

PUBLIC HOUSE REFORM.

BY WILLIAM LAWSON, LL.D.

[Read, Monday, February 27, 1911].

The writer of an article in our leading journal (1) says:—"The need of the moment is not to abolish the public-house, but to reform it. The first step is to give a very substantial preference in treatment to houses which supply food over those that are only drinking dens. The object must be to supply a place of rational entertainment where a decent man can have a drink in peace, in company with his wife and children." These observations were made in commenting on the statistics of drunkenness in Dublin referred to by Mr. Justice Dodd at the opening of the City Commission at Green Street on February 1st, 1911. It was reported to him that, in the two months which had elapsed since the December Commission, there were 498 cases of drunkenness, as against 372 during the corresponding period in 1909. Notwithstanding that he was assured by the police that drunkenness was on the decline in the city.

This seems to be borne out by the Criminal and Police Statistics of Dublin for 1909 (extracted in Thom's Directory for 1911, p. 1,383), where it is stated that the charges for drunkenness in 1909 numbered 2,445 (1,550 males and 895 females), as against 2,889 (1,834 males, 1,055 females) in 1908, exclusive of 943 persons (466 males and 477 females), (as against 1,098 (555 males, 543 females) in 1908), for being drunk and disorderly, and 125 for drunkenness combined with other offences (as against 87 in 1908). The total number of persons who were drunk when arrested by the police during the year 1909 is stated at 3,601, against 4,198 in 1908 and 5,203 in 1907. 142 publicans, 1 wine seller, 27 spirit grocers, and 13 beer dealers were prosecuted during the year, an increase of 20 as compared with the year 1908; 49 were discharged with a caution, 23 without caution, and 111 were convicted and fined sums varying from £1 to £10. In one case the conviction was directed to be recorded on the licence. Of 57 applications for new, renewal, and transfer licences opposed by police at licensing sessions, 28 were granted and 29 refused. The number of public-houses

(1.) *Irish Times*, Feb., 2nd, 1911.

(including public-houses only, with hotels and with other business) in the police district of Dublin on the 31st December, 1903, to 1909 were as follows:—1903, 888; 1904, 883; 1905, 877; 1907, 864; 1908, 851; 1909, 834. This shows a reduction in the number of 54 in the 7 years

CRIMINAL STATISTICS, IRELAND, 1909.

I quote the following from the above:—"The number of cases of drunkenness (including drunkenness and disorderly conduct) in 1909 is less than the number in 1908 by 5,519, and if the figures for drunkenness in 1909 are compared with the average number of such cases in the ten years 1899-1908, it appears that a decrease amounting to 16,358 has occurred" (p. 8). "Nevertheless, such cases in the aggregate, including also cases of assaults, although decreasing in number, constituted 39.2 per cent. of the total offences committed in the year 1909, as compared with 42.0 per cent. for such offences in the year 1908. The number of assaults (comprising aggravated assaults, assaults on constables, and common assaults) in 1909 was 14,207, or 6.7 per cent. of all offences committed. The number of cases of drunkenness amounted to 68,748, being 32.5 per cent. of all offences committed, and 34.10 per cent. of all cases disposed of summarily. Cases of assault increased from 14,150 in 1908 to 14,257 in 1909, but the charges of drunkenness show a decrease of 5,579, from 74,267 in 1908 to 68,748 in 1909," p. 12. Then follows a tabular statement, which shows that both for assaults and drunkenness (including drunkenness and disorderly conduct) the number declined since the year 1899 to the year under notice, drunkenness from 98,401 cases in 1899 to 68,748 in 1909, and assaults from 22,065 in 1899 to 14,207 in 1909, the lowest figure but one recorded for any single year of the series. (p. 12 and Table B., pp. 30, 31.) A table is given at p. 15 showing how the above figures of 68,748 are made up—

Dublin Metropolitan Police district,	3,476
Cork City,	2,043
Limerick City,	1,045
Waterford City,	303
Belfast City,	3,904
Londonderry City,	1,293
Total of above,	12,664
All other places,	56,084
Total for Ireland,	68,748

The total population of the towns referred to constituted 20.7 per cent. of the population in the year 1901. Although the cases of drunkenness for the whole of Ireland decreased by 5,519, in comparison with 1908 (as compared with a decrease of 2,593 in 1908 on the year 1907), they still form nearly one-third of the total amount of offences committed. (p. 16.)

LEGISLATIVE REMEDIES.

Though the evil of drunkenness has, judging from these figures, diminished in Ireland, still it is an evil, and the question how it can be dealt with has agitated many minds. Some advocate the abolition of public-houses, others the reduction of their number, and others their improvement and reform. I dealt with this question in three papers read before this Society in 1902, 1903, and 1905, which dealt with, amongst other things, the recommendations of the Report of the Royal Commission of 1896 and the schemes proposed for the reduction of public-houses, and, the Irish Act of 1902, which prohibits the granting of new licences, except in a very few cases, the Registration of Clubs Act, 1904, and the English Licensing Act of 1904. These papers will be found in Volume XI. of the Society's Journal, pages 106, 185, and 325. As the last of these papers was written in 1905 I may be excused from reverting to the subject in 1911, especially as attention has been just called to the subject on the Bench and in the Press.

Total abolition of public-houses is not a practical question; it has been proposed to be carried out by what is called local option or local veto, but it was pointed out by the Royal Commission that public opinion in England was not strong enough to justify such a measure, and that it was better to postpone the consideration of the question till it was seen how the plan for reduction of licences with compensation would work. This plan was adopted for England by the Act of 1904 (see my paper of 1905, Vol. XI., p. 328), and considerable reductions have been made in the number of public-houses under it. That Act has been repealed by the Licensing Act of 1910, which is a consolidation statute, and re-enacts the provisions of the Act of 1904. As it was a consolidating and not an amending statute it passed through Parliament without difficulty. It is much to be desired that the Irish Licensing Statutes were similarly consolidated, they are a tangle at present. No attempt has been made to legislate for Ireland on the lines of the Act of 1904.

MODE OF VALUATION OF PUBLIC-HOUSES.

The reason why the reduction and compensation system (carried out by the Act of 1904) was not recommended by the Commission for Ireland probably was (as I pointed out in Vol. XI., p. 192) because in Ireland the value of the house as a licensed house was not taken into consideration in ascertaining the rateable value, and therefore the principle of compensation on the annual value was inapplicable. A change in this respect has been made (as I pointed out, Vol. XI., p. 335) by the Valuation Authorities in Ireland and carried into effect in Belfast, but until the re-valuation of Dublin now in progress is completed, and the public-houses are valued on the new system, no reduction and compensation scheme could be provided for Dublin. It would be difficult to deal with the question piecemeal, and unless the Commissioner of Valuation could re-value all the licensed houses in Ireland, or at least in urban districts, on the new system, the application of the English Act to Ireland would not be possible. The increased duties imposed on licensed premises by the Finance Act, 1909, will have the effect of reducing the annual value of the premises, and would, therefore, have to be taken into consideration by the Commissioners of Valuation. Some other plan of compensation, such as arbitration, would have to be adopted, if it was desired to introduce the English system. As, however, I pointed out in 1905 (Vol. XI., p. 337), the great majority of public-houses are situate in urban districts, a re-valuation of such districts and a consequential reassessment of public-houses for Excise purposes by the Inland Revenue would suffice, to enable the licensing authority to put in force in such districts the compensation provisions of an Act based on the Act of 1904. The practical way of carrying this out (I stated) would be to pass such an Act and give power to the Lord Lieutenant, by Order in Council, to put it in force in any particular borough, county, or district. Applications have been recently made in England to the local authorities to reduce the valuation of licensed houses, on the ground that they are less valuable by reason of the increased duties, and with success. Difficulties have, however, arisen with the Inland Revenue authorities, on the ground that they are not bound by the valuation of the local authority. See *Wrigglesworth v. The King*, 27 Times Law Reports (1911), p. 154, when it was held that the Valuation List in force in London is not conclusive evidence of the annual value of licensed premises for the purpose of determining the amount of the licence duties imposed by the

Finance Act, 1909-10.* One has only to walk through the streets of Dublin, or indeed of most other towns in Ireland, to see the number of public-houses, quite out of proportion with the wants of the locality. The article I have quoted from says that "the result of shutting one public-house is, as a rule, to increase the customers of the others. The result of shutting all is to encourage drinking at home, or to fill the shebeen." (*Irish Times*, February 2, 1911.) Possibly if one of two houses in close proximity (plenty of examples of which are to be seen in Dublin) is closed the other will gain, but it may also result in the other being better managed and breaches of the licensing laws being less frequent. This would especially be the case in the smaller towns and villages by the closing of the lower class of houses. On the other hand, it is said with some force that you remove the temptation to a great extent by taking away the place which has been the place of resort. If Parliament cannot be induced at present to do something to reduce the number of public-houses in Ireland, can we not do something to improve their condition?

EXPERIMENTS IN ENGLAND.

A good deal has been done in England in this way.

The People's Refreshment House Association, Limited.

This Association was registered in the year 1896 under the Industrial and Provident Societies Act, 1883. The aim of the Association is to promote temperance by reform in the management of licensed houses. The principles of management established by the Association in the houses under its control are as follows:—

1st—That all temptation to press the sale of intoxicants be removed as regards the managers, by giving them a fixed salary, instead of any share in the profits of the alcoholic branch of the trade; and, as regards the shareholders, by limiting the return on their shares to a maximum of 5 per cent. per annum.

2nd—That the managers be given, in addition to their salary, a share in the profits of non-intoxicants and food, so that it may be to their interest to sell these instead of intoxicants.

3rd—That the general arrangement and management of the house be on the lines of a respectable house of refreshment instead of a mere drinking bar.

* An alteration is proposed to be made in the Finance Bill of this Session. (See Statement in House of Commons, Feb. 20, 1911.)

4th—That food and non-intoxicant drinks be as readily accessible to customers as intoxicants.

5th—That great care be taken in guarding against the evils of adulteration and in providing the best quality of liquors.

6th—That the licensing laws enacted by Parliament for the regulation of public-houses and the promotion of temperance be most strictly carried out in every particular. The Bishop of Chester is the president of the council. The surplus profit is devoted to objects of public utility, local or general. It appears from the annual report for 1909 that, on 31st December, 1909, fifty-two inns were in possession of the Association. At the same date twelve houses were under the management of the Association as agent. These are situate in twenty-six different counties. A list of these, with illustrations of some of them, is to be found in a little pamphlet with a picturesque red cover. I have visited two of them (1) Glynne Arms Hotel, Hawarden (the only one belonging to this Association in Wales), and (2) Hundred House (a favourite name for an inn), Purslow, Aston-on-Clun, Shropshire, not far from Craven Arms. I can testify to the excellence of the food and drink supplied at these two houses. The tariff for both is very moderate. Every house has a tea-room distinct from the bar usually with separate entrance. I give the following extract from the pamphlet I have referred to:—

“The first house was taken over in 1897, and by the end of 1900 fourteen houses were under the Association's control. Encouraged by this successful pioneer work, Lord Grey took part in the movement, which he extended by the formation of County Public House Trusts, all financially independent, but all working on the same lines, in different areas. The Association has, in the meantime, steadily continued its own work throughout England, and has now, in 1911, 883 inns under management. Amongst owners who have entrusted houses to the Association are the Crown, the Leeds Corporation, Derwent Valley Water Board, First Garden City, and many large land owners, such as the Duke of Bedford, Lord Powis, and Sir Thomas Acland.

“It is agreed by all reasonable men that total prohibition of liquor sales is not practicable, in England, since a drastic reduction in the number of public houses, supervised by the police, will merely lead to a large distribution of beer and spirits in semi-private houses (*viz.*, clubs), not subject to police supervision. The problem can only be solved by wise regulation of the actual trade, accompanied by the gradual extinction of licences which are

proved to be unnecessary. Pending the recognition and encouragement of disinterested management by Act of Parliament, the Association and similar bodies are showing that the system is practical and beneficial. The advantages of the system, put briefly, are, that the local managers have no inducement to push alcoholics, since they are paid a fixed salary, with a share of profits on food and lodging, that the shareholders cannot receive more than five per cent., and, therefore, do not benefit by increased alcoholic sales, that the Association is free to purchase beers and spirits in the open market, and that an experienced staff of inspectors, subject to the general direction of an unpaid executive committee, sees that the condition and conduct of the inns is kept up to the mark. As the name of the Association indicates, the high-class tourist hotel is not dealt with, but inns and public-houses are taken on yearly agreement or lease, and so managed as to satisfy the various demands of all customers for refreshments. In the tea rooms and tea gardens, the cyclist or pedestrian can obtain a meal at a popular price, whilst the workman can get his cup of tea in the tap-room at 1d., the same price as the cheapest glass of beer. It is by no means unusual to find more working men being served with tea than with beer in the early part of the day, especially at roadside houses. Comfortable lodgings are obtained at most of the inns. No advertisement of beers and spirits, other than the printed price lists, is allowed, and sales on credit are forbidden.

"Men of good standing can readily be obtained as licensed managers, since the salary is certain, and there is no risk, as in an ordinary publichouse, of losing hard-earned capital in a few months; whilst the by-profits can be increased by extending the trade in catering and lodging.

"Financially also, the Association has been successful from the beginning. The maximum dividend of five per cent. has been paid regularly since 1899, £1,800 placed to reserve, £600 to contingency reserve, and £662 paid out of surplus profits for purposes of public utility. In 1900 the paid-up capital was £3,500; it is now about £30,000. Ordinary £1 shares (maximum holding £200) are allotted 10s. paid, from time to time, as the business increases; and 4 per cent. Loan Stock is also issued as required."

The Secretary writes to me as follows:—

"BROADWAY CHAMBERS,

"WESTMINSTER, S.W.,

"7th February, 1911.

"DEAR SIR,—Our Report for 1910 will not be published until April, 1911. The Finance Act costs us about £400

last year. It did not hit our small country houses, but was very crushing for some of our best houses, which were most like hotels. We are, however, in a strong position financially, and no doubt some of the burdens of big houses will be taken off.

"We now control 83 inns.

"Yours faithfully,

"R. CRIPPS."

COUNTY PUBLIC HOUSE TRUSTS.

The success of the People's Refreshment House Association led Lord Grey to inaugurate, in 1900, his scheme of establishing a Public House Trust Company, formed on similar lines in each county, and in the principal manufacturing towns. The movement spread rapidly from the outset.

There were, in 1910, thirty Trust Companies in England, one in Wales, and one in Ireland, affiliated to the Central Association, and five in Scotland affiliated to the Scottish Association; the number of houses under trust management is 262, and is steadily increasing.

CENTRAL PUBLIC HOUSES TRUST ASSOCIATION.

CONSTITUTION.

1. The Central Public House Trust Association is an organization formed for the purposes of promoting temperance by the elimination of private profit from the retail sale of liquor, and of securing to the public the monopoly value of licences.

2. The objects of the Association are:—

(a) To secure the establishment in every county, or in other sufficient area, of a Local Trust Company or Association for the purpose of undertaking the disinterested management of the liquor trade.

(b) To promote the interests of such Trust Companies, wherever formed, to watch the administration of the Licensing Laws, and to secure such amendments as may facilitate the development of the Trust System.

(c) To collect information of all experiments, whether in this country or abroad, in the disinterested management of the liquor trade.

3. The members of the Association consist of :—

(a) Subscribers to its funds at the rate of not less than one guinea annually and donors of ten pounds or upwards, who shall have been elected by the Executive Committee.

(b) One representative of each affiliated Trust Company or Association.

4. Affiliation :—

(a) All Trust Companies which have been formed by the Central Association are deemed to be affiliated companies.

(b) A Trust Company or Association desirous of affiliation, whose principles and methods have been approved by the Executive Committee, may be affiliated by resolution of that Committee.

The subscriptions and donations for the year 1909 amounted to £500 17s. 6d. The progress of the movement is recorded in the Annual Reports of this Association, and in particular in the Report for 1903, which contains particulars of the different Local Trusts which have been established in England, Scotland, and Ireland.

CONSTITUTION OF TRUST COMPANIES.

Each Trust Company is administered by directors who are responsible to the shareholders for the conduct of its business. It has also a Council, composed of well-known public men in the county, the duty of which is to safeguard the original policy of the company. The powers of the Council are secured by means of deferred shares of nominal value, but carrying half the voting power of the company which are held by trustees on its behalf. The maximum dividend payable to holders of the ordinary shares is 5 per cent. per annum. Surplus profits are handed over to the Council, to be divided by them amongst objects of public utility which are not properly chargeable to the rates.

METHODS.

Free Public Houses are taken over on lease or yearly tenancy. Where it appears likely that new licenses will be created to meet a public demand, Trust Companies will

apply for them at Brewster Sessions. New licenses granted to Trust Company houses are kept absolutely free of any tie, and are managed in the interests of the public, not of private individuals.

Houses brought under trust management are conducted essentially as Refreshment Houses, and not as mere drinking bars; tea, coffee, cocoa, and other non-alcoholic drinks, as well as food, are as readily served to customers as beer or spirits. No credit is allowed. All goods sold are obtained in the open market, and are of the best quality. Alcoholic liquors are purchased by the head office of each Trust Company under the supervision of the directors. The managers are paid a fixed salary. They have no interest whatever in the profits arising from the sale of intoxicants, and are, in consequence, under no inducement to push this part of the trade. On the other hand, they are encouraged by a commission to promote the sale of foods and non-intoxicants.

Out of the thirty-seven Trust Companies, only seven are still in the position of not being able to show a profit on working; the majority of the others have reached a dividend paying stage. The operations of the Trust Company were at first, and are still in many cases, confined to a particular county, but in others the work of a successful company has been extended in the neighbouring counties or groups of counties, which has many advantages, amongst them being (1) saving of preliminary formation expenses (2) the existence of a head office staff ready to take over additional houses, (3) the establishment of a uniform system of management over a large area. Thus, the Herts and Essex Trust Company has extended its operations to six counties where no local Trusts have hitherto been formed. This Company has been re-constituted under the title of The Home Counties Public House Trust, Limited, and, in addition to the 14 inns which it already controls, is now in a position to take over the management of all available houses in Herts, Essex, Middlesex, Bedfordshire, Berks, Bucks, Oxfordshire, Leicestershire, and Rutland. This Trust reports that 40 per cent. of the takings in their ~~houses~~ are from other than alcoholic drinks, and that during the year 1909 from 100,000 to 110,000 meals have been sold. This Company and the Surrey Trusts have established a system of tickets for meals available at any of the houses of the Company, entitling the bearers to food and non-alcoholics only. Many hundred of these tickets are purchased during the winter months by charitable persons to be given to necessitous people. In the case of two inns taken over by the Surrey Trust, immediately the fact became known that cups of

tea and soup could be obtained at the bar at a small price, the demand for these was astonishing. The villagers also purchase soup in pints and quarts, and take it to their homes. During the year 1909 the non-alcoholics receipts at all the houses managed by this Trust Company amounted to 56 per cent. of the business done. Similar evidence is supplied from the Cambridge, Somerset, Notts, and Sheffield District Trusts. Some of the houses of the last named company had a very bad reputation as regards facilities for obtaining foods and non-alcoholics before they were taken over. It has been up-hill work to change the character of the trade, but the catering sales in all the houses are now very satisfactory.

Four new licenses were granted to Trust Companies during the year 1909. There are eight houses under the control of private persons or local committees not connected with the Central Association, but managed like the Trust Houses.

SCOTLAND.

In Scotland there is a Central Public-house Trust like that in England. There are five Trust Companies, Ayrshire, Dumbarton, East of Scotland (including Edinburgh and Aberdeen), Glasgow, and Renfrewshire. One of the licenses granted in 1909, above mentioned, was for a house at the Edinburgh Corporation Markets at Gorgie. The premises are to contain diningrooms, and licensed and temperance refreshment rooms, and an up-to-date kitchen. The East of Scotland Trust has 12 houses, one of which, the Tarland Arms, Aberdeenshire, was acquired in 1904 from the Earl of Aberdeen. Local societies have been formed in mining districts by the miners for the acquisition and management of single houses, particulars of which will be found in the report of the Central Trust for 1903 (pp. 104-113); the surplus profits are applied to local objects, such as reading rooms, library, district nurses, etc. There were 21 of these houses in 1909.

IRELAND.

There is only one Trust Company in Ireland, the Ulster Public-Houses Trust Company, incorporated in 1901. The offices are in Donegall-square, West, Belfast, J. Pim Thompson is the Secretary, and the Directors and Council are Rev. E. C. Hayes, Lloyd Campbell, P. J. Bigger, and J. Pim Thompson. The object of the Company was to apply to the Crown and Shamrock Inn, in

the Parish of Carmoney and County Antrim, and any other inns which might come into their possession a principle of administration which will secure that they shall be managed as a Trust in the interests of the community, *pro bono publico*, and not for private profit, on the lines adopted by the Public-House Trust Companies in England. This inn is situate on the main Antrim Road, one mile beyond Glengormley and six miles from Belfast. It had a bad reputation and gave the police much trouble. In consequence of frequent disturbances, drunkenness, and other irregularities, the magistrates had threatened to stop the licence. This first attempt to introduce the Trust System into Ireland owed its origin to some local gentleman who had the welfare of Carmoney at heart, and was assisted in the project by the clergy of the parish. The authorised capital of the company is £5,000 in £1 shares, of which 2,166 have been subscribed for. The maximum dividend payable is 5 per cent. per annum. The company subsequently acquired the Templetown Arms, in the parish of Templepatrick, about four miles north of the Crown and Shamrock, and the "Mermaid of Mahee," Kirkcubbin, County of Down, situate on the east side of Strangford Lough, midway between Newtownards and Portaferry. A local committee was appointed in connection with each inn, and they report from time to time to the directors as to the general management of the houses under their control. The Crown and Shamrock and the Templetown Arms have been carried on satisfactorily, with a fair profit on the year's trading. A large proportion of non-alcoholics are sold at both houses. During one week in April, 1903, when an analysis was taken at the Crown and Shamrock, 43 per cent. of the customers ordered non-alcoholics. The chairman writes in 1903 as to this:—"A large amount of this trade is from customers, who travel along the Antrim roads to the Belfast markets. A change has come over public opinion on the road. Now there is no disgrace in drinking coffee in the doorway, watching your cart the while. Eighteen months ago this would only have been ventured on in the seclusion of the inner room, after the curtains had been drawn to hide the act from possible eyes." Of the Templetown Arms he writes at the same time:—"This is an old-fashioned house, with large garden and pleasure grounds attached, and many stables. It enjoys the monopoly of the village, the nearest house being $2\frac{1}{4}$ miles off. This proves a great advantage, and the result of the painstaking work of the manager are obvious to the onlooker. An air gun and skittles and quoits have been allowed in the grounds under careful supervision, and of

them we have heard nothing but good results. The sales of food and Bovril show a satisfactory increase."

The Mermaid Inn, at Kirkcubbin, showed a credit balance in 1906 for the first time. The chairman writes in 1903:—"There are six other public-houses there, but till our arrival a cup of tea could not be obtained within ten miles. It is the centre of potato export, and a fair is held sixteen times a year. On these occasions our food supply is much appreciated. The manager has cauldrons of Irish stew and pea soup ready, and of these 4*d.* will secure as much as can conveniently be eaten. This district is proverbial for drunkenness, and we make special effort to control it by these market day methods." It is to be regretted that the company has been obliged to give up this inn, as it was too far away for them to exercise proper supervision, and a manager of the proper sort could not be found to go to that out of the way place.

The secretary writes on February 9th, 1911:—"We have been carefully carrying out the principles for which the company was formed, and have undoubtedly reduced excessive drinking in the districts where our houses are situated, but unfortunately while the 'moral' end has prospered, the 'financial' has progressed in inverse ratio. This is very largely due to the new licence duties, which have made the public switch from spirits (on which we can make a good profit) to beer and stout (on which the profit will only just cover expenses). You will understand that we give the very best drink we can get, and that we are obliged to sell this to the public at the same price as rival houses sell inferior stuff. We did not issue a formal report this year, as the chairman gave the shareholders the position of affairs at the general meeting, and beyond what I have stated above there was very little to tell them.

"There is no doubt that the principal difficulty in the reformed public-house scheme is to find suitable managers for the houses, and seeing that they get no profit whatever on the sale of alcoholic liquors, and that they must be men who more or less enter into the spirit of the scheme, this is a very difficult matter."

The last balance sheet (to May 31st, 1910) shows a small profit on the Crown and Shamrock and a slight loss on the Templetown Arms owing to exceptional circumstances.

THE FINANCE ACT—EFFECT OF INCREASED
DUTIES ON TRUST COMPANIES.

The opinion of the Central Association is that the increase in the licence duties on the basis of the schedule A. value of the premises is specially injurious to trust companies, as it penalises them in consequence of the very efforts which they have made in the cause of temperance. Such duties impose most unequal burdens upon different classes of public-houses. Those with expensive buildings which do a considerable catering business and a small alcoholic trade are very heavily taxed, whilst those with comparatively insignificant buildings, which do a large alcoholic trade, escape with a much lighter burden. (Report for 1909, p. 6.) I take the following from their memorandum on the subject:—

“DUTIES ON LICENSED HOUSES.

“MEMORANDUM by the Central Public-House Trust Association and the People's Refreshment House Association, representing a total of 270 licensed houses.

“December, 1910.

“1. *Present Licence Duties.*—These are threatening to crush the weaker Public-house Trust Companies out of existence altogether, and to check the progress of the stronger.

“*Total Excessive.*—The total is too high. The extra charge can (a) be borne better by the owners of tied houses, with their wholesale profits accruing therefrom and from house-to-house distributions, than by mere retailers, viz., the ordinary ‘free’ licencees and the trust companies. Heavy licence duties, though aimed at the owners of tied houses, will incidentally eliminate the free houses and leave the others in possession of the whole field.

“(b) *Discouragement of Improvements.*—Licence duties based on Schedule A. directly penalise the comfortable, commodious inn, and encourage the compactly built tavern where there is only accommodation for

liquor sales. The following instances speak for themselves:—

Description of House.	New License Duty.	Rate in the £ of alcoholic purchases.
	£ s. d.	£ s. d.
1. Country hotel, with 20 bedrooms, dining rooms, etc., and stabling. Only one bar,	150 0 0	0 5 4
2. Country hotel, with 8 bedrooms, coffee rooms, large tea room, garden, and stabling,	140 0 0	0 4 4½
3. Country hotel, with 6 bedrooms, sitting room, tea room, tea garden, and stabling,	40 0 0	0 3 2
4. Well built public house, with dining rooms, billiard room, and tea garden,	130 0 0	0 1 8¼
5. Temporary structure, with no bedrooms or stabling; large bars; very large trade,	22 10 0	0 0 1½

“The addition of refreshment rooms and bedrooms is rendered almost impossible by the present system, *e.g.*:—

“(a) The Ashopton Inn, Derbyshire (P.R.H.A.) put up two years ago a permanent licensed tea pavilion for the convenience of customers, in place of a large marquee hitherto used; and for this the inn is visited with an extra duty of £8 15s. per annum (based on the rental of £17 10s.).

“(b) The Surrey Public-House Trust Company altered and improved a small inn by adding a large coffee room and a workman’s dining room. This improvement raised the assessment from £30 to £140, and the licence duty from £15 to £70, although the increase in alcoholic sales was inappreciable.

"2. *Suggestion for Future Licence Duties.*—The only simple and equitable way to avoid serious injustice is to base the duties for all licensed retailers and for clubs on the annual amount of alcoholic purchases, as is now done in the case of clubs alone. From the experience gained by the management of 270 Trust houses a charge at the rate of 1s. in the £ is the utmost which could be borne. Such a charge would certainly bring in ample revenue by largely increased returns from clubs, temporary canteens, beer houses and taverns."

The duty charged by the Finance Act, 1910, for a publican's licence to sell spirits is a duty equal to half the annual value of the licensed premises, subject to the minimum duty payable under Scale 3, which is set out in the First Schedule next after the provision as to the duty which is substituted for that payable under the Inland Revenue Act, 1880 (43 & 44 Vict., c. 20), s. 43, which was a scale duty varying according to the annual value of the premises from £4 10s. to £60. The minimum duty payable on the publican's licence is less in Ireland than in England, it is £5 in rural areas, and in urban areas with a population of less than 10,000; it is £7 10s. in urban areas with a population of 10,000 and above.

The Act recognises that licensed premises may be used for other purposes than for the sale of intoxicants, and provides that in the case of hotels or other premises so used profits not derived from the sale of intoxicants are not to be considered in estimating the annual value, and it provides for a reduction of duty in the case of hotels or restaurants bearing the same proportion to the full duty payable as the receipts for the sale of intoxicants bear to the total receipts, provided the year's receipts from intoxicants are less than two-fifths in the case of a restaurant, and less than one-third, in the case of any other premises, of the total receipts from all sources. If the trust companies can bring any of their houses within this provision, they will be in a position to claim the benefit of the reduced duty.

GREATER BRITAIN AND GERMANY.

In various parts of Greater Britain, in Ontario, Manitoba, South Australia, New Zealand, Tasmania, Mauritius, Natal, and the Transvaal, active agencies have been at work forming a public opinion in favour of applying trust principles to the management of monopoly houses. For instance, a public-house Trust Company was formed at Durban in Natal in 1902, and two others subsequently.

Steps in the same direction have been taken in the Transvaal. In Germany a Public-house Reform Association has been started, particulars of which will be found on page 127 of the Central Trusts Association Report for 1903.

INFLUENCE IN FAVOUR OF TEMPERANCE.

This report contains evidence of the influence exercised in favour of temperance by properly conducted trust houses, where the taking from the sale of intoxicants has diminished, while those from the sale of food and non-intoxicants has increased. Colonel Crawford, the chairman of the Committee of the People's Refreshment House Association, one of the pioneers of the movement, made a tour of inspection of trust houses at the request of the Central Association, and gives very interesting evidence. The manager is as a rule a man, but, in some cases he found a woman employed. He says of an inn in a North of England town:—"The feature of this house is that it is managed by a woman, with female assistants only. The manageress told me that she had no difficulty in keeping order. Some trouble had been experienced at first when a barman was the only assistant, but since she had dispensed with the male elements behind the bar all had gone well. The fact is that a man will obey a woman in cases where he would take off his coat to a man, and this is borne out by the experience of the manager of the 'Wharfedale Hotel,' who has succeeded in stopping bad language by employing his daughter in the bar." A movement is on foot for the abolition of barmaids, but may not this illustration of the influence of woman be worthy of consideration?

When the People's Refreshment House Association first took over the Waterman's Arms in Bankside, South London, and began supplying meals, all the neighbouring houses put up "refreshments supplied." But when the Waterman's Arms was closed in order to be rebuilt all these notices disappeared. Similar evidence comes from other quarters. The example of the Cambridgeshire Association, which has nine houses, is causing other public-houses in the neighbourhood to pay attention to the supply of non-alcoholic refreshments. So at Warrington, where there is an admirably arranged house from a trust point of view, and the aims of the management are shown by placards and notices inside and out, there is amongst the neighbouring public-houses a noticeable levelling up in the standard of management and in the supply of refreshments. This house and the Bridge Inn

at Port Sunlight are managed by the Liverpool and District Public-House Trust Company. Port Sunlight, a model town, deserves a visit. It is on the Cheshire side of the Mersey. It is an interesting fact that before a licence for this inn was applied for by Messrs. Lever, a vote by ballot of householders and their wives was taken with the result that 80 per cent. were in favour of the licence being applied for. So the Secretary of the Staffordshire Trust, which has three houses, says that since the Trust took over the Bradford Arms, Blynhill, other public-houses within a radius of ten miles or so displayed signs to the effect that teas, etc., were provided. Colonel Crawford says of the Darleston Inn, a country house under the same Trust, that the manager, who had not been in the trade before, considered that the main object of the Trust was to wean the workingmen from drinking habits, and although this will take long, he is convinced that the thin end of the wedge has already penetrated. Workingmen come to the inn for tea and non-alcoholics. A carter, who on the way to early market used to start with whiskey, now asks for tea or coffee. A certain moral cowardice prevents workingmen from asking for non-alcoholics when the bar is full, but they do so more often when alone. To break down this fear and prejudice is the aim of the trusts, and one which will certainly succeed in the end."

EXTENSION OF THE TRUST SYSTEM IN IRELAND.

I have, I think, said enough to show the advantages of the trust movement to the cause of temperance, and so to the health and well-being of the community, and it only remains to consider its application to, or rather its extension, in Ireland. The first thing is to enlist the advocates of temperance in its favour. I quote just two opinions on the subject. Sir John Jackson, a member of the Council of the Devon Trust, which has four houses, who has been engaged for twenty-eight years as a contractor for public works, says:—"There is no doubt whatever that drinking to excess is a very great evil in this country, and the problem is how to get rid of this curse. May be it is a difficult one, but I am not quite sure that the best plan would be to close all the public-houses. When I knew Glasgow best, Sunday, the day when the public-houses were closed, was always the day when there was most drunkenness. I have travelled in Germany, where we hear very little of teetotalism, and where more beer—unwholesome beer—is drunk probably than in any

other country, but only once within my memory do I remember seeing during the day in his own country a drunken German. Why should it not be said in England? And I think that if our public-houses were run under Lord Grey's scheme, in which I have always taken a keen interest, it would do much to make our people, speaking generally, more sober; at any rate it is well worth the experiment." (*Keyham Extension Magazine*, Jan., 1904.) And again, a correspondent writes in the *Daily News*, 14th March, 1904:—"Why do not all the temperance organisations in the land combine to support Earl Grey's public-house scheme, the most rational of all temperance reforms? If they had seen the inns controlled by this trust at Port Sunlight, and elsewhere, they would realise that after all the ideal public-house is so thoroughly human, so thoroughly English, that, rightly used, it may become a power for good in our land. Has it ever occurred to such reformers that one of the most effective methods of promoting the real cause they have at heart is to endeavour to induce all publicans to become temperance workers also?"

The experience of the trust system in Ireland afforded by the houses belonging to the Ulster Public-Houses Trust Company is not great, but it shows as far as it goes that with good management houses in a country district can be worked at a profit and with benefit to the neighbourhood. The houses at Carnmoney and Templepatrick are called inns, but the term "inn" is one that is not in general use in Ireland, if any special word is used to describe a public-house, it is "hotel," however small the premises may be. Public-houses are generally situate in a village, and one seldom meets the roadside inns, with their signs, which are so common in England. In most cases the house is only known by the name of the occupier, as so and so's public-house. There is a greater need in Ireland than in England for improving licensed houses in country districts—in England there is the inn where food as well as drink can be had, and lodging, too, in many cases; in Ireland there is the public-house, and drink is the only thing to be had, as a rule. Owing to the prohibition against new licences created by the Irish Act of 1902, which, as I have pointed out, is a temporary Act, and is kept alive every year by being included in the Expiring Laws Continuance Act of each Session, it will be necessary, if it is desired to start a house on the trust system, for the promoters to acquire an existing licensed house and to apply for and obtain a transfer of the licence. If a limited company is formed it should be on the lines of the Ulster Company, and the licence can

be granted to the secretary or manager. Having acquired the house and licence, structural alterations will be necessary not only to put it in repair, but to make it suitable for the purpose. If there is capital to rebuild it, so much the better. The aim should be as regards the external appearance and internal arrangements of trust houses to give them a look that is distinctly their own, and different from that of the ordinary public-house. The appearance of the house itself as well as the tone of the management will influence those who use it and will be a great help to the manager, who must be very carefully chosen. Bar divisions forming small compartments and screens usually found on the counters should be removed. An eminent architect recommends that the minimum public accommodation for a trust house should be a general refreshment bar, which should be fitted with small tables and seats, either sufficiently heavy to prevent overturning or screwed to the floor, a jug department, a diningroom or taproom, a temperance room, and a parlour for the better class of customers. Well lighted and sanitary accommodation should also be provided. The refreshment bar should not be divided into small compartments, as this encourages excessive and secret drinking, but should be as open and visible as possible, with glazed partitions and doors wherever practicable. Colonel Crawford recommends that on the outside of every trust house should appear a distinctive characteristic sign by which it can be recognised and that internally it should be made obvious to all by a display of notices, that non-alcoholics and foods are as easy to get as liquors. Printed tariffs should show clearly what refreshments are on sale and at what prices. Leaflets, describing the principles of the trust movements and its methods of working, should be placed conspicuously in every house.

A good manager is essential, and if there are several houses belonging to the trust company, an inspector should be employed to visit them at irregular intervals and without notice. A local advisory committee will be found desirable in many cases. In Scotland local committees and local directors bear a real share in the system of control prevailing there. Colonel Crawford adds that the movement in Scotland has been instituted by the miners, and in this respect differs from the English movements, which has been instituted by the "classes."

The establishment of Trust Houses in our large towns may be attended with more difficulty, but the experience derived from England and from Scotland, especially, shows that it can be done.

The need is greater in proportion to the population.

Public-houses abound, and are in excess of the wants of the town, and there is no power to reduce their number, as there is in England. Transfer and renewals of licences cannot be refused by the magistrates except on certain specified grounds. What is wanted is to make the licensed premises a refreshment house, where food as well as drink can be obtained. In some few cases notices are posted in the windows of a public-house that sandwiches and bovril can be had, and luncheons even, but in the great majority there is nothing but drink served. A great many publican's licences are held by grocers, who carry on a grocery business either on the licensed premises or in adjoining premises. This practice has been condemned by the Royal Commission as holding out temptations to drink to persons who go to buy groceries. They recommended that no licence should be granted or renewed to any house supplying any other goods than provisions for consumption on the premises.

The chairman of the meeting of the Irish Association for the Prevention of Intemperance held on February 16th in the Rotunda alluded to the number of tea shops which had come into existence in Dublin and of their being patronised by men, who a short time ago would have been amused, if not offended, at the idea of having a cup of tea down town. He regarded this as a sign of the growth of temperance. But these tea shops, as they are called, do not reach the working classes, who are the chief frequenters of the public-house. Benevolent persons have started coffee houses, penny dinners, and soup kitchens, but if food could be had as readily in the public-house as in the tea shop, a step in advance would be gained, and the working class would get the same opportunities as the middle and upper classes who frequent the tea shops. The Trust scheme will do this. It has been well said that if the Trust scheme is to be adopted by the nation, the working man must be won over to the Trust movement, and the shortest way to convince him is not by argument, but by the multiplication of object lessons in Trust management. The Tied House System blocks the way in England, where 80 per cent. of the houses are tied to brewers. This system does not prevail in Ireland, though there are a few tied houses, *e.g.*, in Cork. Our climate does not admit of having permanent out-of-door places of refreshment, but why should not the experiment be tried of having refreshment houses like the cafés or "bierhalles" in foreign towns, or at least roomy places, open to the public eye, where customers could sit down at tables, and be supplied with drink and food if they desired, instead of standing at private bars, and often at

the back of a grocer's shop! A resolution was passed at the Rotunda meeting that the people of each district should be enabled to decide by vote whether the liquor traffic in the district should be reduced or put an end to, in short that the principle of local option or local veto should be adopted. The Trust movement is not at variance with the reduction of the liquor traffic by local option or otherwise, on the contrary, but legislation is necessary to give effect to such a resolution.

OBJECTIONS TO THE TRUST SYSTEM.

The objections to the Trust system were very well put by Mr. Witerton, the Secretary of the Leicestershire and District Temperance Union, at a public debate between him and the Earl of Lytton, President of the Central Public-House Trust Association, held at Leicester on July 25th, 1906, which has been published as a penny pamphlet by the Central Association. The main objection was that it was undesirable to make the public-house respectable, or recreative, or to rehabilitate it in public favour by the association of influential members of society with drink selling, which will induce people to enter a public-house who would not have entered one under ordinary conditions. The answer to this was that the respectability of a house was the best guarantee against abuse and excess in the matter of drinking, and that if a house was well constructed, clean, and well managed, drunkenness was likely to be considerably diminished. The object of the Trust movement was to improve the condition of public-houses, and the promoters believed that they had succeeded. It was impossible to compel people by law to give up drinking intoxicating liquors. If so, then it was desirable to control the trade, because we could not put an end to it. Our licensing laws were a recognition of this.

It was also objected that the principle of devoting the profits over 5 per cent. to local objects was a bad one, but it was said in reply that it was better that the profits should be so spent, than go into the pockets of men who would spend them in promoting their trade.

Then it was asked (1) Was there any evidence of decreased drunkenness in a district in which a trust house was situated; and (2) was the result of the Trust system a decrease in the consumption of intoxicants, as well as an increase in the consumption of food and non-intoxicants? The answer to (1) was that this could not be shown, as there were no statistics of arrests for drunkenness kept for small districts such as would be influenced

by a single house, but that the Trust system could not be judged by statistics as to drunkenness alone. The Trust system could counteract man's craving for drink by supplying him with food, but it could not refuse to serve him with drink if he was sober. As to (2), the evidence was that there had been a decrease in the consumption of intoxicants in trust houses. (I have referred to this already.)

I have said more than enough to bring this Trust movement before my hearers. It may not commend itself to those who desire the total prohibition of the sale of intoxicants, and therefore would be averse to do anything to improve the condition of houses where intoxicants are sold, but it may appeal to those who recognise with the legislature that it is impossible to put an end to drinking by Act of Parliament, and therefore think that it is desirable not only to control the sale of drink, but to improve the conditions under which houses licensed to sell it are carried on.