band of Hope meetings, meetings of the Anti-Smoking Society in Schools and Colleges, helped in organising meetings of the Metropolitan Temperance and Purity Association, interviewed the heads of the local institutions and corresponded with the teachers of schools

with a view to push the work of the Bands of Hope, Juvenile Temperance Societies. He organised the Harold H. Mann and Kottingham Medals' Contests in connection with the Children's Work Committee of the Federation, pushed the sale and distribution of Temperance literature, helped in work of the Literature Committees of the Federation and the M.T.P.A., working in connection with Vigilance Committees of the Federation and the M.T.P.A.; he paid visits to the sites of, and watched the local liquor, Tari and Drug shops. He also helped in securing signatures to the M.T.P.A. pledges; worked as the Superintendent of Juvenile Works, and Convener of the Havelock Temperance Mission for workmen in connection with the Havelock Lodge, I.O.G.T. He acted as Treasurer during the illness of the late Hon. Treasurer, and as the Assistant Secretary of the M.T.P.A. He organised meetings especially for workmen in connection with the December Campaign, and helped the representative of the W.C.T.U. on the Council in organising the Lady Carmichael Prize Contest. He also helped in organising the Telugu and Tamil Total Abstinence Society, and conducted special classes for the young on "Alcohol and the Human Body" and "the History of the Temperance Movement in Bengal."

The Hon. Secretary and the Hon. Treasurer also report their appreciation of the help rendered them by Mr. Ray in various ways during the year.

The balance to credit on the 31st March, 1915, was
Finance. Rs. 203-11-11. It has been found difficult to realise subscriptions and donations so readily as in the past, but the Council is grateful to His Excellency the Governor for a further donation of Rs. 100 towards the cost of its various activities. On the lamented death of its late Treasurer Mr. J. B. Kottingham, Mr. T. A. Milne of 226, Lower Circular Road, Calcutta, generously undertook the duties of Treasurership. His statement for the year shows a credit balance on the 31st of March, 1916, of Rs. 264-6-5. The Federation is grateful to all its supporters, and in view of war conditions appeals for further support.

In conclusion, the Council of the Federation desires to thank the local Press and its supporters in Great Britain as well as in Bengal for all the help received during the past year. The opportunity for more vigorous effort is an ever-increasing incentive to push forward to the ideals for which we strive. Total abstinence is the only complete and satisfactory remedy for the drink and drug habit, whether of the individual or of the State.

On behalf of the Council,

HERBERT ANDERSON, *Hon. Secretary,*
Calcutta Temperance Federation.

Addresses.

For convenience of reference the following addresses are inserted :—

<i>President</i>	The Hon. D. P. SARVADHIKARY, C.I.E., 20, Suri Lane, Calcutta.
<i>Vice-Presidents</i>	B. L. CHOUDHURI, Esq., D.Sc., 120, Lower Circular Road. J. A. JONES, Esq., B.A., 23, Chowringhee.
<i>Hon. Secretary</i>	Rev. HERBERT ANDERSON, 48, Ripon Street.
<i>Hon. Treasurer</i>	T. A. MILNE, Esq., 226, Lower Circu- lar Road.
<i>Lecturer and Organiser</i>	SATYANANDA RAY, Esq., 82, Harrison Road.
<i>Representatives—</i>	
<i>Havelock Lodge, I.O.G.T.</i>	S. N. ROY, Esq., B.L., 12, Holwell Lane.
<i>Harbour Light Lodge, I.O.G.T.</i>	Rev. J. BYORK, 19, Circular Garden Reach Road.
<i>Old Mission Church Tem- perance Society.</i>	Miss SCHOFIELD, 10, Mission Row.
<i>W.C.T.U., Bengal Division.</i>	Miss C. F. HULL, M.D., Bagnan, B.N.R.
<i>W.C.T.U., Calcutta Branch.</i>	Mrs. PAGE, 18, Alexandra Court, Chow- ringhee.
<i>M.T.P. Association</i>	Dr. D. N. MULLICK, 11, Williams Lane.
<i>The Devalaya</i>	S. N. RAY CHOWDHURY, Esq., 210/3/1, Cornwallis Street.
<i>Fair Havens Lodge, I.O.G.T.</i>	M. G. RAO, Esq., B.N.R. Chief Engineer's Office, Kidderpore.
<i>Lord Clive Lodge, I.O.G.T.</i>	W. RAMSAY JOLLY, Esq., Soldiers' Club, Hastings.
<i>Sudder Street Band of Hope Ward XI Association</i>	Mrs. SLATER, Samavaya Mansions. M. N. AUDDY, Esq., 8, Babooram Seal's Lane.
<i>Phoenix Tent, No. 884, I.O.R.</i>	G. H. SCARFF, Esq., 53, Ripon Street.
<i>Little Phoenix Tent, No. 38, I.O.R.</i>	Miss MISQUITA, 72/1, B.N.R. Quarters, Garden Reach.
<i>The City Union and Asha- bahini.</i>	A. C. SEN, Esq., B.A., 25, Guru Prosad Chowdhury Lane.
<i>United Services Tent, I.O.R.</i>	J. INGLES HARVEY, Esq., 6, Council House Street.
<i>Excelsior Tent, No. 2252, I.O.R.</i>	A. H. FARRINGTON, Esq., E.I.R. House, 105, Clive Street.
<i>Temperance Section of Brahmo Samaj of India.</i>	B. K. GUPTA, Esq., 82, Harrison Road.
<i>Workingmen's Temperance Union.</i>	H. B. GHOSH, Esq., 21A, Anthony Bagan Lane.
<i>Giridih Temperance Society.</i>	S. C. SAHANA, Esq., B.A., Giridih.
<i>Entally C.E. Society</i>	Rev. H. G. BANURJI, 58, Cornwallis St.
<i>Tamil and Telugu Total Ab- stinence Society.</i>	D. A. ANTHONY, Esq., 14/1, Taltola Lane.
<i>Students' Weekly Service</i>	S. C. CHATTERJEE, Esq., M.A., 75, Bechu Chatterjee Street.

Constitution of the Calcutta Temperance Federation.

1. The name of the organization shall be "The Calcutta Temperance Federation."
2. It shall be in affiliation with the Anglo-Indian Temperance Association.
3. The object of this Federation is to promote unity and co-operation among the various Temperance organizations in Calcutta and environs, by means of correspondence, visitation, lectures, diffusion of literature, etc., and generally to promote, extend and strengthen the Temperance Cause.
4. Subject to the sanction of the Council of this Federation—
 - (a) Any Temperance organization in Calcutta or environs may be admitted into the Federation on payment of an Annual Affiliation Fee of One Rupee. Membership in an affiliated society shall carry with it membership in the Federation.
 - (b) Any abstainer, not attached to any affiliated society, may become a member of the Federation, by payment of an Annual Fee of One Rupee, and be eligible for election to the Council of the Federation.
 - (c) Any Temperance society situated outside of Calcutta and its environs, but within the Bengal Presidency, may be admitted into the Federation, on payment of an Annual Affiliation Fee of One Rupee, and membership in such a society shall carry with it membership in the Federation.
 - (d) No proposal shall be deemed to have received the sanction of the Council of Federation unless the same has been passed by a three-fourths vote of the members of the Council.
5. All fees shall be paid for the current year on affiliation, and on or before the 31st March of every succeeding year. Only members of the Federation, who have individually or through their Societies paid their fees, shall be entitled to vote at the Annual Meeting.
6. The Annual Business Meeting of the Federation, open to all members, shall be held in or about April, when a report of the work of the Council, and a statement showing their financial position during the year, shall be presented.
7. The following officers, viz. President, one or more Vice-Presidents, Secretary and Treasurer, having been previously nominated by the Council of the Federation, shall be elected for the ensuing year at the Annual Business Meeting.
8. There shall be a Council of the Federation consisting of—
 - (a) The above-named officers of the Federation.
 - (b) One representative from every affiliated society, such representative to be nominated annually by the organizations they represent.
 - (c) Any other member, whom the Council of the Federation may elect to join them.
9. The office-bearers of the Council of the Federation shall be the office-bearers of the Federation.
10. The Council shall meet monthly and special meetings may be called at other times, if necessary, as the President and Secretary may see fit, or on the requisition of any three members of the Council.
11. The Council of the Federation shall have power to make rules and bye-laws for the regulation and guidance of the Council.
12. The Federation shall be Christian in character, and all meetings of the Federation and Council shall be opened and closed with prayer.

Calcutta Temperance Federation.

Treasurer's Statement from 1st April, 1915 to 31st March, 1916.

RECEIPTS.	Amount.			EXPENDITURE.	Amount.		
	Rs.	As.	P.		Rs.	As.	P.
By Balance from last year	203	11	11	To Lecturer's allowance for twelve months			
„ Affiliation Fees and Subscriptions ..	408	2	6	at Rs. 30	360	0	0
„ Grants from A.T.A. London for three				„ Printing charges, etc.	413	11	6
quarters, £15	222	15	6	„ Miscellaneous	79	8	0
„ Special subscriptions for Literature ..	153	0	0	„ Stamps	21	12	0
„ Proceeds of Concert (per Rev. H. Ander-				„ Collecting charges	11	0	0
son)	143	8	0	„ Stationery	3	14	0
„ Sale of Literature	14	14	0				
„ Kottingham Memorial Medal	8	0	0	„ Balance in hand—			
				In Bank	219	3	8
				„ Hand	45	2	9
					264	6	5
TOTAL Rs. ..	1,154	3	11	TOTAL Rs. ..	1,154	3	11

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Examined and found correct.

N. A. R. WATSON,
Honorary Auditor.

7th April, 1916.

T. A. MILNE,
Honorary Treasurer.

List of Donors—1915-1916.

	Rs. A. P.		Rs. A. P.
Miss Hogg ..	2 0 0	Brought forward ..	128 8 0
Heramba Chandra Mittra, Esq. ..	1 0 0	Miss E. M. Lindsay ..	1 0 0
D. N. Malik, Esq. ..	1 0 0	Miss M. V. Mercier ..	1 0 0
W. J. Clifford, Esq. ..	2 0 0	Miss Plumbe ..	1 0 0
G. C. Bural, Esq. ..	2 0 0	Miss B. K. Hogg ..	1 0 0
J. R. Bannerjee, Esq. ..	1 0 0	Mrs. F. Hall ..	2 0 0
B. K. Acharya, Esq. ..	1 0 0	Mrs. B. Slater ..	1 0 0
Srischandra Ray, Esq. ..	1 8 0	J. B. Fish, Esq. ..	2 0 0
W.C.T.U., Calcutta ..	5 0 0	Rev. C. C. Dawson ..	2 0 0
Entally C.E. Society ..	1 0 0	Miss S. E. Billing ..	5 0 0
Raja Peary Mohan Mukerji ..	10 0 0	Havelock Lodge ..	1 0 0
Dr. B. L. Chaudhuri ..	1 0 0	W.C.T.U., Bengal ..	1 0 0
Dr. Chuni Lal Bose ..	2 0 0	S. N. Roy, Esq. ..	1 0 0
M. M. Chatterji, Esq. ..	1 0 0	Mrs. A. M. Harvey ..	1 0 0
Ichapur, per Rev. Anderson ..	3 0 0	Rev. E. F. Knight ..	1 0 0
J. C. Dutt, Esq. ..	1 0 0	M. N. Auddy, Esq. ..	1 0 0
T. H. Hippolite, Esq. ..	2 0 0	Ichapur Collection, per Rev. H. Anderson ..	2 10 6
Rev. F. B. Hadow ..	1 0 0	Mrs. Sunder ..	5 0 0
H. Schofield, Esq. ..	1 0 0	S. C. Bannerji, Esq. ..	1 0 0
H. Elliott, Esq. ..	2 0 0	Sir R. N. Mukerjee ..	10 0 0
H. K. De, Esq. ..	1 0 0	H. F. Doran, Esq. ..	8 0 0
Rev. J. M. Comer ..	1 0 0	Dr. Harold Mann ..	20 0 0
T. A. Milne, Esq. ..	5 0 0	Excelsior Tent ..	1 0 0
The Devalaya ..	1 0 0	W. Murdoch, Esq. ..	2 0 0
Brahmo Somaj of India Temperance Section ..	1 0 0	W. P. Milne, Esq. ..	2 0 0
New Dispensation Band of Hope ..	1 0 0	A. A. Madge, Esq. ..	2 0 0
Workingman's Institute Baitakhana Band of Hope ..	1 0 0	B. Singh, Esq. ..	1 0 0
The Most Rev. the Lord Bishop of Calcutta ..	25 0 0	R. L. Ghosh, Esq. ..	2 0 0
A. P. Stockwell, Esq. ..	2 0 0	S. C. Mahalanobis, Esq. ..	2 0 0
J. A. Jones, Esq. ..	5 0 0	A. Friend ..	5 0 0
Rev. J. D. Sinclair ..	2 0 0	S. Ray, Esq. ..	2 0 0
D. L. Monro, Esq. ..	5 0 0	J. C. Kidd, Esq. ..	1 0 0
J. Thomson, Esq. ..	5 0 0	B. K. Gupta, Esq. ..	2 0 0
N. A. R. Watson, Esq. ..	10 0 0	Sir Gooroo Dass Bannerjee ..	4 0 0
R. Wittet, Esq. ..	5 0 0	Walter Davies, Esq. ..	20 0 0
Calcutta Tamil and Telugu Total Abstinence Society ..	1 0 0	Rev. R. Gee ..	5 0 0
W. C. Frazer, Esq. ..	5 0 0	D. A. C. Cruden, Esq. ..	10 0 0
E. Warman, Esq. ..	1 0 0	N. M. Ross, Esq. ..	5 0 0
G. O'Connell, Esq. ..	2 0 0	A. D. Pickford, Esq. ..	25 0 0
Rev. H. Anderson ..	5 0 0	Dr. T. Thornhill ..	2 0 0
X. per Rev. H. Anderson ..	1 0 0	J. A. Price, Esq. ..	2 0 0
Miss M. H. Park ..	1 0 0	Rev. T. W. Norledge ..	2 0 0
		His Excellency the Governor of Bengal ..	100 0 0
		Rev. A. W. Young ..	2 0 0
		A. Marsh, Esq. ..	3 0 0
		J. C. Basak, Esq. ..	5 0 0
		Fair Havens Lodge ..	1 0 0
		Rev. E. F. Knight ..	3 0 0
Carried over ..	128 8 0	TOTAL Rs. ..	408 2 6

Grants from the Anglo-Indian Temperance Association, London, for three quarters.

				Rs. A. P.
April, 1915, £5	..	..	..	74 11 0
October, 1915, £5	..	..	..	74 5 9
January, 1916, £5	..	..	..	73 14 9
			..	<u>222 15 6</u>
Sale of Literature	..	..	..	8 12 0
Kottingham Memorial Medal, Mr. M. N. Auddy			..	8 0 0
Proceeds of Concert (per Rev. H. Anderson)			..	143 8 0

The following donations have also been received for the printing and circulation of Vernacular Literature:—

				Rs. A. P.
S. N. Roy, Esq.	..	..	..	2 0 0
A. P. Stockwell, Esq.	..	..	..	10 0 0
W. R. Gourlay, Esq.	..	..	..	10 0 0
E. Goodall, Esq.	..	..	..	20 0 0
T. A. Milne, Esq.	..	..	..	20 0 0
T. C. Davies, Esq.	..	..	..	10 0 0
Per Miss Anderson	..	..	..	3 0 0
F. Wilson, Esq.	..	..	..	3 0 0
N. Luke, Esq.	..	..	..	10 0 0
W. F. Jones, Esq.	..	..	..	10 0 0
J. P. Evans, Esq.	..	..	..	10 0 0
A. Fleming, Esq.	..	..	..	10 0 0
Dr Chuni Lal Bose	..	..	..	5 0 0
L. Broome, Esq.	..	..	..	5 0 0
D. A. C. Cruden, Esq.	..	..	..	20 0 0
J. Luke, Esq.	..	..	..	5 0 0
			..	<u>153 0 0</u>

The OFFICIAL REPORT of
The Fourteenth
All-India Temperance Conference

Held at

Calcutta on 27th and 28th December, 1917.

Published by
The Council of the All-India Temperance Conference.

Council of the All-India Temperance Conference

Officers for 1918.

<i>President</i>	RAI BAHADUR CHUNI LAL BOSE, I.S.O., M.B., F.C.S., Medical College, Calcutta.
<i>Vice-Presidents</i>	SIR BHALCHANDRA KRISHNA, KT., L.M., Bombay. THE HON'BLE RAO BAHADUR B. N. SARMA, B.A., B.L., Madras. RAI BAHADUR GOKUL PRASAD, M.A., LL.B., Allahabad.
<i>Hony. Treasurer</i>	C. SELVARAJU, Esq., 34, Nambulier Street, Madras.
<i>Secretary</i>	REV. HERBERT ANDERSON, 48, Ripon St., Calcutta.

Council for 1918.

<i>Bengal</i>	THE HON'BLE D. P. SARVADHIKARI, C.I.E., 20, Suri Lane, Calcutta. MISS EWING, 45, Lower Circular Road, Calcutta. DR. M. M. MULLICK, Calcutta. M. N. AUDDY, Esq., 8, Babooram Seal's Lane, Calcutta. DR. C. F. HULL, M.D., Bagnan, B.N.-Ry.
<i>Bombay</i>	DR. HAROLD MANN, Agricultural College, Poona. E. W. FRITCHEY, Esq., Canada Buildings, Hornby Road, Bombay. MR. RAMABAI RANADE, Sadashibpet, Poona. B. N. MOTTIWALLA, Esq., J.P., LL.B., Malabar Hill, Bombay. D. D. GILDER, Esq., Guzdar Mansions, Princess Street, Bombay.
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<i>Punjab</i>	DR. J. C. R. EWING, Forman College, Lahore. PANDIT BISHAN NARAIN ROZDON, Taylor, Amritsar. MR. S. S. BHATIA, Joint-Editor Tribune, Lahore. LALA NAND LAL, Temperance Hall, Amritsar. MR. SANT SINGH, Amritsar.
<i>Bihar and Orissa</i>	BABU PARAMESHWAR DYAL, Patna. MRS. DONALD SUNDEE, Haveli Khargpur, Bihar.
<i>Central Provinces</i>	REV. B. LUKE, Sironcha, C.P. MISS W. TAYLOR, " " "
<i>Burma</i>	S. A. S. TYABJI, Esq., Rangoon MISS FLORA E. STROUT, W.C.T.U., Rangoon.
<i>Ceylon</i>	MR. W. A'DE SILVA, Colombo, Ceylon.

The Fourteenth All-India Temperance Conference

Held at Calcutta

On 27th and 28th December, 1917.

OFFICIAL REPORT.

THE Fourteenth All-India Temperance Conference was held at the Lily Cottage, 78, Upper Circular Road, Calcutta, on 27th December, 1917, at 8 to 10-30 a.m., and on 28th December 4 to 7 p.m. The Conference was well attended. The President Rai Bahadur Dr. Chunilal Bose was met by the Chairman, Secretaries, and members of the Reception Committee and conducted to the platform. Among those present at the Public Meeting or at the Social Gathering were: W. R. Gourlay, Esq., C.I.E., I.C.S.; the Hon'ble Mr. B. N. Sarma, B.A., B.L., of Madras; the Hon'ble Mr. N. Narasinha Aiyer, of Salem; Dewan Bahadur L. A. Gobinda Riagharan Aiyer, of Madras; Lala Nand Lal, of Amritsar; the Most Reverend the Metropolitan of India; the Hon'ble Maharaja Manindra Chandra Nundy Bahadur, K.C.I.E., of Cossimbazaar; Sir Gooroodass Banerji, Kt.; Rev. J. Watt, D.D.; Principal H. C. Moitra, M.A.; the Maharani of Mourbanj; Rev. J. D. Sinclair, B.D.; Dr. P. Nandi; Professor S. C. and Mrs. Maholanobis; Mrs. James Simpson; Mrs. Donald Sunder; Miss Ewing; Dr. C. F. Hull; S. A. S. Tyabji, Esq., of Rangoon; B. Gauri Shankar Parshad, Esq., B.A., LL.B., of Benares; Dr. B. C. Ghose, M.A., M.B.; Mr. W. A. de Silva, of Colombo; M. N. Auddy, Esq.; the Hon'ble A. N. Moberley, I.C.S.; Rai Saheb S. C. Raha; Professor P. D. Sastri, M.A., Ph.D.; Dr. M. C. Tandon; Professor B. M. Burua, D.Lit.; Mahamahopadhyaya Dr. S. C. Vidyabhushan, M.A., Ph.D.; B. K. Acharjya, Esq., Bar.-at-Law; Rev. E. F. Knight, B.D.; S. P. Lancaster, Esq.; T. A. Milne, Esq.; H. P. Sen, Esq.; J. Niogi, Esq.; Rev. H. G. Banerji; D. Anthony, Esq.; Swamy Suddhananda Brohmochary; B. K. Gupta, Esq.; Rev. R. M. Biswas; Rev. Herbert Anderson; Mr. C. C. Ghose, Bar.-at-Law; Mr. A. P. Basu, M.A., Bar.-at-Law; Dr. H. L. Sinha; Dr. B. M.

Chakraverti; Prof. H. C. Dey, M.A.; Mr. G. N. Bose; Dr. J. N. Bose; Mr. A. K. Bose; Mr. S. N. Roy; Mr. N. N. Bhose, Bar.-at-Law; Mr. S. C. Mitra; Mr. S. N. Bose, Bar.-at-Law; Rai Surendra Nath Mitra Bahadur; Mr. G. N. Bose, Solicitor; Mr. H. P. Ghosh; Mr. J. K. Bose; Mr. S. N. Sircar; Rev. K. N. Ghosh; Rev. Mr. Nag and Mrs. Nag; Sir K. C. Bose, Kt., C.I.E.; the Hon'ble Rai P. N. Mookerjee Bahadur, I.S.O.; Miss Biswas; Miss K. D. Banerjee; Miss S. Mookerjee; Rai C. C. Bose Bahadur, I.S.O.; Diwan Bahadur Dr. H. L. Basu; Mr. S. C. Shome; Mr. S. N. Bhose; Mr. G. N. Basu; Mr. S. C. Sen; Rev. B. G. Neogi; Dr. B. L. Chaudhuri; Kumar Sri Panchanan Mookerjee; Babu Charu Chandra Bose, M.R.A.S., and many others.

Mr. W. R. Gourlay, C.I.E., I.C.S., as Chairman of the Reception Committee, called upon the Rev. J. Watt, D.D., to open the proceedings with prayer. He then gave the following

Address of Welcome.

LADIES AND GENTLEMEN,

As President of the Reception Committee, I welcome you all to this the Fourteenth All-India Temperance Conference.

I need not speak at length of the value of such conferences: they prove to the country the solidarity of those who are working for Temperance Reform, and by means of these meetings we help and encourage one another; we learn of the progress made throughout the country, and we are able to concert plans for the future.

Each of us has his or her own sphere of work in this world; and our opinions are formed as the result of our experience; my experience has been that of an officer of the Government, and it is in that sphere that my opinions have been formed, and it is from that standpoint that I wish to say a word to you this morning. I must preface what I say by the statement that I am here as a private individual, and that I have no authority to speak on behalf of the Government. The Government of this country stands in a very peculiar and difficult position in regard to Social Reform Questions, and it is not prepared to legislate in such matters unless it is certain that a large body of public opinion is in favour of the change. This attitude—not an unnatural attitude—is one of the great difficulties in the way of the Social Reformer in India, and he has not at present these means of proving that he has a strong enough backing which exist in countries where the Government is responsible to a wide electorate.

There is a point in the history of every Reform Movement

where legislation is necessary for its further development, and in India under present conditions the Social Reformer has a long way to go before he reaches that point.

But let me come to Temperance Reform. Of late months we have heard much of goals and roads thereto. Lord Hardinge in 1913 gave us a clear statement of the Government's policy with regard to Temperance Reform. In his reply to the deputation which waited on him in December 1913, he said : *"The Government of India, the Local Governments and Administrations and their officials are unanimous with you in desiring to promote the cause of temperance in this country by all means in their power."*

This had never before been stated so explicitly.

The policy afterwards outlined might perhaps be split up into two general statements—

- (1) it is no part of the policy of Government to prevent the use of intoxicants in moderation by those who are in the habit of using them ;
- (2) it is the settled policy of Government to minimize temptation to those who do not take intoxicants and to discourage excess amongst those who do.

I need not recapitulate the measures by which the Government hopes to carry out this policy, but Lord Hardinge emphatically stated that the desire to secure larger Revenue is not a paramount motive in the mind of Revenue officers when dealing with questions of Excise. I quote his words—*"The Collector is responsible as Magistrate for the peace and sobriety of his district : this is his primary duty : the revenue interests of Government, important as they are, must come and do come after it."*

This clear statement of policy enables Temperance Reformers to organize their work on three definite lines. In the first place there is the question of the acceptance of the policy thus laid down. All Temperance Reformers have accepted the policy—not as the ultimate 'goal'—but as a definite point on the 'road.' Many would like Government to make a further advance, and if their endeavours in this direction are to be effective they must be concentrated : therefore it would, I suggest, be wise to leave the criticism of the Government policy to be dealt with by the Council of the All-India Temperance Conference—and to leave the Council and it alone to correspond with the Government on the subject. I do not mean that there should be no criticism by the District and City Temperance Societies of the Government's policy—but that those criticisms should be addressed to the Council and not to the Government's officers.

Two great spheres of work are left, and upon these the local societies should concentrate their attention—(1) The spheres of Social Service (encouraging those who practise temperance and persuading those who do not), and (2) assisting the officers of the Government to carry out the policy laid down by Lord Hardinge. On this latter sphere I wish to say a few words.

There are two simple axioms we should all keep in mind: (1) it is the wish of Government that their policy should be carried out; (2) it is the wish of the Collector of the district and of his advisers and assistants to carry out that policy.

You will always find the Collector ready and willing to receive assistance in his work, provided of course you approach him in a spirit of helpfulness—and also provided your criticism is based (1) on a knowledge of the policy, and (2) on ascertained facts.

I would therefore urge the branches first to study thoroughly the policy of the Government of India as laid down in Lord Hardinge's reply to the address; and secondly, to study the facts of the Excise Administration in their immediate neighbourhood.

When they have done this, they will be in a position to appoint Vigilance Committees, and with their assistance to bring to the notice of the Government officers ascertained facts of cases in which the policy is not being carried out.

As I have said, assistance of this kind will be welcomed, and in this way District Societies will not only get new life, but they will be rendering real social service to their countrymen. I hope one result of our present conference will be a wide extension of District Societies.

I have already occupied this position longer perhaps than the President of the Reception should have done, and now I propose that we ask to preside over us one who is respected by all to whom his name is known, and who is held in affection and esteemed by all who enjoy his friendship—I propose that we elect as our President Rai Bahadur Chuni Lal Bose.

This was formally seconded by Mr. S. A. S. Tyabji, V.G.G.T., Burma, and on being put to the meeting by the Chairman of the Reception Committee was passed unanimously.

The President thanked the Conference for the honour conferred upon him, and then called upon the Secretary of the Reception Committee to make one or two announcements.

Rev. Herbert Anderson said that letters and telegrams had been received from the following regretting their inability to send delegates or be present, but wishing the Conference every success:

The Hon'ble D. P. Sarvadhikary, President Calcutta Temperance Federation, through ill health.
 Coonoor. The Pride of the Hills International Order of Good Templars.
 Central Provinces. The Temperance League of Sironcha.
 Rajkot. The Tirassia Association.
 Chicacole. The Chicacole Temperance Association.
 Dera Ismail Khan. Tahl Ram Ganga Ram, Zamindar.
 Delhi. The Neshanashini Sabha.
 Erode, Madras Presidency. The Erode Temperance Society.

The following Leagues or Societies had sent delegates :

1. The United Provinces Temperance Council.
2. The Lucknow Temperance Federation.
3. The Dehra Dun Neshanashini Sabha.
4. The Benares Temperance Council.
5. The Meerut Temperance Society.
6. The Dacca Temperance Society.
7. The Gwalior George Jayagi Band of Hope.
8. The International Order of Good Templars, Rangoon, Burma.
9. The Ahmedabad Total Abstinence Society.
10. The Bengal Divisional W.C.T.U.
11. The India National W.C.T.U.
12. The Lahore Temperance Association.
13. The Presbyterian Church in India.
14. The Amritsar Temperance League.

PRESIDENTIAL ADDRESS,

The President then rose and delivered his address. He said :—

FELLOW-WORKERS IN THE CAUSE OF TEMPERANCE,—

My first duty is to thank you for the great honour you have done me by electing me to be the Chairman of the "All-India Temperance Conference" at its 14th annual session.

None feels more keenly than I do the small claim I have, of all persons assembled in this place, to take up this high office, and I approach with great trepidation of heart the responsibility of the Chair which has been graced in former years by most distinguished and veteran workers, European and Indian, in the noble cause of Temperance. But the thought which gives me courage is that those kind friends to whose indulgence I owe this high honour will guide me in the discharge of my responsible duties as the Chairman of the Conference, and I invoke the blessing of God and the good wishes of my predecessors in office to help forward successfully the blessed work which it has pleased God to place in our hands.

My next duty is to thank my own Government for kindly according me permission to preside over the deliberations of this annual gathering of Temperance workers. The cause of Temperance lies deep in my heart, and although I cannot claim any special achievement in the field of Temperance work, I have, from the early years of my life, lent to this movement my whole-hearted support and have always, by profession and practice, upheld its noble cause. I, therefore, felt deeply grateful to my Government when I obtained their permission not only to take part, but a very prominent part, in the proceedings of this "All-India Temperance Conference."

In this connection, I am sure I voice the unanimous sentiment of this distinguished assembly that it is a matter for sincere congratulation that we have Mr. W. R. Gourlay, C.I.E., I.C.S., as the Chairman of the Reception Committee this year. Mr. Gourlay is a distinguished member of the Indian Civil Service, and a most trusted officer of Government. His long service in this province, particularly as Private Secretary to two successive Governors of Bengal, has brought him into close contact with all classes of people. He holds a high place in the confidence, affection and esteem of the people of Bengal, and the active co-operation of such a distinguished person who is alike in the confidence of the Government and the people should greatly advance the cause of Temperance in this province, and will be helpful in removing many ill-founded prejudices and wrong impressions entertained in respect of the Excise policy of Government. The cause of Temperance in India feels grateful to the Government of Bengal for kindly permitting some of its officers thus to participate actively in the Temperance reform movement.

GOVERNMENT AND TEMPERANCE REFORM.

This action of Government, I submit, points to something else. It throws light on its attitude towards this important movement, and, to my mind, is not inconsistent with its professions in regard to its Excise policy and administration, made public from time to time in its various communications and despatches bearing on the subject. There is no department of Government whose work is looked upon with greater distrust and disapproval by the general public than the Excise Department, and the charge often levelled against Government is that it trades on

liquor and drugs, and its officers indirectly help the spread of the vice of drinking for the purpose of increasing Government revenue. It cannot be denied that this impression has got a strong hold on the popular mind and cannot be easily eradicated. But this charge, I am glad to say, cannot be substantiated by trustworthy evidence. If one goes beneath the surface, he will see that the Excise policy of Government has always been friendly to the cause of Temperance. He will further find that Government has, from time to time, promulgated various measures calculated to encourage and foster a habit of temperance in the people, to check the growth of intemperance and to minimize the evils of the liquor traffic. Indeed, Government has at times declared in favour of total abstinence and has deprecated in most unequivocal terms the idea of increasing its revenue by the sale of liquor. I ask your permission to place before you a few extracts from Government records bearing on the Excise problem which will leave no doubt in your mind that the declared policy of Government relating to the sale of liquors and intoxicating drugs is most friendly to the cause of Temperance.

(i) The Secretary of State for India, in his despatch, dated March 14, 1889, said: "The taxation of the sale of intoxicating liquors is imposed primarily to restrain the consumption of such liquors and not for the purpose of making money out of their sale."

(ii) The Government of India, in a letter to the Government of Bombay, dated 21st April, 1904, said: "The subject is one which the Government of India regard as of vital importance to the welfare of the community, and it cannot be too strongly impressed on the administrative officers that the Government policy is to discourage drinking and to do all that is possible, without undue interference with the liberty of the subject, to suppress the degrading and demoralizing habit of intoxication."

(iii) "Their (the Government of India's) settled policy is to minimize temptation to those who do not drink, and to discourage excess among those who do."

(iv) "It should be made clear that the Government is on the side of abstinence."

(v) "Fiscal considerations in connection with the liquor traffic are important, not as an end in themselves; but simply because the most effective method of forwarding the policy of Government in regard to consumption is to make the tax upon liquor as high as it is possible to raise it, without stimulating illicit productions to a degree which would increase, instead of diminishing, the total consumption, and without driving people to substitute deleterious drugs for alcohol or a more or less harmful form of liquor."

(vi) "The Collector is responsible as Magistrate for the peace and sobriety of his district: this is his primary duty; the revenue interests of Government, important as they are, must come and do come after it." *Lord Hardinge in reply to Temperance Deputation in December, 1913.*

(vii) "The Government of India, the Local Governments and Administrations and their officials are unanimous with you in desiring to promote the cause of Temperance in this country by all means in their power." *Ibid.*

Now, gentlemen, I could multiply many more such references which clearly represent the Government view of the subject and the policy it has firmly set before it in dealing with the traffic in liquor and drugs.

There is, therefore, little justification for levelling the aspersion above mentioned against Government. There may be instances where we find from the reports that the settled policy of Government in regard to liquor and drug traffic is not always acted up to in its true spirit: but such cases should not be accepted as evidence of the intention of Government

to depart from its declared policy. I am glad that only three years ago, the Rev. Herbert Anderson who presided at the 12th "All-India Temperance Conference" at Madras, declared from this chair that "the suggestion that officers of Government have pushed the sale of liquor and drugs for revenue purposes at the expense of the welfare of the people, is not true." He further observed that "Government had vindicated its position; it had proved, and he thought satisfactorily, that taking the country as a whole, the consumption of intoxicating liquor had not increased alarmingly, and that administrative control was anxious to check any immoderate increase of consumption of either liquor or drugs." I know of no other non-official gentleman who possesses a greater knowledge and experience of the details of work of the Excise Department than my esteemed friend Mr. Anderson, and this testimony coming from him carries a very great weight.

I do not pretend to say that Government is not interested in the revenue it obtains from its Excise administration. On the contrary, I maintain that as it is an important source of revenue, Government is bound to attach to it due importance. But what I wish to emphasize here is that this fiscal consideration is subordinated by Government to a higher moral consideration, namely, the protection of its subjects from the degrading and demoralizing vice of drunkenness. And if it ever happens that the people of India are prepared to give up altogether the use of liquor, I verily believe that our Government will be the first to sacrifice its Excise revenue at the altar of a higher cause, viz. the moral regeneration of the people. If half-civilized Russia and backward China could forego their enormous income from the sale of *Vodka* and *Opium* respectively, how much more could we expect our civilized, humane and most resourceful British Government to do when the right time comes.

Although there is considerable difference in some of the principles set forth by Temperance organizations in India and those underlying the Excise policy of Government, it is not of such a character as to make the relation between Government and Temperance-workers anything but cordial and helpful to each other.

I agree with the statement of my distinguished brother Sir Bhala Chandra Krishna, Kt., of Bombay, who, when President of this Conference in 1905, said: "Our position, therefore, is no longer one of opposition but of co-operation. We have no desire to embarrass the Government, and do not approach the subject in a spirit of fault-finding. Our only object is to help Government in the detection and correction of abuses. We recognize that the present attitude of the Government is in consonance with the objects of temperance, and when we find that any measures of Government are not in conformity with their declared attitude, we endeavour to obtain their correction. In doing so, we really help Government to make their measures conform to their own declared policy."

THE TEMPERANCE IDEAL IS PROHIBITION.

Let me now, however, emphasize what I regard as the main difference between the policy of Government and the position to which Temperance workers have been led, partly by the march of events throughout the civilized world, partly by the change in the medical verdict upon the use of alcohol or drugs in small quantities, and partly by the traditions and social and religious sentiment* of the Indian nation. The Government

* The Hindu Law-givers interdict the use of alcohol in any form by the higher castes :—

मद्यमपेयमद्वैयमदाद्यम् (उग्रः संहिता)

bases its policy upon what it terms a legitimate demand, and in favouring temperance, only restrains the consumption of liquor where the results point to excess. It is only prepared to *minimize* temptation, and only discourages *excess*. Now, I hold that Temperance workers all over the world have come to an unanimous conviction that the only wise ideal is prohibition of both the manufacture and the vend of drink, except for medical and economic purposes. Our goal in India is that which the United States in America and Canada have both almost reached—a constitutional nation-wide prohibition of the drink-traffic. Our duty now is to try and win the Government to our way of thinking, and by all constitutional means to get both the Government and the people of India to rid themselves of the notion that there is a legitimate demand for liquor as a beverage, which it is the duty and, therefore, a part of the policy of Government to supply.

There can be no question that the traffic in liquor is a great evil, and if I could, I would not wait until to-morrow to banish all liquor production and sale, for ordinary drinking purposes, from India. But it must be conceded that it is an evil which cannot be done away with altogether by a stroke of the pen. It, therefore, behoves us, as men of sound common sense, to see that its growth is curtailed and the attendant evils everywhere largely minimized. And here, Gentlemen, the Government and the Temperance workers stand on a common platform. The attitude of all Temperance organizations in India towards Government should, therefore, be one of confidence and co-operation, and I would appeal to Government with all the earnestness I can command, that this desire to co-operate should be reciprocated to the fullest extent by them.

"*Madya* (wine, even of the superior kind) should not be drunk by anybody, or given to anybody, or accepted by anybody."

सुरां पीत्वा द्विकोमोषाद्भिषर्षां सुरां पिबेत् ।

नया स्वकाये निर्दग्धे मुच्यते किस्वपातनः ॥

गोब्रूचमग्निषथ वा पिबेद्दुकनेव वा ।

षयोष्टमं बामरपाद् गोश्लद्वसमेव वा ॥ (मनुसंहिता)

"A twice-born man who has (intentionally) drunk, through delusion of mind (the spirituous liquor called) *Sura* shall drink (by way of expiation) that liquor boiling hot; when his body has been completely scalded by that, he is freed from his guilt. Or he may drink cow's urine, water, milk, clarified butter or liquid cowdung boiling hot until he dies."

सुरापाने प्राक्प्रोक्षयतामसौषकानामन्यतममग्निक्वथं पीत्वा शरीरत्वागात् पूषते ।
(देवसुक्ता)

"In the case of drinking (the spirituous liquor called *Sura*), a Brahmin is purified by death by drinking fire-coloured (liquefied) silver, copper or lead."

The Buddhist Scriptures strongly condemn the use of intoxicating liquors and drugs by the followers of the creed.

Of the *pancha-sila*, which is incumbent on all professing the religion of Buddha, the fifth one prohibits the use of drinks and drugs altogether. It runs as follows:—

"*Surā morya majja pamādatthāna veramaṇi sikkhāpadam samādiyāmi.*"

"The use of all sorts of intoxicating or spirituous liquors or drugs is the road to death. I accept this instruction."

In the *Singālovad sutta* of the *Diggha-Nikāya*, the habit of drinking is mentioned to be *Rowānam Ayatanam*—the cause or seat of all diseases. In other places, it is characterized *Sandhātāra dhama yāni*—causes destruction of wealth; *Akitti sanjānani*—brings unpopularity; *Pañña dubbhakkāraṇi*—produces madness, etc.

In the Noble Eight-fold path (*अष्टाङ्गमार्गः*), in the classification under head *Sammā Ajiva* (*उत्तमा चाकीर*), the manufacture as well as sale of all kinds of drinks and drugs have been strongly condemned.

PRESENT CONDITIONS IN INDIA.

Passing on from the subject of policy to that of the present condition of India in regard to the drinking habit, I cannot speak with accurate information upon the other provinces of India. But if Bengal may be taken in any way as a representative area, I should, upon the basis of our conditions in this province, say that the educated classes are very much less addicted to the evil habit of intemperance than they were half a century ago, while conditions are very much worse and are growing seriously so among the working classes and especially in the labour centres of the land.

The Educated Classes.—There was a time, in my province at least, when people were glazed by the first flood of the light of English education. Drinking was then considered to be a proof of enlightenment, culture and moral courage by young Bengal, and the educated classes began to drink as much brandy and as much poetry of Shakespeare and Milton as they could swallow. The vice was most predominant in the legal and medical professions. It was the late Kesub Chander Sen and his New Creed that helped to put an effective check on the vice of drunkenness in Bengal. Happily, that infatuation for drink has largely disappeared from the educated Bengali society of to-day, and close observation for the last forty years enables me to say that the vice of drinking has not now many victims among the literate classes of Bengal, except perhaps in the case of a small community which has adopted the English mode of living and in which the prejudice against drink is not as strong as it ought to be. It is also a matter for congratulation that this vice is seldom indulged in by the student community of this province. It was not so in my student days. In our class of 20 in the Calcutta Medical College, I had positive knowledge of no less than three of my classmates addicted to drink. At the present time, it will be difficult to find even one student among the 800 in the Calcutta Medical College showing partiality for the vice. If it is true in the case of the students of the Medical College, it applies with greater force to the students of the Arts colleges. Indeed, the large body of Bengali students of the present age is singularly free from this degrading vice.

The Working Classes.—But if the educated classes in Bengal have reformed, the same cannot be said in respect of the working classes. It has been our sad and bitter experience to see the habit of intemperance growing rapidly among the working population. The real cultivators of the soil, except perhaps among the aboriginal tribes, are generally sober. It is the men who work in mills and factories who swell the number of drunkards among the lower classes and suffer most physically, morally and economically for their folly.

Pay-day of the week is the worst day for people living in the neighbourhood of all mills and factories. They are subjected to all sorts of annoyances and indignities by the drunken workmen who spend almost every pice they earn during the week in the grog-shop and leave their poor families to starvation and destitution.

Gentlemen, we and the Government have a most important duty to perform in connection with the labourers at mills and factories all over India.

A start has been made in this connection in Bengal. I sincerely hope that it will be successful. It is to the interest of the mill-owners themselves that they should get sober workmen; I, therefore, earnestly appeal to them, in Bengal as well as in other provinces of India, to help us in our efforts to check the vice of drunkenness among their own workmen. In the second Resolution, you will be asked to approve a special appeal

made to Government upon this point. The wasting power of alcohol is enormous, and the working efficiency of our labouring classes will be seriously weakened unless something is done and done soon.

TEMPERANCE AND THE CO-OPERATIVE MOVEMENT.

In connection with this increase of the drink-habit among the labouring classes, we have to remember the most laudable attempt now being made throughout the Empire for the encouragement of thrift through the Co-operative movement.

This movement is getting a good hold in many parts of the country. Its growth is necessarily slow where the majority of the people are very backward in education and are, therefore, incapable of quickly recognizing the benefits of the system. Although it is an institution of recent growth, its progress appears to be steady and satisfactory, and the annual return of work of a larger number of societies distributed all over the province, shows that the people generally have begun to appreciate its advantages. It is not remarkable that the one great precaution that is taken in the organization of these societies is to exclude as far as possible men addicted to drink from the list of members, as "drink, gambling and other forms of loose morals and social indiscipline have necessarily to be sternly discouraged where a community of men stand jointly responsible for the debts of one another." Now, as the Co-operative movement grows and members are drawn from the working classes, it is very important that the growth of intemperance should be reduced among them as much as possible in order that the work of these societies may be put on a still more satisfactory basis. This question is intimately connected with the economic development of the country, and it is incumbent on all to see that these people are kept away from the temptation of drink. May we not appeal to Government, in the interests of that character necessary for the success of Co-operative Banks and other Societies, to take away all temptations to drink from areas where the Co-operative movement is gaining ground. I hope all interested in Co-operative Societies will make this appeal.

TEMPERANCE AND THE MEDICAL VERDICT.

As a medical man, I take my firm stand on the principle of Total Abstinence. Whatever might have been the opinion of the medical profession, a quarter of a century ago, on the effects of alcohol on the human system in moderate doses, its verdict is unanimous to-day that it is not only not needed in health but that its continued use, even in small doses, affects prejudicially the structures and functions of the different organs of the body. The best physicians and the best surgeons of the day, both in Europe and in India, uncompromisingly subscribe to this view, and in support of my statement I would refer to the "Poster" issued to the Allied Army in 1915 by doctors in England who are the recognized heads of their profession, and whose experience and knowledge render their statements above all criticism and doubt. Among them were the late Sir Victor Horsley, the greatest Brain-surgeon of his day, Sir Frederick Treves, one of the greatest living surgeons, Sir Thomas Barlow, Physician to His Majesty the King, and other distinguished medical men who are in charge of some of the largest hospitals in England. They most strongly urge that for the health and efficiency of the combatants, they should at least, as long as the War lasts, become total abstainers.

And coming nearer home and to a more recent date, I would refer to a statement which, I believe, is ready for circulation, and which has been signed by the most eminent physicians and surgeons practising in Britain

and India, urging upon the people to give up the use of alcohol and other intoxicating drugs in view of their deleterious effects on the system.

Gentlemen, in a matter like this, we must be guided by the opinion of men who, from their knowledge of the human body, of the changes produced therein by alcohol, and from their large experience in the treatment of diseases caused by drink, are the best persons to speak authoritatively on the subject. Medical opinion in England is strong against the use of alcohol even in cold climates; how much stronger does the argument hold against its use in a tropical country like India! Lt.-Col. Sir Leonard Rogers, Kt., of the Indian Medical Service, the present recognized authority on tropical diseases, has strongly condemned the use of alcohol in this country from every known fact of hygiene and scientific observation. It is the root-cause of a number of serious diseases by effecting changes in the blood and blood-vessels and generally depressing the natural resisting power of the body. In malaria, the greatest scourge of India, alcohol plays a most important part in lowering the resisting power of the body, and specially, the defensive power of the blood against the potent parasite. Now, malaria is most prevalent among the poor people, and it is among them unfortunately that the habit of drinking is also rapidly growing. This is a matter for serious consideration both to Government and to the leaders of the community. Cholera is another fell disease which claims thousands of victims annually in India, and it has been found by experience that intemperate people succumb most easily to this disease. Apoplexy, epilepsy, paralysis and sunstroke claim more victims from among drunkards than from among sober people. Duncan has shown by facts and figures that sunstroke is unknown in a teetotal army serving in a tropical country. The use of alcohol by British troops in India predisposes them to attacks of sunstroke, pneumonia, typhoid fever, dysentery and cholera. Experienced surgeons serving with the British army in India have all along raised a warning note against the issue of rum rations to the army. The exciting causes of liver-abscess and many other serious tropical diseases have also been traced to drink. Insanity is another terrible disease the incidence of which in a community is directly proportional to the prevalence of the drink and drug habit therein. In England and other European countries, drink is accountable for the largest percentage of admissions into lunatic asylums; *ganja* and *charas* have hitherto been responsible for most cases of insanity in our asylums in India, but it is to be feared that a heavy toll will soon be claimed by alcohol also.

Then again, alcohol not only injures the consumer, but its baneful effects are often carried down to posterity. Dr. Clifford Allbutt says that drunkenness is distinctly hereditary. Prof. Adami in his address on the "Study of Eugenics" says that it has been long observed that intoxicants affecting the body of the parent are liable also to affect the germ-cells. Prof. Clifton Edgar in his "Practice of Obstetrics" observes that alcohol in the fetal circulation tends to arrest the highest development. Parents addicted to drink should take a timely warning from this.

I need not take up any further time in dealing with the medical aspect of the drink question. What I wish to emphasize here is that long-continued use of alcohol in moderate doses, undoubtedly produces pathological changes in the body, particularly in the nervous system. These changes may not immediately affect the conduct and action of the individual in the performance of the ordinary duties of life, or may not even prevent him from attaining to the average limit of human life. But a closer and careful examination reveals the fact that prolonged imbibition of alcohol, even in small doses, dulls the natural sensibility of the nervous system, affects the temper, and destroys the fineness of thought, reason and judgment:

TEMPERANCE AND THE WAR.

The common saying that even the darkest cloud has its silver lining, has its special application in the case of the present terrible European War. Although it is causing the greatest amount of sorrow, misery and desolation in the homes of all nations engaged in it, it has done one good, viz. it has fostered the habit of temperance among them and has been helpful in solving many difficult war and industrial problems. Russia has totally abolished her trade on "Vodka" and her old Government had decreed that public drunkenness should be punishable with 18 months' imprisonment, and violence and robbery by drunkenness with 6 to 8 years' penal servitude. The effect of these measures in the words of General Alexis Polivanov has been that (1) the efficiency of labour has increased, (2) drunkards and beggars have disappeared, (3) profane language is scarcely heard, (4) men's treatment of women and children has improved, and (5) the women are happy and pray God that the sale of liquor may never again be permitted. In the words of an Englishman, Mr. Hamilton Fyffe, Petrograd correspondent of the London "Daily Mail,"—"the prohibition argument is strong, crime has become rare. Savings Bank deposits have increased enormously. The number of patients in Petrograd hospitals has fallen off in a surprising degree. Peasants, who, in "vodka" days, never put by a "kopek" are buying good ploughs and drills and harvesting machines." Another Englishman, Mr. Samuel G. Blythe, the Russian correspondent of the "Saturday Evening Post," writing on the condition of Russia after prohibition, says that "Russia at War—as Russia is—is a far stronger Russia, a far more prosperous Russia, a far more lovable Russia, a far more civilized Russia, than before the war began and before the prohibition of "vodka." Prof. Simpson of Edinburgh has collected statistics which show that during the first three months of the prohibition of "vodka," there was a diminution of 47 per cent in the number of fires and of 56 per cent in the value of property destroyed.

The deposits in the Savings Banks in Russia were £1,80,000 in 1914, which was the year in which prohibition was introduced; it amounted to £5,600,000 in 1915, and £12,000,000 in 1916. The national prosperity increased *pari passu* with decrease in the consumption of liquor. All this had taken place before the present distressing situation in Russia was created, and the future of that unhappy country now lies in the lap of the gods. It would, however, appear from a recent telegram that the present would-be rulers are prepared to follow the Czar in the determination to dethrone alcohol among the populace. Under their instructions, all spirits and wines in the vaults of the Winter Palace in Moscow and elsewhere were destroyed.

The Government of France has taken drastic action by prohibiting the importation of spirit into that country and Algeria; they have also commandeered the whole of the national production of spirit for industrial purposes. It is further reported that "in France and Norway, the manufacture and sale of all spirits are now prohibited, and the manufacture of other intoxicants has also been greatly reduced to prevent the waste of the much-needed food-stuffs."

In the United States, the House of Representatives has adopted the Postal Bill prohibiting the shipment of any kind of intoxicating liquors into what are called "prohibition states." Of the 2,543 counties in the whole of the 48 states of the United States, 2,188 had voted out the liquor traffic at the last election and only 355 counties were under license. The Congress of the United States has passed a measure prohibiting the use of the United States mails for conveyance into "prohibition states"

of any kind of liquor advertisements, either in newspapers, by circular or other methods.

Ontario has enjoyed the full privilege of prohibition since September 1916, and the moral cleansing which its chief town Toronto has undergone may be seen from the fact that while in 1915, from September to October, there were 1,059 arrests for disorderly conduct resulting from drunkenness, that number has decreased to 214 only in 1916.

Absolute prohibition has been introduced in Newfoundland from 1st January, 1917.

The Government of Denmark, after prohibiting the use of Danish corn and potatoes in the manufacture of alcoholic liquors, have now prohibited the manufacture of all intoxicants throughout the whole country in order to preserve the food of the people.

The question of prohibition is strongly agitating the minds of the people of the United Kingdom. Only the other day, a very strong deputation consisting of some members of Parliament and some eminent clergymen waited upon the Prime Minister of England asking the Government for prohibition during the War and demobilization.

The citizens of Edinburgh have appealed to the City Council to petition Government for the suspension of the liquor traffic during the War, basing their convictions on the following facts:—

- (1) That the drink traffic dissipates the nation's strength at the moment when it should be at its maximum.
- (2) That the drink traffic materially reduces our food supply. In two years of war, it has consumed over 30,000 tons of food-stuffs and sufficient sugar to supply the nation for 90 days.
- (3) That the drink traffic hinders the successful prosecution of the war. It restricts and delays the output of munitions by bringing about bad time-keeping and by lessening industrial efficiency.
- (4) That the drink traffic is a terrible drain on the national economy. In two years of war, more than £380,000,000 has been spent on alcohol. The daily drink bill is over half a million pounds.
- (5) That the suspension of the drink traffic makes for national efficiency. The experience of our Allies is conclusive. In Canada, the sale of alcohol is rapidly disappearing and the result is increased efficiency. The restrictions already imposed in the United Kingdom have been wholly beneficial according to the testimony of the Chiefs of Police, and an extension cannot but result in a further gain of national efficiency.

It is satisfactory to note that the Food Controller of the United Kingdom has reduced the beer output since 1st April, 1917, by 30 per cent with a view to augmenting the supply of barley and sugar for the purposes of food, and economizing transport, labour and fuel. As a consequence of these measures, it is to be hoped that several thousands of public houses will be closed to the immense moral and economical benefit of the people of England.

The testimony of all veteran leaders of the British Army and the Navy points to alcohol as being the greatest weakening factor both as regards discipline and the efficiency of the force. Field-Marshal the late Lord Roberts once said, "Give me a teetotal army and I will lead it anywhere." Lt.-General Sir Reginald Hart observes: "As an officer, I support temperance because I know that officers and men who avoid drink are physically and mentally more efficient, their nerves are stronger, they march better, there is far less sickness and crime, and their power of resistance is strengthened."

Sir John Jellicoe says: "As regards straight shooting, it is every one's

experience that abstinence is necessary for efficiency. By careful and prolonged tests, the shooting efficiency of the men was proved to be 30 per cent worse after the rum ration than before it."

Field-Marshal Lord French says: "Abstinence and self-control make a man more serviceable. If men want to see regiments, battalions, squadrons and batteries smart and efficient, if they have at heart the fame of the glorious regiments to which they belong, they must practise these great qualities of self-control and self-sacrifice."

Field-Marshal Lord Methuen said: "I appeal to these gallant men who represent this great Empire to act their part as England expects them to do, and throw away from them the vile curse of drink so that they may make themselves fit in body and nerve to face a foe that is as courageous as he is brutal in war."

Field-Marshal the late Sir George White, once the Commander-in-Chief in India, said: "In the army, there can be no doubt that the safest course to pursue is that of total abstinence"; and the late-lamented Lord Kitchener was a strong supporter of total abstinence in the army.

It is to be regretted, in the face of this opinion from such high authorities in military circles, that the campaigns in both tropical and temperate climes are not being conducted on a non-alcoholic basis.

TEMPERANCE WORK IN BENGAL.

I shall now make a brief survey of Temperance work in various parts of the Empire. Time will only permit a brief reference. But what I shall take from the materials forwarded to me is typical of what is going on in many other places than those I shall be able to mention.

The following administrative reforms and changes among others were effected in the province of Bengal in 1915-16 and in 1916-17:—

- (1) The sale of foreign liquor on credit, where there was a license for retail sale for consumption on the premises, was prohibited, except in the case of sales under a hotel license to *bona fide* lodgers in the hotel. (*Vide* Government Notification No. 204 T.—S.—R. 21-9-15.)
- (2) The rates of duty on the different kinds of foreign liquor were enhanced. (*Vide* Government Notification 451, 6-3-16.)
- (3) The price of Excise opium was raised from Rs. 8-8 to Rs. 11 with effect from the 1st April, 1916. (*Vide* Government of India Order No. 1185 F. E.)
- (4) Restrictions were imposed on the issues of opium to retail shops in two districts in Bengal. (*Vide* Government Order No. 2246 S. R., 2-12-15.)
- (5) Sunset closing has been enforced in some liquor shops in two districts in Bengal. (*Vide* Government Notification No. 44 S. R., 7-1-16.)
- (6) The rate of duty on country spirit was raised from Rs. 6-4 to Rs. 9-6 per L. P. gallon in the Calcutta district. It has been increased to a little above Rs. 10 from 1st August, 1917, and I understand that if the consumption shows any tendency to increase, it will be further raised before the end of this year.
- (7) The country spirit and drug shops in Calcutta have been settled at "fixed fees" based on the consumption of the previous year, instead of on the "auction system," from 1st April, 1916. The same system has been extended to 24 Parganas, Howrah and the Sadar and Serampur Sub-divisions of Hughli from 1st April, 1917.

No. 1850 S. R. of the 24th September, 1915, "instruction in drugs and intoxicants have been provided for in the syllabus of Standards III to VI of schools in Western Bengal, while such instruction has been provided for in Eastern Bengal for classes V to VII in 'A Teacher's Hand-book on Temperance Lessons' by Capt. Gourlay, I.M.S."

- (9) Excise Advisory Committees were convened for all Municipalities outside the Calcutta district and for all rural areas, with the exception of the Sadar Sub-division of one district only in which there is no Local Board. It has further been decided that in rural areas where there are no Local Boards, Advisory Committees should be constituted on the same principle as in Municipal towns.
- (10) In 1915-16, 46 country liquor and Tari shops, and 15 drug shops, and in 1916-17, 37 country liquor and Tari shops, 7 foreign liquor (ordinary retail) shops and 15 drug shops were abolished; 3 country spirit, 2 foreign liquor and 10 drug shops were newly opened during the two years, sanctioned by the Advisory Committees.

Gentlemen, our "All-India Temperance Council" has been unceasing, since its foundation, in its efforts to insist upon Government for the introduction of reform measures in respect of—(1) the institution of Advisory Committees; (2) due recognition of local option in the matter of abolition of old and opening of new shops; (3) the regulation of the hours of opening and closing shops; (4) exclusion of women from places where liquor is sold; (5) appointment of Licensing Boards to control the issue of licenses and the location of shops; (6) inclusion of temperance lessons in the curriculum of studies of schools, and (7) prohibition of sale of liquor to minors. Looking at the administrative reforms and changes recently introduced in Bengal, we can congratulate ourselves that our efforts in the cause of Temperance have not been in vain, that the Government has taken the initiative in all matters in which reforms have been suggested by us, and that, although the quantum of reforms has not hitherto been commensurate with the quantum of our efforts in that direction, we hope that it will increase in the near future, not only in Bengal but in every other province as well. The "Fixed fee" system in place of the old "Auction system," coupled with the fixation of prices of liquor and drugs for the consumer, will, it is hoped, successfully operate against the tendency towards the increase of consumption of intoxicants. This system is now in vogue in Calcutta: it should be adopted all over the country. A Licensing Board should be created for the chief towns in each Presidency, and the Advisory Boards require further improvement in their constitution and power. The Bengal Rule that liquor shops should not be located near bazaars, mills, factories and other places of public resort, should be given a stricter and a wider application; greater regard should be paid to the voice of the local people in the matter of the location and abolition of liquor shops, and a further reduction in the number of shops and in the time-limit of sale should be made. There is, therefore, much work yet to be done, and we must not relax our efforts in pushing forward Temperance work. The progress made up to date inspires us with the hope of greater achievements in the future. We must go on with increasing energy and determination to reach the goal of Total Abstinence, and, God willing, our success is assured.

REVENUE AND CONSUMPTION.

Gentlemen, we have usually relied upon the total of Excise revenue as an indication of increased or decreased intemperance in a province during:

the year. Although not always a safe guide, yet, basing our calculation upon this standard, we have reasons to rejoice at the improvement effected in Bengal during the last two years in respect of the consumption of liquor and a few other intoxicating drugs. There was a decrease of Rs. 3,33,423 in total revenue from country spirit in 1915-16 and a further decrease of Rs. 6,20,228 in 1916-17. There was a decrease of Rs. 1,13,858 from the sale of ganja and Rs. 33,779 under the head of toddy in 1915-16, but there was an increase of Rs. 1,05,579 and Rs. 23,803 under the two heads respectively in 1916-17. There was an increase of revenue under the head of opium by Rs. 2,13,254 in 1915-16, but there was a considerable decrease under this head amounting to Rs. 2,65,754 in 1916-17. The consumption of country spirit, ganja and opium in 1915 decreased by 7.3, 17.2 and 17.1 per cent respectively as compared with that in 1914. Measured in quantity, the diminution in the case of country spirit amounted to 1,05,000 gallons in 1915-16 and a further diminution of 3,856 gallons in 1916-17; in the case of Ganja, it amounted to 376 maunds, and in the case of opium to 156 maunds in 1915. There was an increase of 11½ maunds of ganja in 1916-17, but in the case of opium, we find a decrease of 160 maunds and 26 seers during the same period. In spite, therefore, of increased revenue from opium during the year in 1915-16, there was a decided fall in its consumption, and this shows that increased Excise revenue is not always a correct standard of measurement of consumption. The causes of this fall of consumption have been ascribed to (1) increased duty on country spirit and drugs; (2) curtailment of the hours of sale; and (3) serious change in the economic conditions of the people consequent on the War, to which I may be permitted to add a fourth cause, namely, the steady and healthy growth of public opinion against drink and drugs fostered by the work of the various Temperance organizations in the province. In Calcutta, it is extremely satisfactory to note that the reduced consumption in liquor in 1915 and 1916 was 33 and 24 per cent respectively.

The incidence of crime in relation to drunkenness in the Presidency of Bengal shows an average decrease of 1,000 cases during the last two years when there was a corresponding decrease of consumption of liquor. In 1917, a measure of considerable importance was adopted in Calcutta, viz. the prohibition of credit sale of liquor in hotels, restaurants and foreign liquor shops, and the restriction of time of sale in theatres, cinemas and other places of amusement.

THE CALCUTTA LICENSING BOARD.

The Calcutta Licensing Board, on which we have had the Secretary to the Calcutta Temperance Federation as our representative since its creation, met several times during the year and effected changes of site in the case of several liquor, *tari* and drug shops in this city, cancelled the licences of a few hotels and restaurants, abolished a number of *tari* shops, and in a few instances rejected applications for opening new restaurants for the sale of liquor. We must congratulate the Calcutta Temperance Federation on the success which has attended its efforts in the matter of the closing of *tari* shops in Calcutta. The following extract from the Excise Administration Report shows how far its labours in this direction were attended with success:—"The Calcutta Temperance Federation expressed their views regarding *tari* shops in the city in a memorandum which they forwarded to the Board. Their representative (Rev. Herbert Anderson) subsequently visited most of the sites with the Superintendent of the Excise and Salt, and as a result, several *tari* shops have been abolished from 1916. The question of sanitary improvement in these shops is receiving special attention."

We are indebted to our able Commissioner of Excise in Bengal for full particulars in regard to liquor and drug shops in a number of towns in this Presidency. From these particulars, we have been able to compare the figures for the average monthly consumption in 1912-13, 1915-16 and 1916-17 of all liquors and drugs. Neither time nor space permits me to lay before you the inferences to be drawn from the data received. In some cases, they are startling and an effort will be made to follow up the facts, especially where certain towns appear to have increased their drinking habits unreasonably. I shall be glad to supply information to Temperance workers in any of the following places:—Burdwan, Asansol, Bankura, Chinsura, Murshidabad. Mymensingh, Tangail, Faridpur, Barisal, Chittagong, Rajshahi and Jalpaiguri.

c. A DRY AREA IN CALCUTTA.

A concession of considerable importance and potentiality has been granted to Calcutta in 1917 as an experimental measure by the Excise authorities on the representation made by the Calcutta Temperance Federation supported by local public opinion. It has now been decided that a certain area in this town which is bounded on the north by the Beadon Street, on the west by the Chitpore Road, on the east by the Upper Circular Road, and on the south by the Bowbazar Street, should enjoy the benefit of what in America would be called a "Dry Area." This area, which may be called the educational area, includes within it the Calcutta University, all the large colleges and schools representing about 10,000 young men, graduates and undergraduates, four important public squares, and a number of hospitals, churches, mosques and temples; and the authorities have ruled that all grog-shops and drug shops shall be removed from this area for a year for the present. The importance of this measure cannot be over-estimated, as in the words of our representative on the Licensing Board—"in parts of this area, the social evil reigns supreme and to deal successfully with it, it will be helpful to have already dealt with the drink habit associated therewith." The authorities have, from time to time, ordered the removal of houses of ill fame and changed the sites of liquor shops from certain localities on the representation of respectable residents thereof, and also from the vicinity of schools and colleges; but the removal of all grog and drug shops from such an extensive area was never attempted before. We expect great good from this administrative measure; it will go a great way towards improving the general moral tone of this locality; it will save respectable residents from frequent annoyances caused by scenes of drunkenness and debauchery; it will spare the students living in the locality many a demoralising and degrading sight and will be helpful to many people who are not habitual drunkards in keeping them away from within the easy reach of temptation. I have no doubt that the experiment will prove satisfactory on grounds both of general improvement of morality and diminution of crime in that particular locality. The authorities will have no cause to regret their action, and it is to be hoped that similar experiments will be tried in other areas. All large towns where schools, colleges and boarding houses for students are located, should enjoy this privilege, and this reform should be persistently pressed upon the attention of the Government.

THE VICE OF JUVENILE SMOKING.

There is another matter over which we can rejoice, namely,—the measures recently taken to check the vice of juvenile smoking. This has alarmingly increased among our school and college boys and some urgent and stringent measures are needed to remedy the evil. On the represent-

ation of the Anti-Smoking Society of Calcutta, the Director of Public Instruction, Bengal, has issued a circular to all schools and colleges in the province prohibiting the smoking of cigars and cigarettes by boys within the school and college premises and outside. A similar circular is, I understand, in operation in Behar and Orissa. A leaflet in the vernacular pointing out the evil effects of smoking in early age and inculcating total abstinence therefrom, is in preparation in the Director's Office and will be shortly distributed to all schools for the benefit of the boys. It is satisfactory to observe that Bengal is soon going to have an Act making juvenile smoking penal. The Government of the Punjab is contemplating the passing of a similar measure for that Province.

I cannot, however, let this occasion pass without entering my firm protest against what is being done by certain people, well-meaning though they be, in the name of supplying comforts to our young Bengali soldiers at the front. These young soldiers—some of them merely youths—are, it is painful to observe, being profusely supplied with cigars and cigarettes as gifts when they go abroad for service, even by Indian ladies. I say, as a medical man, that this is mistaken kindness and misapplied generosity. Why not substitute the deleterious tobacco by sweets, biscuits, fruits and things of that kind which are agreeable to the palate, nourishing to the body and which give strength and energy for work?

The Anti-Smoking Society of Calcutta is doing good work in the cause of Temperance. It has been fortunate to secure the good offices of many distinguished citizens of Calcutta as speakers on Temperance and other allied subjects at many public meetings held under its auspices, and men like the Lord Bishop of Calcutta, the Sanitary Commissioner with the Government of Bengal and many eminent physicians and surgeons of this town have extended their sympathy and active support in the organization of these meetings, which are very helpful in disseminating the knowledge of Temperance among the student community of Bengal.

TEMPERANCE LITERATURE.

The sale of Temperance literature in Bengal is indeed very promising. Three thousand copies of the Bengali edition of "Haridasai," a touching story of evils and misery caused by drunkenness in family life, were sold within the first two years of its publication, and a second edition was brought out in 1916. The merit of the book can be judged by its having been translated into several vernaculars of India and also in English, and the demand for these is increasing. Lantern lectures illustrating the scenes of the story are being given by the Assistant Secretary to the Calcutta Temperance Federation, and they are very much appreciated. Besides the above, many vernacular and English leaflets on Temperance are being widely distributed in the province.

In this connection, we cannot be sufficiently thankful to our sisters of the W.C.T.U. for their splendid work in the cause of Temperance in Bengal. It is through their exertion that the vernacular edition of "Haridasai" has had such an extensive sale. They are carrying on propaganda work most satisfactorily with the help of magic lantern slides, vernacular talks, leaflets, booklets, etc. The appreciable decrease in the number of liquor shops and gambling dens in the district of Howrah which is largely inhabited by mill-hands, is due in part to their noble exertion.

Mrs. Donald Sander, Corresponding Secretary, W.C.T.U., writing about the work of the Union, says: "I wish to mention that our work during 1916 and 1917 has progressed well. Our work in India is done under eighteen separate departments, each department being in the charge of a "committee of one" called a superintendent. During the past two years, that is, 1916 and 1917, special effort has been made in the lines of

Juvenile work, in printing and distributing Temperance literature and in securing signatures to the Total Abstinence Pledge. Good progress has been made in these special lines as well as in all our departments of work."

Medal contests are also being held annually under the auspices of the Calcutta Temperance Federation, the W.C.T.U., and the New Dispensation Band of Hope in Temperance recitations and essays, open to boys and girls of all schools in Calcutta. The Calcutta Temperance Federation awards two medals annually—the Kottlingham Medal and the Dr. Harold Mann Medal.

TEMPERANCE IN THE UNITED PROVINCES.

Our good sister, Mrs. F. B. Price, the energetic Secretary of the "Lucknow Temperance Federation," has kindly furnished me with the following particulars regarding Temperance work in her Province :—

"The Women's Christian Temperance Union is organized and active in many centres of these Provinces. There are a good many Indian Unions which are doing good work. Our line is especially in teaching the children through songs, recitations and Temperance lessons and literature and enlisting them on the side of Temperance. Medal contests have been held in different places, especially in Naini Tal, where conditions are very favourable to such effort, during the summer months. The Unions of Naini Tal, Mussoorie, Lucknow and Allahabad especially have undertaken to inform themselves concerning local conditions and petition the proper authorities for further restrictions to the sale of strong drink. The Women's Christian Temperance Union has also started on foot a petition to the Legislative Council for a Juvenile Smoking Bill similar to that about to be passed in the Punjab. Temperance literature is distributed both in English and the Vernaculars; many pledges secured and public meetings held. Many copies of "Alcohol and the Human Body" have been sold and are in use. A Temperance Programme was prepared and used on one of the Sundays in November both in English and Hindustani services. "The Temperance Record and White Ribbon" has larger circulation than formerly in these Provinces."

"As to the work of the Temperance Federation in Lucknow: It was organized last April, and through the efforts of its Vigilance Committee, the Magistrate promised that from the 1st of April, 1916, there should be 13 fewer drink-shops of sorts than are now in existence, and through the efforts of the Federation one restaurant where drinks were to be sold, on a principal street of the city, was abandoned. The man who had obtained the license returned it, receiving what he had paid for it. He said that everybody was against him in Lucknow, and left the place. The Federation includes representatives of many different organizations from which I presume you will secure reports. Perhaps our most successful public meeting of the year was when Dr. Harold H. Mann spoke to a large audience of students and others on the topic "Temperance and the War." Oratorical and Essay Contests in the city of Lucknow are planned for, and many college students are keen on taking part in them."

In *Benares*, the Temperance Council has been bringing local vendors to book by reporting cases of selling liquor after prescribed hours, and of supplying minors. Over thirty cases have been dealt with and convictions secured. Temperance workers should avail themselves much more largely of the concessions of reporting any kind of such administration granted to them under most Excise Rules and Regulations. The authorities are glad to have illicit measures or the infringement of Rules brought to their notice, and a good deal of practical and useful Temperance work can be done if vendors of drink and drugs are made to abide strictly to the terms of their licences.

The Secretary to the Cawnpore Temperance Union, informs me that the city was fortunate in getting rid of one liquor shop in 1916, and the Commissioner of Excise has now intimated that another shop will be abolished from April 1918.

TEMPERANCE IN GWALIOR.

The "All-India Kayastha Reform Association," which has its headquarters in Gwalior, is to be congratulated on the good work done by it among the members of that particular community. In the last report published in 1917, Mr. Lalita Prasad Saxena, Joint Secretary of the Association, has recorded that the pernicious practice of wine-drinking in public on the occasion of the "Holi" has died out of the community. Every social feast used formerly to be tainted by the public habit of wine-drinking, but all feasts are now free from that evil practice.

TEMPERANCE IN C.P.

Miss R. E. Taylor, Secretary of the Sironcha Temperance League, in forwarding to me a brief record of the Temperance activities in her district, says that drink is hugely on the decrease and that there is strong probability of some of the shops being closed shortly on this account.

TEMPERANCE IN MADRAS.

The state of things in *Madras* cannot be said to be as promising as in Bengal. In spite of the strenuous efforts made by the Temperance organizations in the Province under the able guidance of the President and the Secretary of the "All-India Temperance Council", the consumption of country liquor in the town of Madras has increased during recent years, being more than doubled in the period between 1900 and 1915, although the increase in the population during this period has been under 2 per cent, and in spite of considerable reduction in the number of Arrack shops and the increase of duty from Rs. 5-10 to Rs. 8-2 per gallon. Now this is a very serious state of things and ought to be looked into at once. I am glad to state that the Government of Madras have appointed a Committee to make a full enquiry into the matter and submit a report at as early a date as possible. It is a matter of regret that while the trade has a representation on the Committee, the Temperance force of the city is unrepresented. We hope more stringent measures than have hitherto been adopted, will soon be taken by the authorities to put an effective check to the spread of drunkenness in the city, and our activities should also be pushed on with much greater vigour than before.

It is satisfactory to note that the constitution of Excise Advisory Committees in the Madras Presidency has been improved and that the Government has under its consideration the question of establishing an Excise Licensing Board in Madras on lines similar to the one existing in Calcutta. We trust it will be found possible that not only Madras, but all the other chief towns of India will soon enjoy the benefit of a Licensing Board to control and regulate the sale of liquor and drugs.

The Madras Temperance League, the Chicacole Temperance Association and other local organizations are doing good work in the cause of Temperance. Lantern lectures are being delivered to depressed classes to explain the value of temperance and to create an aversion for drink and drugs. Mr. Selvaraju and Rev. Mr. Moffat are taking much interest in propaganda work. The W.C.T.U. of Madras, in conjunction with other Temperance organizations, has just held a most successful Temperance Exhibit in connection with the Madras Industrial Exhibition, which had the honour of being recently opened by His Excellency the Viceroy.

The "Sri Jnanodaya Samaj" has for its object the promotion of Temperance and elementary education among the community of fishermen in *Mangalore*, and it has been able to wean away a large number of men belonging to this community from the temptation for drink. This society has been able to enlist the sympathy of the Director of Public Instruction of the Province, who has kindly sanctioned a grant of Rs. 1,200 during 1916 towards the cost of construction of a Temperance Hall. As regards Temperance literature, it is to be noted that the Temperance organizations have published many booklets and leaflets in the vernacular languages of the Province for distribution among the people.

We would call the attention of the Municipal Boards and Councils in various parts of India to the action of the *Chicacole* Municipal Council which recently passed the following Resolution, 10 out of 12 members voting for it:—"This Council is of opinion that it is desirable to abolish all arrack, ganja and opium shops within this Municipality, and in view of that conviction, the Council has no remarks to offer regarding their number and location." A memorial is also being sent to the Governor of the Province praying for the abolition of all shops in *Chicacole*.

TEMPERANCE IN MYSORE.

The Government of *Mysore* has declared that it is in entire sympathy with the proposal of local option. The Dewan of Mysore, in a speech delivered at the Representative Assembly, said that the Excise Commissioner is prepared to enforce the principle of local option and the authorities would abolish a shop if the demand is supported by unanimous local opinion. Already a beginning has been made there which has caused some loss of revenue to Government. The Mysore Government have also appointed Licensing Boards for Bangalore, Mysore and Kolar Gold Fields whose function is to determine the number and location of taverns; it is also contemplating the introduction of the "fixed fee system" into the State. These reform measures will, it is hoped, reduce the consumption of liquor in Mysore where it has grown rapidly during recent years.

TEMPERANCE IN THE PUNJAB.

Temperance work is going on satisfactorily in the *Punjab*. In reviewing the Annual Report of the Excise administration of the Punjab, His Honour the Lieutenant-Governor of the Province observes that the year 1915-16 was marked by a further decrease in the consumption both of country spirit and opium. The former has gone down by 3,31,603 gallons, a decrease of 13 per cent.

Amritsar now enjoys the unique privilege of being rid of all grog and drug shops from within its municipal limits. The local Temperance organizations are active in their propaganda work, and lantern lectures freely given by Mr. Nand Lal, Secretary of the Amritsar Temperance Society, and Mr. Sant Sing, Secretary of the Temperance Federation, educate the masses in the subject of Temperance; and recently bioscope films are also being utilized for the purpose. Temperance teaching is being vigorously promoted in many of the schools and colleges. A spacious and magnificent hall has been built in Amritsar by the Amritsar Temperance Society for Temperance work, and it was opened in April 1916, by Mr. King, the Deputy Commissioner, through whose influence the liquor shops have been removed from the city.

The 27th Anniversary of the Amritsar Temperance Society was celebrated in November 1917 under the presidency of Mr. F. H. Burton, I.C.S., Deputy Commissioner, Amritsar, who distributed certificates to many Temperance workers of the Province in appreciation of their good services.

A Temperance Council for the Punjab has been formed in Lahore with Dr. Ewing as President and Pandit Bishen Narain Rozdon and Rai Saheb Prof. Ruchiram as Vice-Presidents, to co-ordinate, strengthen and extend the work of the existing Temperance societies, and to extend the movement to centres where no societies exist, and to stand between the Anglo-Indian Temperance Association in London and its affiliated branches in that Province.

Preaching among prisoners in the Lahore Borstal Central Jail is being done, and similar work in addition to lantern shows is also done at the Criminal Tribes Reformatory Settlements at Amritsar.

The Dev Samaj, the Punjab Temperance Society, the Annual Caine Temperance Fair, the Guzranwalla Temperance Society and the Pathankote Temperance Society are all doing useful work among the people of the Punjab. Pathankote, like Amritsar, has also got a new Temperance Hall through the exertions of Miss Mary Campbell, Secretary to the local Temperance Organization. Mr. Watson, the Deputy Commissioner, who formally opened the Hall on May 29, 1916, paid a glowing tribute to Miss Campbell for her services to the cause of Temperance. The day before, the Commissioner of the district presented her with a "Kaiser-i-Hind Medal," awarded by Government in recognition of her special efforts in the cause of Temperance.

It is satisfactory to note that in the Punjab, liquor licenses have been withheld on the occasion of religious festivals and fairs.

TEMPERANCE AT SIMLA.

A Temperance Federation has been organized at Simla with Rev. A. W. Buckley and Rev. J. G. Potter as President and Secretary respectively. and it has been affiliated to the Anglo-Indian Temperance Association. The inaugural meeting was held in May 1917, and was presided over by Col. Burlton, Deputy Commissioner, Simla, who was all sympathy with the movement, and would "welcome any information which the friends of Temperance could supply, so that he could, when necessary, take official action to deal with the drink question in Simla." A representative vigilance committee has been appointed, and the authorities have been approached with a proposal to form an Advisory Committee for Simla.

TEMPERANCE IN BURMA.

Burma is not lagging behind in Temperance work. The Burman Youths' Temperance League is one of the most active organizations in that part of the Indian Empire. "Young Burman" is the official organ of the League, which is trying to win influential persons in the Temperance cause, and is collecting opinions and information in support of the closing of liquor and toddy shops in the country.

TEMPERANCE IN CEYLON.

The Temperance reform measures adopted by the authorities in Ceylon are important. The Governor has appointed a commission to enquire into the sale and manufacture of intoxicating liquors in the island, and we hope the enquiry will lead to the adoption of measures effecting an appreciable reduction in the consumption of liquor. The Government has also announced that, in future, the Advisory Boards will in every case have an unofficial majority, and has further decided not to issue "off" licenses to Arrack taverns.

TEMPERANCE IN BOMBAY.

The Bombay Social Service League is doing good work in the case of temperance in the town of Bombay. Its last quarterly report (Oct. 1917) shows that "consumption both of toddy and drugs has decreased much." Temperance instruction is being spread among the working classes by means of popular addresses and lantern lectures.

At the Bombay Conference held in Oct. 1916 under the presidency of the Hon'ble Mr. G. K. Parekh, considerable attention was paid to the subject of liquor and drug consumption in the province, and several resolutions were adopted at the meeting asking for (a) the right of local option; (b) majority of non-official members on the Advisory Committees; (c) earlier closing of shops on holidays; (d) Temperance teaching in schools and colleges; and (e) more vigorous voluntary Temperance work among the people and specially among working men.

The Secretary of the Surat Temperance Association informs us that the Temperance monthly is being published there and night schools are being conducted for the backward classes at which the Temperance cause is being preached. Preachers and lecturers have been appointed to deliver short addresses on Temperance in the various parts of the city and district, and leaflets in the simplest vernaculars of the province are being distributed.

In *Ahmedabad*, meetings were held in localities inhabited by people much addicted to drink. More than 200 persons signed the Temperance pledge. Two liquor shops were removed, on the representation of the Ahmedabad Total Abstinence Association, from main roads to less objectionable sites. Meetings among the depressed classes were held, and many villages visited and Temperance lessons preached.

THE ANGLO-INDIAN TEMPERANCE ASSOCIATION AND OURSELVES.

Gentlemen, we can never be sufficiently thankful to our Parent-Society, I mean the Anglo-Indian Temperance Association, for the keen interest it takes in the cause of Temperance in India, and for the very valuable help rendered to us whenever any occasion has arisen. Many of the administrative reforms which we now enjoy may be traced to the unceasing efforts and influential support of its President Sir Herbert Roberts, M.P., in Parliament and with the Government at home. Its admirable organ, the 'Abkari', is most helpful in advancing the cause of Temperance in India. When its devoted Editor Mr. Grubb, completed his 25 years' connection with the journal, he received warm congratulations from the Association, in which congratulations Temperance organizations all over India are proud to join.

MR. CHARLES ROBERTS' VISIT TO INDIA.

We heartily welcome the visit of the Right Hon'ble Mr. Montagu and Mr. Charles Roberts, M.P., to India. They will have but little time to study the drink problem of India *in situ*, as their visit is short and their mission appears to be mainly political, but we earnestly hope that this visit of theirs will be fruitful in bringing forth measures leading to further diminution of the consumption of drink and drugs in India. Mr. Charles Roberts was entertained at a Social by the Hon'ble Dr. D. P. Sarbadhikari, the esteemed President of the Calcutta Temperance Federation, during his recent visit to Calcutta. The gathering was large and representative, and Temperance workers in the city, through the Rev. Herbert

Anderson, had an opportunity to place their views before him and to ask for his sympathy and influential support in the furtherance of their object.

DEATH OF DADABHAI NAORAJI.

We have sustained a heavy loss during the current year by the death of one of India's greatest sons, the late Mr. Dadabhai Naoraji. He was one of the greatest champions of the Temperance cause both in England and in India. "His life-long personal abstinence, his unswerving advocacy of Temperance, his spotless life, and his devotion to the promotion of India's moral and material welfare, will ever be an abiding inspiration to his countrymen for generations to come."

OUR RESPONSIBILITIES.

One more word and I have done. No official measures, however strong and comprehensive they be, can ever make a nation sober. We must ourselves work out our own salvation. Any reform, if it is to be thoroughly successful, must begin from within and supplemented and supported by outside help. The moral consciousness of the people should be roused. The ancient traditions of India regarding the use of drink and drugs should be revived; the religious interdictions should be aggressively preached throughout the length and breadth of the land; Temperance teachings and ideals should be introduced not only in schools, but they should find a place in all forms of popular instructions and amusements such as *jatras*, *kashakatas*, *sankirtans*, cinemas, etc., so that the evils of intemperance are brought home to the masses and made to leave an indelible impression on their minds. Such institutions as the Social Service Leagues of Bengal and Bombay and the Calcutta Workingman's Institutions are suitable organizations to reach the masses in the crusade against intemperance. Every school founded by these organizations for the benefit of the working classes should be made a centre for the spread of Temperance lessons in the neighbouring area. Counter-attractions in the form of tea-shops and amusement halls should be established in all mill centres, and innocent amusements, such as music, bioscopic shows, indoor games, etc., with a good and cheering cup of tea should be provided for the visitors at a nominal cost. The extremely insanitary conditions of the *bastees* where our poor workmen live and the wretched, ill ventilated and filthy dwellings, generally occupied by them with large families, exert a depressing influence on the health and moral of the occupants and induce a habit of intemperance and growth of other social vices in them. Added to this, the unhealthy surroundings of the work-places and the pressure caused by long working hours generally have a very depressing effect on the workers. After the day's wearisome work, the individual seeks for something to revive and refresh himself; and in the absence of anything of a healthy character, he generally takes to drinking and goes to grog shops and other objectionable places for recreation and pleasure. This is one of the causes of the increase of drink-habit among our working population, and it behoves us to see that rest halls with suitable forms of entertainments are provided for our working classes in the localities in which they live. These are expected to attract them and keep them away from drink, drugs and gambling. We should also do our best to improve the unhealthy conditions which surround their habitations and their work-places. Such work will require both men and money, and if we are earnest workers, we must be prepared to provide for both. We must not consider our duty to our erring brothers terminate with our lectures at Temperance meetings and our attendance at this annual gathering of Temperance workers. We must do something more.

We must collect sufficient funds for the purpose and try to win the younger generations to help us in the Temperance work; there we have a splendid material to work upon, and it can be turned to the best advantage for the educational, economical and moral regeneration of the masses. Our young men should come forward in their thousands and help us in our propaganda work, and with their help, we should be able to spread the net of Temperance work broadcast over India and secure a good harvest to the nation's credit and to the glory of God.

We received last week with amazement and joy the news that the House of Representatives in Washington had adopted by 282 votes to 128 a resolution prohibiting the manufacture and sale of intoxicants throughout the United States and that the Senate had accepted the said resolution. I foresee, Ladies and Gentlemen, the time when the Imperial Government of India will face the same problem in the same way, and though we may not live to see that happy day, let us work on quietly and hopefully so that our children may be exultant as the good news is cabled throughout the world that the Empire of India has joined the wisest nation of the world in prohibiting throughout its borders the manufacture and sale of intoxicants.

Upon the conclusion of the address, the President called upon the HON'BLE RAO BARADUR B. N. SARMA, B.A., B.L., of Madras, to move the first resolution. He said:—

Mr. President, Ladies and Gentlemen,—The Resolution which I have the honour to place before you runs as follows:—

I. That this Conference, representing Temperance delegates from all parts of the Indian Empire, calls the attention of the Government of India once again to the fact that if India were in a position to decide her own Excise Policy, it would be in the direction of Prohibition. Recognizing the difficulties of the Government in dealing with Excise Administration, this Conference will not press for reforms other than are practicable under present circumstances, but respectfully submits to the Government of India the adoption of a policy the *ultimate* object of which shall be the total prohibition of the liquor and drug traffic in India.

Further, this Conference desires to appeal to the Government of India to give more favourable consideration to the suggestion made by Lord Crewe as Secretary of State for India in a despatch issued before the war, that where in a ward or urban area of a city or any locality a large majority of its inhabitants desire entirely to suppress the sale of alcoholic liquors and intoxicating drugs, the local Excise authority should be instructed to give sanction to the experiment.

Ladies and Gentlemen,—I do not think that many words are needed from me to commend this resolution to your acceptance. In the very optimistic speech of the learned President, you have heard all the reasons that can possibly be advanced in its favour—urged with a moderation, temperance and clearness which cannot be excelled. We are trying to convert ourselves from a Temperance League to an Abstinence League. Our ideal shall hereafter, as it has been faintly hitherto, be aggressively one of abstinence, and we shall ask the Government of India to adopt that ideal as its ideal also. There is a good deal to be said in that respect with regard to the policy of the Government of India, but I shall not detain you on that question. The policy of the Government of India

hitherto has been directed on the principle that the individualistic liberty of the subject to choose within moderate limits what he shall consume should not be interfered with, and that the policy should be only to prevent excess and to get the maximum of revenue from the minimum of consumption. The learned President has read to you extracts from the various Government resolutions, which show clearly that the Government had that policy in view, and we are directing attention towards attaining that object. We ask the Government to go a little further and to do what other countries in the world have been attempting to do during the last two or three years, namely, to prohibit drink altogether, and to carry out that policy progressively, slowly, but certainly, within an appreciative limited period of time.

I quarrel with one statement of the President in the last portion of his address. He was a little pessimistic whether we would be able to induce the Government of India to effect the total prohibition of drink within our period. But there are a good many here who are robust and strong, and we need not ask them to postpone the practical adoption of the resolution for the time of our grandsons. And for this very good reason, that we in India did try that prohibition policy in the past which is being tried by other countries now, and which was eminently successful in winning large portions of the population from the drink habit. You may remember, turning to the ancient scriptures, references in which the highest castes were not altogether disinclined to take a drop of liquor; there were good meat-eaters and good drinkers in the old days. Some people regret that those days have not been revived in the near past. I might say without fear of contradiction that almost all the upper classes of the Hindus and the Mahomedans have been totally won from the drink habit. I am sorry I am not able to say the same thing with regard to all; but the process was going on until the individualistic theory came into the field. And inasmuch as science has demonstrated clearly that no individual can benefit by taking to drink even in moderate quantities, and that the whole community is likely to be economically inefficient, and for many other purposes absolutely unable to sustain the struggle in its life, inasmuch as science has demonstrated that, and eminent medical men like our learned President have converted themselves to that view, I am sure the officers of the Government of India will not say that taken with moderation drink will not do very great harm.

I have gone through the correspondence of the Government of India and I cannot blame them for the advice given them that a little indulgence in drink is not altogether wrong; and they based their policy accordingly in the past. Now better ideals have taken hold of us and Government are studying a better example. But we only ask in this resolution for development by slow and successive stages. The great danger in India is that if you attempt too much, you may retard progress altogether. There is a fear entertained by the Government that if local option be permitted, it is quite possible that the classes which are now getting into the ascendant will pass a resolution like the one which has been preached by the Chair, and adopted by the Chicacole Municipality, that all liquor shops should be abolished from the municipal area. The whole sentiment of Hindus is in favour of total abstinence. A few classes no doubt do indulge on ceremonial occasions in drink, but public sentiment has been so overwhelming that there is no danger of provoking any dissatisfaction if resolutions like that of the Chicacole Municipality were adopted in the country and Government tried to achieve total abstinence.

In the second part of the resolution we ask that the Government of India may be more sympathetic, that where in a ward or urban area of a city or any locality, a large majority of its inhabitants are willing to try

the experiment, they should be allowed to do so. I am very glad that the Bengal Government has been so very sympathetic during the past few years in the matter of their excise policy, and I wish the Madras Government would imitate the Bengal Government in this respect. The harmonious co-operation between the Government and the non-official public of Bengal is due to that policy, as we see in the speech of the learned Chairman.

We in Madras believe that we have achieved the highest administrative efficiency from the excise point of view of any Government in the whole of India, and Madras is set up as a model to other provinces and administrations in their excise policy. Only the Madras Government are a little reluctant in allowing a free hand to any non-officials to try that which has been tried so successfully in Bengal. Therein lies our difficulty. But I am sure the example set in Calcutta of the adoption of a Licensing Board and in having a dry area in an essentially important part of the city will have due effect. I am sure we are at the beginning of a new era, namely, experimenting with total abstinence in limited localities. I hope this experiment in Bengal will prove a success and will lead to its adoption in other centres.

We ask in the second part of the resolution that local option may be tried. We ask, therefore, for greater boldness on the part of Government in allowing us to try this experiment, and I am sure that one of the real fears which has actuated the Government of India in this respect, namely, that the lower classes may prove turbulent if they are prevented from taking their little drop in the morning or evening, that fear is unnecessary, that the moral sentiment of the whole community is with them and that there is no political necessity for being so pessimistic and slow in the matter of excise reform. I hope, therefore, that the Government of India will imitate the example set by the Government of Bengal and try the experiment, and when we meet next year, it will be to cry for a still more aggressive policy so that we may win India from this drink habit to a greater extent than we have been successful in doing in the past. With these words, I commend the resolution to your acceptance.

In seconding the Resolution, the HON'BLE MAHARAJA MANINDRA CHANDRA NUNDY, K.C.I.E., of Cossimbazar, said :—

Mr. President, Ladies and Gentlemen,—In a country like India and with an abstemious people like the Indian, I do not think it will require many words of mine to commend to you the resolution which has been just so ably moved by my friend the Hon'ble Rao Bahadur B. N. Sarma. I do not want to trace the history of drink in this country. It is no good to enquire at this time of the day whether the Aryans who came out to India and settled in this country in the early morning of our history, and regaled themselves in composing some of the most inspiring hymns of the Rigveda, got themselves intoxicated with too much Somerasha (the Champagne of Ancient India). But this we know, that as soon as the Aryan settlers found out the evil effects of spirituous drinks, they lost no time in abandoning the practice and inculcating upon their fellow settlers the blessings and wisdom of total abstinence. In the course of a few centuries drink became taboo and anathema in respectable society, and total prohibition became the guiding principle of our forefathers in this matter. Since those days, India has practically lived upon absolute abstinence and drink has been the hall-mark of vulgarity in Indian society. According to the laws of Mahomed, it is equally prohibited to our fellow Mahomedan countrymen. So Hindus and Mahomedans alike, had so far no drink problem to deal with. With the advent of the British and with

its excise policy, this problem has come to the fore. Not a very considerable section of our people now openly indulge in drink. It is not the place to dilate at length on the evil effects of this pernicious habit. I will make a passing mention to the fact that it has brought desolation, poverty and starvation to large number of families in the land. The progress of this habit has got to be arrested, and the Government would be well advised to check it in as many ways as possible. If total prohibition is not practicable at present, every encouragement should be given to the principle of local option by which the Government should not force upon any unwilling locality the establishment of a liquor shop. This may not prevent the spread of drink, but this will at any rate prevent drink being accessible to people among whom it is not wanted. If this policy of local option is accepted, a time may come when we might expect with some confidence that people might desire a logical extension of it till full prohibition is accepted and sanctioned by the Government of India.

I have pleasure therefore in seconding the resolution.

In supporting the resolution, Prof. PRABHU DUTT SASTRI, M.A., Ph.D., of Lahore, said :—

Mr. President, Ladies and Gentlemen,—The comprehensive and well-reasoned address of the President leaves hardly any scope for any fresh and new arguments to be brought up in support of the resolution before us. The resolution is quite simple; it is that prohibition is very much needed. Why do we need prohibition? The simple answer to this is that if there is any country in the whole world with whose temper prohibition falls in intimately, it is India. It has been the temper of Bharatbharsa to prohibit anything that falls in the way of the realization of one's ideal, and the realization of the Bharatbharsa is true happiness and peace, and the ancient legislators of India thought that it was drink that was the great stumbling-block in its realization. It was also thought in the Upanishad, that it was necessary as a preliminary step to spiritual knowledge, and the thing can never be attained unless the question of drink is absolutely settled once for all. So looking from this point of view of the ancient culture and ancient civilization of India, it needs hardly any argument to convince one in deciding as to the question of drink, as to whether it is a necessity, a luxury, or whether it is to be stamped out altogether. The ideal according to ancient Indian culture has been abstinence. The ideal is preached that those things which do not belong to this world, we must not enslave ourselves to them, but we must try and give up connection and contact with those objects that lead us astray from the clear realization of life's ideal. Therefore this drink is one of the stumbling-blocks, and its abstinence is one of the greatest necessities for the sake of our health, our wealth, our strength and our posterity; also for placing a good example before our people we should abstain from drink, and we should press as strongly as possible the adoption of the policy of total prohibition. It is clear from a moral standpoint that the drunkard is a nuisance to himself and to his fellow beings; from the spiritual point of view, this drink stands in the way of one's life's ideal; and from the socialistic point of view this drink habit is said to be one of the greatest dangers to one's life. Thus, therefore, what do we require? We want complete prohibition and nothing short of it. At the same time we are quite sure that we should not like to be impractical and make proposals to Government which might seem to be coming from dreamers. We do not say that just at this very hour, to-day, and at this very minute, all shops must close down absolutely; but we only propose for a declaration of the policy of Government that it aims ultimately at complete and total prohibition. We shall be quite satisfied with that, and our progress should be gradual. Great success

has been achieved not only in Bengal, but also in the Punjab by the very energetic Amritsar Society which has been a model to so many other societies in other provinces, with a band of devoted workers in the way of pushing on the cause of total abstinence. This one society has been able to stamp out the drinking habit from the municipal limits of Amritsar, and now not a single shop exists in the whole municipality of Amritsar. Therefore what is our ideal? It does not require many words to bring home the fact that it should be total prohibition of the sale of intoxicants. Other countries are now discovering this fact, and this old and ancient truth which has been known to India for a long time should not be lost sight of. With these few words, I commend this resolution to you.

The President put the Resolution to the meeting, which was carried unanimously.

The second resolution was proposed by Dr. B. M. BURUA, M.A., D.LITT, of Chittagong, in the following terms:—

II. That this Conference appeals to the Government of India and all Provincial Governments to restrict the consumption of drinks and drugs under the economic pressure of war conditions. The poorer classes of the community are finding it increasingly difficult to live, and their social betterment would be greatly aided by the prevention of the waste of money on drinks and drugs. The Conference to this end urges that the number of shops for the vend of drinks and drugs be greatly reduced in every provincial area.

Further, this Conference regards the location of drink and drug shops in labour centres, and the drinking practices that exist thereby, as a serious menace to the labour problems of Indian cities. The Conference requests Provincial Governments to satisfy themselves that the conditions are serious. It also asks that special restrictions be made on the sale of intoxicants in the vicinity of mills, factories and other labour centres, so that the supply and efficiency of labour may not be affected. Excise authorities should also be instructed to completely close all liquor and drug shops during festival seasons, especially in the working class areas of populous cities.

In commending this resolution to your acceptance, I need not say more than a word regarding the need of adopting such a measure as is implied in this resolution. If we look to the time through which we are now passing, we are all apt to feel that the day has come when Englishmen and Indians must meet together, work together, and pull together. When the honour of the Empire is at stake, there is no other alternative, but that we must stand on the same platform to consider what measures will help us in achieving the high ideals for which the Empire is to-day involved in the war.

But the question of Temperance, I think, ought to be studied with an open mind. Leaving aside sentiment altogether, we see that abstinence, especially in the case of the working classes, is a necessity for the best welfare of the country. Now if we calmly reflect upon the world war, we cannot fail to realize that all world movements are in one direction, namely, in the direction of that brotherhood, which is going to be realized, I hope, sooner or later on democratic principles. These highest ideals which we have set before us can be realized only in thorough

co-operation. From all that we have heard from the learned speakers who have gone before me, we find that the present excise policy of Government and the sentiments of the people themselves are in agreement. Now when these sentiments, the policy of Government, and the traditions of India, all agree, then the question arises, how most speedily to achieve the end which we have set before us. The President has accurately pointed out that the working people need rest and amusement; after the day's hard toil and labour they want something to pass their time; they want recreation. I fully agree with the President that some sort of substitute for liquor and drug shops should be provided for the labouring classes. We must remember that the welfare of the country and of the Empire depends mostly upon the efficiency of labour which can be secured by encouraging the habit of temperance amongst the working people. But at the same time, we must be careful not to deprive them of their legitimate claim to rest and amusement. I therefore beg to draw your attention particularly to the part of the presidential address where the President points out that counter-attractions in the form of tea shops and amusement halls should be established in all the mill centres and innocent amusement should be provided at a nominal cost. With these few words, I commend this resolution to your acceptance."

The resolution was seconded by PRINCIPAL H. C. MOITEA, M.A., Calcutta. He said:—

"Mr. President, Ladies and Gentlemen,—I do not know that many words are needed to commend this resolution to your acceptance. Out of evil cometh good; and the war has done us much good in various ways. One good thing it has done is that it has brought home to us the necessity of being economical in our ways of living. In my household when I sit down to my first meal during the day, my unpaid housekeeper sometimes tells me that with the prices still rising higher and higher every day, she does not know how to make two ends meet. And if that is the case in my family, I can imagine how hard put the labourers and their families are, and by this resolution we ask you, ladies and gentlemen, who do not know the toils and the hardships of life, to come to the rescue of these unhappy people. One gentleman, speaking before me, said he had a quarrel with the President on one point. I have also a quarrel on another point. He has taken a very optimistic view of the policy of Government. Great reforms have been made of recent years, I admit, and there was a time when the policy of Government was not wholly philanthropic as it now appears to be. Bengal had a ruler who declared that *Ganja* was concentrated food. And we may congratulate ourselves that if a change for the better has come about in recent years, it is as much due to the efforts of Temperance workers as to the enlightened view of those who now have the destinies of India in their hands.

The resolution asks you primarily to deal with the economic aspect of the question. I attach even greater value to the moral aspect of the question. I know that Assam tea planters have come forward with petitions to Government against the location of grog shops in the vicinity of tea gardens, and mill-owners are coming forward with the same petition; but this deals with the economic part of the question. But there is such a pleasure as domestic happiness. They also have their point of view as those who employ these men, and I ask you to realize the magnitude of the problem from that point of view, and we appeal to Government, which now fortunately has taken up an attitude far more friendly to the cause of Temperance than it did before, to help these toiling masses to wipe out the disgrace by removing grog shops from the vicinity of mills.

What the President has said about providing innocent amusements for these men reminds me of Charles Lamb's words that "home be home though it never be home." There are homes which are not homes, where the labourer cannot have the rest, and the amusement that he naturally asks for after his day's toil. I am also reminded of the fact that Bacon in one of his essays referred to one of the professions, which I will not name, and said that the members of that profession on account of the risks and dangers to which they are exposed seek to compensate themselves by indulgence in drink. Something of that remark and observation may be applicable to these toilers in mills and factories. These labourers also are men who after their day's work require some real degree of pleasure and amusement. And without any hint from the President, long years ago, I had a talk with some friends of mine as to whether we might not do something, to provide innocent pleasures for these men. I wish we Temperance workers instead of throwing responsibility mainly upon Government did something ourselves for providing innocent amusement for these labourers. Why cannot we do something in that direction? We must do rough work; we must go about among these men; we must try to make them live more neatly, more decently, and make life happier and more agreeable to them than it now is. With these words, I commend the resolution to your acceptance.

The resolution was put to the meeting and carried unanimously.

MR. NAND LAL, of Amritsar, moved in Hindustani the following resolution:—

III. That this Conference desires to see non-official opinion more effectively represented on Advisory Excise Boards, and urges that such Boards should be endowed with more powers of control and restriction. It also appeals for the establishment in all provincial capitals of Licensing Boards vested with full and final authority to determine the number and location of all licensed premises within their areas. It does this in view of the increase in Temperance sentiment and effort in various parts of the Indian Empire, and the many signs of progress of Temperance reform among special communities. The number of Temperance Societies steadily increases, and the attitude of Government officials is growingly sympathetic.

Further, this Conference also urges the increase of voluntary effort by the formation of still more organizations for the spread of total abstinence principles, as it believes the solution of the drink problem would aid greatly in the rapid amelioration of some of India's social and economic troubles.

SIR GOOROO DASS BANERJI, K.T., M.A., D.L., Ph.D., in seconding the resolution, said:—

Mr President, Ladies and Gentlemen,—I deem it a pleasure and a privilege to be permitted to take part in the proceedings of this important Conference, and I ask you to adopt the third resolution which lays down some very important principles for the practical guidance of the Temperance movement. Among the many self-inflicted evils that humanity suffers from, drink is one of the greatest and the most insidious. The temptation for it is strong. Men, who are not by previous training and

culture able to take to more refined enjoyments, think that they may forget the dull drudgery of life if they can drown themselves in alcohol. Then there are feelings which were unfortunately at one time supported by expert opinion, but happily for us that opinion has now been shown to be erroneous, that drink in moderate quantities is not bad but good. And the unwary victim submits to taking to moderate drinking by taking the first draught, forgetting that the first draught creates a hankering for a second, and the second for a third; and that each draught weakens the resolution with which he began. It weakens his power of resistance until at last he becomes a slave to the habit. These are the difficulties in the way of temperance. And yet even the worst sinner against temperance and abstinence admits on trying moments that he had unwarily given himself up to a bad habit which it has perhaps become too late to change. So you see, ladies and gentlemen, human feeling with all human frailty has all along been such that the dead drunkards are in favour of temperance, even of total abstinence, though it may be difficult in many cases to give effect to such feelings. Firm, resolute men, strong-minded men, have at times reclaimed themselves; others, however, require help, extraneous help, to reclaim them. The great mischief in the drinking habit is the first step. The first step downwards may be fatal, that is the reason why our wise Aryan sages have said that even the touch of liquor should be religiously prohibited. I know there are some critics of the Temperance movement who say that even Hinduism does tolerate the drinking habit to a certain extent. I do not think that *Soma* has been identified with any intoxicating liquors. What we know is to the contrary; it may be a sedative drug. As to the Tantric practice, the bare name will show that it is not approved, but it is positively disapproved. On the other hand Hinduism, as one of the previous speakers has stated our shastras, show that drinking along with the murder of a Brahmin is a mortal offence; that is true Hindu sentiment. The Mahomedan sentiment is also exactly the same. Drink is absolutely prohibited in the Mahomedan religion. Popular sentiment also goes with this. Even those who do not act up to the sentiment in practice still profess to regard that ideal, the ideal of total abstinence, as the highest ideal. With that state of sentiment in Indian society, I feel no hesitation in asking you to adopt without hesitation the third resolution, which asks for powers of control and restriction in the Advisory Excise Boards.

Then as regards voluntary effort, it is true the question of asking Government at once to come forward with an absolute prohibition may be a difficult question to deal with. Some may say individual liberty is a sacred thing and ought not to be touched. Others may say, the finances of the empire depend a great deal upon the sale of liquor, and that is also a matter that requires to be carefully handled. So I leave those things well alone for the moment. But there is ample field for voluntary effort. If we can create, if we can help the propagation of the sentiment which is deep-rooted on Indian soil, that of itself will force the hands of Government in the end, and the plea of noninterference with personal freedom will no longer be tenable. If a traveller finds a fellow-traveller walking on the brink of a precipice from which the next step may plunge him into an abyss from which he will not be able to rise again, it would be criminal negligence on his part if he were not to warn his fellow-traveller. Is the duty less paramount on any of us who finds a fellowman walking on a dangerous moral precipice from which the plunge will be a plunge into misery, misery to health, wealth, reputation and property. I say it is a less paramount duty of any of us to warn the unwary victim of what he is leading himself on to? Of course, there is a difference. In the one case, the danger being clear and admitted on all hands, the party warning will receive the blessings and thanks

of the party warned. In the other case, it will not be so palpable and evident, and perhaps in place of blessing he may have curses, his interference may be resented, but that should not make us pause or hesitate. There is only one thing that we must carefully guard against. We must not try to correct our fellowmen in anger and hatred; we must do it in sorrow and love. Hate the vice of drink as much as you may, never hate the man who drinks. Heaven be thanked that my environments, my antecedents have been such as never to have placed me under the temptation of drink. I want to thank heaven, not to exult on my own superiority, intellectual or moral. I must not have any but the sweetest of feeling for the deadliest of drunkards if I meet him. Otherwise my interference will be treated with the contempt it deserves. But if I approach him with all love and say, my good friend, this may be tempting you now but you will feel the reckoning not very late to-morrow morning. To-night you may be indulging in it, to-morrow morning you will have to repent. You must have felt on the previous morning the evil effects of the night's indulgence; pray do remember what will follow only a few hours hence, and do desist. If I approach my fellowmen in that spirit, I have every confidence that though I may not always succeed I will not be shunned, and that times will come when my friend will court my company in order to be able to resist what unaided he cannot resist. Voluntary effort, therefore, I place very great reliance upon. Then there is another method of voluntary effort which will be more effective, and that is the formation of no organization for the spread of total abstinence. Let there be distributed broadcast literature aided by science pointing out the evils of drink even in the so-called moderate doses, and that literature will not fail to produce the desired effect. And none is better qualified to disseminate such literature than the distinguished scientist and literary scholar who has honoured this Conference by accepting the presidential chair. He commands an eloquence and an almost fascinating style of writing. I have read many if not all his popular books on food, diet and drink, and if he takes the work in hand we shall very soon have a body of literature in Bengali which will be all that could be desired. With these few words, ladies and gentlemen, I commend the third resolution to your acceptance.

In supporting the third resolution, Mrs. JAMES SIMPSON, of Kalimpong, said :—

Mr. Chairman, Ladies and Gentlemen,—I am here as one of the representatives of the Women's Christian Temperance Union of India, and I have listened with great pleasure to the two resolutions which have been already passed by this meeting. It is indeed to me a great pleasure to listen to the many eloquent addresses and to note that there is no indifference to the political, the social and the economical side of this great question of temperance. But for one moment I should ask your attention to the educational side of temperance. I as a teacher in school ask that your sympathies be with those of us who seek to teach the youngest child in this country to hate strong drink and to avoid the use of it on every occasion. There are published by our Women's Christian Temperance Union many charts and pamphlets and booklets which help in the work of spreading the cause of Temperance, and we ask that this work be taken up by the educational leaders, by the women who teach in schools, by lecturers in colleges, and by all social leaders. We ask that the child may not be allowed to live in ignorance of the many dangers that surround it, and as my friend here has remarked, we prevent the child from tasting the first glass by warning the child of the evil that may result from that glass. Then we should seek to rouse them from

the indifference with which they usually view the question of intemperance, and we should also seek to set aside the carelessness which is amongst the European community and amongst many of the European ladies in India, the carelessness with which they view this idea of total abstinence. That is our programme, and it is summed up in these words—agitate, educate, legislate. But legislation cannot come hurriedly. If we push legislation in any haste we may find that that haste has been unwise. So we seek meantime to educate and to teach the young how to distinguish between right and wrong, between that which is good for them, and that which will lower all their powers, whether powers of mind or of body, and which will eventually ruin their souls. I ask you, therefore, that you agree with us in urging the increase of voluntary effort, that you aid us in circulating our literature, and also that you join with us in our wish that there may arise in India a virtuous populace which shall stand as a wall of fire. I have to thank you for the kind words which you have spoken of the Women's Christian Temperance Union, and I trust the All-India Temperance Conference may be the means of greater advance in the cause of total abstinence.

In supporting the third resolution, the HON'BLE Mr. AIYER of Madras said :—

Mr. President, Ladies and Gentlemen,—I am under a great disadvantage in coming before you, not only at a very late hour in the day, but also after such an important lady worker as the one who has spoken last. I however esteem it a great privilege to address you on this proposition, which contains two parts. The latter part refers to voluntary effort, and I consider it to be the more important part. Self-help is the thing by which all problems in all spheres are solved. On various other platforms also you have been reminded, whether the matter is of social reform, politics or any other matter, self-help is to be insisted upon. I believe that India is recognizing this in an increasing measure, and that the ultimate prosperity and well-being of India in every field is to be achieved by self-help. And from this standpoint I therefore give prominence to the second half of this proposition, that is, the necessity for voluntary effort. About voluntary effort, however, we have to recognize, in the first place, that the odds are distinctly against us. In the past we have had total abstinence achieved almost by a miracle. We have had entire communities totally abstaining from the use of any deleterious drug or intoxicating liquor. Some were frightened and some believed that there was no hope of our ever reviving the past, and establishing an absolute freedom from the use of spiritual liquor. But there are others who are hopeful of achieving at least in some measure that freedom in certain areas and certain communities. Take for instance the Brahmin community which was known to be absolutely free from that evil. Unfortunately the advance of civilization and mixing with classes who indulged in liquors, we find that those things which served as abstinences to the free use of intoxicating liquors have disappeared. But we are happy to know there is an increasing recognition of the new habit being considered a vice. There is therefore some hope that by instructing the conscience of the public, by resorting to those measures referred to by my predecessors, we may go some way in reviving this total abstinence at least in certain communities. But my own belief is the hope of convincing by arguments entire communities or the whole populace of a country that drink is an evil habit, and that they must conquer their lower senses is not altogether a safe thing to do. I build my hope on the great new features of religious rites. India is undergoing a rapid change in so many directions; but the most important change is the new life it is having in fields of religion. India

is recognizing that a new problem is presenting itself before her; you are building a new nation. New duties are being recognized, and there is therefore the prospect in this wide rebuilding of the nationhood of recognizing the necessity for having a religious sanction for our progress. Various movements are tending in this direction, that you must impose a religious bann on the evils of intoxicating liquors. I believe that unless you make it a sin to touch liquor you will never efface the habit. My hope is that India will be able to import religion into this matter and will restore some degree of social ostracism. Any person who is given too much to drink and cannot conduct himself is avoided by a number of people. If the conscience of the community is convinced that religious sanction can be applied behind this, then religious conscience will achieve to efface the drink habit. We may achieve a great deal by a religious revival, but this cannot be had at once. In some measure some progress can be made by directing attention of the efficacy of this measure to Government. Government is the final authority for the number of shops we have and the way in which the drink traffic is conducted. The Chairman was pleased to tell us that the attitude of Government officials is sympathetic. There are a large number of places where Government officials are increasingly sympathetic in attitude. But in Madras what goes on now is the very reverse of what the Chairman has said about Calcutta. The fixed fee system is not there. If a large amount of money is invested by the vendors through the auction bids in the shops they try to increase the consumption, and the consequence of forcing up the bids is that the consumption is increased. Our latest reports in the Madras Presidency show that the number of shops has not increased while consumption has. And so far as Madras is concerned, I am unable to say that the attitude of Government has grown sympathetic. In this connection we have got to point out to Government that it is possible for them to overcome their usual fears. They are also afraid that the classes who are accustomed to drink may not be able to abstain. We have now to point out that in this great war which is involving the world there are a number of issues. This war is said to be a war for the world's freedom. But of all the oppression which this war is going to free us the greatest oppression is the oppression of drink. And we can point out to the Government of Madras and to the other Governments in India that the war has created an atmosphere favourable to the growth of Government interference in such matters, that if they put their foot down, we the people will come forward and assist them and wipe away drink, and we can press this matter upon Government, and hope it will be carried.

The resolution was put to the meeting and carried unanimously.

The Secretary then announced that the Business meeting would be concluded as the first portion of the Social Gathering at Lily Cottage the next day. He called the attention of all supporters of the Temperance cause to the latest publication to be issued from Madras, *The Indian Temperance News*. The aim and policy of the paper, says its promoters, will be to educate public opinion on the temperance question generally, pointing out to them the evils of intemperance on the one hand, and on the other showing the many benefits that may be derived from the strictest temperance. An effort will be made to collect information regarding Temperance work all over India. From time to time

we shall try to deal with the matter from the scientific and economic sides. We shall endeavour to make the journal a faithful exponent of the principles of total abstinence. We shall continually endeavour to remind the State of its duty in this matter to the people whose moral and physical well-being are being prejudiced by the drink traffic.

The co-operation and support of all workers and sympathizers is invited to make the journal a really powerful agency in moulding the life and character of Indian and European society in this country. The annual subscription will be Rs. 1-2 or post free Rs. 1-6. The editors are the Rev. A. Moffat and J. Passmore, the latter of whom will be the Manager; and the office address will be Post Box 501 Madras.

On the afternoon of December 28th, a Temperance procession accompanied by an Indian Musical Band, singing Temperance songs, gathered at College Square, marched to Marcus Square, where a short public meeting was held. Dr. B. C. Ghose, M.A., M.B., moved a resolution that the Government of Bengal should be thanked for agreeing to the proposal of the Calcutta Temperance Federation, made through their representative on the Licensing Board, that the educational area of the north of the city, about a mile and a quarter long and a mile broad, should be created a dry area—all shops for the vend of liquor and drugs being removed from it. The resolution was seconded and supported, a large crowd endorsing it with acclamation. The proceedings were all in the vernacular. The procession, which was composed of some 200 representatives of various Calcutta Temperance Societies, then continued their march to the Lily Cottage. An attractive feature of this parade of Temperance workers was the large placards on which Temperance mottoes were inscribed, and a huge paper bottle, 12 feet in height, which was carried, and on which was printed in outstanding letters the evils which the poverty-stricken classes suffer from intemperance. The boys of various Bands of Hope participated in the event, which created quite a stir among the residents of the quarter of the city which the procession visited. Thanks are due to Mr. J. Niogi, Assistant Secretary of the Calcutta Temperance Federation, and his fellow-workers, for the success that attended this unique feature of the All-India Temperance Conference gatherings.

Reference must also be made to a stall for the exhibition and sale of Temperance literature, which by the kindness of Dr. Lee of the Lee Memorial Mission was erected at the entrance to the school premises in Wellington Square, a few hundred yards from the pandal of the National Congress.

SECOND SESSION.

The Second Session of the All-India Temperance Conference met at Lily Cottage, at 4 p.m., December 28th. The President Rai Bahadur Chuni Lal Bose presided. A company of more than 500 people attended.

Mr. C. SELVARAJU, Honorary Secretary of the Council, read the Annual Report of the Council of the All-India Temperance Conference for 1917. He said :—

Ladies and Gentlemen,—The Council of the All-India Temperance Conference has much pleasure in submitting its annual report for the current year to the Fourteenth All-India Temperance Conference.

LAST CONFERENCE.

Last year the All-India Temperance Conference was held at the Congress pavilion at Lucknow on the 27th December, under the presidency of the Hon'ble Rao Bahadur B. N. Sarma, Member of the Imperial Legislative Council. In the unavoidable absence of Mr. Hamid Ali Khan, Bar-at-Law, Chairman of the Reception Committee, his welcome address was read to the meeting. The local arrangements for the Conference were entirely in the energetic hands of Mr. Gokul Chand Rai. The attendance was large and representative. Over two hundred delegates besides much larger number of visitors attended the Conference. The President of the Conference strongly pleaded for a change in the policy of the Government of India towards the gradual realization of the ideal of prohibition. The resolutions of the Conference dealt with "the adoption of the ideal of Total Abstinence as the ultimate object of the Excise policy of the Government of India," the necessity for "following more closely British administrative methods in dealing with the liquor traffic under the abnormal conditions created by the war," the extension and enlargement of the Excise Advisory Committees with adequate non-official representation thereon as well as the creation of Licensing Boards in all the provincial capitals, and the need for legislation in stamping out juvenile smoking. Since sufficient arrangements had not been made by the Lucknow Reception Committee, the official proceedings of the last Conference were not printed. But the printed copies of the Presidential Address as well as copies of the address of the Chairman of the Reception Committee were widely circulated together with copies of the resolutions adopted by the Conference.

TEMPERANCE FORCES IN INDIA.

We have great organizations in this country to promote the Temperance cause, such as the Anglo-Indian Temperance Association with its two hundred branches spread all over India, the International Order of Good Templars with their hundreds of branches throughout the land, the Independent Order of Rechabites with their numerous branches in all the principal cities, the Women's Christian Temperance Union with its net-work of branch unions at important centres, and a large number of Temperance societies, social reform associations, social service leagues, caste organizations, religious bodies with temperance as part of their work, and the numerous Bands of Hope and other juvenile societies and anti-smoking leagues. All these bodies have been doing much to promote temperance among the Indian peoples. Once a year we, in Conference

assembled, focus their united views on the Temperance question, and act as their mouthpiece in matters relating to the Excise administration and the drink problem.

THE WORK OF THE COUNCIL.

The Council of the Conference met last at Lucknow, on the evening of the 26th December, 1916, when the programme of the Conference session for the following morning was finally settled with the speakers selected, and the office-bearers and members of the Council for 1917 were duly nominated. The constitution of the Council was amended, and the Council was enlarged. During the year it was not found possible for the Council to meet except at Calcutta, as usual, just before the fourteenth session of the Conference. At its meeting on the 26th December, the Secretary's annual report was adopted, the programme of the Conference was finally decided upon with the names of speakers to each resolution.

After the Conference, the first work of the Council was to forward its resolutions through the President, the Hon'ble Mr. B. N. Sarma, to the Government of India and various local governments. They have been suitably acknowledged in each case. In this connection it is interesting to note that in the House of Commons on the 14th March last, Mr. Austen Chamberlain, the then Secretary of State for India, stated, in reply to Sir Herbert Roberts, M.P., the ardent champion of the Indian Temperance cause in Parliament, that he had been in communication with the Government of India regarding the resolution of the All-India Temperance Conference, held in December last. He added that the Government of India did not consider increased restrictions on the drink traffic necessary to meet war conditions, as they would not increase the supply of raw material or supply or the efficiency of labour, while they would tend to encourage illicit production and consumption. Mr. Chamberlain concluded that he was, therefore, not prepared to press the matter.

Our President, the Hon'ble Mr. B. N. Sarma, with his wonted zeal, has been interpellating the Government of India on the liquor traffic in India, and on the 8th February last, he moved the following resolution in the Imperial Legislative Council, which was, however, negatived by the official majority:—

“That this Council recommends to the Governor-General in Council the immediate adoption of the following reforms by Excise administrations immediately under its control and those of the local governments:—

(a) That rules should be drawn up governing the constitution, powers and procedure of Advisory Committees, with a view to the more frequent, systematic, and uniform consultation of local opinion in each area;

(b) that fuller representation on those lines should be given to inhabitants of the locality either by direct election or through the medium of the municipality or other local authority, and that in every case, non-official members shall be in a majority;

(c) that the committees should be consulted with regard to all questions relating to local administration of Excise, and that no additional shop should be opened without their express sanction;

(d) that the system of Advisory Committees should be extended to all towns, villages, and rural areas, except where the conditions are manifestly unsuitable, in which case less formal methods of consultation may be adopted; and

(e) that in the large cities of India the Advisory Committees should be converted into licensing boards (as has already been done

in Calcutta), and endowed with full and final powers of determining the number and location of all licensed premises within their respective areas."

In other ways too the Hon'ble Mr. Sarma has been interesting himself in the promotion of total abstinence. The Rev. Herbert Anderson, one of our Vice-Presidents, has been doing excellent work both on the Calcutta Licensing Board, and as Honorary Secretary of the Calcutta Temperance Federation. The arrangements of the present session are almost entirely in his hands. Dr. Rai Chunilal Bose Bahadur, our Treasurer, has helped us by accepting the presidentship of this year's Conference. Individual members of the Council have been doing much valuable work in their respective localities, and provinces. Mention may be made of the work done by Messrs E. W. Fritchley, B. N. Motiwala and D. D. Gilder of Bombay, Miss Ewing of Calcutta, Mrs. E. N. Denning of Gonda, Mr. Gokul Chand Rai of Lucknow, and Lala Nand Lal and Master Santh Singh of Amritsar.

With sufficient funds at their disposal, the Council, it is hoped, will undertake to revive the defunct Temperance societies throughout India, organize lecturing tours, and publish Temperance pamphlets and tracts, chiefly in the vernaculars of India, for free distribution. The Council finds it increasingly difficult to be in close touch with all the Temperance branches of the Anglo-Indian Temperance Association in the country, as many of these branch societies and other Temperance associations do not seem to be as active as they appear to be. With notable exceptions in each province, a number of these associations are either silent or defunct bodies. The Council, therefore, desires to appeal for funds with the aid of which satisfactory results can sooner be attained. Lastly, the Council has been in close touch with the Calcutta Reception Committee as regards the arrangements for the present session of the Conference.

THE ANGLO-INDIAN TEMPERANCE ASSOCIATION, LONDON.

The Anglo-Indian Temperance Association, the powerful and influential auxiliary in London of our Conference, held its twenty-ninth annual meeting at Caxton Hall, Westminster, on the 22nd May last, under the presidency of Sir Herbert Roberts, M.P. Among the principal speakers were Messrs. Charles Roberts, M.P., Leif Jones, M.P., Sir Stephen Collins, M.P., and Sir William Collins, M.P. A most pleasant function at this meeting was the presentation of a congratulatory address to Mr. and Mrs. F. Grubb on the former's completion of twenty five years of devoted service as Secretary of the Anglo-Indian Temperance Association, and as a mark of sincere appreciation of the work he has accomplished for the Indian Temperance movement during this long period. The London Association, particularly through its distinguished President, Sir Herbert Roberts, M.P., and through its official organ, the *Abkari*, ably edited by Mr. Frederick Grubb, has been rendering very valuable service to India in promoting temperance. The Council takes this opportunity to express its grateful thanks to Sir J. Herbert Roberts and other members of the Association for the zeal and devotion with which they have championed the Indian cause in and out of the British House of Commons, and for their continued interest and activity in promoting total abstinence in India. In this connection the Council desires to join the London Association in expressing its hearty congratulations upon Mr. F. Grubb having completed twenty-five years of faithful service to the Association, and hopes that he may long be spared to continue his energetic work and inspire enthusiasm into the numerous Temperance branches in India of the Anglo-Indian Temperance Association.

OBITUARY.

The Council places on record its deep sense of the heavy loss the country in general and the Temperance cause in particular have sustained in the death of Dadabhai Naoroji, the pioneer political and social reformer of modern India, whose very valuable service to the cause of Temperance in India, and whose personal example of life-long total abstinence long continued to inspire both the young and the old. His distinguished career and unique position as the Grand Old Man of India will remain as a beacon light unto the rising and succeeding generations who will cherish his memory with love, esteem and gratitude.

CONCLUSION.

In concluding this necessarily brief sketch of Temperance progress, the Council desires to mark with satisfaction a notable departure in this year's Conference. Contrary to the usual practice, our worthy President hails from the very province in which the Conference is held. Further, it is a significant sign of the times that a beginning has been made at least on a Temperance platform for the harmonious co-operation between the official and the non-official in carrying out the great and noble work of Temperance reform. With the Private Secretary to H.E. the Governor of Bengal as our working Chairman of the Reception Committee, and with the Chemical Examiner to the Government of Bengal as our working President, we have begun this happy session of our Conference, and hope that great results can be achieved through a hearty co-operation between the official and non-official representatives, particularly in the Excise branch of the administration. The Council desires to express its grateful thanks to the Government of Bengal for kindly permitting two of its officials to take an active part in our proceedings. Lastly, the Council hopes that the cause of Temperance will continue to triumph in India too as in other lands, that the drink evil as well as the drug evil will considerably be reduced in coming years, and that India will march steadily but surely towards the attainment of the goal of national prohibition.

Madras,
23rd December, 1917.

C. SELVARAJU,
Secretary.

FINANCE.

The Hony. Treasurer, RAI BAHADUR DR. CHUNILAL BOSE, gave the Financial Statement to November 30th, 1917, which showed a credit balance on that date of rupees one hundred and twenty.

The President then called upon Rev. HERBERT ANDERSON to move the last resolution. Mr. Anderson then moved :—

IV. That the Delegates to the Fourteenth All-India Temperance Conference adopt the Hony. Secretary's Report and the Hony. Treasurer's Balance Sheet, and elect the following Officers and Members of the All-India Temperance Council for 1918 :—

OFFICERS.

President

.. Rai Bahadur Chuni Lal Bose, I.S.O., M.B., F.C.S.,
Medical College, Calcutta.

- Vice-Presidents* .. Sir Bhalachandra Krishna, Kt., L.M., Bombay.
The Hon'ble Rao Bahadur B. N. Sarma, B.A.,
B.L., Madras.
Rai Bahadur Gokul Prasad, M.A., LL.B., Allaha-
bad.
- Hony. Treasurer* .. C. Selvaraju, Esq., 34, Nambulier Street, Madras.
- Hony. Secretary* .. Rev. Herbert Anderson, 48, Ripon Sreet, Calcutta.

MEMBERS OF COUNCIL.

- Bengal* .. The Hon'ble D. P. Sarvadhikari, C.I.E., 20, Suri
Lane, Calcutta
Miss Ewing, 45, Lower Circular Road, Calcutta.
Dr. M. M. Mullick, Calcutta.
M. N. Auddy, Esq., 8, Babooram Seal's Lane, Cal-
cutta.
- Bombay* .. Dr. C. F. Hull, M.D., Bagnan, B. N. Ry.
Dr. Harold Mann, Agricultural College, Poona.
E. W. Fritchley, Esq., Canada Buildings, Hornby
Road, Bombay.
Mrs. Ramabai Ranade, Sadashibpet, Poona.
B. N. Molliwalla, Esq., J.P., LL.B., Malabar Hill,
Bombay.
D. D. Gilder, Esq., Guzdar Mansions, Princess
Street, Bombay.
- Madras* .. The Hon'ble Mr. A. S. Krishna Rao, Nellore.
Rev. Alexander Moffat, M.A., B.Sc., Post Box 501,
Madras.
G. A. Nateson, Esq., Sunkurama Street, George
Town, Madras
Rev. D. G. M. Leith, Kellett Institution, Triplici-
cane, Madras.
C. Gopal Menon, Esq., Gengureddy Road, Egmore,
Madras.
- United Provinces* .. Dr. Tendon, 72, Johnstonganj, Allahabad
Rev. J. Hudson, Wesleyan Mission, Benares.
Dr. Jagannath Prasad Mathur, Chowk, Benares.
Mr. Gokal Chand Rai, B.A., LL.B., Pleader, Dil-
khusa, Lucknow.
Mrs. Denning, Gonda, U.P.
- Punjab* .. Dr. J. C. R. Ewing, Forman College, Lahore.
Pandit Bhisn Narain Rozdon, Amritsar.
Mr. S. S. Bhatia, Joint Editor, *Tribune*, Lahore.
Lala Nand Lal, Temperance Hall, Amritsar.
Master Sant Singh, Amritsar.
- Behar and Orissa* .. Babu Parmeshwar Dyal, Patna.
Mrs. Donald Sunder, Haveli Khargpur, Behar.
- Central Provinces* .. Rev. B. Luke, Sironcha, C.P.
Miss W. Taylor
- Burma* .. S. A. S. Tyabji, Esq., Rangoon.
Miss Flora E. Strout, W.C.T.U., Rangoon.
- Ceylon* .. Mr. W. A. de Silva, Colombo, Ceylon.

The resolution was seconded by Lala Nand Lal, and on being put to the Conference was carried unanimously.

With the usual vote of thanks to the President moved by Dr. B. C. Ghosh, M.A., M.B., the Fourteenth All-India Temperance Conference was brought to a close.

After a time given to social intercourse, while light refreshments were handed round, the President asked workers from different parts of the country to give an account of the work that had been done in their respective provinces.

Mr. W. A. D'SILVA, Ceylon, said :—

“ Ladies and Gentlemen,—I will give you my experience in Ceylon. Only five years ago Ceylon was in a deplorable state. But I am glad to say that workers in the cause of Temperance proceeded unitedly to carry on the work of Temperance, and the developments are full of interest to-day. It is nearly two years ago that the new Governor of Ceylon appointed a Commission to report on the Excise question, or what is called the drink question of the country. The Commission sat for nearly one year and collected a deal of evidence after which they submitted their report to Government. The first recommendation of the Commission was that a minimum price should be fixed for the sale of liquor; the price of country spirit was fixed at nine and a half rupees per gallon, and the price of imported liquor at eighteen rupees per gallon. I may tell you that the report of the Commission appeared only two months ago, and within a week or two all the recommendations were adopted by the Government of Ceylon. The second recommendation was that all taverns should open late and close early. The taverns in Ceylon used to close at any time between 8 and 10 in the night, but now they have to close at 6-30 p.m. In the case of towns the Advisory Committee have been given a certain amount of discretion in connection with people who suffer from want of drink to allow the taverns to remain open a little later; but this discretion is left to the Advisory Committee. People in the country are satisfied with the closing of taverns at 6-30 p.m., but in towns they want the taverns to close at 7-30. We have also a provision that the Advisory Committee will change next year in two respects. One is that each Advisory Committee will have two-thirds of unofficial members in their Council, consisting of representatives of the Planters' Association of Ceylon and Local Boards and Municipalities. In addition to that, one member is to be elected by universal suffrage in the districts. And the total number of unofficial members should never be less than two-thirds of the Advisory Committee. The decision of the Advisory Committee will be final and will be adopted by Government, unless His Excellency the Governor thinks that he has strong reasons to veto that decision. Then we get another thing which is known as local option. If 75 per cent of the people in any area—the whole place is marked down into so many tavern areas—do not want a tavern in that area, they will have a right to express their opinion and that tavern will be abolished. This is a great concession. I expect that within five years we will close down about 75 per cent of the taverns in Ceylon. In my experience of Temperance work I find that even the people who drink do not want to drink in the taverns, because they know that it is bad. The hotels have to close at 10 p.m., and no liquor is allowed to be taken to the rooms and drunk till morning. In the case of young people who come to hotels for their drinks, we have followed the Calcutta rule that no chits can be accepted at all for drinks.

I want to impress on you that we did not gain the success by simply holding meetings or gathering once a year. But it was very hard work. We found that where people joined in a movement and where they were conscious that they were right and were going to uplift their country, they would gain their object. We expect that it will take another 10 or 15 years to rid the country of this pernicious habit.

I am glad that you have put somebody from Ceylon into your Council.

The next year or the year after you may be able to hold the Temperance Conference in Colombo, and I am sure the people of Ceylon will give you the largest hall for the purpose. I wish to urge upon you the question of temperance. It is a question that will be very prominent during the year, and unless the drink habit is controlled, I do not think that any concessions that we gain in other respects can ever have any great effect in the country.

Mrs. SUNDER said :—

Ladies and Gentlemen,—I wish to add my word of welcome to the many cordial greetings that have been extended to the All-India Temperance Conference, and to say that the Women's Christian Temperance Union is happy to join with you in the Temperance work that you are doing. It has just now been mentioned to you that I am to say something of women's work in Bengal; but from the beginning of this Conference yesterday morning, we have heard a good deal of Temperance work in Bengal, and I want to mention other matters.

Our minds are full of the happenings in Europe and throughout the world. The terrible war has not only filled our minds, but it has occupied our hearts, and we have been called to have even the smallest share in sending comforts to the men at the front who are fighting our battles for us. While the allies have been fighting against militarism, and barbarism another great movement has simultaneously been carried out against drink. In this second warfare, too, we have had a hand, and it is with the hope of further prospering this war against drink that we have met in this Conference. When war called forth the necessity of national efficiency, the first thing that the countries at war did was to consider the question of drink. It was recognized that temperance and efficiency go hand in hand, and nearly every one of those countries officially declared drink to be a national menace. We like to refer to Russia as a bright example of prohibition. Whatever failures the late Czar may have made in comprehending the signs of the times and the minds of his people, the fact remains that he has proved himself capable of learning a lesson as to the effects of drink. It was only a few years ago that the Czar's forces returned defeated from his war with Japan, and it has been the commonly accepted opinion that drink was the cause of that defeat. Cromwell's motto and advice to his soldiers was: "Trust in God and keep your powder dry." Even that man of wonderful faith and courage recognized that God would not give military success to men who allowed their powder to get wet. The late Czar having had his lesson for which he paid so large a price, modified the well-known saying of Cromwell and said, "Trust in God and keep away from spirits." The Czar abolished the manufacture and sale of *Vodka*. Just how and when he came to take an interest in temperance is not known; but the story is told that on his return from Crimea in 1913, he insisted on visiting personally and without previous announcement a number of villages. And the evidence he saw there of poverty and demoralization due to intemperance is said to have made a deep effect upon him that something must be done to limit the traffic in *Vodka*. The story is true, because in February 1913, in referring to that episode, the Czar said that they convinced him that the success of the *Vodka* monopoly was the ruin of the people. He, therefore, ordered his Minister of Finance to look for other sources of revenue that should be based on the inexhaustible wealth of the country. While it is true that the autocratic form of the Russian Government enabled the late Czar to enact so sweeping a measure, yet the carrying out of the measure was due to the wish and will of the people. It was in 1861 that a former Czar astonished the whole world by freeing the Russian serfs, who were slaves attached to the soil and were transferred with it. And then in 1914 another Czar created

a greater astonishment by freeing his people from the serfdom of drink. Having been thus freed by their rulers of the burden of drink and slavery, the people themselves were able to throw off the yoke of autocracy: Russia sober was able to do what Russia drunk probably would not have accomplished. And although that great country is now plunged into a state of chaos, we trust that it will emerge and that the republic will be established. President Lincoln followed the example of the former Czar by freeing the slaves of the United States, and we trust that that nation may follow the recent example of freeing the nation from the slavery of intoxicants by constitutional enactment. Before war was declared by that country there was great activity in America against drink, and some measure of progress had been attained. But since the declaration of war by the United States, those activities have continued to be redoubled, with the result of the success there has been told to you in this Conference, that the American Congress now in session has voted national prohibition. We will not be satisfied until this is made a constitutional amendment for the whole nation. Apart from the interest taken by President Wilson and some departments of government, the many Temperance associations counted the declaration of war as a strategic time for putting in their forces against the enemy, and the Christian Temperance Union has had a department to work amongst the soldiers and sailors to join hands with other workers to fight the nation's foe.

It is superfluous to mention the steps on Temperance lines taken by other countries since the war began; but in England, in France, in Roumania, in Scandinavia, in Canada, as well as in Russia and America there has been a wonderful awakening. The old theory that men cannot be made sober by acts of legislation is overthrown: men are made sober by a military order. Even in the shadow of this great war we are able to rejoice at the gain of temperance! We feel that the seeds sown during the past 25 years is producing an abundant harvest. But we have much to be accomplished yet, and we hope and believe that in these unconquered areas we will yet have victory.

Mr. MANDAVI, of Bombay, said:—

Chairman, Ladies and Gentlemen,—The population of Bombay is 11 lakhs, of which four lakhs are mill-hands—persons working in the mills—who are quite illiterate but who earn more than the average clerk in the office gets, an average of more than Rs. 30. But still if you will look to the condition of the people you will find that they live from hand to mouth. Many persons have come forth with several reasons for their poverty. Some say that they are fleeced by Marwaris who charge them very high interest every month on money borrowed by the men, and every month when they receive their wages they give it back to the Marwaris. Others say that they are uneducated; there are no schools, and unless they are taught their condition will not be improved. But I must say that the true cause of their poverty is this vice of liquor, and unless that vice is removed their condition will not be improved. This was found out by some persons last year. I may say that the Social Service League last year began to work on that side, but still their work was found to be inadequate. The work that was expected from the Social Service League was like the work which was done previously by Mr. Fritchley and Mr. Gilder, who are the Secretaries of the Temperance Association in Bombay. I think you must know these names already; but their work simply went on according to the old fashion, namely, calling meetings, publishing booklets and circulating pamphlets, and painting some mottoes on the walls. That is not sufficient. As regards the illiterate people more moral courage is required, and if some of those present here would do what is done by Mr. Laviata in Poona, there would

be great improvement. He is the Secretary of the Sabha, and he stands in the bazaar and sings verses which are composed with regard to this temperance. It is then only that these illiterate persons are attracted. They buy these books at two pice each and go on singing those verses at home. Secondly, he gets some persons of the lower classes, like the chamars, and forms a samiti or samaj, which goes by the name of Namadeo Samaj, and if he finds one person drunk he refers that man to the samaj and asks the samaj to inflict some penalty. That money is applied to Temperance work. And I find that he has had great success in Poona. That work has been adopted by me and some of my friends in Parel, and only one samaj consisting of 2,000 persons of the chamar and shoe-maker caste have sworn not to take liquor. I think their example will be followed by others. I find that only one man has been able to assist me, but no bold person is coming forward to sing in the bazaar. If this could be done, much would be gained in the cause of Temperance.

We want some help from the landlords' also. In Bombay one house has about 90 or 100 rooms, and in each room a labourer is residing. Some of the landlords are co-operating in this cause, namely, if a workman is found drunk or addicted to liquor the landlord at once gives him notice to quit. When that is done every workman will stop taking liquor.

With regard to the educated classes, they can very well be taken back by lectures, by publishing booklets and by painting some mottoes on the walls. But with regard to the illiterate classes, the three measures mentioned, namely standing on the road and singing songs, getting the landlords to give them notice if found drunk, and getting them to form their own societies and thereby compelling them to abstain from drink, will bring about the desired result.

With reference to another means of stopping the sale of liquor. In Bombay our efforts have not been crowned with success. We collected many signatures and sent in an application to Government to close a particular shop in a particular locality, but we were not successful during the last year.

Mr. NAND LAL, of Amritsar, sang a song in Hindustani, the purport of which was as follows:—

O God, deliver us from the evil of drink, save us from the evil of drink. The idea of drinking in the taverns which has got into our heads will destroy us. The ancient days of Bharatbarsha when we were all sober, O God, bring us those days again.

Mr. SELVARAJU, of Madras, said:—

Mr. President, Ladies and Gentlemen,—I am not particularly fond of listening to the music of my own voice, and you have heard an exceedingly good survey of the Temperance situation throughout the year in all parts of this country from the President himself. However, as the President has commanded me just to say a few words on this happy occasion I shall just mention to you one or two important features of temperance in Madras.

We have been doing of late good and steady work with a magazine to advocate the cause and with a central association to keep up Temperance activity throughout the year. We are doing our level best to promote temperance. From the administration point of view I must confess I come from a province whose administration claims efficiency particularly in the Excise Department. Efficient as the administration may be, I am not quite sure whether that efficiency has conduced either to the lessening of the drink evil, or the reduction of consumption of liquor

in the province. There are non-officials and officials; they are not always infallible. But the success of Temperance work lies in co-operation. Whatever may be the official attitude, I think if the Temperance question is approached in all earnestness and reasonableness, and with a sense of moderation and with a full knowledge of the existing condition of things, even an unsympathetic official can be converted into a sympathetic official. That depends a good deal upon the workers. So we have organized the Temperance News, and through the work of the Madras Temperance League we have succeeded to a limited extent in inducing the Madras Government to do something for us. And recently about three or four months ago—it was in May or June last—they issued two important orders, one appointing an investigation committee to enquire into the condition of liquor traffic in the city of Madras, and another order extending local Advisory Committees and increasing their functions a little. We had formerly on our Excise Committees an official majority; under the recent order we are having an equal number of officials and non-officials. That is some improvement, and we ought to be thankful to the Government of Madras even for small mercies. The question of a Licensing Board for the city of Madras, similar to the one you are having at Calcutta, and a few other suburban municipalities, is now under consideration.

A few days before I left Madras for Calcutta we held a successful public meeting, at which a resolution praying for the establishment of a Licensing Board for Madras was unanimously passed. The resolution was moved, seconded and supported by some of our leading and unofficial men in the city, who happen to be members of the Imperial and Provincial Legislative Councils. This is from a purely administration point of view.

As for popular and personal work which is being done by the Madras Social Service League and the Depressed Classes Mission, the latter particularly are doing good work among the lower orders of society there by opening night schools for them, by giving them periodical lectures on sanitation, hygiene, and inculcating into them the principles of total abstinence.

Lastly, I was thinking of a Temperance exhibition brought about by the representative members of different Temperance societies in the city, at which charts and maps illustrating the evils of the drink habit, and illustrating the action of alcohol on the human body are to be exhibited. We have also arranged for a series of evening lectures, and for exhibiting what are called Temperance drinks. Some of the ladies of the Women's Christian Temperance Union at Madras have undertaken to prepare these Temperance drinks and distribute them free as samples to those who attend the exhibition during this fortnight. That is the latest work that is now being done in Madras. I am glad, of course, to take this opportunity to express to the Calcutta public my gratitude for the warm welcome they have accorded to the delegates to the All-India Temperance Conference, and for all the kind things they have done for us, and to the Reception Committee for all the successful arrangements they have made to make our Conference, this gathering and all else a success.

The proceedings closed with the singing of the National Anthem.

Letter from Sir J. HERBERT ROBERTS, M.P.,
President, Anglo-Indian Temperance Association.

Owing to the lateness of the English mail's arrival, the following letter did not reach the Secretary till two or three days after the Conference had met. It is, however, inserted that readers of this Report may have it for persual:—

HOUSE OF COMMONS, *Nov. 9th, 1917.*

DEAR MR. ANDERSON,

I have been requested by the Executive Committee of the Anglo-Indian Temperance Association to convey to you and to the delegates assembled at the Fourteenth All-India Temperance Conference their cordial good wishes for a successful gathering.

The Conference will meet once more in the midst of the greatest convulsion in history, the outcome of which it is as yet impossible to forecast. As Temperance reformers we feel sure that the forward step which will be taken in the life and government of India as a result of the momentous changes wrought by the war will mean a decided advance in our movement, and the impetus given to the Temperance cause under the shadow of this great catastrophe will be general. In the United States of America and in some of the British Dominions we have already witnessed the widespread adoption of Prohibition, while in many European countries measures of far-reaching restriction have been carried out.

It is our earnest desire that the demand of India for similar reforms should be granted without delay. There is no doubt that if India were in a position to decide her own Excise policy it would be in the direction of Prohibition. Many indications have been forthcoming during the past year of the strength of Indian convictions upon this subject, and in our judgment the time has arrived when the Temperance aspirations of the Indian people should be realized.

Although it may not be found practicable for the Government of India to concede our full programme at a bound, I hope it will be possible for them to issue an official declaration which will make it clear that they accept and affirm as an ultimate object of their policy the principle of the total prohibition of the traffic in liquor and drugs. In the meantime, the Conference will no doubt resolve to press for the many practical reforms which have been consistently put forward as the Temperance demand of India. I feel sure also that, in particular, the Conference will give a prominent place to the necessary improvement and extension of the machinery for consulting the inhabitants of specified areas as to the continuance of the liquor traffic in their midst. But whilst reaffirming the demand that the Excise Advisory Committees should contain a larger representation of non-official opinion, and be endowed with more effective powers of restriction, and that there should be established in the provincial capitals Licensing Boards (as in Calcutta) vested with full and final authority to determine the number and location of all licensed premises within their areas, I feel sure that the Conference will again emphasize the conviction that without full recognition of the principle of popular control there can be no complete solution of the drink problem in India.

The means to be adopted for educating the people in the truths of Temperance will also, I presume, occupy the attention of the Conference, and it is to be hoped that every effort will be made during the coming year to gain from all classes of the community a larger number of personal adherents to the cause of total abstinence.

My Committee have recently had under their consideration the question of issuing an authoritative medical pronouncement on the subject, which could be made the basis of definite teaching in the schools and be suitable for general distribution throughout the country. A document has accordingly been drafted, with the assistance of Indian advisers, and has already been signed by many of the leaders of the medical profession in this country and in India. The manifesto sets out clearly the main facts concerning the effects of alcohol, opium, and other intoxicating drugs, placing emphasis on the particular evils resulting therefrom in a tropical country.

In addition to the use which may be made of this pronouncement through the medium of educational institutions, our desire is to have it published in poster and leaflet form in the principal vernaculars, as well as in the Press, and to circulate it broadcast throughout India. We shall be very glad to have the co-operation of the various organizations represented at the Conference in giving as wide a publicity as possible to this important document. Copies of the English edition will be available, I hope, early in the new year.

With renewed assurances of our keen interest in your deliberations, and with hearty greetings to all the delegates present at the Conference,

Believe me to be,
Yours faithfully,

J. HERBERT ROBERTS.

THE REV. HERBERT ANDERSON,
Calcutta.

CONSTITUTION.

I. Name.

The name of the organization shall be the Council of the All-India Temperance Conference.

II. Object.

The object of the Council shall be to unite more closely the Temperance Societies in the Indian Empire, to foster their growth, unify their efforts, and promote the cause of Total Abstinence from alcoholic liquors and drugs in every way practicable.

III. Officers.

The Council shall have the following Honorary Officers elected annually at the All-India Temperance Conference—a President, Vice-Presidents, a Secretary and a Treasurer, whose duties shall be those usually belonging to such officers.

IV. Members of the Council.

In addition to the above-named officers there shall be not more than thirty-five members of Council as representative as possible of the Temperance activities of the various provinces of the Indian Empire. These shall be elected annually at the All-India Temperance Conference and with the officers above mentioned shall succeed to office immediately upon election.

V. Duties of the Council.

The duties of the Council shall be :—

1. To give effect during the period between each All-India Temperance Conference to the Resolutions proposed thereat.
2. To nominate the Officers and Members of the Council for the ensuing year.
3. To stimulate the Temperance cause by disseminating information and organizing societies, especially in areas in which no Temperance organizations exist.
4. To arrange for the creation, distribution and sale of suitable literature in English and the Vernaculars.
5. To make such representations to the Government, Imperial and Provincial, as may be necessary from time to time.
6. To draw up and submit a Report of the activities of the year to the annual meeting of the All-India Temperance Conference and to prepare and submit an annual budget of expenditure with an audited statement of accounts.
7. To arrange for the annual meeting of the All-India Temperance Conference including all questions of programme and management with the aid of the Temperance organizations of the locality selected.
8. To bring before the All-India Temperance Conference any suggestions for the amendment of the constitution which experience may show to be necessary.

VI. Council Meetings.

The Council shall meet, if possible, twice a year, one of the meetings being held at the same time as the All-India Temperance Conference.

VII. Finance.

The Funds of the Council shall consist of—

1. Contributions from Local Temperance Societies and individuals.
2. Proceeds of sales of literature.
3. Temporary grants from the Anglo-Indian Temperance Association, so long as these may be necessary and obtainable.

(By Order),

CALCUTTA,
1st February, 1918.

HERBERT ANDERSON,
Secretary.

APPENDIX.

The Committee of the Calcutta Temperance Federation beg to acknowledge with thanks the following donations for meeting the expenses of the Annual Conference held in Calcutta in December, 1917 :—

Sir R. N. Mookerjee, K.C.I.E., Rs. 25; Mr. C. C. Ghose, Rs. 10; Rai Chunilal Bose Bahadur, Rs. 10; Babu Behari Lal Mitra, Rs. 5; Babu Sures Chandra Mitra, Rs. 4; Mr. S. C. Mitra, Rs. 4; Sir Gonroo Dass Banerjee, Kt., Rs. 4; Kumar Promada Krishna Deb, Rs. 3; Dr. P. C. Ray, Rs. 3; Mr. M. N. Bhose, Rs. 2; Dr. H. L. Sinha, Rs. 2; Rai Haridhan Dutt Bahadur, Rs. 2; Dr. Satyendranath Sen, Rs. 2; Dr. Bipin Bihari Ghose, Rs. 2; Dr. B. C. Roy, Rs. 2; Dr. Nil Ratan Sircar,

Rs. 2; Mr. S. C. Mitra, Re. 1; Dr. B. M. Chakraverti, Re. 1; A Sym-
 pathiser, Re. 1; Mr. S. N. Sircar, Re. 1; Rai S. N. Mitra Bahadur, Re.
 1; N. Luke, Rs. 10; Revd. H. Anderson, Rs. 10; Hon'ble Mr. J. G.
 Cumming, Re. 15; T. Swan, Esq., Rs. 20; Mr. and Mrs P. E. Suttie, Rs. 25;
 A. Fleming, Esq., Rs. 10; T. A. Milne, Esq., Rs. 10; Free Church Temp.
 Society, Rs. 10; W. McCaeh, Esq., Rs. 10; X, Rs. 10; D. A. C. Cruden,
 Esq., Rs. 50; The Bishop of Calcutta, Rs. 15; G. B. McNair, Esq.,
 Rs. 20; Dr. H. H. Mann, Rs. 5; Per J. W. Ball (Y.M.C.A.), Rs. 7; J. C.
 Basak, Esq., Rs. 5; N. Auddy, Esq., Re. 1; Independent Order of
 Rechabites, Rs. 5; Treasurer, W.C.T.U., Bangalore, Rs. 5; P. Lancaster,
 Esq., Rs. 10; London A.J.T.A. £5=Rs. 70-5; Lucknow Temperance
 Association Rs. 25; Bengal W.C.T.U., Rs. 25; Darjeeling W.C.T.U.,
 Rs. 10; Bengal Branch W.C.T.U., Rs. 5; T. P. Ghose, Esq., 10,

PRESIDENT :
THE HON. SIR D. P. SARVADHIKARY, Kt., B.A., LL.D.
VICE-PRESIDENTS :
J. A. JONER, Esq., B.A.
RAI BANADUR DR. CHUNI LAL BOSE, I.S.O., B.D., F.C.S.
ACTING HON. SECRETARY :
W. E. ELLIOTT, Esq., 26, COLLEGE STREET.
HON. TREASURER :
T. A. MILNE, Esq., 12, PRETORIA STREET.
LECTURER & ORGANISER :
J. NIYOJI, Esq., 82, HARRISON ROAD.

OFFICE OF THE
Calcutta Temperance Federation

82, HARRISON ROAD,
5th August, 1919.

DEAR SIR,

The Executive of the Calcutta Temperance Federation desire to secure the opinions of the members of the Federation and others interested in the cause of Temperance in regard to the following matters in order to be able to submit to Government well-considered suggestions for improvement of their Excise Policy. A few comments have been made upon the different questions to explain their technical meaning. Would you be good enough to look over this list of questions and kindly send in your views as soon as you can conveniently do so? We shall greatly appreciate your co-operation in this matter. As it is necessary to send up the suggestions to the Excise Commissioner by the 1st week of September, it is particularly requested that you send the replies to Mr. J. Niyogi at 82, Harrison Road, by not later than the 27th of August.

Yours faithfully,
DEVA PRASAD SARVADHIKARY,
President,
The Calcutta Temperance Federation.

CONFIDENTIAL.

I. Questions of the Introduction of :—

- (i) "Off" and "On" system ;
- (ii) restrictive quantity sale system, for the country spirits shops ; and
- (iii) reduction of the hours of sale.

(i) "Off" and "On" System :—

Foreign liquor shops have two kinds of licenses,—one permitting the customer to drink on the premises, which is known as "on license," and the other forbids the customer to drink on the premises known as "off license." The country spirit shops have licenses permitting the customer either to consume on the premises or off the premises as he chooses. Vigilance Committees and Workers have watched with keen interest the effect of this system. Some are of opinion that the "off" and "on" system should be applied to Country Spirit Shops to prevent unrestrained drinking at the shops. If a majority of the shops become "off" shops then there would be a reasonable chance of decline in repeated indulgences. Again many may not care to take the trouble of taking the liquor home for consumption. So the "off" system would be a decided advantage so far.

There are some, however, who apprehend that the introduction of the "off" system would give rise to innumerable smaller "drinking dens" which may be sources of much nuisance and trouble.

(ii) Restrictive Quantity Sale System :—

This allows the shops to sell a limited quantity of spirits each month. Each shop is allowed a maximum quantity to be sold each month.

Opium is sold according to this system. Bombay has introduced this restrictive system with regard to the sale of liquor.

Temperance workers think that the introduction of this system would result in better discipline and minimise temptation.—"The more we sell, the more we gain." There are some who think this would cause the vendors to dilute the liquor and thus make a dishonest profit. Experience shows that cases of adulteration in the city of Calcutta have recently become quite insignificant. Under careful supervision one need not be afraid of an increase in the practice of adulteration, if the proposed restriction is introduced.

(iii) *Reduction of Hours of Sale* :—

During summer shops in Calcutta are kept open for 13 hours out of 24 hours (8 A.M. to 9 P.M.). In Bombay all the shops are opened at 10-30 A.M. and closed at 9 P.M.; Madras 9-30 A.M. to 8 P.M. Both Bombay and Madras have introduced the closing of the shops on Pay-days, Sundays and Festival days, also early closing on Saturdays. But no such restriction has been introduced in Calcutta, or anywhere in Bengal.

Can we not reduce the hours of sale? Only $\frac{1}{2}$ of the business in drink shops is done between 8 A.M. and 4 P.M. Much larger sales take place between the hours of 6-30 P.M. and 9 P.M. Why not open the shops at 2 P.M. and close them at 9 P.M. and on Saturdays and Sundays 4 P.M. to 8 P.M.? We ought to insist upon the closing of shops during the Durga Pujah Holidays and the Mohurrum Festival and on other important festival days, when an abnormal increase of consumption invariably takes place. Pay-day closing of the shops in the vicinity of Mills and Factories is greatly desired. Bombay has done so, why not Bengal? What reduction of hours do you recommend?

2. The Growth of the Drink and Drug Trade in the Educated Community.

Some time back the Government of Bengal was seriously thinking of securing a better class of vendors, obviously to get rid of unnecessary trouble and dishonest practices in the shops resorted to by greedy and illiterate vendors. The Government felt the absence of trustworthy and honest vendors. For the last two years experiments have been made with B.A.'s and M.A.'s as vendors. Its results were closely watched. No decided improvement has been effected by the introduction of these educated vendors from the temperance point of view. On the other hand, the enormous profits are drawing scores of young men to this obnoxious trade. The following list will show the growing numbers of so-called educated vendors. It is not an elevating sight to see educated young men engaged in selling "liquid fire" that will consume the nation's vitality, manhood and efficiency and professors of Colleges and our M. Sc. and B. Sc. men, as opium sellers and saloon keepers, selling "bee-hive" Brandy.

Vendors from Educated Classes.

Country Spirit Shops.

1. Banoo Lal Saha, B. Sc.
2. Probodh Chandra Sen, M. Sc.
3. Mahitosh Saha, B. Sc., B. E.
4. Satya Kumar Saha, M.A.

Ganja Shops.

1. Manick Lal Banerjee, M.A.
2. Satya Kumar Saha, M.A.
3. Bejoy Kumar Mukherjee, M.A.
4. Mukham Lal Chakraverty, B. Sc.

Opium Shops.

1. Satish Chandra Basu, M.A., Lecturer of Calcutta University.
 2. Barendra Nath Basu, B. Sc.
 3. Dwijendra Nath Bagchi, M.A.
 4. Jatiswar Banerjee, B. Sc.
 5. Lambodar Mukherjee, M.A.
 6. Madan Mohan Banerjee, B.A.
3. Shops on Main Roads and Lanes:—

At present over 80% of the grog shops are on the main roads. There are some who think that the shops ought to be removed to lanes and unattractive sites on the ground that temptations would be less. People hurrying along on business would be less reminded of drink obtained from out-of-the-way shops; consequently indulgence and consumption would be less. On the other hand, there are some who think that, if shops are on the main roads, people will hesitate to go in and have a drink in public view, and they apprehend that shops in lanes may be a source of many other evils. But in Calcutta the streets are so crowded that the question of hesitation does not actually come in. Although the experience of workers in the small towns and larger villages is that a site on a main road really plays some part in keeping down consumption, this will not hold good in Calcutta. Shops in lanes are really less attractive and, these streets being less populous, the apprehension of being recognised is greater. Besides the workers do get a better opportunity to study the people who frequent the place. The shops are likely to be better managed, as some of the shops in lanes are found to be. From a temperance point of view, therefore, the shops ought to be removed to lanes as far as possible. The policy of Bombay and Madras is to keep the shops off the main roads. What is your opinion on this?

Shops :— Sanitary, Attractive & Comfortable.

Every shop ought to be neat, clean and sanitary but any attempt to make them attractive or comfortable with electric fans, chairs, sofas etc. should be strongly condemned. This policy has also been adopted by the Authorities of Bombay, Madras and the United Provinces. There is a growing tendency in Calcutta to make the shops attractive and comfortable but this should be checked at once. We ought not to have glaring Gin Palaces here. Do you not think so?

4. Counter-Attractions.

In the way of counter-attractions nothing has been done in Calcutta proper. The Madras Government is making some experiments in this direction. Behar attempted something but has failed. Bombay will take up the question very soon. The Tea-Cess Committee of Calcutta, in co-operation with the Federation, has opened some attractive tea shops in the vicinity of the Mills and Factories. Though the sale of tea is increasing by leaps and bounds yet it is very difficult to come to a definite conclusion as to how far those tea shops have been influential in reducing the consumption of the country liquor and drugs. Some are of opinion that Mill operatives now spend money both on drink and tea, while others hold that the consumption of liquor will soon be lessened. Recently the Inspectors of the Tea-Cess Commission reported a perceptible decrease in the size of the crowds at grog shops in the vicinity of the Mills and Factories. It seems premature to claim this decrease as an effect of the counter attraction of tea shops. It may partly be due to the present economic crisis. The Salvation Army records splendid achievements in this direction and the American Anti-Saloon League also as scored brilliant results through counter

attractions. They have plenty of trained workers, wonderful resources and vast means to meet the heavy cost of counter-attractions. They are carrying on the whole programme thoroughly. Good results have also been obtained at Amritsar and in the Central Provinces. At the Budget Meeting this year The Hon'ble Sir Deva Prasad Sarbadhikary proposed a resolution requesting the Government to spend some 5 lacs on counter-attractions among the masses and the Mill-operatives. This, however, was not carried. It is not enough merely to leave Tea Shops, but some positive counter attractions in the way of something like club comforts, amusements and popular lectures in the neighborhood of bad drink shops seems to be necessary to make the experiment complete.

What is your opinion on the question of opening attractions in Calcutta in the vicinity of those shops having the largest sales? The Tea-Cess Committee would only be too glad to co-operate with us. Do you approve of this idea?

5. The Re-organisation of the Foreign Liquor Traffic System Specially Considering Licenses, Accounts and Credit Sales.

The Foreign Liquor Traffic is run very carelessly. Excise Authorities do not take much interest in its detailed management. Government receives only Rs. 1000 per ^{annum} ~~month~~ as License Fee from each and every Foreign Liquor "off" shop in Calcutta while the "on" shops are still owned on auction system. Even Messrs Kellner on Chowringhee pay Rs. 1000 p^{er} ~~year~~ and the petty shops at Grey Street and Beadon Street also pay Rs. 1000. ~~p^{er} year~~ The Returns are seldom complete. Credit sale is prevalent in the case of "off" sales. The traffic requires a thorough overhauling.

Why should not the foreign liquor shops have a graduated scale of fees based upon the quantity of consumption of the particular shop? Why should not the actual amount of consumption be ascertained? Should not the credit sale system be abolished? Why should there be the auction system for the "on" shops?

In the case of country liquor the scale of fees rises with the increase of the quantity of the sale of each shop. Such a graduated scale of fees ought to be imposed upon the Foreign Liquor shops. This will serve many purposes; the shops would be bound to keep a proper account of the sale and more accurate figures would be available; smaller shops would be saved from unreasonable taxation; a larger amount of fees would be realised from the larger shops; and thus, the total net revenues would be considerably larger.

What suggestions do you offer for the re-organisation of this Department?

No. 1036. of 1919.

CUSTOM HOUSE BOMBAY,

30th April, 1919.

SIR,

I have the honour of giving you brief replies to your enquiries in your letter of the 28th March. I regret that I cannot possibly undertake to write in full on all these matters which would amount to writing a book. No doubt you have got or can obtain the Administration Reports of this Department.

(1) We have only on-licenses for country spirits, but a small quantity of masala spirit is sold in bottles in a few localities.

(2) The system of rationing or fixing the maximum consumption of the shops is in operation, and we are watching its effects.

(3) Some months ago I have urged the desirability of making an experiment in the direction of obtaining *disinterested vendors*. I feel little doubt the experiment will shortly be put in operation.

(4) Our policy always has been to place the shops neither in the most conspicuous positions in the main streets, nor in hidden positions, but in secondary streets, where there is neither prominence in temptations, nor want of publicity.

(5) While our shops are clean and sanitary, we do not make any attempt to make them attractive, and should deprecate any such measure.

(6) I am not sure what this means. The Excise Department does not set up any other shops, theatres etc., to divert people from or attract them to liquor shops, but we are considering the advisability of allowing the shops to sell soda water and other aerated waters in addition.

(7) A great deal of this has been accomplished. No shops are now opened in this Presidency before 10-30 A.M. Except in large towns, closing is at 9 P.M., and *sometimes earlier*. We are further dealing with a proposal to close shops on Factory Pay Days. They are always closed on festivals at which people drink to excess.

(8) I am not at all sure what this means. Our F. L. traffic is fully regulated, all vendors keep accounts, and credit sales are prohibited, except in the case of the off-licenses, who generally keep large stores for miscellaneous goods.

Generally I may say that the Bombay Excise Department is fully in sympathy with all the aims of your

Federation. But I would call your attention to two outstanding difficulties, which I should like to see discussed in your deliberations :--

(a) This whole Presidency is covered with the materials out of which spirit and fermented liquor can be distilled in almost every village, i.e., the mahura tree, many palms, and sugarcane. The majority of the people are, since many centuries, addicted to drink long before any European ever set foot in India. Unless some facilities of licit supplies are afforded at a price which is not prohibitive, it would be beyond the powers of any Excise Department to control the illicit distillation or other manufacture. It is only judicious, licit supplies that far larger quantities of illicit consumption can be driven off and held in check.

(b) All our territory is honeycombed with Native States. Three or four of these States with large territories are flagrant offenders in that they endeavour by the supply of cheap liquor without restraint along our borders to capture from British territory a large amount of revenue without regard to the demoralisation of their own population and of ours also. For instance, your question No. 7. We shut our shops for 2 or 3 days at the Holi, but a very well known Hindu Maharaja opens special temporary shops right on our borders for those days and keeps them open day and night and places them even half way across the dry beds of the boundary rivers in order to defeat our policy. That is one instance out of many; in fact I may say with con-

vication, that the temperance policy of the Bombay Government is bound hand and foot by the refusal of Native States (and to a small extent the Portuguese territories) to co-operate. If Indian opinion would express itself firmly to the effect that it is a disgrace to the Durbar of a Native State to refuse to keep the number of its shops or the price of the liquor or the other conditions of supply either at or near to the standard adopted in British India, it would be the greatest single step in the direction of temperance of all the measures which I could possibly suggest to you. Whether this is the experience of other Provinces, I cannot say, but it is the the dominating fact of Bombay.

In return I should be much obliged if your organisation would supply me with any literature referring to the methods and results of your suggestions (2) and (3).

Yours faithfully,
Ag. Commissioner of Customs, Salt & Excise.

D. No. 291 ABKARI. OFFICE OF THE BOARD OF REVENUE
(SEPARATE REVENUE)
STATION CHEPAUK, MADRAS.

Date 8th. April 1919.

From

E. GRAHAM Esq., I. C. S.,

Secretary to the Commissioner of Salt,
Abkari and Separate Revenue, Madras.

To

J. NIYOGI Esq.,

Organiser, The Calcutta Temperance Federation,
No. 82, Harrison Road, Calcutta.

SIR,

In reply to your letter dated 28th March 1919,

3 & 8 referred to therein have not been introduced in this Presidency.

2. In regard to the question of location of shops on main roads, orders have been issued that rural shops must not be located without special permission within a furlong of a metalled road, and that roadside shops should not ordinarily be within 5 miles of each other. Town shops should be situated in the quarters where the demand for them exists and the sites should be so far public that persons entering them do not escape observation but not so prominent as to compel attention.

3. In regard to the provision of sanitary, attractive and comfortable premises the attention of all officers has been drawn to the desirability of securing those conditions; where no such premises are available the Licensing Board in Madras is authorised to recommend the acquisition or construction of premises.

4. Counter-attractions in the shape of tea and coffee shops have been tried but have not been a success. Attempts are being made by the offer of subsidies to induce employers of labour and private bodies to open canteens and workmen's clubs where good cheap food is obtainable and amusements are provided and Government, in order to set an example in this direction, has at present a scheme under consideration for the construction and endowment of an institution of this nature at the Madras Salt Depot.

5. The hours of sale have been reduced generally to 9-30 A.M. to 8 P.M. and further restrictions have been placed on the hours of sale on week days, pay days and Sundays in shops which are situated near Factories, Mills etc. Power has been taken also to close shops, either altogether or for stated hours, on festival occasions and market days.

6. Most of these measures have been very recently introduced and are still in the experimental stage. It is impossible at present to gauge the results.

I have the honour to be

SIR,

Your most obedient seryant

SECRETARY.

Subject,

TEMPERANCE.

Furnishing the Calcutta Temperance Federation with information regarding the introduction of certain..... measures in this Presidency.

From.

THE EXCISE COMMISSIONER,

UNITED PROVINCES,

Allahabad,

To

THE CALCUTTA TEMPERANCE FEDERATION,

Calcutta.

Dated 25. 4. 19.

Reference : their letter dated the 28-3-19. The reply to suggestion no. 1 to 6 & 8 is in the negative. As regards suggestion no. 7, the opening hour for country spirit shops has lately been fixed at 8 A. M. and the closing hour at 9 P. M. except in 6 large towns where the closing hour will in future be 8 P. M. in the winter months. The District Magistrate may close excise shops on festival days if he thinks it necessary for preservation of the public peace.

Personal Asst. to Excise Commissioner,

United Provinces.

S. Sawhny—25-4-19.

Shops of Calcutta.

FOREIGN LIQUOR,	1913	1914	1915	1916	1917	1918	1919
Wholesale ...	45	43	41	33	36	41	41
Retail ...	22	19	33	31	30	24	25
Combined ...	29	32	34	34	35	38	38
" On " & " Off "	61	60	...	...	...	...	...
" On " ...	58	57	11	8	7	7	7
Restaurants ...	25	24	19	19	20	20	20
Hotel ...	14	11	10	9	9	8	8
Country Spirit ...	107	106	81	81	81	78	63
Opium ...	51	51	43	43	42	41	41
Ganja ...	63	60	48	47	46	45	45
Siddhi ...	22	22	20	19	19	19	19
Charas ...	4	4	4	4	4	4	4
Tari ...	68	64	62	52	52	50	53

Consumption of Calcutta.

		Quantity					
		Value					
		1913-14	1914-15	1915-16	1916-17	1917-18	1918-19
Country Spirit		307175	277428	272007	206977	272496	275270
	Rs.	2950814	2787412	2950236	2277239	3152990	3488987
Opium	Mds.	531-28	509-20	393-32	312-37	313-21	290-25
	Rs.	798655	946598	1017850	805848	925495	949812
Ganja	Mds.	590-13-7	403-6-11	342-10-2	279	243-29	319-14-6
	Rs.	574266	610617	593939	596039	569809	341319
Siddhi	Mds.	383-37-7	340-2-4	327-28-7	255-33	298-35	282-14
	Rs.	52243	52075	57886	58711	66697	59226
Charas	Mds.	20-30-9	15-4-11	17-10-9	16-13-15	15-16-12	12-19
	Rs.	31878	31783	31476	33981	37856	48849
Tari	Rs.	117898	122418	133272	13596	159788	144959

Consumption of Country Spirit in Calcutta in Gallons.

	1915 L. P.	1916 L. P.	1917 L. P.	1918. L. P.
January ...	22683	21564	19180	21808
February ...	24954	23533	17386	22426
March	20347	29008	21362	27267
April ...	18497	10045	19580	17685
May ...	20125	12888	20035	23761
June ...	23347	14868	20891	22405
July ...	22473	17069	20637	22705
August ...	20886	17665	22514	28356
September ...	19783	30664	22283	25727
October ...	25978	10360	29220	29971
November ...	22706	18937	20368	27911
December ...	24212	20131	25460	28447

Total Revenue during 1913—1919.

Period.	Revenue.	Charges.	Net Revenue.	Percentage of charges.
1913-1914 ...	1,53,88,017	6,38,308	1,47,49,709	4.14
1914-1915 ...	1,53,59,916	7,42,121	1,46,17,795	4.83
1915-1916 ...	1,51,30,570	8,26,217	1,43,04,353	5.46
1916-1917 ...	1,44,07,668	9,65,974	1,34,41,694	6.70
1917-1918 ...	1,56,25,391	10,32,941	1,45,92,450	6.61

Statement Showing the Quantity and Value of Imported Liquor into Calcutta—1913—1919.

Foreign Liquor.	1913-14	1914-15	1915-16.	1916-17	1917-18	1918-19
Quantity	1,825,226	1,512,190	1,310,325	1,170,068	1,081,109	1,402,411
Value ...	68,69,949	56,13,775	58,68,659	71,50,271	75,94,343	1,18,30,248

SUPPLIED BY CUSTOMS HOUSE
The 26th July, 1919.

	GANJA.		OPIUM.		SIDDHL.		CHARAS.	
	1915	1918-19	1915	1918-19	1915	1918-19	1915	1918-19
Retail Price per seer ...	Rs. 57 to 60	Rs. 62	Rs. 90	Rs. 104	Rs. 7-8	Rs. 8	Rs. 80	Rs. 85
Govt. Duty	20	20	29	37	1	1	30	30
License fee	16-8	27-8	33	45	3-8	4-12	23	38
Wholesale price (Factory price) ...	3	3	11	13	0-4	0-10	4	4 to 6

Country Spirit.

	25 U.P.		40 U.P.		70 U.P.	
	1st April, 1918	1919	1st April, 1918	1919	1st April, 1918	1919
Retail price per gallon ...	Rs. 12-2	Rs. 12-2-6	Rs. 9-9	Rs. 15-5-6	Rs. 4-9	Rs. 5-8-9
Duty ...	7-15-6	9-11-6	6-0-6	7-9	2-11	3-9
Average License fee ...	1-8	1-8	1-3-3	1-3-3	0-9-6 or 2 approximately per L. P. Gallon.	
Wholesale price (Factory price) ...	0-12	1-0-6	0-9-6	0-13-2	0-4-9	0-6-7

**Incidence of Conviction Due to Drunkenness
in Municipal Area.**

Name of Municipality	1915-16		1916-17		1917-18		
	Population as per Census of 1911.	No. of persons convicted for drunkenness.	Proportion to 1000 of Population.	No. of persons convicted for drunkenness.	Proportion to 1000 of Population.	No. of persons convicted for drunkenness.	Proportion to 1000 of Population.
Calcutta (Town proper)	896,301	3562	3.97	4224	4.71	6038	6.74
Calcutta (Subarbs)	147,003	2759	8.77	2528	17.20	2808	191.1
South Subarbs	28,083	22	.78	120	4.63	99	3.54
Tallygunj	18,626	24	1.29	145	7.78	93	4.99
Budge-Budge	17,982	35	1.95	16	.89	38	2.11
Bally	22,385	27	1.21	33	1.47	48	2.14
Howrah	179,048	415	2.32	180	1.00	319	1.78
Serampore	31,817	180	3.64	204	6.41	145	4.56
Uttarpara	7,373	41	5.56	45	6.10	47	6.37
Calcutta	1,090,013	6367	5.84	7027	6.44	9038	8.29

Calcutta Temperance Federation.

Officers and Council for 1921-1922.

President	... The Hon. Sir D. P. SARVADHIKARY, C.I.E., M.A., LL.D.
Vice-Presidents	... Principal R. C MAITRA, M.A. Rai Bahadur CHUNI LAL BOSE, I.S.O., M.B., F.G.S.
Hon. Secretary	... Rev. HERBERT ANDERSON, 48, Ripon Street.
Hon. Treasurer	... T. A. MILNE, Esq., 12, Pretoria Street.
Lecturer and Organiser.	... J. NIYOGI, Esq., 84, Upper Circular Road.

Elected Members.

Mrs. J. Taylor	Dr. B. C. Ghose, M.A., M.B., B.C.
Sir A. Chowdhury.	Rev. Dr. W. S. Urquhart.
Prof. J. R. Banerjee, B.A., B.L.	Mrs. Harvey.
J. C. Basack, Esq.	Dr. P. W. Knight.
Prof. J. C. Srimangour, M.A.	S. P. Lancaster, Esq.
B. L. Chowdhuri, Esq., B.A., D.Sc.	Prof. S. C. Mahalanobis, B.Sc., F.R.S.M.
M. M. Chatterjee, Esq., M.A.	Rev. B. A. Nag.
Mr. M. T. Kennedy, M.A.	N. A. R. Watson, Esq.
Mr. Birendra Nath Dutt.	Rai Bahadur Hari Charan Dutt.
S. N. Mullick, Esq.	Rai Bahadur Radha Charan Pal.

Committees of the Calcutta Temperance Federation.

With power to add new members.

<i>Vigilance.</i>	<i>Literature.</i>	<i>Finance.</i>
Rev. H. Anderson.	Miss Ewing.	T. A. Milne, Esq.
J. Niyogi, Esq.	A. C. Sen, Esq.	S. N. Roy, Esq.
R. N. Samadar, Esq.	J. Niyogi, Esq.	Rev. H. Anderson.
		Dr. Knight.

Young People's Committee.

J. Niyogi, Esq.	A. C. Sen, Esq.	M. N. Auddy, Esq.
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Affiliated Societies and Representatives.

Havelock Lodge, O.I.G.T. S. N. Roy, Esq., B. L.
Harbour Light Lodge, I.O.G.T.	... ..	... Miss Schofield.
Old Mission Church Temperance Society	... ..	... Miss C. F. Hull, M.D.
W. C. T. U. Bengal Branch	... ..	... Miss A. Bwing.
W. C. T. U. Calcutta Branch	... ..	... D. N. Mulick, Esq., B.A.
M. T. P. Association	... ..	... J. Macclesfield, Esq.
Railway Signal Lodge, I.O.G.T.	... ..	... Satindra Nath Roy, Esq.
The Devalaya	... ..	... R. N. Samadar, Esq.
Fair Havens Lodge, I.O.G.T.	... ..	... S. Bose, Esq.
Lord Clive Lodge, I.O.G.T.	... ..	... Miss Bolst.
Sudder Street Band of Hope	... ..	... M. N. Auddy, Esq.
Ward XI Temperance Association	... ..	... A. C. Sen, Esq., B.A.
The City Union and Ashabahini	... ..	... J. Ingles Harvey, Esq.
Union Services Tent, I.O.R.	... ..	... J. Niyogi, Esq.
Excelsior Tent No. 2282, I.O.R.	... ..	... S. Das, Esq.
Temperance Section Brahma Samaj of India	... ..	... S. C. Sahana, Esq., B.A.
Working Men's Temperance Union	... ..	... B. K. Gupta, Esq.
Giridih Temperance Society	... ..	... M. N. Auddy, Esq.
New Dispensation Band of Hope	... ..	... Rev. H. G. Banerji.
Kottingham Band of Hope	... ..	... Mr. D. Anthony.
The Entally C. E. Temperance Society	... ..	... H. N. Roy, Esq.
The Tamil and Telugu Total Abstinence Society	... ..	... Rev. R. M. Biswas.
The Students Weekly Service Temperance Society	... ..	... Rev. R. M. Biswas.
The Taltola Wesley Guild Band of Hope	... ..	... Sasipada Banerjee, Esq.
The Kamardanga Wesley Guild Band of Hope	... ..	... Rev. K. N. Ghosh.
The Sasipada Institute, Baranagore	... ..	... N. A. R. Watson, Esq.
The Calcutta Orphanage Band of Hope	... ..	... S. Sen, Esq.
The United Free Church Temperance Society	... ..	... Prof. S. N. Bhadra.
The Noakhall Temperance Association	... ..	... Dr. J. Ghosh.
The Barisal Temperance Association	... ..	... J. N. Banerjee, Esq.
The Dacca Temperance Association	... ..
The Mymensingh Temperance Association	... ..
The Raiganj Temperance Association, Head Master Himalayan Lodge No. 3	

Seventeenth Annual Report of the Calcutta Temperance Federation

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A great awakening has taken place in India as regards the liquor problem since we had the pleasure of presenting our **The Temperance** last Report. A new era has dawned with the **Movement in India.** appearance of Mr. Gandhi. His national appeals to observe abstinence from patriotic considerations have helped, not only in reclaiming many heavy drinkers, but in leading moderate drinkers from principles of self-purification to get rid of the habit of liquor and drug-taking, from within their social environment. The simultaneous appearance of the Reform Scheme authorising Indian Ministers, as representatives of the people, to decide what the future policy of India in the Drink and Drug traffic shall be, has also brought in a remarkable change in the attitude of Provincial Governments towards this great drink Problem. Any Indian worthy of the name will take advantage of this great awakening of the people and of the favourable change in the attitude of the Indian administration. The Council has reason to hope that legislation sanctioning the immediate reduction and gradual elimination of drink and drug taking and the making of prohibition a possibility in the near future, will be enacted as Indian sentiment begins to control in all the provinces of India. India, not Britain, has now the right to decide whether she will be **DRY**. This great opportunity has added increased responsibility, not only to the Indian Ministers who are in charge of the portfolios of the Excise Departments, but also on the representatives of the people. Throughout India we have been delighted to perceive a reassuring attitude of Members of Legislative Councils towards the liquor problem. In the Bengal Council a resolution for prohibition was only lost by six votes, while a resolution to restrict consumption moved by Professor S. C. Mukerji of Serampore was passed by the Council without a count. Signs are not wanting to show that Bengal, as a Province, is alive to the call for Temperance Reform. Efforts have been made to educate the people with literature, pictures, charts, diagrams and lantern slides on Temperance questions and the evils of alcohol. Exhibitions held on Social Subjects in several districts of Bengal had an interesting and instructive Temperance Section attached to them. Leaflets were distributed broad cast at mill centres, at bustees and labour barracks. Special Hindi hand-Progress in Bengal. bills were brought out for the Bihari labouring classes in and near Calcutta. Lantern Lectures in Hindi and Bengali at the mill centres and at bustees, were well received. The Director of Public Instruction helped in organising lectures at some schools in Bengal. Excise Administrative Reforms effected during the year in this Province were very encouraging. The fixed fee system has been extended to several new districts. It has been already proved that the absence of the speculative element in the business has led to better discipline and an appreciable decrease in the illicit practises often resorted

to by the Vendors under the auction system. At the request of the Federation the separation of "Off" and "On" licenses in the country spirit shops in Calcutta has been introduced, and "On" licenses have been withdrawn from 12 shops in Calcutta. Vendors often absented themselves from the shops and paid very little attention to their proper management. At the suggestion of the Federation, the vendors are now required to attend their shops four hours a day. This measure has brought in better management and better discipline in the shops. At the request of the Federation, the Department is giving more publicity to the proposed sites of all excisable shops in Calcutta through the columns of the newspapers, soliciting LOCAL PUBLIC OPINION ON THE SITES. At the request of the Federation the hours have been changed from 10 a.m.—9 p.m., to 11 a.m.—8 p.m. One can buy three bottles only instead of six as in the past. A rule has been made making it illegal to possess more than three bottles at a time. The hearty co-operation of the Department has been a great factor in bringing about much improvement in the shops in Calcutta. The Federation in co-operation with the Health Officer of Calcutta has also effected some improvement in the shops from the sanitary point of view, though in this respect there is still much to be desired.

The Federation Council meetings have been better attended during the past year. The Council has met eight times.

Council's Activities. The Secretary and Assistant Secretary in their tour throughout the Province have helped to re-organise Temperance Societies and Associations and to create, among the people, a newer interest in Temperance work. Miss A. Ewing, M.B.E., rendered very valuable services in connection with the W.C.T.U. and the Federation. Members of the Council have not confined their attention to Calcutta and its suburbs alone, but meetings were organised and Societies were started or revived at Hooghly, Serampore, Barisal, Darjeeling, Noakhali, Chittagong, Rajshahi, Patna, Faridpur, Bankura, Chapra and Ranigunge. The Council desires to offer its grateful thanks to its Officers who thus served the Federation. The Council also records its grateful appreciations of the active co-operation of the Affiliated Societies, Bands of Hope, I.O.G.T. Lodges, and I.O.R. Tents which have maintained their activities and usefulness during the past year. The Council offers its grateful thanks to the authorities of the Y.M.C.A., at College Street, for all their co-operation and kind help.

An active propaganda was kept up by the Federation during the year under review, Mr. Niyogi, the Lecturer and Organiser, delivered eighty-two lectures in Calcutta at the different schools, Associations, Bands of Hope, at bustees and labour barracks. With the kind co-operation of Mill managers, he delivered 26 Lantern Lectures in the mill areas. The increasing sympathy and co-operation of the Mill managers is a most encouraging sign. Lectures under the auspices of such useful institutions as the Working Man's Institution and the Bengal Social Services League were arranged from time to time. In this connection the Federation records with thanks the Federation's Propaganda Work. active co-operation of Dr. N. K. Bose, Mr. P. K. Mukherjee and Dr. P. Biswas of the Bengal Social Service League and of the workers of the Calcutta Working Man's Institution. The propaganda work carried on by the

Havelock Temperance Mission under the guidance of Mr. A. C. Sen gained much popularity and was much appreciated by the public. Mr Sen has re-organised the Excelsior, Juvenile Temple and it is growing stronger every day. Mr. Sammaddar has rendered useful services in connection with our affiliated societies in Bengal. During the year under review two public meetings were arranged under the auspices of the Federation. They were well attended and created much interest among the student community, and some helpers and workers were recruited. Ward Prohibition posters were profusely used last year to create interest in the "Dry Ward Movement. The placards and posters sent out by the American Anti-Saloon League were distributed throughout the town and were put up at the larger colleges and high schools from time to time. The distribution of leaflets in Hindi, Bengali and English at the bustees and congested grog shops was carried on systematically. The propaganda work through the Press was vigorously carried on. The columns of newspapers and periodicals were utilised from time to time. Interesting articles, paragraphs notes and news, facts and figures, administrative reforms and important resolutions of the Federation were published. Our best thanks are due to the "Abkari" of England, the "Indian Witness" of Lucknow, the "Statesman" the "Bengalee" the "Amritshazar Patrika," the "Sanjibani," the "World and the New Dispensation," the "Probashi," the "Health and Happiness" the "Swasthya Samachar" and the "Manashi" for publishing Temperance news and articles. The Dacca Temperance Association organised a third Social Service Exhibition at Dacca with splendid success. It was opened by His Excellency The Governor of Bengal. The Lord Clive Lodge arranged meetings and lectures and actively co-operated with the Federation in its propaganda work.

In 1917, on the representation of the Calcutta Temperance Federation a Dry Area was granted to Calcutta. This area known as Education area, has a student population of over 10,000. The Council has now resolved to apply for the extension of the Dry Area and would like to secure a new Dry Area in the southern part of the town. The apprehension of the Department and of some Temperance workers that the Dry Area will give rise to smaller drinking dens and will increase illicit practices within the area has been falsified. It can safely be claimed that the Dry Area to-day is better in every respect than what it was three years ago.

There is not much to record of the doings of the Licensing Board. The Representative of the Federation on the Board has reported its decisions on the questions of sites and licenses that have been dealt with. The spirit of the majority of the Board has been conservative. Any suggestion that might lead to restricted consumption or a lessened revenue has been voted down by the official majority. Unless the Board is re-constituted and given more powers with a non-official majority to decide licensing problems, it is doubtful if any help towards Temperance Reform can be expected. As other Provinces are creating Licensing Boards and granting to them larger powers than those enjoyed by the Calcutta Board, it is probable that the Government of Bengal will not be averse to re-constituting the Calcutta and Howrah Boards, and the Federation will be glad to see this done.

As we go to Press, India is feeling the stimulating presence in her midst of Mr. W. E. Johnson. The Council is profoundly interested in the tour he is making and greatly rejoices that it has the honour of having him present at its Annual Meeting. The Council extends to him a hearty welcome and expresses its deep and sincere gratitude for his splendid labour of love on India's behalf. It trusts that he has greatly hastened that day for which all true friends of India long, when the vend of intoxicating liquors and drugs as beverages and pleasurable narcotics, will have for ever ceased, and the world will talk of a victory for Prohibition in India, the most glorious empire of the Orient.

On behalf of the Council of the Federation,
Herbert Anderson, Honorary Secretary,
J. Niyogi, Lecturer and Organiser.

The following Resolutions were adopted at the Annual Meeting held at the Overtown Hall on October, 12th, 1921.

RESOLVED.

That this Annual Meeting of the Calcutta Temperance Federation adopts the 17th annual report and the financial statement for the year 1920-1921, and elects to be the Council, the Officers, and the Committees for 1921-1922 those persons members by the Honorary Secretary. It is further **RESOLVED.**

That the Representatives of the Calcutta Temperance Federation on the Calcutta Licensing Board shall be the Rev. Herbert Anderson, and on the Howrah and Bally Licensing Board, J. Niyogi, Esq., until further orders.

Calcutta Temperance Federation.

Treasurer's Statement from 1st April 1920 to 30th June, 1921.

RECEIPTS.	RS. A. P.	EXPENSES.	RS. A. P.
Balance from last year	157 12 11	Lecturer's Allowance ... (10 months).	425 0 0
Affiliation Fee ...	16 0 0	Lecturer's Office expenses ... (10 months).	100 0 0
Subscriptions ...	500 0 0	Printing, etc. ...	27 1 0
Sale of Literature ...	23 0 0	Miscellaneous, Travg. collecting peon, etc....	98 0 0
Grant from London A.I.T.A. ...	234 3 0		650 1 0
		Balance carried forward—	
		In Bank Rs. 110 1 11	
		In Hand „ 164 13 0	274 14 11
TOTAL RS. ...	924 15 11	TOTAL RS. ...	924 15 11

Examined and found correct.

T. A. MILNE, *Honorary Treasurer*

N. A. R. WATSON, *Honorary Auditor,*

Calcutta, 24 July, 1921.

Investigating Efforts. During the year the Vigilance Committee has been kept busy. It anticipated the resolution passed by the Bengal Council, and collected data in support of the same Resolution. A closer study was made of the details of the whole traffic and the results and the conclusions of this study were made public through booklets and leaflets. These undoubtedly helped to create public opinion.

Literature Section. During the year the Federation had the privilege of bringing out several leaflets and booklets. Ten thousand copies of the Bengali booklet "Haridashi" have again been published by the W.C.T.U. This 10,000 makes a total of 75,000 of that interesting Temperance story. The Hon Secretary has brought out a very useful and interesting booklet "Excise Administration in Bengal," which can be had at four annas, a copy from the Superintendent of the B. M. Press, 41, Lower Circular Road, Calcutta. Mr. Niyogi has written a short synopsis of the "Prohibition Movement in America." 5,000 Hindi handbills were published and 5,000 Bengali handbills were brought out and distributed at the drink shops and the slums.

Children's Committee. The sixteenth Annual Medal Contest was postponed last year. It however, was re-organised and was a great success this year. Over 50 boys came up for the recitation competition and 35 interesting essays were received. Three silver medals and nine book prizes were distributed to the deserving candidates. The competition was intensely keen and interesting.

Finance. The Council takes this opportunity to offer its grateful thanks to those who helped the Federation in maintaining its Finances. The total receipts during the year were Rs. 924-1-1 and expenses were Rs. 650-1-0. His Excellency the Governor of Bengal continued to show his sympathy and supported the activities of the Federation with his kind donation of Rs. 100. The Council will be glad to receive further tokens of practical appreciation in the shape of subscriptions and donations which should be sent to the Hon. Treasurer, Mr. T. A. Milne, 12, Pretoria Street, Calcutta.

Our Friends in England. The Council desires to record its appreciation of the help of the Officers and Council of the Anglo-Indian Temperance Association of London. Its President, Lord Clwyd, and its Secretary, Mr. Frederick Gubb, have kept in constant touch with what is happening in India, and "Abkari" continues to be a stimulating quarterly record of the Temperance Movement in this Empire. For help of various kind most generously rendered, the Council offers most hearty thanks.

The Council of the Federation desires to extend a warm welcome to the Honble Nawab Saiyid Nawab Ali Chowdhury Khan Bahadur, C.I.E., on whose sympathy in Temperance effort it feels it can fully count. The Council also congratulates Rai Bahadur S. K. Rai on his appointment as Commissioner of Excise—an appointment which it approves, and for which it most sincerely thanks the Government of Bengal.

**THE NOTES ON THE STATE SALE
MONOPOLY AND SUBSEQUENT
PROHIBITION OF VODKA
IN RUSSIA**

BY

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LONDON
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PREFATORY NOTE

THE following pages represent the substance of a Report prepared at the suggestion of Lord D'Abernon, Chairman of the Central Control Board (Liquor Traffic), and published now through his kind permission, although without any endorsement by him of the views expressed. The data were collected in Russia in May 1917, amid circumstances that made it difficult to secure completely satisfactory results in an investigation of this nature. The changes in office consequent on the Revolution, together with the disturbed condition of affairs generally, hindered the identification and production of important materials.

It is, therefore, with the deepest gratitude that I wish to express my appreciation of the very considerable assistance given to me by document and in conversation, by Mr. A. M. Grigorov and Prof. M. I. Friedman, at that time Directors of the Department of the State Sale of Drinks in the Ministry of Finance, and by Mr. Vass. M. Lvov, of the then Imperial Chancellery.

Of Prof. Friedman's standard works on "The Alcohol Monopoly in Foreign Countries," and "The Vodka Monopoly in Russia," I have made the closest use, particularly in Sections I and III. I also have to acknowledge much assistance in connexion with the medical aspects of the question from Dr. Alexander Mendelson of Petrograd, the distinguished neurologist, who has made special researches in this particular sphere, and from Dr. Novosselsky, of the Statistical Section

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of the Department of Public Health in the Ministry of the Interior. Nor can I omit to mention, amongst several others, General Schokalsky, Vice-President of the (Imperial) Geographical Society, whose humanitarian interest in social problems made him a very sympathetic helper. The Report in its original form was presented towards the end of July 1917; accordingly a brief résumé of the course of events for the following twelve months has been added in the final section.

J. Y. SIMPSON

July 1918

SECTION I

ON THE EFFECT IN RUSSIA, AS REGARDS THE DRINK QUESTION GENERALLY, OF THE INTRODUCTION IN 1894 OF THE STATE MONOPOLY OF THE SALE OF VODKA

As early as the seventeenth century the preparation and sale of vodka,* beer, and mead had become the exclusive right of the Russian State. That right was exercised in three different forms—State Monopoly, the farming-out system (*otkupa*), and excise. There was no necessarily evolutionary relationship between the different forms. The first two, for example, were in existence in Russia at the same time, although in different parts of the country. Nevertheless, with the exception of a brief period (1819–1827), the farming-out system of sale was in vogue from 1795 to 1863. It lent itself, however, to innumerable abuses, and was succeeded by the excise system. Disappointed in turn with the excise system, which on the one hand did not lead to temperance on the part of the people or to any regularization of the drink trade itself (cf. Section III), and on the other hand brought about a change in the status of distilling from that of a small village industry to a large commercial enterprise with a concentrated production, the Russian Government introduced the State Monopoly of the sale of vodka by the law of December 20, 1894.

Under the Monopoly System, in general terms, crude spirit was bought on contract from private manufacturers, rectified in the Government refineries, and then sold in Government shops by Government servants, men and women appointed by the Government. Some of these statements admit of amplification; thus rectification was also sometimes carried out in private refineries, and vodka was also sold on commission in places outside the Government shops.† The wages of the

* Vodka, the Russian national spirituous drink, was made originally almost exclusively from rye: more recently potatoes and maize have been used in increasing quantities. As manufactured it ordinarily contains from 90 to 96 per cent. of pure alcohol, but is diluted before retailing to a normal strength of 40 per cent.

† The accounts for 1914 show payment of a sum of 2,160,000 roubles under this entry.

Government salesmen and women were paid by the Government direct, and, as they received no commission, personal interest in the sale of spirits was eliminated in their case. The question as to the number of shops in a town or village was decided by the Excise Department, although latterly subject to the veto of the local public authorities. Application for service in a shop might be made by local inhabitants to the Government authorities, and it would be given to persons of some education, particularly if accompanied by a recommendation from a local authority. Control as to observance of regulations was in the hands of the police: the special inspectors of the Ministry of Finance attended mainly to the fiscal and business sides of the enterprise. Originally local public authorities such as the Town Council and Zemstvo had no determining rôle in connexion with the undertaking.

In the introduction of the State Monopoly of the Sale of Vodka, the Russian Government calculated (i) on increase of the State revenue as the result of the additional fiscal receipts on trading profits; (ii) on the decrease of harmful effects from the use of spirits owing to the improvement introduced in the quality of vodka, and the replacing of unlimited sporadic drunkenness by the regular household use of spirits in small quantities; and (iii) on the favourable results for the local landed proprietors through the possibility of developing the small village local type of the distilling industry on a broader scale, now that it had secured a sale of its product at a profitable price. In very general terms it may be affirmed that the effect of the introduction of the State Monopoly was to produce a better condition of affairs than had existed previously, but, nevertheless, a state of affairs that still left much to be desired.

So far as the fiscal success of the system is concerned (cf. II), it may be incidentally noted at this point that from the time of the institution of the system over the whole country (i.e. during the decade 1904-1913, since the Monopoly was only introduced gradually throughout the Empire), the Treasury secured a gross revenue of 7260 million roubles.* This revenue showed a progressive increase each year, and the estimate for the year 1914 was 936 million roubles. Further, these results were reached without any additional overburdening of the population. To obtain such sums under the old system of excise it would have been necessary to increase taxation heavily, whereas they now came in mainly

* The rate of exchange in 1914, previous to the war, may be taken as 95-30 roubles to £10 (1 rouble equals 2s. 1d.). Accordingly a rough equivalent in pounds sterling may be reached by dividing all totals in roubles by 10. Thus, in the present instance the gross revenue was £726,000,000, and so throughout.

PROHIBITION OF VODKA IN RUSSIA

as the profits of a private business which had been taken over by the Government, and to a lesser extent as the result of an occasional heightening of the price of the commodity (cf. II). From the purely fiscal point of view, the Monopoly proved to be a very productive method of getting money out of the people, as it gave 5329 million roubles of net profit for the above-mentioned decade, a sum equal to an average of more than 500 million roubles per annum, at a time when the whole annual State net budget (after the deduction of running sums) was about 2 milliards.

With regard to the business management of the Monopoly as a whole, it is admitted that some mistakes were undoubtedly made, but, broadly speaking, as a system it was very satisfactory. It is doubtful whether, in the hands of private individuals, under similar conditions, so complex and difficult an undertaking could have been better run. So much so that paradoxically it may be urged that the business side might have been pushed even further and more done in the way of introducing the goods amongst the population, while even better terms could have been arranged with the manufacturers of the crude spirit in the interests of the Monopoly itself. The failure to push to extremes resulted, in the first instance, from the circumstance that the Government could not be guided by financial interests alone, and realized that it dare not fill the imperial coffers at the cost of the ruin of the population; in the second case, the lack of keenness is to be explained by the desire to support the distilling industry and that particular group of the population which now owed its existence to the economic and social policy of the State.

Admitting the success of the Monopoly on the financial and economic sides, we may now glance at its working in relation to the condition of the distilling industry and the struggle with intemperance. The Monopoly instantly proved favourable to the development of the distilling industry in Russia, whether employing grain or potatoes (particularly in the case of moderately-sized businesses of the latter class, with an output of from 20 to 50 thousand vedros * annually), as also for all the distilleries contributing to the economy of village life, i.e. those found on the domains of the large landed proprietors. This is a mere matter of statistics (cf. II (ii)), but is also borne out by the data connected with the actual conditions of manufacture of the crude spirit, and the fixing of prices. The premium on spirits exported abroad also operated in the same direction. The whole protective arrangement of the industry did not, however, come into being as

* 1 vedro = 2.7 gallons.

the result of considerations connected with the general well-being, nor even with the village economy in particular, but was directly due to the insistence of the comparatively small, but socially and politically powerful, group of large landed proprietors. Distilling has an important significance for village economy, but not for the whole of Russia—only in a few localities and in a very limited circle of interested village proprietors. In all there are some 3000 private factories. In these particular instances its rôle could be entirely changed for the village economy, principally in the first instance by using the potatoes for food for cattle in a dry state, or making them into meal, and also partly by the cultivation of other food plants, or by the creation of starch factories, and so on. The Russian village economy, taken in the broad sense, has existed in the past quietly and successfully without the distilling industry, and could quite well do so again.

The outstanding failure of the Monopoly lay, however, in the sphere of the struggle with intemperance. The consumption of vodka per head of the population, so far from decreasing, actually increased (from 0.31 to 0.66 vedros ; cf. Tables under V (i)), nor was it regularized or moderated in any sense. In a word, drunkenness did not disappear, and during the later years it assumed a peculiarly aggravated form. The four-fold attempt of the Ministry of Finance to bring about a household consumption of liquor in small quantities, to root out drinking in convivial companies, to limit the sale of vodka to prescribed hours and places, and to sell it only for ready money, without any possibility of pawning goods or purchasing on credit, ended in failure. A secret trade developed to such an extent that the Government gave up the struggle, and was obliged to grant increased facilities for sale and consumption on the premises in private drinking establishments. But this, of course, was in direct contradiction of the main purpose of the Monopoly—the abolition of that private sale which is necessarily interested in stimulating consumption. In the end, particularly under the stress of the financial requirements subsequent to the Japanese war, the Ministry of Finance ceased to have any real solicitude about the problem of securing national temperance, which, however, was to have constituted its essential aim according to the original purpose of the Monopoly. In Prof. Friedman's opinion, the necessary steps were not taken for the reformation of the drink trade in the spirit of the Gothenburg system, i.e. with a regularized retail trade carried on, either by the Government itself or by the local municipality or Zemstvo or by special societies, as is the case in the Scandinavian countries.

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The root of the evil did not, however, lie so much in the fact of the Monopoly itself, objectively considered, as in the system of taxation of vodka and in the method of the sale of it. At the introduction of the Monopoly, the Council of the Empire quite rightly maintained that "from the time when the Treasury began to draw revenue from drink, the Government did not cease to take measures for the restriction of drunkenness, but all its solicitude remained fruitless. The failure of these measures resulted from the incompatibility of fiscal interests with the interests of popular morality and the difficulty of the fight with the abuses indissolubly linked with the drink trade. In Russia all the recognized systems of collecting drink excise have been tried successively—the State sale of drinks, farming-out, and the excise systems—and with all these forms alike complaints of unmeasured drunkenness and all sorts of abuses of the shops have been prevalent." *

The new experience from the State sale of vodka has once more confirmed this judgment. But with whatever kind of a system, if the Government has a sincere desire to combat intemperance without regarding the possible fiscal losses (which in Russia ought to be of a temporary character, for a temperate population will save, not only the price of drink and the duty thereon, but much more, because it is more capable of payment than a population that spends heavily on drink), there is the possibility of a form of policy that will have the desired results. At the same time, however, there is no doubt that under a Monopoly which gives the State a complete hold upon the distillers, and where the State is itself the sole or almost the sole merchant, it is much easier to influence the consumption than where the trade is free or only regulated by the Government. With a monopoly of sale and a genuine desire to combat intemperance there is probably more chance of attaining the desired end under the Monopoly system than under any of the other mentioned systems.

From the beginning of 1914 the Government had in view an attempt to give a new direction to the Monopoly. Rising above their fears about possible fiscal losses, they were purposing to take radical measures for the fight with drunkenness. It is, of course, impossible to say what would have come out of the attempt, or how far the system of the Monopoly would have been reorganized under the pressure of public opinion. "It might well have been," adds Prof. Friedman, "that after an interval of time we would only have been in a position to repeat afresh what was said in the Council of the Empire

* Journal of the Sessions of May 5 and 7, 1893, added to the Memorandum of the Ministry of Finance, No. 377, of March 14, 1894. Quoted in Friedman.

more than thirty years ago." But, of course, in every aspect of the question of the interest of the Government in the drink revenues, it must be borne in mind that the interest does not arise as the result of this or that system of taxation or trade, but as the result of the basal fact that the people do consume strong drinks in great quantities, taxed highly to the advantage of the Government, while, on the other hand, the abolition or lowering of these taxes would be undesirable as conducing to increased drunkenness. Having stated this fundamental fact, Prof. Friedman continues, "In order to free the Government and other instruments of public authority from fiscal temptation, it is necessary to endeavour to obtain either complete prohibition of the consumption of spirituous drinks or the reduction of the use of them to an insignificant minimum. But this is an entirely different aim, relating, not to the system of taxation of drinks or to the trade in them, but to the problem of the possibility and realization of the complete prohibition of vodka. Our Government adopted the policy of prohibition from the commencement of the war, and proposes to make the prohibition of vodka permanent. If, actually, there is not to be any kind of sale of vodka, if the unexampled experience of the sudden enforcement of temperance throughout the immense territories of Russia is fraught with success, it is certain that there will be no further talk about the Monopoly. But in the event of the matter simply culminating in the abolition of the Monopoly, and transference of the trade in spirituous drinks from State to private ownership, then, on the strength of a close study of the question of the Monopoly, we should consider this a great mistake pregnant with sad results. From the point of view of the struggle with intemperance, private ownership is much more dangerous and unsuitable than State ownership. The calamity of the system in vogue up to 1914 did not lie in the circumstance that the State traded in vodka, but in this, that in the interests of its fiscal needs and economic aims the State forgot and neglected the struggle with intemperance, dealing very unconcernedly with the great evil that was destroying the population. But another policy favourable to temperance was possible under the Monopoly, and it could be more easily realized with the aid of that system than under conditions of private trade. On the other hand, the result of long and bitter experience of the excise and farming-out systems has gone to show with perfect clearness that under them drunkenness is not merely not reduced, but, on the contrary, takes most repugnant and dangerous forms for the population. That is why we stand on the alternative—either no sale and no consum-

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ption of vodka (and that certainly is the most desirable), or State sale. Private trade in vodka cannot be permitted in Russia under any condition." *

In view of the failure of the policy in relation to the fight with intemperance, it is advisable to add a few statements with regard to the actual steps taken by the Ministry of Finance in connexion therewith.

Notwithstanding its avowed purposes in the introduction of the Monopoly, the Government had nevertheless fears of the possible results, for with the introduction of the State sale there were instituted at the same time "Curatorships of Popular Temperance" with the express object of protecting the population from the abuse of strong drinks. These curatorships, which were placed under the jurisdiction of the Ministry of Finance, were charged with the business of propagating amongst the people sound ideas about the injury resulting from the immoderate use of strong drinks. They were also furnished with means for providing the people with the opportunity of spending their free time otherwise than in the drinking establishments. With this purpose they were instructed to arrange popular lectures and conferences, to write and distribute publications exposing the injuries resulting from the immoderate use of strong drinks, and to open tea-shops, public reading-rooms, and so on. Further, they were authorized to aid all institutions and private societies that existed for similar purposes. Credits were accordingly assigned, and the Curatorships were instituted in all the Governments where the State sale of vodka was in force. Their activities covered a wide range, including public dining-rooms, bookshops, popular lectures, Sunday schools, handicraft schools, schools for adults, law bureaus, offices for finding situations for poor people, lodging-houses, people's palaces, ambulatoria and hospitals for alcoholics. More than 370 theatres were opened where popular displays were given, while permanent and temporary exhibitions in connexion with alcoholism were held in Petrograd, Moscow, Samara, and Nijni-Novgorod.

At a meeting of the Council of the Empire held on November 25, 1909, the suggestion was made that the care of popular temperance should be transferred to the jurisdiction of the Ministry of the Interior, and that locally it ought to be put under the direction of the Municipal and Zemstvos authorities, and be shared with any private societies having a similar aim. It was further proposed that the credits should be provided through the budget of the Ministry of the Interior. Unfortunately these projected changes were never legalized.

* "The Vodka Monopoly in Russia," by Prof. Friedman, p. 621.

In 1903 a sum of 4,781,000 roubles was assigned for the purposes of these Curatorships, but under the influence of the Japanese War the sum was reduced between 1904-1907 to 2,841,000. The total was still further reduced to 2½ millions in 1908 in view of the projected reforms in the Curatorship. By 1915 the credit had fallen to 2,150,000, a sum which is hardly sufficient for the upkeep of the existing schemes of counter-attraction and popular entertainment which were maintained even after the prohibition order, and quite insufficient for any purposes of development. Accordingly, in 1915, the Ministry of Finance, considering it necessary to assist the organization in its fight with intemperance, asked the Council of Ministers for a supplementary credit of one million roubles, which was granted, as also in the succeeding year. The same sum was asked for in 1917. However, even with this addition it is impossible to make any very marked headway, and the Curatorships have had to limit their activity entirely to already existing organizations, particularly those that show useful results. The somewhat uncertain position of the Curatorships doubtless had a direct effect on the sums assigned to them (cf. also III).

(ii) The following Statistics show the Revenue from the Sale of Vodka during Each of the Several Years when State Monopoly was in Force

Years	Sale of Government Drinks in thousands of vedros at 40°	Individual Consumption in vedros at 40°	Gross Revenue		Expenses *		Net Revenue		Excise †		Profit from Monopoly	
			Thousands of Roubles	Per Vedro	Thousands of Roubles	Per Vedro	Thousands of Roubles	Per Vedro	Thousands of Roubles	Per Vedro	Thousands of Roubles	Per Vedro
1895	2,950	—	23,262	—	6,961	—	16,301	—	11,800	—	4,501	—
1896	8,796	—	64,877	—	21,030	—	43,847	—	35,184	—	8,663	—
1897	16,497	—	119,463	—	40,464	—	78,999	—	65,988	—	13,011	—
1898	31,113	—	227,818	—	72,926	—	154,892	—	124,452	—	30,440	—
1899	33,981	—	247,312	—	76,392	—	170,920	—	135,924	—	34,996	—
1900	36,805	—	272,742	—	85,075	—	187,667	—	153,640	—	34,027	—
1901	49,485	—	384,026	—	117,202	—	266,804	—	217,734	—	49,070	—
1902	62,977	—	488,028	—	146,390	—	341,638	—	277,099	—	64,539	—
1903	69,744	—	540,969	—	158,094	—	382,875	—	307,006	—	75,869	—
Total for 1895-1903	312,348	—	2,368,497	—	724,534	—	1,643,943	—	1,328,827	—	315,116	—
1904	70,312	0.544	546,705	7.78	166,601	2.37	380,104	5.41	309,373	4.4	70,731	1.01
1905	75,037	0.567	611,591	8.15	176,606	2.35	434,985	5.80	330,163	4.4	104,822	1.40
1906	85,467	0.634	695,438	8.14	195,369	2.29	500,069	5.85	376,055	4.4	124,014	1.45
1907	86,875	0.634	706,528	8.13	201,590	2.32	504,938	5.81	382,250	4.4	122,688	1.41
1908	86,004	0.614	708,768	8.24	205,169	2.39	503,599	5.85	378,418	4.4	125,181	1.45
1909	84,321	0.584	720,413	8.54	198,601	2.36	521,812	6.18	371,012	4.4	150,800	1.78
1910	89,542	0.607	764,434	8.54	194,300	2.17	570,134	6.37	383,985	4.4	176,149	1.97
1911	91,640	0.610	782,077	8.54	188,239	2.06	593,838	6.48	403,260	4.4	190,578	2.08
Total for 1904-1911	669,198	—	5,535,954	—	1,526,475	—	4,009,479	—	2,934,516	—	1,064,963	—
Average	83,650	0.599	691,994	8.26	190,809	2.29	501,185	5.99	366,815	4.4	133,120	1.57
1912 ‡	96,522	0.62	823,894	8.57	197,586	2.03	626,308	6.49				
1913	104,660	0.66	892,848	8.53	217,698	2.08	675,150	6.46				
1914	54,533	0.33	466,736	8.56	151,648	2.79	315,088	5.78				

* Including also expenses for strengthening the excise inspection in the monopoly districts, based on comparison with the State expenses for maintaining this inspection up to the time of introduction of the Monopoly.

† Excise from spirits and wine was taken up to August 16, 1900, at the rate of 10 kop. per degree, or 4 roubles per vedro at 40°, and from August 16, 1900, at the rate of 11 kop. per degree, or 4 roubles 40 kop. per vedro of 40°.

‡ The statistics for the years 1912-1914 are taken from the Financial Report on the State Vodka Operations, and do not include expenses for strengthening the excise inspection as given in the statistics for the years 1895-1911, which are taken with some minor corrections from Professor Friedman's "The Vodka Monopoly in Russia," p. 265.

The slight lessening in proportion is due to the rapid increase of the budget as a whole, but, on the other hand, the revenue from the excise system more than doubled in thirty years.* It should be noted that several factors contributed to this rapid increase. In the period under review the duty was raised no fewer than seven times. Thus, as already noted, it was raised from 4 to 5 kopeks by a law in 1863, in 1869 to 6 kopeks, in 1873 to 7 kopeks, in 1881 to 8 kopeks, in 1885 to 9 kopeks, in 1887 to 9½ kopeks, and in 1892 to 10 kopeks.† Other factors were the growth of the population and the increase in consumption.

(iii) The following Table shows the financial results from the State sale of spirits for the whole of Russia during the calendar year 1913, previous to the year in which prohibition was introduced.:

Financial Results of State Sale of Drinks for 1913

Excise District Administration	Total Amount of Sale of Government Drinks in vedros at grade of 40°	Total Revenue (roubles)	Expenses (roubles)	Net Profit (roubles)
NORTHERN REGION				
Archangel	426,856	3,630,076	999,193	2,630,883
Vologda	934,030	7,889,208	2,042,113	5,847,095
Novgorod-Olonetsk	1,357,319	11,503,122	2,781,950	8,721,172
Petrograd	5,340,062	45,411,311	11,127,452	34,283,859
Pskov	852,225	7,199,857	1,733,190	5,466,667
EASTERN REGION				
Viatska	1,737,649	14,675,709	3,460,036	11,215,673
Kazan	1,361,972	11,502,370	2,719,021	8,783,349
Orenburg-Turgai	1,579,616	13,377,789	3,305,556	10,072,233
Perm	2,478,013	20,926,587	5,001,042	15,925,545
Samara-Ural	2,830,075	22,262,893	4,886,712	17,376,181
Ufim	1,357,722	11,496,095	2,791,549	8,704,546
MID-INDUSTRIAL REGION				
Vladimir	1,583,292	13,417,012	2,874,827	10,542,185
Kaluga	1,093,996	9,239,593	2,087,756	7,151,837
Kostroma	1,319,330	11,154,508	2,583,477	8,571,031
Moscow	6,020,320	50,310,125	10,945,236	39,364,889
Nijegorodak	1,504,837	12,725,803	2,812,942	9,912,861
Smolensk	1,724,839	14,550,344	3,476,814	11,073,530
Tver	1,602,246	13,536,339	3,030,071	10,506,268
Yaroslavl	1,101,775	9,327,296	2,141,765	7,185,531
MID-AGRICULTURAL REGION				
Voronej	2,281,745	19,248,510	4,221,587	15,026,923
Kurak	2,238,554	18,883,551	4,223,081	14,660,470
Orlov	2,002,111	16,896,885	4,057,970	12,838,915
Penza	1,418,544	11,977,977	3,191,750	8,786,227
Riazan	1,563,040	13,182,417	3,318,762	9,863,655
Saratov	1,968,977	16,665,493	3,769,014	12,896,479
Simbirsk	1,030,525	8,694,085	2,177,211	6,516,874

* A comparison of the revenue from spirit during the last years of the farming-out system with that obtained during the last years of the excise system shows almost a threefold increase in favour of the latter system.

† From 1901 onwards it was raised to 11 kopeks.

STATE SALE MONOPOLY AND

FINANCIAL RESULTS OF STATE SALE OF DRINKS FOR 1913—*continued*

Excise District Administration	Total Amount of Sale of Government Drinks in vedros at grade of 40°	Total Revenue (roubles)	Expenses (roubles)	Net Profit (roubles)
MID-AGRICULTURAL REGION—<i>continued</i>				
Tamboff	2,460,774	20,749,738	5,292,416	15,457,322
Tula	1,669,678	14,084,869	4,010,688	10,074,181
LITTLE RUSSIA				
Poltava	2,056,452	17,346,725	4,065,460	13,281,265
Kharkhov	2,699,321	22,762,902	5,672,678	17,090,224
Tchernigov	1,618,806	13,664,852	3,430,704	10,234,148
BALTIC REGION PROVINCES				
Kurland	487,428	4,159,232	996,350	3,162,882
Livland	1,422,781	11,973,900	3,198,895	8,775,005
Esthland	467,016	3,969,455	2,053,652	1,915,803
NORTH-WEST REGION				
Vilna	736,161	6,294,777	1,866,031	4,428,746
Vitebsk	870,381	7,378,792	1,936,919	5,441,873
Grodno	928,071	7,889,596	2,023,462	5,866,134
Kovno-Suvalki	649,654	5,519,131	1,281,301	4,237,830
Minsk	1,345,943	11,388,718	3,611,466	7,777,252
Mogilov	1,101,150	9,304,132	2,733,990	6,570,142
SOUTH-WEST REGION				
Volhynia	1,788,825	15,112,166	4,419,959	10,692,207
Kiev	3,601,899	30,452,210	7,135,849	23,316,361
Podolsk	2,349,173	19,844,827	5,643,423	14,201,404
SOUTHERN REGION				
Astrakhan	1,110,613	9,439,242	2,127,317	7,311,925
Bessarabia	1,648,768	14,028,932	3,468,653	10,560,279
Don	2,988,654	25,341,848	5,639,733	19,702,115
Yekaterinoslav	3,164,975	26,789,840	5,588,020	21,201,820
Kuban—Black Sea	2,599,577	22,051,220	5,807,846	16,243,374
Stavropol	947,004	8,023,136	1,822,674	6,200,462
Tavrida	1,422,351	12,099,714	2,878,145	9,221,569
Tersk-Daghestan	583,421	4,977,342	1,419,570	3,557,772
Khersonese	2,854,933	24,174,181	5,513,727	18,660,454
POLISH REGION				
Warsaw Seidletsk	2,136,421	18,297,847	4,512,269	13,785,578
Lomja-Plotsk-Suvalki	496,638	4,238,364	1,240,870	2,997,494
Kalisk-Petrokovsk	1,985,998	16,974,762	3,430,264	13,544,498
Lublin-Radom-Keletsk	1,199,793	10,252,307	3,053,057	7,199,250
TOTAL FOR EUROPEAN RUSSIA	97,902,329	828,269,712	201,635,465	626,634,247
REGION OF WESTERN SIBERIA				
Tobolsk-Akmolinsk	1,812,408	17,213,206	4,225,453	12,987,753
Tomsk-Sempalatinsk	2,937,370	27,839,392	6,182,498	21,656,894
REGION OF EASTERN SIBERIA				
Yenesei	638,845	6,064,929	1,609,713	4,455,216
Trans-Baikalia	538,325	5,142,494	1,569,091	3,573,403
Irkutsk-Yakutsk	831,257	8,318,278	2,476,260	5,842,018
TOTAL FOR SIBERIA	6,758,205	64,578,299	16,063,015	48,515,284
GRAND TOTAL	104,660,534	892,848,011	217,698,480	675,149,531

PROHIBITION OF VODKA IN RUSSIA

(iv) In his classical work on "The Vodka Monopoly in Russia," Prof. Friedman takes up the position that, in order to estimate the net gain to the State from the Monopoly as a strictly business concern, it is necessary to deduct from the net revenue, not only the excise duty, but also sums representing the various increments in price that were laid upon the vodka during the period of the Monopoly compared with the price previous to the Monopoly, as these, being instituted because of the direct needs of the Government, represent in reality so much additional taxation, and not genuine industrial profit. He accordingly gives the following table (p. 300) :

	YEARS									
	1904	1905	1906	1907	1908	1909	1910	1911	1912	1913
1. Net profit according to administrative data after certain minor corrections.	396	457	522	529	528	546	597	622	650	700
2. Losses of the Treasury on licences and industrial tax (cf. IV)	22	22	22	22	22	22	22	22	22	22
3. Losses of Village Societies (cf. IV)	15	15	15	15	15	15	15	15	15	15
4. Excise as calculated at pre-Monopoly rates	297	321	367	372	366	358	379	387	409	437
5. Received as the result of increase in price of vodka.	14	45	51	52	51	84	90	92	96	103
TOTAL received from the Monopoly as a strictly business concern	48	54	67	68	74	67	91	106	108	123

The totals are obtained by deducting 2, 3, 4 and 5 from 1. The result goes to show that the Treasury drew a supplementary revenue of a strictly industrial kind of nearly 806 million roubles for the decade in question.

(v) The Table (see page 18) and following remarks from the Proposed Budget for 1917 throw light on the more recent developments in this connexion :

Spirits for special purposes (Government and private powder mills, hospitals, factories executing orders for the Ministry of War, chemical and pharmaceutical establishments and laboratories) were issued in 1914 to the amount of 1,300,000 vedros, in 1915 about 9,100,000 vedros (including 3,500,000 for the first half-year and about 5,600,000 vedros for the second), and in the first half of 1916 about 6,000,000 vedros. For the second half of 1916 the issue of spirits for special purposes may have reached 9,000,000 vedros.

However, not only did the revenue from spirit for such purposes not increase, but there was even a diminution of receipts, viz. 7,492,000 roubles for the first half of 1916, as against 8,922,000 roubles for the same period of 1915. This was owing to the fact that the Government spirit was sold at considerably lower prices when supplied for military requirements, so that an increase in the amount of spirits thus sold entailed a lowering of the average earnings. In 1915 these

Revenue from the Government Spirit Monopoly

REVENUE RECEIPTS FOR 1911-15, AND ESTIMATES FOR 1916-17

	Actual Receipts (in thousands of roubles)					Estimates (in thousands of roubles)	
	1911	1912	1913	1914	1915	1916	1917
Sale of Government Spirits	774,744	814,437	886,860	491,040	19,250	36,000	31,500
Sale of denaturalized spirits and similar products	3,390	4,739	6,036	6,184	7,600	12,000	14,800
Commission of spirits of private firms sold by Government	1,609	1,744	2,008	1,343	403	200	200
Bottles not returned	2,549	2,903	3,350	3,664	1,200	260	700
Sale of useless Government property	468	435	555	410	600	2,000	2,000
Fines for lost and damaged Government property	283	359	399	1,171	1,500	100	100
Incidental receipts	89]	75	91	92	165	800	300
Total	783,132	824,692	899,299	503,904	30,718	51,360	49,600
Percentage of difference		+ 5.3	+ 9.0	- 44.1	- 93.9	+ 67.2	- 3.4

amounted to R2.11 per vedro of spirit at 40 degrees, whereas in the first half of the year 1916 they were only R1.25. There were good grounds for thinking that in 1917 there would have been a further increase in the sale of Government spirit for special purposes, but, at the same time, the average earnings per vedro would undoubtedly have been less. It was therefore more correct to estimate the revenue receipts for 1917 from the sale of spirit for special purposes at a figure not exceeding the actual receipts for 1915, i.e. 19,250,000 roubles.

The export of spirit to the Allies, begun in the second half

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of 1915, gradually increased. It was possible that in 1917 up to 10,000,000 vedros of spirit at 40 degrees would have been exported at prices not lower than 60 francs per hectolitre. The sale of these 10,000,000 vedros at this price would have yielded the State 12,300,000 roubles, taking the rouble at par, i.e. 1 fr. = 37·5 kopeks.

The total revenue for 1917 from the Government sale of spirits might thus have been estimated at 31,550,000 roubles, which was the sum indicated in the draft budget. This was 4,450,000 roubles less than the estimates for 1916.

SECTION III

IN SO FAR AS STATE SALE MONOPOLY IN RUSSIA MAY BE CONSIDERED A FAILURE, COULD THE CAUSES WHICH LED TO FAILURE BE AVOIDED IF THE SYSTEM WERE APPLIED ELSEWHERE ?

THE principal ideas in Count Witté's mind in the introduction of the State Monopoly were, as we have seen above (cf. I), the endeavour to introduce regularity and order into the drink trade, to obtain revenue, and to combat drunkenness. In connexion with the first and last of these aims, a series of strict regulations was drawn up for the conduct of the drink shops, limiting the hours of sale, indicating days of closing as on holidays, etc., compared with which no action had been taken under the preceding excise system. Further, the peasant was protected in the improved quality of the drink sold to him ; formerly the most pernicious concoctions, strengthened with various impurities, had often been on sale. No credit was allowed, and payment had to be made in cash, so that it was no longer possible for the peasant to come direct and put food, clothing, and even cattle and crops in pawn to the drink seller. Witté hoped in this way to bring about, on the whole, a decrease in the sale of drink. A further regulation, with this in view, enacted that the purchaser after buying his spirits should carry it away himself—it could not be sent to him ; consumption on the premises was forbidden with the purpose of putting an end to the conditions previously existing there. Again, the vodka was commonly sold in small bottles, popularly known as *merzavtchiki*—"bad little fellows"—containing one-two-hundredth of a vedro, at a price of 4 kopeks. Witté's idea was that the peasant should buy this small amount, carry it away, and drink it at home. Instead the peasants took their dram in the streets near the shop, and littered the thoroughfare or adjacent courtyards with the empty bottles. In Little Russia in particular the peasants used to congregate round the shops, entering and re-entering for the tiny bottles till they lay helpless on the roadway. In Great Russia such consorting was

forbidden by the police. In other ways, also, practice proved contrary to theory. The result of taking the vodka home, in some cases, was that the peasants not merely drank, but accustomed their wives and even their children to do the same. Witté had also a hope of being able to induce the Russian peasant to become regular moderate drinkers. But that was not in accordance with the Russian temperament. The Russian peasant has never been accustomed to take vodka regularly.* He will go without it for weeks and then drink very heavily. The great holidays and family gatherings connected with funerals, marriages, and christenings were occasions when even the poorest peasant would run into debt in order to provide his fellows with the wherewithal to drink. The Russian method was rather to drink heavily at one time, and this in fact explains in part the extraordinary success of prohibition in Russia, where there are comparatively few habitual drunkards in the country, so that the peasants were quite contented on the whole when the prohibition order came.

A large part of the failure of the Monopoly to combat drunkenness may be set down to the circumstance that little was done, in the initial attempts at restriction under the Monopoly, to make other provision to meet those needs in human life that were met by the Government drink shops. With one or two rare exceptions, as in Petrograd, the Curatorships of Popular Temperance were really ineffective, largely owing to an atmosphere of officialism which was ill-adapted to the purpose in view. If there is a sincere purpose to deal with intemperance, some definite system has to be devised for a progressive reduction in the number of drink shops concomitantly with the opening of other resorts—cinemas, tea-shops, lecture and reading-rooms, etc., according to the tastes and educational standards of the people. But this was not done on any requisite scale or fixed principle, at any rate in the beginning.

On the contrary, new shops were always being opened, and when the needs of the Treasury were particularly pressing the price of the commodity was raised in addition. Dr. Mendelson considers further that it was a mistake to sell vodka in anything less than litre (one-twentieth vedro) bottles. The very small bottle with the cheap price proved a great temptation to spend money endlessly on drams and in small sums, whereas the higher-priced bottle would have been more difficult to buy. He considers that the Gothenburg system should have been taken as a model and improved upon, and that tea, coffee, and

* This statement would not hold good in the same degree of the town workers, where the proportion of habitual drinkers is much higher.

food should have been on sale in the shops, in addition to vodka.

Prof. Friedman, who has made a comparative study of all the different systems * in existence, has arrived at conclusions which may be expressed in the following statement based in part on his writings and on conversations with him : " From a fiscal point of view a State Drink Monopoly gives the Government an opportunity of letting its Treasury make use of an industrial, or, to put it more exactly, a trade revenue, in place of increasing taxation. If the revenue seems to be less than it might be in the hands of private enterprise, that is not because the State is unable to carry on the business as it ought to be done. Rather is it accounted for by this, that the conduct of a drink trade by the State is complicated by economic, social-political, and hygienic considerations. A Government cannot exercise its powers over the spirit-manufacturers in an unsparing fashion. Ordinarily it is indulgent to them, partly from a desire to encourage the distilling industry which it considers important for the village economy, and partly from the close association of the Government with the conservative agrarian circle of the landed proprietors. Further, in relation to the introduction of its own article of trade, vodka, to the circle of buyers, the Government naturally must consider in some degree the interests of public health, as well as its other obligation not to exhaust the sources of wealth, nor to besmirch the soul of the people with drunkenness. But it must be remembered that with the excise system the Government was sometimes compelled to suffer losses in its fiscal policy for the sake of attaining economic and moral-hygienic ends."

In answer to the question whether the collection of the tax on spirits under the Monopoly system is a better procedure than under the excise system from the point of view of the interests of popular economy in general, and the village economy in particular, Prof. Friedman replies : " The Monopoly is ordinarily advantageous for the distillers and for those village proprietors who own distilleries ; in a certain degree also for the peasants in the immediate neighbourhood who grow potatoes for delivery to the distilleries. To all these the State presents the possibility of a secured sale at good prices. But the village economy in general does not gain in any significant way under such a system. At the same time it is not the Monopoly system in itself which provides the peculiar features of such a scheme of taxation. In Germany and Austria under the excise system a similar protection is given to certain

* Cf. his " The Alcohol Monopoly in Foreign Countries."

branches of the distilling industry on account of the needs of the village economy as it were. From the other side, the absence of Government interference in the economic relations of the production of, and trade in, spirits brings about a private monopoly in the hands of a few large distillers, the ruin of the village and small distilleries, as in Great Britain, and the concentration of the trade in spirituous drinks in the hands of organized syndicates—virtually a private wholesale and retail monopoly, as in Great Britain and Germany. If the Government cannot remain an indifferent spectator of such a process, if it is brought to the necessity of regulating the production of spirits and the trade in them—in such an event it is clear that the Monopoly gives into its hands a much more powerful and efficient instrument for attaining its ends than the excise. The distribution of supplies, the choice of the means of preparing the spirit, the system of fixing the price, finally the concentration of the wholesale and retail trade in its hands—all this provides the Government with the possibility of conducting distilling and the trade in spirits so as to operate in the desired direction.

“But, again, the system can be, and has been, much criticized. For it is possible to point to abuses, to ruthless actions which arise as the result of investing the Government with such unlimited power. One of the principal objections to the system is that it provides officials with real authority to make decisions and act in economic matters. Also, it would not be right to deny the possibility and existence of favouritism, as also of mistakes on the part of the Government in the matter of the fixation of prices, the distribution of supplies, and many other things. But all this is not necessarily inevitable under a monopoly system. Everything depends on the degree of perfection in the management of affairs, on the due education of the officials, on the actual relationship between the authorities and the local population—that is to say, it becomes more quickly a matter of policy than of economics. Under the excise system in Russia there were abuses on the part of the officials; here they showed partiality, there they shut their eyes. Certainly the Monopoly gives more scope for harsh treatment and decisions on the part of the bureaucracy, but this could be met by guarantees in connexion with arranging the system of management. In any case, we consider that any harshness of the Government in connexion with the Monopoly system is preferable to the absolute power which private individuals grasp under a *de facto*, though not *de jure*, monopoly of spirit-manufacturers or merchants.

“The question of the exact influence of the Monopoly on

the extent and forms of use of spirituous drinks evokes endless controversy. While some consider the Monopoly the best means for fighting intemperance, others reproach the system with this, that while it did not create drunkenness in Russia, yet its whole tendency was towards a pernicious slippery pathway, following which the Government was attracted by revenue and let the struggle with drunkenness pass completely out of its mind. Experience, we think, provides evidence in support of both of these views. On the one hand, we have the actual facts from our history showing that, during the period of the enormous revenues furnished by the trade in vodka, the question of temperance was almost forgotten. But, on the other hand, under the Belgian scheme, a system of monopoly has been constructed, directed in the first instance against the fight with intemperance, while the Gothenburg system, which is presented as a monopoly, is inspired, for a preference, by the endeavour to diminish the injury resulting from the immoderate use of strong drinks. Finally, in Russia, those directing the Monopoly began during the last years of its existence to look for new paths, so unlike those of the earlier days. This ended in their choosing that of the absolute prohibition of every kind of sale of vodka, at first for the period of the war and latterly as a more permanent measure. In reality this ought to be considered as the realization of the programme of the Monopoly which was drafted in the Belgian projects, but with the very important and essential difference that while in Belgium they expected to bring about complete temperance, gradually, in the course of several decades, with us it was realized at once by the powerful movement of a hand.

“Knowing above all that under the farming-out and excise systems drunkenness brought by no means less, but rather more, injury to the population, and assumed more and more repulsive forms, we ought to come to the conclusion that the Monopoly itself could not be considered as either destroying or developing drunkenness. The Monopoly in this relation is only a form, the content of which may be different, only a means which may achieve a different purpose. The whole question lies in these considerations: What are the aims of the legislative and administrative authorities? Why do they introduce a Monopoly? What sort of character do they give to it? In what spirit do they direct its work? But all this is defined by the general structure of the Government—its economic, internal, social, fiscal, and other policies.

“Regarded from the point of view of form, from the technical side, independent of the purposes assigned to it, the

Monopoly system ought to be acknowledged as more useful than the excise system. Under a Monopoly the Government with the greatest ease, and with more success than under the excise system, can attain all three aims which are usually put forward in connexion with projects for, and estimation of, means of taxing spirituous drinks, viz. increasing the State revenue, encouraging the small and moderately sized distilleries, and the struggle with intemperance. The Monopoly ought to be considered a more perfect means of attaining fiscal, popular-economic, and social-hygienic aims than the others. In principle, the same three ends are attainable under the excise system, but in that case it would ordinarily be necessary to expend more energy and material to attain the same result, while under the Monopoly there would in general be better results than could be attained under the excise system. But however that may be, it is certain that the Monopoly is a means more plastic, convenient, and adapted to achieve given purposes, and therefore more perfect, than the excise." *

Granted that the Monopoly proved itself to be, on the whole, the best of the various systems tried in Russia, and, to go further, that regulation by Government is the best positive method, other than prohibition, of reducing the consumption of spirits and putting order into the drink trade, it remains to consider how the causes of the admitted failure of the Monopoly system in Russia might be counteracted if introduced elsewhere. As already shown, the reasons of that failure do not necessarily lie in the system itself, but rather in the method and spirit in which it was carried on. To have any chance of success in the main direction of the struggle with intemperance, the system must be reconstituted primarily with reference to the economic and moral sides of the problem to be solved, with the fiscal aspect kept in a completely secondary or tertiary position—ruled out of dependent consideration altogether, if possible. There must be a definite system of reduction in the number of shops, with as definite a system of replacement of them by other kinds of resorts. The control must be put primarily in the hands of the local authorities, such as town-councils and zemstvos, rather than left in the hands of central authorities (police and inspectors of the Ministry of Finance). Such are the principal changes which would almost certainly have been adopted in Russia, as the result of experience, had prohibition not been brought into force, and they might therefore be expected to be introduced from the outset in the case of any fresh experiment in any other country. And when to

* "The Vodka Monopoly in Russia," pp. 622-627.

these are added the possibility of control of the strength of the spirit to be put on the market, the general improvement in management, and the elimination of all possibilities of exploitation that might also be naturally expected in a Government and community with a riper political experience behind it, it is apparent that the Monopoly system might achieve very different results under other circumstances than those that attended its adoption in Russia.

SECTION IV

ON THE INTRODUCTION OF THE STATE SALE MONOPOLY, WHAT COMPENSATION WAS PAID TO THE RETAILERS ?

WITH reference to this question it would appear, according to Prof. Friedman,* that the private spirit merchants of the Eastern Governments presented a claim for compensation on a valuation of their property used in the spirit trade at 1,600,000 roubles for immovables, and 900,000 roubles for movables. The Ministry of Finance considered this valuation to be excessive, and in general did not hold itself liable for any compensation. While not denying that the spirit merchants had suffered losses, it pointed out that they "were entirely indebted to the past abnormal (uncontrolled) situation for their former profits, which were made by them with results that were wholly unfavourable to the general well-being of the people. On that account it considered that it would hardly be just to compensate them for the loss of these revenues, inasmuch as the introduction of the State sale of vodka had been especially instigated by the necessity of saving the population from paying to the spirit merchants the excessive revenues then received by them, the more so that up to that time the drink trade had been a free industry. The Ministry considered that compensation could only be made either for property requisitioned by the State, or for the rights of some sort of industrial production taken away from a private individual, which had been granted to him by special privilege (e.g. the right of propination; see below). The enormous fortunes acquired by some spirit merchants, particularly in the district which was chosen for the experiment of State sale, set the State entirely free from the obligation of adding to that capital out of the future revenue from drink."† The Ministry also pointed out that there had been previous changes in connexion with the excise which had often touched the interests of

* "The Vodka Monopoly in Russia," pp. 225-238.

† Quoted in Friedman from Memorandum of Ministry of Finance of March 14, 1894.

private individuals in a very marked degree, resulting even in the gradual closing of considerable numbers of distilleries, thus indicating to proprietors that the State had the right to close at any time. In those instances no compensation had been paid by the Treasury, and no reason could be advanced for departing from that procedure now (1894). These views were in agreement with a decision of the Council of the Empire, also taken on the introduction of the Monopoly, that from the point of view of principle compensation ought not to be given to private individuals, although it might be given to recognized bodies such as municipalities and zemstvos. At the same time, the decision went on to state that consideration ought to be given to the position of small merchants and employes who might be deprived of a means of livelihood, particularly those cases about which it was doubtful if they could turn to any other kind of business. It also suggested that assistance should be given to them after due examination of appeals presented by them to the Ministry of Finance. Whatever may be thought of these considerations, the fact remains that private merchants and their employes received no compensation whatever.

On the other hand, it seems that the Cossack Village Societies had their right to compensation acknowledged by law in 1901, 1902, and 1904, largely as the result of representations from the Ministry of War, and from 1906 onwards they have been paid 1½ million roubles annually. When a similar question arose in connexion with the Trans-Baikal Cossacks in 1907 it was hotly contested in the Duma, although the sums that they derived from vodka facilities had been applied to purposes of education and military upkeep. In 1913, however, the Duma consented to a grant to them of 75,000 roubles annually, but in aid of their internal economic conditions, stating distinctly that it was not to be regarded as compensation, and laying down the principle that "losses through the introduction of the Monopoly should not in any case be considered as a State obligation for compensation." (October 25, 1913.)

Again, the Towns and Zemstvos received compensation latterly for losses from supplements on the State licences and local *traktir* (restaurant) taxes. This compensation was calculated on the average of receipts from the former source alone for a period of five years previous to the introduction of the Monopoly. In 1912 the towns and zemstvos received 6,100,000 roubles on this account.

Further, possessors of the "*pravo propinatzii*," i.e. the exclusive right of landed proprietors to the sale of intoxicating

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liquors in all the towns and villages upon their properties, were compensated to the extent of 40 million roubles in the Baltic, Polish, Bessarabian, and other Western Governments where that right had previously existed.

Finally, the Village Communities are calculated to have lost a sum of from 10–15 million roubles annually from their share in local licences since the introduction of the State Monopoly, but no compensation has been paid in their case, probably owing to the fact that they had no such powerful advocates as in the other instances.

It may be of interest to add that the Financial Report on the State Vodka Operations shows that in 1913, the last full year of working of the Monopoly, a sum of 12,509,720 roubles was paid in salaries to the State sale employés and 2,023,000 roubles to private individuals as commission on the sale of State drinks from their establishments. On the introduction of prohibition no compensation was paid in either case (cf. also VII).

SECTION V

STATISTICS SHOWING AS FAR AS POSSIBLE, (a) BEFORE THE DATE OF STATE MONOPOLY, (b) ON ITS INTRODUCTION AND FOR SOME YEARS AFTER, AND (c) SINCE THE INTRODUCTION OF PROHIBITION—

- (i) THE AVERAGE CONSUMPTION, PER HEAD, PER ANNUM, OF VODKA ;
- (ii) THE AVERAGE CONSUMPTION, PER HEAD, PER ANNUM, OF OTHER ALCOHOLIC BEVERAGES ;
- (iii) THE ANNUAL NUMBER OF ARRESTS FOR DRUNKENNESS, DISTINGUISHING MEN AND WOMEN ;
- (iv) THE ANNUAL NUMBER OF DEATHS ATTRIBUTED TO ALCOHOLIC POISONING, DISTINGUISHING MEN AND WOMEN ;
- (v) THE ANNUAL NUMBER OF PATIENTS, MALE AND FEMALE, TREATED IN THE HOSPITALS FOR DELIRIUM TREMENS ;
- (vi) THE ANNUAL RATE OF INFANT MORTALITY ;
- (vii) THE ANNUAL DEATH-RATE IN THE GENERAL POPULATION, DISTINGUISHING MEN AND WOMEN ;
- (viii) THE ANNUAL NUMBER OF PATIENTS (MALE AND FEMALE) TREATED IN SPECIAL HOSPITALS FOR VENEREAL DISEASE.

(i)

The following statistics show the average annual individual consumption of vodka over periods of five years under the excise system :

Years	Vedros of 40°
1865-69	0.89
1870-74	0.86
1875-79	0.77
1880-84	0.72
1885-89	0.58
1890-94	0.50

Although these figures show a reduction of from 0.89 to 0.50 vedros per individual per annum, yet the final figure is far removed from any state of affairs that could be described as temperance.

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The following Table from the Statistics of the State Sale of Drinks (1913) shows the consumption per head per annum relative to the gradual introduction of the Monopoly. It differs from the next Table, even in the final years, by the exclusion of certain Asiatic districts :

Year	Number of Governments and Provinces	General Consumption (millions of vedros)	Individual Consumption (vedros)
1895	4	2.9	0.31
1896	13	8.8	0.27
1897	20	16.5	0.37
1898	35	31.1	0.49
1899	35	33.6	0.52
1900	35	33.3	0.52
1901	43	38.4	0.49
1902	64	62.2	0.51
1903	66	69.0	0.55
1904	71	68.6	0.54
1905	75	74.2	0.56
1906	75	84.5	0.63
1907	75	85.9	0.63
1908	75	85.0	0.61
1909	75	83.3	0.58
1910	75	88.4	0.60
1911	75	90.3	0.60
1912	75	95.1	0.62
1913	75	103.0	0.66

(ii)

The following statistics relate to the average consumption of beer per head per annum for the years 1904-1914 inclusive :

Year	Output (In thousands of vedros)	Import (In thousands of vedros)	Export (In thousands of vedros)	General Consumption (In thousands of vedros)	Consumption per Head (In vedros)
1904	54,263	43	62	54,244	0.38
1905	59,280	163	100	59,343	0.42
1906	71,513	298	108	71,703	0.50
1907	75,611	142	41	75,712	0.51
1908	71,219	80	47	71,252	0.47
1909	75,226	50	68	75,208	0.48
1910	82,910	52	63	82,899	0.52
1911	89,347	73	83	89,337	0.54
1912	86,716	73	98	86,691	0.52
1913	94,405	68	121	94,352	0.55
1914*	56,849†	36	112	56,773	0.32

* The population at January 1, 1914, according to the figures of the Central Statistical Committee was 175,138,000.

† These figures refer to the first seven months only. When compared with the corresponding figures for 1913 the results are practically the same.

The following Table shows the Average Consumption, per head, per annum, of Vodka in Vedros at grade of 40° in all the different regions of Russia during the period 1895-1914.

Year	Northern	Eastern	Mid-Industrial	Mid-Agricultural	Little Russia	Baltic Provinces	North-West	South-West	South	Poland	Trans-Caucasia	Siberia, Turkestan, Amur, Ural, and Turgai	Average for the Empire
1895	0.80	0.34	0.80	0.54	0.52	0.54	0.44	0.65	0.71	0.48	0.12	0.30	0.53
1896	0.83	0.35	0.82	0.54	0.42	0.59	0.44	0.60	0.61	0.45	0.12	0.30	0.51
1897	0.79	0.37	0.89	0.58	0.43	0.60	0.38	0.47	0.54	0.44	0.13	0.27	0.50
1898	0.80	0.36	0.87	0.57	0.42	0.68	0.34	0.52	0.62	0.39	0.14	0.27	0.50
1899	0.86	0.38	0.83	0.62	0.44	0.71	0.38	0.59	0.64	0.38	0.14	0.29	0.53
1900	0.85	0.42	0.78	0.61	0.44	0.65	0.38	0.55	0.56	0.40	0.14	0.28	0.52
1901	0.84	0.42	0.71	0.57	0.44	0.56	0.35	0.48	0.54	0.39	0.15	0.28	0.49
1902	0.80	0.39	0.76	0.53	0.46	0.55	0.33	0.53	0.59	0.40	0.14	0.32	0.49
1903	0.79	0.43	0.77	0.57	0.50	0.57	0.34	0.57	0.65	0.40	0.15	0.37	0.52
1904	0.78	0.44	0.75	0.55	0.49	0.59	0.33	0.51	0.66	0.37	0.15	0.39	0.51
1905	0.78	0.49	0.76	0.57	0.51	0.57	0.33	0.52	0.67	0.34	0.14	0.45	0.53
1906	0.86	0.54	0.88	0.63	0.58	0.64	0.39	0.62	0.72	0.40	0.15	0.56	0.60
1907	0.87	0.53	0.87	0.64	0.56	0.66	0.38	0.59	0.80	0.43	0.15	0.41	0.59
1908	0.82	0.53	0.82	0.63	0.52	0.67	0.37	0.53	0.73	0.43	0.12	0.48	0.57
1909	0.78	0.54	0.74	0.58	0.50	0.66	0.35	0.52	0.71	0.40	0.11	0.45	0.55
1910	0.80	0.55	0.76	0.62	0.53	0.67	0.35	0.51	0.75	0.40	0.12	0.46	0.56
1911	0.85	0.47	0.81	0.61	0.56	0.71	0.36	0.56	0.74	0.43	0.13	0.45	0.56
1912	0.91	0.49	0.87	0.64	0.59	0.76	0.39	0.57	0.71	0.44	0.12	0.46	0.58
1913	0.97	0.53	0.93	0.68	0.63	0.81	0.42	0.60	0.77	0.44	0.14	0.47	0.62
1914	0.46	0.26	0.43	0.29	0.28	0.36	0.20	0.26	0.33	0.22	0.08	0.23	0.29

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The following statistics show the total production of honey mead in vedros for the years 1905-1914 inclusive :

Production in the Empire

Year ..	1905	1906	1907	1908	1909	1910
	489,181	556,559	582,045	569,571	564,967	671,315
Year ..	1911	1912	1913	1914		
	725,338	750,221	880,006	563,525		

In 1914 there was a definite reduction of output to the extent of 36 per cent all over the Empire with the exception of the South.

(iii)

With regard to the figures for arrests, it was only possible, under the circumstances, to procure the following :

Table showing number of Arrests for Drunkenness in the Spassky District of Petrograd during a period of years after the introduction of the State Monopoly, for comparison with the figures immediately after the introduction of Prohibition

Year	Men	Women	Total
1899	8,846	1,172	10,018
1900	10,065	824	10,889
1901	8,571	465	9,036
1902	8,768	484	9,252
1903	8,185	405	8,590
1904	15,283	1,469	16,752
1905	9,965	1,827	11,792
1906	8,423	1,008	9,431
1907	6,885	1,097	7,982
1908	8,280	1,217	9,497

On an average for the first five years of the decade 9557 individuals were taken to the police courts as being drunk and incapable, a figure that on the census of 1900 represented 8.5 per cent of the local population. In the second period of five years the average total of annual apprehensions had risen to 11,091 or 10.4 per cent of the local population according to the census of 1906. The surface indication is that under the Monopoly drunkenness so far from decreasing tended to increase.

In 1914, during the first six months of the year before the introduction of prohibition, a total of 4894 people was arrested, which would give for a whole year a figure corresponding to the average for the decade 1899-1908. As a matter of fact, in the second half of 1914, on the introduction of prohibition,

the number fell to 855, the figures for the successive months from July onwards being 474, 123, 100, 74, 56, and 31. Or, in other words, if the figure for the first half year is taken as 100, that for the second half year would be 17, representing a fall of 83 per cent.

The following Table represents the number of arrests for drunkenness in all Petrograd during the years 1912-1914, detailed in periods of six months :

Table

	1st Half-Year		2nd Half-Year	
	Men	Women	Men	Women *
1912 . . .	30,409 ..	3,935 ..	32,447 ..	4,177
1913 . . .	30,510 ..	3,562 ..	33,830 ..	4,679
1914 . . .	29,461 ..	3,761 ..	12,242 ..	1,205

(iv)

With regard to the annual number of deaths attributed to alcoholic poisoning, no figures were available for the whole of Russia, or for any number of representative Governments. The following Table shows the number of deaths caused by alcoholism in the city of Petrograd and its suburbs during the years 1891-1892, previous to the introduction of the State Monopoly, as also during certain years of the Monopoly, and since the introduction of prohibition :

Table

Year	Males	Females	Total
1891 . . .	126 ..	28 ..	154
1892 . . .	136 ..	27 ..	163
1899 . . .	291 ..	67 ..	358
1900 . . .	278 ..	49 ..	327
1901 . . .	269 ..	51 ..	320
1902 . . .	225 ..	45 ..	270
1904 . . .	254 ..	61 ..	315
1905 . . .	338 ..	62 ..	400
1906 . . .	374 ..	64 ..	438
1907 . . .	378 ..	64 ..	442
1912 . . .	587 ..	113 ..	700
1913 . . .	748 ..	126 ..	874
1914 . . .	571 ..	99 ..	670
1915 . . .	483 ..	86 ..	569

The number of deaths remains at a high figure even after prohibition, owing to the secret drinking of injurious substances like methyl alcohol. The evidence of increase in the total number of deaths after the introduction of the Monopoly is of little value, as the percentage relative to the population

is not given. The population of Petrograd (including suburbs) was as follows in the last three census years :

Year	Males	Females	Total
1890 . . .	557,718	475,891	1,033,609
1900 . . .	789,704	649,909	1,439,613
1910 . . .	997,154	910,554	1,907,708

(v)

With regard to the annual number of patients, male and female, treated in the hospitals for delirium tremens, very scant data were obtainable.

The following Table gives the number of patients treated in the lunatic asylums of Russia for delirium tremens during one year (1892) previous to the introduction of the State Monopoly, as also during the last eleven years of the Monopoly, and up to and since the introduction of prohibition :

Table

Year	Total number of Lunatics admitted during the Year	Patients admitted for Delirium Tremens	Percentage
1892	14,500	2,175	15.0
1903	27,672	4,207	15.2
1904	28,745	4,495	15.6
1905	31,737	5,059	15.9
1906	37,218	6,912	18.6
1907	38,363	7,300	19.0
1908	39,551	7,392	18.7
1909	41,294	6,993	16.9
1910	43,692	7,619	17.4
1911	44,359	8,220	18.5
1912	46,647	9,130	19.6
1913	50,445	10,210	20.2
1914	49,199	6,357	12.9
1915	49,828	1,297	2.6

The main features in these statistics are the evidence of increase of cases after the introduction of the Monopoly, and the large decrease in the number of admissions for delirium tremens consequent on the prohibition of vodka, amounting to 7.3 in the first year (1914), although only the last five months of that year were concerned, and to 10.3 in 1915. The circumstance that the total number of admissions remains so constant during the last three years suggests either some change in classification of cases, or new causes of admission in connexion with the war.

(vi)

On the subject of the annual rate of infant mortality as affected by prohibition very little information was available. No statistics relative to the deaths under one year for the whole of Russia can be given for any period.

The following Table shows the infantile mortality in Petrograd and Moscow during two years previous to the introduction of the State Monopoly (1891-1892), as also for the period covering the Monopoly, and the introduction of prohibition :

Table
Infant Mortality in Petrograd (excluding Suburbs)

Year	Births	Deaths under Proportion of Deaths	
		One Year of Age	under One Year of Age to 100 Births
1891	31,026	7,250	23.4
1892	31,500	7,105	22.6
1893	30,343	7,086	23.4
1894	31,429	7,302	23.2
1895	31,300	8,137	26.0
1896	32,928	8,662	26.3
1897	33,883	8,242	24.3
1898	34,376	9,032	26.3
1899	35,478	8,410	23.7
1900	36,743	9,529	25.9
1901	37,151	9,198	24.8
1902	39,490	9,027	22.9
1903	39,587	9,905	25.0
1904	41,170	9,981	24.2
1905	41,361	10,711	25.9
1906	41,809	11,038	26.4
1907	44,726	11,486	25.7
1908	43,767	12,430	28.4
1909	44,524	11,044	24.8
1910	44,885	11,523	25.7
1911	45,195	10,489	23.2
1912	44,445	11,006	24.7
1913	44,447	10,058	22.6
1914	43,706	10,539	24.1
1915	40,676	10,211	25.1

Infant Mortality in Moscow

1891	31,355	10,625	33.9
1892	27,941	10,047	35.9
1893	28,305	9,777	34.5
1894	29,052	10,087	34.7
1895	30,264	10,195	33.7
1896	32,473	11,891	36.6
1897	32,976	11,133	33.8
1898	34,001	12,242	36.0
1899	34,873	11,837	33.9
1900	35,567	13,505	38.0

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Infant Mortality in Moscow—continued

Year	Births	Deaths under One Year of Age	Proportion of Deaths under One Year of Age to 100 Births.
1901	36,285	13,146	36.2
1902	37,731	12,472	33.1
1903	38,361	12,924	33.7
1904	39,829	12,961	32.5
1905	40,343	12,963	32.1
1906	43,828	14,099	32.2
1907	49,170	15,460	31.4
1908	50,662	16,128	31.8
1909	52,280	16,540	31.6
1910	53,812	15,928	29.6
1911	54,097	17,343	32.1
1912	54,831	15,793	28.8
1913	54,649	15,589	28.5
1914	54,373	15,217	28.0
1915	49,738	15,790	31.7

These figures give no indication of any favourable effects of prohibition on infantile mortality. If such there were, they have been more than counterbalanced by other circumstances, in part economical, e.g. the greatly increased cost of living and the very poor milk supply, particularly in Petrograd, in part physical, e.g. the summer of 1915 was very hot in Russia. The whole question of infant mortality is very complicated and delicate, and the war has introduced numerous adverse factors that operate very markedly in Russia.

(vii)

With regard to this question, it was also found to be impossible to obtain correct figures showing the annual death-rate in the general population, distinguishing men and women, (a) before the date of the State Monopoly, (b) on its introduction and for some years after, and (c) since the introduction of prohibition. The following Table merely shows the total number of births and deaths in 36 Governments of European Russia as returned in the years 1912–1915. Since no reliable estimates of population were available, the birth and death-rates have not been calculated :

Table

Year	Births	Deaths		Total Deaths
		Male	Female	
1912	3,698,842	1,176,457	1,061,691	2,238,148
1913	3,685,108	1,232,543	1,112,705	2,345,248
1914	3,737,414	1,190,581	1,081,883	2,272,464
1915	3,153,977	1,208,498	1,111,111	2,319,609

Apart from the remarkable fall in the birth-rate in 1915, these statistics convey no unusual information, and little that is of any value in relation to the question of prohibition, owing to the impossibility of discriminating between civil and military deaths. It is, however, perhaps permissible to infer that, as the figures for the female population are practically stationary, and a considerable proportion of military deaths must be included in the figures for the male population, the difference between the totals for the years 1914 and 1915, compared with 1913, argues the presence of some benign factor. Further, these figures are correlative with a steady increase in the growth of the population.

A supplementary Table may be added showing the number of deaths in Petrograd (excluding the suburbs) during the years 1891-1893, previous to the introduction of the State Monopoly, and during a series of years thereafter previous to and after prohibition. Here, however, again, the number of deaths is that of all deaths occurring in Petrograd, both civil and military, without distinction :

Table

Year	Deaths			Annual Rates per 1000 of Population		
	Males	Females	Total	Males	Females	Total
1891 .	13,652	11,169	24,821	26.2	25.0	25.7
1892 .	13,983	11,208	25,191	26.5	24.9	25.8
1893 .	14,420	11,388	25,808	27.1	25.1	26.1
1894 .	14,988	12,228	27,216	27.4	26.2	27.2
1896 .	16,405	12,962	29,367	26.7	25.2	26.0
1897 .	15,571	12,167	27,738	24.6	23.1	23.9
1898 .	16,369	13,001	29,370	25.1	24.0	24.6
1899 .	15,845	12,687	28,532	23.5	22.9	23.2
1900 .	17,048	13,590	30,638	25.1	23.9	24.5
1901 .	16,813	13,317	30,130	24.7	23.4	24.1
1902 .	15,743	12,939	28,682	23.1	22.7	23.0
1904 .	18,027	14,524	32,551	23.7	23.1	23.5
1905 .	19,854	15,351	35,205	25.9	24.2	25.0
1906 .	20,300	16,264	36,564	25.8	24.4	25.0
1907 .	20,548	16,664	37,212	25.8	24.4	25.0
1911 .	18,955	14,645	33,600	22.1	18.7	20.5
1912 .	20,671	15,851	36,522	23.4	19.7	21.7
1913 .	20,925	15,150	36,075	23.1	18.4	20.9
1914 .	21,496	16,444	37,940	23.2	19.4	21.4
1915 .	25,251	17,525	42,776	25.9	20.0	23.1
1916 .	27,092	18,803	45,895	26.7	20.1	23.5

These figures indicate a lowered death-rate subsequent to the introduction of the State Monopoly, although other factors have certainly contributed to the same end. It is important to note that the percentage of deaths is lower for 1914 (the

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year of the introduction of prohibition) than for 1912. The rise in 1915 and 1916 is almost certainly due to the mortality in military hospitals.

(viii)

With regard to the inquiry as to the annual number of patients (male and female) treated in special hospitals for venereal disease before and after the date of the State Monopoly, and subsequent to the introduction of prohibition, no statistics on any considerable scale, still less those for all Russia, were available. The Table shows the number of patients treated in special hospitals for venereal disease in Petrograd during a series of years previous to the Monopoly, after its introduction, and immediately before and after prohibition :

Table

Year	Number admitted			
	Syphilis		Gonorrhœa and Soft Sore	
	Males	Females	Males	Females
1891 . . .	1,424	1,840	1,819	475
1892 . . .	1,498	1,897	1,618	724
1893 . . .	1,572	2,031	1,990	998
1894 . . .	1,587	2,332	2,404	1,230
1896 . . .	1,368	1,997	3,113	1,726
1897 . . .	1,319	2,081	3,297	2,204
1899 . . .	1,287	1,999	3,140	1,479
1900 . . .	1,562	1,889	3,394	1,340
1901 . . .	1,793	1,909	3,564	1,243
1902 . . .	1,919	1,954	3,462	1,038
1904 . . .	2,424	2,369	5,107	1,292
1905 . . .	2,906	2,300	5,332	1,493
1906 . . .	3,624	2,954	7,373	1,858
1907 . . .	3,133	3,081	5,460	1,582
1912 . . .	3,732	3,527	5,937	1,471
1913 . . .	3,810	3,595	6,993	2,334
1914 . . .	3,328	3,600	5,672	2,031
1915 . . .	1,922	2,802	2,735	1,613

In the opinion of Russian medical authorities (Drs. Novoselsky and Mendelson), the fall here is directly due to the great decrease in alcoholism subsequent on prohibition, although the fact of a slightly lessened male population during a part of the time should also be taken into account.

SECTION VI

REVIEW OF THE LEGISLATIVE SITUATION FROM THE INSTITUTION OF PROHIBITION TO THE FIRST EDICTS OF THE PROVISIONAL GOVERNMENT OF MARCH 1917

OWING to the progressively restrictive changes in the regulations that have been introduced from time to time, it is advisable to follow their sequence from a point previous even to the commencement of the war.

Already by the rescript of January 30, 1914, under the authority of the Ministry of Finance, "the fight with intemperance was set down amongst the number of State aims demanding immediate attention, and the strengthening of temperance amongst the people was acknowledged as the foundation of the development of the spiritual forces of the people and of the success of their labour."* In accordance with this the Minister of Finance gave instructions on March 11, 1914, to the Inspector of Excise about closer collaboration with representatives of other departments and the various public bodies (zemstvos, municipalities, etc.) in the interests of popular temperance. Such practical measures were set up as checking infringements of regulations in connexion with the sale of strong drinks, the lowering of the strength of the drinks sold, the reduction of the number of places and lessening of the hours for the sale of drink, increasing the number of days on which the sale of drink should be totally prohibited, improving the system of inspection with a view to the better observance of order in the places of sale, the prosecution of shebeening and all sorts of illicit inducements to drunkenness, and acceleration of prosecutions for infringement of the regulations. It was proposed further that licences for drink shops should be issued for one instead of for three years, and that requests from public bodies such as zemstvos and municipalities for complete prohibition (see below) should be carried out within three months of being received. Measures with

* From statement for author prepared by Mr. Grigorov, Controller of State Sale of Drinks.

these aims were the subject of a series of State Departmental Conferences during^o April–May 1914, and were confirmed in June of that year. As a result of these measures the consumption of Government drinks, which had been increasing during the years 1911–1913 on an average of 5 per cent, fell, so that the increase for April–May of 1914 was only 2 per cent in comparison with that for the corresponding months of 1913. In June 1914 there was already for the whole of Russia a decrease of consumption of 1,179,674 vedros at a strength of 40 degrees * or about 14 per cent.

With the order for the mobilization of the army and fleet in July 1914, the sale of strong drinks was temporarily suppressed for the duration of mobilization everywhere, with the exception of first-class restaurants and clubs. At the end of the period of mobilization the restriction was still further extended by Orders of the Council of Ministers under dates of August 1 and 9, and later again by the Imperial Order of the 22nd. In terms of these Orders spirit, vodka, and vodka preparations were prohibited till the end of the war, and beer and porter until September 1. The sale of wine of a strength not exceeding 16 degrees was permitted till the end of the war, but exclusively in towns, and for consumption off the premises only, from a limited number of shops, foreign vaults, and Russian wine-stores,† provided that no petitions against such sale were presented by the local municipal authorities: also in places under martial law the conditions of sale were made subject to the permission of the military authorities.

Still later, by decision of the Council of Ministers under date October 13, 1914, the restriction in the sale of beer and porter was extended to November 1. From this date onwards the sale of beer of a maximum strength of 3·7 degrees was allowed exclusively in towns, for consumption off the premises, and obtainable only at a certain limited number of shops, subject always to the acquiescence of the local municipal authorities. In places under martial law the consent of the local military authorities was required. Further, it was prohibited to import from abroad beer of a higher strength than 3·7 degrees.

Again, from March 1, 1916, the Minister of Finance prohibited the furnishing of spirit to private vodka factories for the making of vodka preparations which were not destined for export abroad. On March 7, 1916, regulations were issued about the registering, issuing, and transporting of vodka preparations and cognac; from August 8, 1916, the sending

* I.e., roughly = 40 per cent. (Cf. footnote, p. 13.)

† Also with the above-mentioned exceptions for vodka.

of strong drinks by post was forbidden, and on October 1, 1916, regulations were issued about the railway carriage and storage of the same. Then followed measures forbidding the free sale of methylated spirits in all places, and so on. By an Order of July 10, 1915, the penalties for secret distilling and sale, and appearance in a state of inebriety in public places, had been considerably increased.

Finally came the Order of the Provisional Government under date of March 27, 1917. These regulations were for the most part supplementary to those already in existence, and took the direction of increased stringency of operation. Thus the Provisional Government decreed in the following terms:

That everywhere in Russia the sale of spirituous drinks is forbidden for drinking purposes, as also the sale of substances which do not belong to the category of drinks containing spirit, whatever the materials from which, or by whatever means, they are prepared. Strong drinks are further defined as those containing more than 1½ per cent pure alcohol (Trálles). Drinks that contain less pure alcohol, as also kumiss and kephir, are not considered strong drinks, and owing to the absence of narcotics and harmful elements in them they are allowed to be freely sold and do not come under excise duty.

Substances "which do not belong to the category of drinks containing spirit" are stated to be "wood spirit, different kinds of by-products from the refining of vodka spirit, and other spirits and mixtures of them of every strength, with the exception of vodka spirit and its mixtures." By "vodka spirit" is understood ethyl spirit which has not been subject to denaturalization. Again, the sale of strong drinks and substances not belonging to the category of drinks containing spirit for technical, medical, chemical, pharmaceutical, teaching, and other similar purposes not associated with consumption for drinking, is to be made exclusively from the factories and establishments which manufacture these drinks and substances, or from druggists' shops, Government shops and stores, and such places of trade as receive permission for such sale from the Head of the Department of Excise with the consent of the Local Government Commissioner of the Provisional Government.* The export abroad of wine of all sorts of strength is permitted, as also export from the wine-growing localities in Russia to districts that do not grow wine, provided that

* Under date of June 4, 1917, the *Ryetch* referred to a circular in which the Government proposed to reduce the supply of pure spirit to perfumeries and varnish factories, and also the amount of denaturalized spirit obtainable by individuals, in the interests of munition factories.

the wine is not of a greater strength than 12 degrees (Trálles), and that all the other existing regulations are duly observed. The manufacture of strong drinks and the substances not belonging to the category of drinks containing spirit is permitted exclusively for the purposes indicated above in connexion with the sale regulations, and for export abroad; and only in such factories and establishments as are indicated to the Excise inspectors and police, or on definite occasions permitted in the fixed orders. In wine-growing districts the preparation of natural grape wine from grapes grown in Russia is acknowledged as a free industry, with due observance of existing laws and regulations. The sole exception to the above regulations is the permission everywhere in the wine-growing districts to sell natural grape wine prepared from grapes grown in Russia of a strength of not more than 12 degrees (Trálles), with due observance of the existing laws and regulations. The sale of this wine outside the grape-growing districts is permitted only in the towns. In every case the sale is subject to the restrictions and vetoes of the municipalities, zemstvos, village councils, or other similar governing bodies.

A final paragraph deals with the penalties applicable in the case of conviction for the sale of strong drinks and substances not belonging to the category of drinks containing spirit, without the necessary licence, etc.—for the first offence, 2–4 months, for a second offence, 4–8 months, and for a third offence, 8–16 months. If the infringements prove to be habitual, or if they are found to be in connexion with a trading establishment, factory, or establishment for manufacturing strong drinks or substances not belonging to the category of drinks containing spirit, there is further liability to a fine of from 500 to 2000 roubles and confiscation of all the stock.

No taxation is levied on alcoholic drinks with a strength of less than $1\frac{1}{2}$ degrees. The manufacture of distilled spirit is forbidden by law under heavy penalties. On the other hand, any one can make kvass or beer privately up to any strength, only he may not sell anything over $1\frac{1}{2}$ degrees.

The results of all this legislation from 1914–1916 may be summed up as follows :

Of the 25,293 Government vodka shops in existence on January 1, 1914, there remained on January 1, 1917, 886, and from these methylated spirits only were retailed. Of 82,172 private places for the sale of strong drinks in existence on January 1, 1914, there were only 1495 left on January 1, 1917. In 1913 the consumption of Government spirit was 104,660,534 vedros, with a strength of 40 degrees, and in 1916, in a time of considerable increase of sale of spirit for technical, medical, and

other special purposes, only 7,847,736 vedros at a strength of 40 degrees went on the market. As an indication of the measure of agreement with which the population as a whole regarded the measures taken by the Government in the interests of temperance may be noted the large number of petitions received, asking for total prohibition of the sale of strong drinks either for the period of the war or permanently. From September 27, 1914, onwards there had been received 8645 such petitions according to the statistics supplied by the Administration of Taxes. On analysis, 8008 were found to proceed from village and volost organizations, 529 from towns, and 108 from zemstvos. At the present time "in almost all Russia, consonant with the desire of the population itself, is established full prohibition of the sale of strong drinks." *

Some of the principal results of the operation of the regulations may be further set down in tabular form :

Table of Quantity of Drinks containing Spirit, of Russian Manufacture, placed on the Home Market (in vedros)

Designation of Drink	1911	1912	1913	1914	1915
Spirit and refined vodka . . .	92,809,231	99,889,000	107,063,180	55,110,136	—
Vodka preparations . . .	1,347,320	1,360,247	1,677,201	1,124,215	—
Grape wine . . .	No return	19,693,461	24,508,543	17,835,447	10,351,242
Beer . . .	89,346,900	86,715,800	94,404,950	56,849,476	—
Totals . . .	—	207,658,508	227,653,874	130,919,274	—

Table showing Export Abroad of Drinks containing Spirit (in vedros)

Designation of Drink	1911	1912	1913	1914	1915
Spirit and refined vodka . . .	10,745,346	11,721,004	6,475,986	3,166,174	2,225,569
Vodkas, fruit brandies, and similar preparations . . .	30,203	37,999	39,603	32,047	4,354
Wines, still and sparkling . . .	10,935	9,372	14,078	10,971	4,136
Beer and porter . . .	58,453	68,526	85,338	78,545	26,879
Totals . . .	10,844,937	11,836,901	6,615,005	3,287,737	2,260,938

* From the statement prepared for the writer by Mr. Grigorov.

Table of Importation from Abroad of Drinks containing Spirit

Designation of drinks	1911		1912		1913		1914		1915	
	Quantity in vedros	Value in roubles	Quantity in vedros	Value in roubles	Quantity in vedros	Value in roubles	Quantity in vedros	Value in roubles	Quantity in vedros	Value in roubles
Rum, cognac, osmanyak, gin, whisky, and other wine and fruit vodkas .	109,701-5	3,078,985	109,625-7	2,981,038	130,027-4	4,071,647	84,487-3	2,512,877	44,750-7	1,253,745
Liqueurs and spirituous and drinks fruit .	72,181-4	2,740,070	77,799-2	2,780,244	80,006-4	3,157,624	53,144-5	2,047,012	6,168	215,134
Still wines and fruit wines of strength to 13°	223,574-4	2,995,095	215,099-7	2,769,238	203,761	2,921,498	144,741-3	1,870,187	42,727-4	494,452
13°-25° .	123,674-9	2,653,872	111,966-4	2,368,484	123,412-2	2,857,855	79,911-2	1,719,782	20,989-8	475,599
Sparkling grape and other wines	163,527-2	6,709,555	172,261-6	6,689,802	169,782-4	7,308,759	107,545-6	4,501,786	29,236-8	1,133,869
Beer and porter	57,061-6	91,320	56,717	96,440	52,327-4	87,646	29,893-3	74,668	117-3	973
Totals ..	749,721-0	18,268,897	743,469-6	17,685,246	759,316-8	20,405,029	499,723-2	12,726,312	143,990-0	3,573,772

STATE SALE MONOPOLY AND

Table of Number of Convictions for Secret Distilling and Preparation of Home-made Vodka

Category of Conviction	1911	1912	1913	1914	1915
Distilling in secretly organized factories	364	281	366	628	4036
Secret home-made vodka.	3820	3477	5537	6130	5798
Totals	4184	3758	5903	6758	9834

Table of Number of Convictions for other Infringements of Regulations about Excise Duty other than Secret Distilling and Home-made Vodka

Category of Infringement	1911	1912	1913	1914	1915
Infringement of regulations about beer and honey brews—					
(A) Secret beer brewing	30	47	42	28	590
(B) Secret honey brewing	1	1	4	220	57
Infringement of regulations about vodka preparations—					
Secret preparation of vodkas	12	6	26	24	33
Infringement of regulations about trade in strong drinks—					
(A) Selling without licence	10,428	9,672	10,737	11,906	7,232
(B) Contraband	430	960	303	446	1,121
(c) Other infringements	16,713	18,621	20,378	21,353	10,664
Totals	27,614	29,307	31,490	33,977	19,697

A few statistics are available with regard to methyl alcohol poisoning in the record of cases taken to the Obukhov Hospital in Petrograd during the year immediately preceding, and that in which prohibition came into force.

1913	1914
6514	5947

An analysis of the total for 1914 gives 3780 for the first six months (i.e. roughly, previous to the introduction of prohibition), and 2167 for the second six months (i.e. after the introduction of prohibition); or, if we represent the first

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figure by 100, then the second is represented by 57, showing a reduction for the second half-year of 43 per cent, in spite of the fact that the police tended to take all serious cases of intoxication to that hospital, knowing that the ordinary causes of intoxication were removed.

SECTION VII

ON THE QUESTION OF COMPENSATION TO THE DISTILLERS IN CONNEXION WITH THE PROHIBITION OF VODKA

THE introduction of prohibition did not involve a general closing of the distilleries. A reference to the Table showing Export Abroad of Drinks containing Spirit (p. 44) indicates that in 1915 the export of spirit and refined vodka was still one-fifth of what it was in 1912, and it is probable that increased facilities will be given for export of this nature. Further, in connexion with the manufacture of munitions, pharmaceutical preparations, etc., there has been an increasing call upon the output of the distilleries. At the same time this output does not reach that of pre-war days, and a claim for compensation is stateable. As a simple matter of fact, however, no compensation has been paid to date to the distillers, and it is improbable that in this case at any rate much, if any, compensation will be paid even after the war. On the general question of compensation, Prof. Friedman writes: "In opposition to the fiscal advantageousness of the Monopoly, indications are adduced about the necessity of the Government redeeming those branches of industry which are monopolized. With regard to this, if the suggestion is to redeem by a capitalization of the actual profits of those who are engaged in the drink-industry, then in this case the Treasury will not obtain supplementary profits during the course of a number of years. To deprive people of a means of income formerly permitted, and of occupations that furnished them a livelihood, without any sort of compensation on the part of the Government would be cruel and unjust. Although we do not consider this method of solution a right one, even if it was applied at the introduction of the vodka Monopoly in Russia, we, however, do not at the same time see the necessity for such generous compensation as is projected in the indemnification of losses by capitalizing the former profits. With regard to this, it is sufficient in our view, if the question is one of a producing monopoly, to redeem buildings, machinery, and implements at their value,

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and in the case of a trade monopoly to give some assistance to those who require it from the Government out of the returns to ease the period of change to another kind of business, acquiring also for the Treasury all the accommodation and buildings which were erected for the needs of a private industry. But expenses of that character are, for the greater part, really equivalent to the expenses of setting up a business enterprise, and would not lie like a burden for many years upon the Treasury and the revenues from the Monopoly. In that way we consider that the vodka Monopoly, from the fiscal point of view, provides the Government with the possibility, in addition to the usual fiscal sources, of making use of an industrial revenue without a corresponding overburdening of great masses of the population." *

* "The Vodka Monopoly in Russia," p. 623.

SECTION VIII

RESULTS OF THE PROHIBITION OF VODKA, ETC., IN THE CASE OF (a) OCCASIONAL DRINKERS, AND (b) CHRONIC DRINKERS

(a) THE result of the situation was that the wealthier classes drank nothing spirituous, unless when they drew on their cellars filled previously to the prohibition ukase, or as they happened themselves to be proprietors of vineyards in the South, or constituted a small minority who drank secretly on occasions in the larger restaurants that knew their clientele, and were prepared to run the risk of conviction for dealing in contraband, and the heavy penalties involved. Previous to the war, the class known generally as "intelligentsia" took comparatively little in the way of wines and spirits. The merchant class, on the other hand, were considerable consumers of vodka, wines, and beer. Under prohibition the vast majority of both these classes took nothing: beer was very little drunk, and wine not at all. The occasional drinker practically disappeared.

To obtain wine at all became a matter of special permission. It could be procured on grounds of health by presentation of a doctor's certificate, which was taken to the office of the local (district) head of police (now militia), who in turn gave a detailed permit which was presented at one of some 70 licensed shops in Petrograd where vodka and other spirituous drinks could be bought for medical, chemical, or other purposes. The permits to buyers and for the licensed shops were under the direction of a Committee of the Town Council. With such a permit a private individual could buy 2-3 bottles of red wine: if possessing influence, e.g. as a member of the Duma, he might be allowed 25. But the permit was for one kind of drink only, and for every renewal a fresh prescription and permit were required.

With regard to restrictions on the importation and sale of foreign liqueurs and wines, it should be remarked that after the prohibition ukase, which also restricted the sale of foreign wines and liqueurs, exception was made particularly in the

case of the French subjects resident in Russia on the representation of M. Sazonoff? On the ground that the use of wine was an element in their normal life, permission was granted to them to buy up to 20 bottles of *vin de table* a month. Such a permit could be got through the Consulate, and indeed all foreigners could obtain such permits to buy wine, etc., in the *caves*. The Provisional Government, however, withdrew this privilege.

(b) With regard to chronic drinkers, Dr. Mendelson believes that 80 per cent, or the great majority of them, did not take anything. The minority drank anything that they could get—*politura* (white varnish), methylated spirit, eau de cologne, *khanja*, wine.

It is impossible to overlook the fact that these chronic drinkers formed the nucleus of a certain degree of endeavour to circumvent the law in various ways, not merely in connexion with secret distilling of vodka, but also with trade in substitutes. Thus, a local police report of July 15, 1916, spoke of the peasants in Kostroma Government beginning to vie with one another in learning to brew beer and braga* of such a strength that a little of it was sufficient to produce complete intoxication. It was extremely difficult for the police (the report continued) "to fight with this new evil, as they do not receive assistance from the village authorities, who conceal the sellers. In the opinion of the Government it is absolutely necessary to prohibit the preparation of beer and braga even for private consumption." Again, from the Nijegorodsk Government it was reported that in spite of the strong measures taken against those who prepared braga for purposes of sale, it still found a considerable vogue amongst the population, as also the sale of methylated spirit. There was also a considerable amount of *khanja*-drinking. The word *khanja* comes from a Chinese word for a badly distilled drink with which the Russian soldiers became acquainted during the Russo-Japanese War. As prepared in Russia, it is a sort of "half-and-half" of methylated spirit and ordinary kvass. *Kliukvenny* (cranberry) kvass and methylated spirit were also taken in the same proportions. Or methylated spirit was bought or obtained, an attempt was made to rectify it partially and to extract the harmful ingredients, when it was drunk diluted with water. Yet in detailing these and similar facts, it is important not to lose the sense of proportion. In the statistical tables accompanying the above reports, the number of convictions for setting up illicit distilleries is given as 42, excluding 11 in the island of Sakhalin. Dr. Mendelson is of

* A home-made drink containing spirit.

opinion that the great majority of the individuals whose activities came under these reports were chronic alcoholics; there were not new drinkers of these particular concoctions to any great extent. Even if khanja-drinking is on the increase, yet it does not take the place of vodka in any sense. It cannot be doubted that there is a profound change in the mental attitude of the people as a whole to the question of intemperance.

SECTION IX

ON THE SALE OF METHYLATED SPIRIT IN RUSSIA BEFORE AND SINCE THE PROHIBITION OF VODKA

The following Table provides statistics regarding the consumption of methylated spirits before and since the prohibition of vodka :

Table

Consumption of Methylated Spirit (in vedros at grade of 40°)

Year	Sale of State Methylated Spirit Vedros	Quantity of Private Spirit taken for Manufacture of Methylated Spirit Vedros	Total.
1913 . . .	5,778,523	2,982,690	8,761,213
1914 . . .	5,263,207	2,787,896	8,051,103
1915 . . .	6,585,121	1,774,430	8,359,551
1916 . . .	9,458,097	1,100,434	10,558,531

On the general question of the rôle of the Monopoly in limiting the sale of methyl alcohol, Prof. Friedman considers that while the Government thereby certainly hindered any great development of the use of methylated spirits, nevertheless it should not be supposed that such a circumstance is an inevitable consequence of the existence of the Monopoly. In his opinion the policy of the Government in relation to methyl alcohol does not depend on the form of the system of taxation of alcohol. It is determined by the rôle in the budget of the income from spirit in the first place, independent of whatever sums are gathered from the excise system or Government sales, and in the second place by the greater or less degree of inclination on the part of the people to prefer cheapness to any other quality in spirituous drinks. Inasmuch as there was no taxation on methyl alcohol, it was more profitable for the Government to sell pure spirits and vodka. The higher the State receipts from the taxation of spirit, independently of the form of collection, the more the Government tended to prize these revenues and the more the population endeavoured to use denaturalized spirit as a drink, the more cause was there for the Government to fear a free trade in denaturalized

spirit. Prof. Friedman is strongly of opinion that in general the Monopoly system is particularly suitable for stimulating the development of trade in methylated spirits, since under it the State Monopoly has an opportunity of recovering the losses or absence of revenue from the sale of methylated spirit by the profits on vodka, and so attaining the principal condition of a large development in the use of methylated spirit—viz. cheapness. At the same time, this result can be attained also in countries where there is a private monopoly of the trade in spirit as in Germany, or under the system of giving premiums as in France. Again, under the Monopoly favourable conditions were not always created for the development of methylated spirit. Thus in Russia the Monopoly system was not accompanied by any large encouragement of the use of denaturalized spirit, but on the contrary, the Government, fearing the people would take to drinking it, considered it necessary by vexatious conditions of its sale to hinder the introduction of that commodity among the population. In that way the decisive significance belongs, not to the system of taxation of spirituous drinks, but to the actual conditions of life in the country, and to those principles which are laid down as the foundation of the relation of the Government to the development of denaturalized spirit, i.e. to the views of the Government as to the degree of the desirability and safety of such development.

In the case of the manufacture of methylated spirit, the tendency accordingly was for the Russian Government increasingly to take over this industry into its own hands, and there was direct Government control of the few older private factories that were still called upon to supply the necessary balance. The marked increase in production was to be accounted for in part—to what extent it is not possible to represent in accurate statistics—by the growing demand for the commodity in connexion with the manufacture of munitions. But undoubtedly the increase was also directly connected with the demand for other purposes, as may be illustrated by the following data supplied by Dr. Mendelson. In the Petrograd district, previous to the war, there were twelve (private) factories engaged in the manufacture of varnish (politura, lac), in connexion with which they made use of 20,000 vedros of methylated spirit annually. After the introduction of prohibition, it was observed that their consumption of methylated spirit increased to 60,000 vedros annually. Investigation elicited the fact that they were now engaged, in addition to their normal business, in the manufacture of a “politura,” in which a solution of resin was substituted for shellac, render-

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ing the varnish useless for polishing, but at the same time leaving it potable. Discovery was followed by the cutting down of this methylated spirit allowance to the original 20,000 vedros, and by a controlled return to legitimate business.

In connexion with the purchase of methylated spirit under the Provisional Government, every householder could obtain a book of tickets, each good for the purchase of $1/20$ vedro. Methylated spirit might be bought to the value of two such tickets weekly. Larger quantities were obtainable, but only after a most exact statement in writing of the purposes for which it was required.*

* Cf. footnote, p. 42.

SECTION X

FINANCIAL ASPECTS OF PROHIBITION

THE following Table shows the increase and decrease of deposits in the Petrograd Government Savings Banks during the years 1913 and 1914. The figures are given for each month in millions of roubles :

Month	1913	1914
January	+ 1·1	+ 0·2
February	+ 0·4	+ 0·2
March	+ 0·6	+ 0·4
April	+ 0·4	+ 0·3
May	- 0·3	- 0·4
June	+ 0·4	+ 0·5
July	+ 0·6	- 5·7
August	+ 0·1	+ 1·1
September	+ 0·4	+ 2·1
October	+ 0·4	+ 1·5
November	+ 0·6	+ 1·1
December	+ 0·2	+ 0·4

The heavy fall in July 1914, the month of the declaration of war, is noticeable throughout these statistics.

The following Table gives the corresponding figures for the whole Empire :

Month	1913	1914
January	+ 8·3	+ 1·9
February	- 1·4	- 0·8
March	- 0·2	- 2·3
April	+ 0·6	- 0·2
May	+ 5·9	+ 7·9
June	+ 8·4	+ 12·3
July	+ 9·3	- 41·1
August	- 0·7	+ 10·1
September	- 1·1	+ 25·8
October	+ 1·5	+ 21·7
November	+ 5·1	+ 24·8
December	+ 0·7	+ 29·1

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Or, by totals for half-years :

1913		1914	
1st Half-Year	2nd Half-Year	1st Half-Year	2nd Half-Year
21.6	14.8	18.8	70.4

The following Table shows the increase and decrease in deposits (in millions of roubles) at the Government Savings Banks for the first three months of the years 1913-1915 in Petrograd, Moscow, and the Russian Empire respectively :

PETROGRAD—

1913			1914			1915			
Jan.	Feb.	Mar.	Jan.	Feb.	Mar.	Jan.	Feb.	Mar.	
1.1	0.4	0.6	0.2	0.2	0.4	5.9	3.1	3.3	
Total .			2.1			0.8			12.3

Moscow—

Jan.	Feb.	Mar.	Jan.	Feb.	Mar.	Jan.	Feb.	Mar.	
1.5	-0.1	0.4	1.4	0.1	0.2	3.1	1.3	3.1	
Total .			1.8			1.7			7.5

RUSSIAN EMPIRE—

Jan.	Feb.	Mar.	Jan.	Feb.	Mar.	Jan.	Feb.	Mar.	
8.3	-1.4	-0.2	1.9	-0.8	-2.3	59.8	43.9	45.9	
Total .			6.7			-1.2			149.6

The "Project of Imperial Budget for 1917" refers to this remarkable situation in the following terms : "The gravitation towards the masses of a considerable portion of the sums expended by the Government on military requirements, the high wages earned by the population called upon to work on army supplies, together with the inevitable reduction in war time in the economic turn-over of the country and the constraint in private expenditure, and, lastly, the increased prosperity of the country due to the prohibition of the sale of spirituous liquors—all this has conduced to the concentration of a large amount of free resources in the hands of the masses, part of which has found its way to the Savings Banks." The gradual accumulation of the balance of deposits in State Savings Banks from 1911 onwards may be seen from the following figures :

Year	Cash Deposits.	Securities Deposited	Total
(In millions of roubles)			
January 1, 1911	. 1,369.9	.. 286.9	.. 1,656.8
" 1, 1912	. 1,503.0	.. 299.7	.. 1,802.7
" 1, 1913	. 1,594.9	.. 318.6	.. 1,913.5
" 1, 1914	. 1,685.4	.. 348.6	.. 2,034.0
" 1, 1915	. 1,835.0	.. 401.0	.. 2,236.0
" 1, 1916	. 2,448.6	.. 664.4	.. 3,113.0
December 31, 1916	. 3,768.1	.. 1,244.0	.. 5,012.1

SECTION XI

CONCLUSIONS

As the result of the previous inquiry it becomes clear that while the Monopoly system was a great improvement on the previous farming-out (otkupa) and excise systems, nevertheless it was very far from achieving the purposes with which it was introduced. But this failure was not so much due to any intrinsic fault in the system itself * as to the incompatibility of the twofold aims underlying it, and the spirit in which it was carried on. It is apparent that with the possibility of the elimination of these causes in connexion with the adoption of the system elsewhere it ought to produce very different results. Again, though beer-drinking is of insignificant dimensions in Russia, so that in dealing with vodka the Monopoly was in relation with practically the only source of drunkenness in that country previous to 1914, the adoption of such a system would require to be on a far wider scale in any other country where drinking in quantity is not limited to one kind of spirituous drink, in order to have an effective control.

It is possible, as has been shown above, † to regard the prohibition edict of July 1914 as a natural development of the Monopoly system—a result reached under autocracy at a stroke much more rapidly than it would have been attained by natural developmental change. With regard to the results of that measure, some of the foregoing pages of statistics bear eloquent testimony. They affected every aspect of life, ‡ and as a result, aided by the support of local authorities, the Minister of Finance, under date October 20, 1916, was able to report to the President of the Special Commission for the Consideration and Unification of Measures Adopted in the Interests of National Temperance that “at the present time the sale of

* Its success as a system may be judged from its probable reintroduction in connexion with articles of general consumption such as sugar and petroleum.

† Cf. p. 24.

‡ For fuller details on this subject a reference may be permitted to the writer's work, “The Self-Discovery of Russia” (Constable and Co. : 1916).

all strong drinks is almost everywhere forbidden." He added that "unanimous reports of local public bodies, clergy, social workers, and representatives of industry provide a clear picture of the progress in the general well-being of the working classes, the heightening of their productivity, the lessening of crime and hooliganism, and the renovation of peasant life. The results achieved imperatively show that for the good of the whole Russian people the sale of strong drinks ought not to be renewed till the conclusion of the war."*

But the most striking of all the reports sent in to the President of this Commission was that received from the Ministry of Trade and Industry. It was to the following effect:

"DEAR SIR,—Consequent on the letter of May 22 of this year (i.e. 1916), relating to the question of the measures for the strengthening of temperance and the employment of popular labour, I have the honour to inform your Excellency of the following suggestions for this object within the limits of the purview of the Ministry of Trade and Industry.

"The universal prohibition of the sale of spirituous drinks has exerted an extremely beneficial influence as much with regard to the productivity and intensiveness of the labour of the workmen and the quality and exactness of their work, as in an equal way on the whole character of factory life.

"In this connexion first of all one ought to note that in the workshops and factories at the present time there may be observed a better employment of normal working hours than formerly, as the result of the lessening of non-appearances. Then, according to the observations made by the Society of Mill and Factories Owners in the Moscow industrial region, dealing with more than 180,000 workmen, for every 100 hours of normal working time there were in August–October 1913 from 4.9 to 3.44 hours of non-appearance, and in the same months of 1914 from 2.4 to 2.79 hours. Simultaneously with the increase in working hours (due to decrease of non-appearances) an improvement was observable in the intensiveness of the work, as if the working hours were being utilized by the workmen in a considerably more productive manner. As a result of the reduction of non-appearances alone, the productivity of the five principal branches of the Moscow industrial region (cotton spinning, woollen, metal, food articles, and chemical industry), in which nearly 650,000 workmen were engaged, rose by 0.52 per cent, but with this the heightening of the productivity of the workmen is expressed by the figure

* The Duma went further and registered its opinion in favour of the lasting prohibition of strong drinks.

09. per cent. The general productivity of labour, the result of the conjoint activity of the lessening of non-appearances and the growing intensiveness of the labour, rose in the Moscow industrial region by 7.1 per cent. In particular the productivity of the workmen rose by 8.2 per cent, and in the metal trade still further, by 12.7 per cent.

“These figures refer to the first months of the stoppage of the sale of spirituous drinks. Now, when almost already two years have elapsed since the institution of this measure, its influence can be seen in the fullest degree. At the present time, the increase in the productivity of labour in mill and factory undertakings expresses itself in far higher figures, approximately 20 to 30 per cent. In connexion with this it ought to be noted that different industrial undertakings have improved their productivity solely on account of the increase in the productivity in the labour of the workmen.

“The work of the factory hands has improved, not only in quantity, but in quality. Representatives of industry testify to a more intelligent attitude of the workmen to the execution of their work, one result of which is seen in the great carefulness and exactness of its accomplishment, and a considerable reduction in spoiled work. This circumstance has a particular significance at the present time when, as the result of the calling up of the workmen to the army, the type of worker falls in quality.

“The modifications in the conditions of factory life referred to above appear as the result of the profound changes which have come about, thanks to the temperance of the workmen, and are expressed in the improvement in health of the working classes. Without regard to the more burdensome conditions of labour, in conjunction with the circumstances of the time of war, the workmen, in the mass, have a better and more healthy appearance.

“Independently of the improvement in the health of the workmen, the prohibition of the sale of spirituous drinks has exerted an extremely favourable influence also on the material situation of the working-class population, having markedly improved their well-being.

“With regard to measures by which the Department of Trade and Industry could assist in dissociating the people from an idle use of their time and the strengthening of temperance amongst them, there should be included, in a leading sense amongst a number of similar measures, the opening of different kinds of educational institutions, classes, courses, instruction workshops, and similar establishments for school and out-of-school propagation of professional knowledge. To measures

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of this kind the Ministry attaches the highest importance, acknowledging that cultural knowledge and reasonable entertainments are the best allies in the fight with the popular tendency to laziness. In this connexion the Ministry considers it necessary to pay special attention to all sorts of evening courses for the workmen engaged in handicraft or in mills and factories. Evening drawing classes for the workers, commercial classes for the commercial and industrial employés, technical classes for the workers in mills and factories, are the principal types of institution for the propagation of technical knowledge which the Ministry puts forward in the first instance for the actual fight with popular laziness. The foundation of the same sort of institution has become much more frequent recently, now that the demand brought about by the war for technically skilled workmen and foremen has become the affair of broad commercial industrial circles, and when the workers themselves begin to understand that knowledge and experience alone avail to raise and improve their material existence. In connexion with this, special attention has been directed by the Ministry of Trade and Industry to the satisfaction of the great number of petitions coming to the Ministry for the opening of all sorts of classes and courses for those engaged in handicraft and for factory hands. Very frequently these establishments collect within their walls from the first days of the commencement of their activity several hundreds of factory hands and those engaged in handicraft desirous of completing their knowledge and scientifically illuminating the experience gained in the mills and factories and other industrial undertakings."

On the other hand, the experience in connexion with the use of harmful substitutes and the secret preparation of strong drinks has been sufficient to show how very questionable was the advisability of the complete prohibition of every kind of alcoholic drink. Nevertheless, so far as it is possible to read the future in Russia, it seems certain that a general use of vodka will not again be permitted there. The advantageous results of its prohibition have been too manifest, and the thought of what might have happened during recent months had vodka been obtainable is too obvious. The recent instances of local anarchy have usually been associated, sometimes as direct cause, with breaking into the Government stores of unsold spirit, although just as remarkable are the instances in which the educative results of the past years showed themselves in the form of refraining from possible opportunities of indulgence in, and actual destruction of, the liquor. The suggestion that the enforcement of prohibition had anything

to do with bringing about the Revolution is as uninstructed as it is perverse.

So far as beer is concerned, it seems probable that permission will be given after the war to brew light beers. With regard to the wine industry, the following expression of opinion submitted in another of the replies to the President of the above-mentioned Commission may be taken as representative: "There is no doubt that complete prohibition of the preparation and sale of vodka and strong drinks is a peculiarly beneficial measure, and that the development of temperance is one of the most important aims of the State. Nevertheless, I consider that the complete prohibition of the manufacture and sale of grape wine is an extreme measure which should be adopted only after a full and detailed discussion of the question in all its aspects, because such a measure will result in the suppression of a very large field of industry and will affect the well-being of South Russia very unfavourably. If the question of the restriction of the sale and consumption of all kinds of grape wine has been decided now in the affirmative with apparent ease, that result has evidently been reached under the influence of temporary conditions, and is directly due to the peculiarities of the present situation. But to decide a question of first-rate importance for the State, and one which so directly touches the vital interests of South Russia, merely on the basis of data of a temporary character, is doubtful, even if it can be considered right."* Much, however, will depend on the type of Government which is finally evolved in Russia.

* Letter of Count Frederiks, late Minister of the Imperial Court.

SECTION XII

POSTSCRIPT

THE previous section has been left as it appeared in the original Report, and it is therefore necessary to consider how far its general conclusions should be modified in the light of subsequent events. Within the period of the war Russia has been the arena of two great social experiments conducted on the scale of an empire. Enough is already known to state without possibility of serious contradiction that the first was, on the whole, a great success; while the second, as conceived and carried out, was not so much a failure as a crime. From the beginning the Bolsheviki counted on the support of the hooligan and criminal elements in the carrying out of their designs; their appeals were consistently directed to the lowest instincts in human nature. Under the anarchy which the Germans were only too content to allow them to maintain, since it meant that they, too, could rob and plunder instead of paying for their requisitions as they would have had to do under conditions of order and peace, each man became a law unto himself. It is little wonder if in such circumstances of lawlessness and utter misery old tendencies should have reasserted themselves. From references in the Russian Press there is no doubt that in different localities there has been a recrudescence of illicit distilling and of drunkenness on a scale which one local correspondent described as "Homeric."

It is a little difficult to define the attitude of the Bolshevik rulers to these contraventions of the law. At first Lenin appears to have "looked through his fingers," to use a Russian expression, at the behaviour of some of his "comrades." Latterly he began to realize that his own authority was likely to be impaired with the mob drunken, and particularly in connexion with the looting of the Winter Palace in Petrograd, steps were taken to prevent the Imperial cellars falling into the hands of the proletariat. The situation seems to be that while Lenin, in face of the newer opinion on this matter, did not dare to annul any of the temperance provisions of his

predecessors—and the temptation owing to the financial straits of his Government must have been very great—he did practically nothing in the interests of their enforcement. As a result, secret trading in wine and spirits has been greatly on the increase.

It is a well-known circumstance that the prosperity of the peasants, due primarily to the prohibition of vodka, has presented the different Russian Governments of the past two years with a supremely difficult problem—viz. how to induce the peasant to sell his grain. Lacking in patriotism, considering the fixed prices unfair, uncertain of the future, and, above all, knowing that some of the articles which he desired to buy (e.g. boots, tools, agricultural implements, etc.) were not to be had at any price, the peasant hoarded his grain: there was no inducement for him to turn it into cash. Under the threats of German forced requisition, the peasants have latterly been destroying the grain or converting increasing quantities of it into spirit sooner than surrender it. The Bolshevik Government has attempted in vain to meet the situation by threats, denunciation, and sometimes by the use of armed force.

At a time when once again Russian affairs are in a state of acute crisis, and forecasts are attended with great uncertainty, there is at any rate one sure fact that can be gleaned from the recent history of that surprising country. The Russia of prohibition was the effective Russia; without prohibition the internal circumstances that led, for example, to the Galician retreat in 1915 would have inevitably resulted in a separate peace or a revolution months before these results actually came about. Whatever Russia may wish to forget of the recent past, this, at any rate, she will not forget. Nor, for that matter, apparently, will her enemies.*

* "The most amazing and at the same time most characteristic development in connexion with the execution of the Ukraine Treaty is the announcement that Austria-Hungary is prepared to import into South Russia spirituous liquors up to the value of 1,000,000,000 kronen (nominally over £40,000,000). What the capacity of Germany, with her infinitely greater production of wine and beer, in this sphere may be can only be conjectured. From first to last there has been no indication that either the Kieff Rada or the Moscow Soviet was prepared to contemplate a forced import of liquor on this or any other scale" (*The Times*, May 30, 1918).

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