

# CENTRAL CONTROL BOARD

(LIQUOR TRAFFIC).

---

CARLISLE AND DISTRICT  
DIRECTLY CONTROLLED AREA.

---

---

## Report of the General Manager

FOR THE YEAR ENDING

**31st December, 1917.**

---

---

*CARLISLE,*

*25th February, 1918.*



# CENTRAL CONTROL BOARD (LIQUOR TRAFFIC).

## Carlisle and District Directly Controlled Area.

### Report of the General Manager for the year ending 31st December, 1917.

#### 1. INTRODUCTION.

In June, 1916, the Central Control Board decided to place the sale and supply of intoxicating liquor in the City of Carlisle and the surrounding country district under direct control. The necessity for this step arose from the great outburst of drunkenness which took place in the area in the early part of 1916, owing to the changed character of the City and neighbourhood, brought about by the construction of the Gretna Munition Works. So great was the amount of drunkenness that there was a danger that it would get beyond the control of the local authorities. An Order of the Board imposing restrictions as to the sale and supply of intoxicants was applied to the City and district in the latter part of 1915. This Order, in spite of its being even more stringent than the standard form of Order in force in other parts of England (for it included Sunday closing), was found to be ineffective, and there appeared to be no alternative between local prohibition and direct control by the Board.

The first alternative being excluded, the Board commenced in July, 1916, to acquire and take over the majority of the licensed premises and the four breweries in Carlisle. The process of acquisition was not complete until the late autumn of that year, but the good effects of direct control were apparent from the first. The weekly totals of convictions for drunkenness considerably diminished in the second half of the year, being 389 as against 564 for the first half. The number of constructional workers at Gretna reached its maximum in June, 1916, and remained practically constant throughout the rest of the year, so that for practical purposes the local conditions remained fairly constant during that period.

A detailed account of the Board's work during the second half of 1916 is given in the General Manager's report which was published on the 25th January, 1917. Briefly, the results achieved during that period were:—

- (1) Reduction in the number of convictions from 564 to 389.
- (2) Reduction in the number of licensed premises from 119 to 94.
- (3) The abolition of grocers' licences.
- (4) The reduction of houses where off-sales of spirits were conducted from 107 to 18.
- (5) The opening of the Gretna Tavern, a large licensed refreshment room for the supply of meals to munition workers.
- (6) The opening of smaller but similar premises known as the "London Tavern."
- (7) The placing of the public-houses under direct management, with the removal from all licensees of any financial interest in the sale of intoxicating liquor.

The present report is in continuation of the first, which dealt with the inauguration of the scheme of direct control at Carlisle. It contains a record of whatever is of public interest in the events of the year 1917, but it will not do more than touch on matters which were fully dealt with in the previous report.

#### 2. EXTENSION OF THE CONTROLLED AREA.

In consequence of the purchase of the Maryport Brewery, referred to later, the Board decided on the 25th April, 1917, that the directly controlled area should be extended to include the whole of the Maryport and the north-western portion of the Allerdale-below-Derwent Petty Sessional Divisions of Cumberland. The added area contained 136 licensed premises, of which 63 are in the Maryport Division, including 45 in the town of Maryport. The process of conversion from tied tenants to managers with no financial interest in the sale of intoxicants has made comparatively little progress so far in the country districts, except in the immediate neighbourhood of Carlisle, but the other parts are now receiving attention, and rapid progress will soon be possible.

The total area, now known as the Carlisle and District Directly Controlled Area, comprises about 320 square miles in the north-western part of Cumberland, with a population of about 115,000, and contained 339 licensed premises at the beginning of July, 1916.

#### 3. ENLARGEMENT OF THE SUNDAY CLOSING AREA.

Following the decision of the Board to enlarge the controlled area, an extension of the Sunday Closing Area (which was then confined to the district within about 10 miles of Carlisle) was made by an Order dated the 30th May, 1917. The area thus extended



embraced the whole of the above Divisions and a small portion of the Derwent and Workington Divisions. The line of division just excluded the two towns of Cockermouth and Workington, but included Maryport and the considerable mining and industrial district in its vicinity.

#### 4. CLOSING OF LICENSED PREMISES.

When the Board commenced operations there were in Carlisle City 119 licences, and in the remainder of the area as then defined, 82, a total of 201. These were reduced in 1916 to 172—94 in the City and 78 in the remainder of the area.

At the beginning of 1917 it did not seem possible for the moment to close any further houses in the City. The houses were uncomfortably crowded at night, especially on Saturdays, and the result of further closing would have been to increase congestion. For a time, therefore, the suppression of licences in the City was brought to a standstill. Later in the year, however, the restriction on the output of intoxicating liquors and the gradual diminution in the numbers of the constructional workers at Gretna made it not only possible, but desirable, to close further houses. The available supplies were not sufficient for the number of houses open, and in consequence of this 18 houses were closed in or about April, 1917. Two further licences were suppressed at a later date, while 3 more were closed before the end of the year, making a total of 23 for the City during 1917.

As far as possible all houses have been closed which, from their structure or position, were undesirable. In the older parts of the City many of the public-houses were situated in passages or narrow lanes. In other parts, the licenses were congested, with the result that the requirements of the public were fully met by those which were continued. The accompanying map of Carlisle shows how the licences were formerly distributed, and which premises have now been dislicensed.

In the country district, redundant houses are being closed from time to time according as it is found possible to serve the necessary notices of acquisition. Altogether 23 of such houses have been closed, and, in addition, no application has been made for the renewal of two licences by the owners. The aim of the Board in country districts has been to limit the number of licensed premises to the reasonable requirements of the villages, and of travellers on the main roads. It has usually been found that one house is sufficient for a village, provided it is of a structure suitable for the different classes who are likely to frequent it.

All the houses in that part of the Longtown Division which has been placed under the Board's control have now been dealt with, and are either closed or under direct management. There are still however a number in the Cumberland Ward Division in which the Maryport Brewery, Ltd., had an interest, whether as owners, lessees, or tenants, which have not yet been taken over. It is expected that they will be dealt with early in the year.

Thus, at the end of 1917, the numbers of licensed premises in Carlisle City, Cumberland Ward Division, and the Southern part of the Longtown Division, were 71, 46, and 9; as against 119, 68, and 14 respectively in July, 1916—a total of 126 as against 201, being a reduction of 37.3%.

Commenting on this result, the "Carlisle Journal," in its issue of the 5th February, 1918, says:—"Drinking habits are largely influenced by the facilities offered for indulgence, and if the Control Board had done nothing more than accomplish what the Licensing Justices would probably have taken more than a quarter of a century to do in the way of closing redundant and undesirable houses, it might fairly lay claim to credit for a valuable contribution to the promotion of temperance."

It may be of interest to compare the result of the Board's action in Carlisle and district in the matter of the reduction of licences with the general results throughout England and Wales. The figures for comparison are taken from the Licensing Statistics, 1916 (Cd. 8769), the most recent statistics published. From these it appears that the number of licences in England and Wales were reduced during the 12 years, 1905 to 1917, from 124,883 to 107,993—a reduction of 13.5%—while in Carlisle, in one-eighth of the time, under direct control, the reduction has been from 119 to 71, or 40.3%, the reduction having thus been about 24 times as rapid as under the ordinary law. In the country district surrounding the City there has already been a reduction of 32.9%, a figure which will be increased when the operations are complete.

#### 5. "SPIRITLESS" SATURDAYS.

One of the first matters to claim attention in 1917 was the remarkable result achieved by the prohibition of the sale and supply of spirits on the Saturdays before Christmas Day, 1916, and on New Year's Day. The usual number of convictions for drunkenness on Saturdays at that time was about six, while on those two Saturdays there was only one. On the Christmas Day, when spirits could be obtained, there were 15 arrests. As an emergency measure, therefore, the sale of spirits was stopped on New Year's Day, which is a public holiday in the north, with the same beneficial result as on the two previous Saturdays.



The effect on public order was so good that the Board, acting on the advice of the Local Committee, decided to order the prohibition of the sale of spirits in Carlisle and in their Sunday Closing Area on every Saturday. This took effect as from the 22nd February. The result confirmed the wisdom of making the Order. On the seven Saturdays of 1917 preceding the 22nd February there were 45 apprehensions for drunkenness. On the same number of Saturdays succeeding the same date there were 7 apprehensions, all of which took place on St. Patrick's Day (reflecting the nationality of a large number of navvies then living in the City), while on the 45 Saturdays following the Order there were only 24. This is the more remarkable when it is remembered that Saturday is the market day in Carlisle, on which day the City is the rendezvous of the inhabitants of a very large area, and especially of the Gretna population, who come in for shopping and amusement.

The Order has caused some inconvenience, especially during the cold weather, amongst the farmers who come long distances, but on the whole the balance of convenience seems to justify the retention of the restrictions.

The influence of the "Spiritless" Saturday Order may be illustrated by the subjoined table, which also suggests that the drinking of spirits is the cause of most of the drunkenness. In the table are shown the days of the week arranged in the order of the total number of apprehensions for drunkenness in Carlisle on each particular day. Thursday, as might be expected from the fact that wages generally are paid on Fridays or Saturdays, comes lowest in the first list (and with the exception of Saturday in the second list also). In spite of this fact, however, Saturday has a lower total than Thursday for the last 44 weeks of the year. No explanation is forthcoming as to the high position of Tuesday in these lists.

Period of 8 weeks preceding the Spiritless Saturday Order.			Period of 44 weeks succeeding the Order.		
		Average per day.			Average per day.
SATURDAY	45	5.62	Tuesday	48	1.09
Tuesday	19	2.37	Friday	41	.93
Monday	13	1.62	Monday	33	.75
Friday	10	1.25	Wednesday	29	.65
Wednesday	9	1.12	Thursday	28	.63
Thursday	7	.87	SATURDAY	24	.54

"Arrests for drunkenness on Saturdays, which formerly was the heaviest day, have become practically non-existent." (Chief Constable's Report for 1917.)

Sunday is omitted from these lists. The sale and supply of intoxicants is prohibited in the City on Sunday, in conformity with the practice over the Border, and the total number of apprehensions on Sundays throughout the year is only 5, as compared with 35 on Thursdays, the next lowest total.

The total number of apprehensions (311) is less than the total number of convictions (320), this discrepancy being explained by the considerable carry-over of arrested "drunks" awaiting trial at the New Year, 1917, and the entire absence of any corresponding carry-over a year later.

## 6. PROHIBITION OF SPIRITS AT LONGTOWN.

At the request of the Gretna Factory Authorities the Board prohibited, as from the 18th December, 1916, until further notice, the sale of spirits for either "on" or "off" consumption at the public-houses in Longtown and the country districts in the Board's area adjoining the Gretna Works. This prohibition had excellent results, and it was continued for a number of months while the condition of Longtown was abnormal. In the autumn of 1917, however, the numbers of navvies employed at Gretna having very largely diminished, it was decided to resume the sale of spirits in this district. Spirits have therefore been sold, except on Saturdays, at Longtown since the 8th October, so far without any ill result.

## 7. "OFF" SALES OF SPIRITS.

The innovation of restricting the "off" sales of spirits to 18 selected houses in different parts of the City, instead of allowing such sales to be made at all the fully-licensed houses and at the premises having spirits "off" licences controlled by the Board in Carlisle, has been completely justified.

Whilst the reduced number of places where bottles of spirits can be obtained is sufficient to meet the reasonable requirements of residents and visitors desiring to purchase spirits for home consumption, the restriction has had a beneficial effect by removing from a man, leaving a licensed house at closing time in the middle of the day, the momentary temptation to take with him a bottle, which was undoubtedly the cause of much outside and home drinking in the afternoons.



It has been found possible during the past year to reduce still further to 15 the number of such houses without inconvenience to the public. Since the shortage of spirits has been so marked, owing to the limitation of withdrawals from bond, an instruction has been given that only one bottle at a time is to be sold to any customer at any of these houses except three, where trade of a different description has always been the rule. The limitation of the sources of supply in this way enables complete information to be available as to the sale and supply of bottled spirits within the City.

### 8. SUNDAY CLOSING IN CARLISLE.

In the latter part of 1917 the Board were requested to withdraw the restriction against the sale and supply of intoxicating liquors on Sunday in Carlisle and district. This request originated amongst certain of the local branches of the Trades Unions, the argument upon which it was based being that the reasons which led the Board to impose these restrictions at the beginning of the period of direct control were no longer operative, and that there was therefore no further justification for applying to Carlisle restrictions which were not in force in the rest of England.

The question was brought before the Local Committee and closely debated, and by a narrow majority it was decided to recommend the Board to allow the sale of beer and wine for two hours at mid-day and two hours in the evening on Sundays. The Board, however, after careful consideration of the whole question, decided that it was not desirable to alter the existing regulation.

### 9. MIXED DRINKS.

Among certain classes of customers at public-houses it was customary to order beer and spirits at the same time. The spirits were consumed neat and washed down with beer. This was a wide-spread custom, and was undoubtedly responsible for much drunkenness. Instructions were therefore given to the Board's managers on their appointment that this custom was to be discouraged, and ultimately, when all the houses in the City which were to be dealt with had been for some time under management, a definite instruction was issued that no order was to be received from any customer for spirits and beer to be served together. The stamping out of this pernicious practice is one of the direct results of the Board's control of the liquor traffic in Carlisle.

### 10. DECREASED DRUNKENNESS IN CARLISLE.

It has been persistently stated in some quarters that the decrease in the number of convictions for drunkenness before and after the commencement of the Board's activities in Carlisle is due not to anything that the Board has done, but entirely to the alleged fact that constructional workers at the neighbouring munition factory have been gradually leaving Carlisle ever since the arrival of the Board. This theory is in entire contradiction to the facts, for it has been stated by Sir Edward Pearson, the Constructional Manager of H.M. Factory, that "the number of workmen employed on construction work was practically the same at the end of 1916 as at the end of June (in that year) . . . I should say that the number of labourers coming from Carlisle all through remained fairly constant."

A reference to the accompanying chart clearly shows the immediate results of direct control by the Board, which commenced in the beginning of July, 1916. An immediate drop in the average weekly number of convictions from upwards of 23 for the 24 weeks preceding the Board's activities to just over 14 for the 32 weeks immediately succeeding, with the number of constructional workers remaining practically the same, can, to an unbiassed mind, only be explained in one way.

The total number of convictions for the year 1917 was 320, made up of the following quarterly totals. The corresponding totals for 1915 and 1916 are also given:—

	1st Qr.	2nd Qr.	3rd Qr.	4th Qr.	Total.
1915 . . .	38	34	35	170	277
1916 . . .	213	351	199	190	953
1917 . . .	164	65	48	43	320
Decrease 1917 on 1916	49	286	151	147	633

The enormous reduction in the number of convictions for drunkenness is probably the result of four chief factors, of which the three last are entirely due to the action of the Board in taking control of the liquor traffic at Carlisle.

- (1) The gradual disappearance during the first half of the year of most of the men of the navy type and their replacement in part by artizans and operatives at the Gretna Factory.
- (2) The closing of redundant houses.
- (3) The institution of "Spiritless" Saturdays.
- (4) The strict supervision exercised by the Board's Managers.

CONVI

Weekly Average

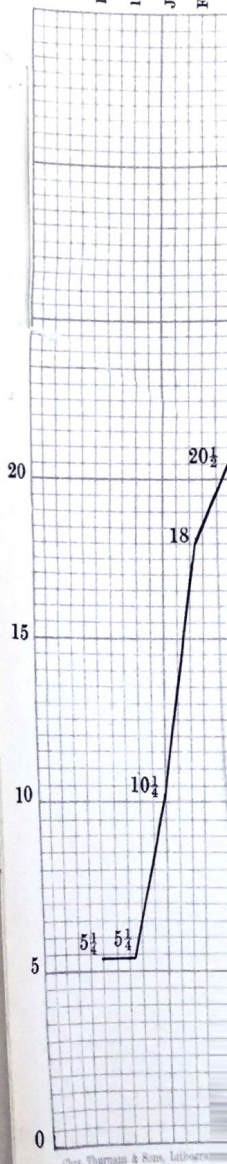
1916

1914

1915

Jan. 30

Feb. 27



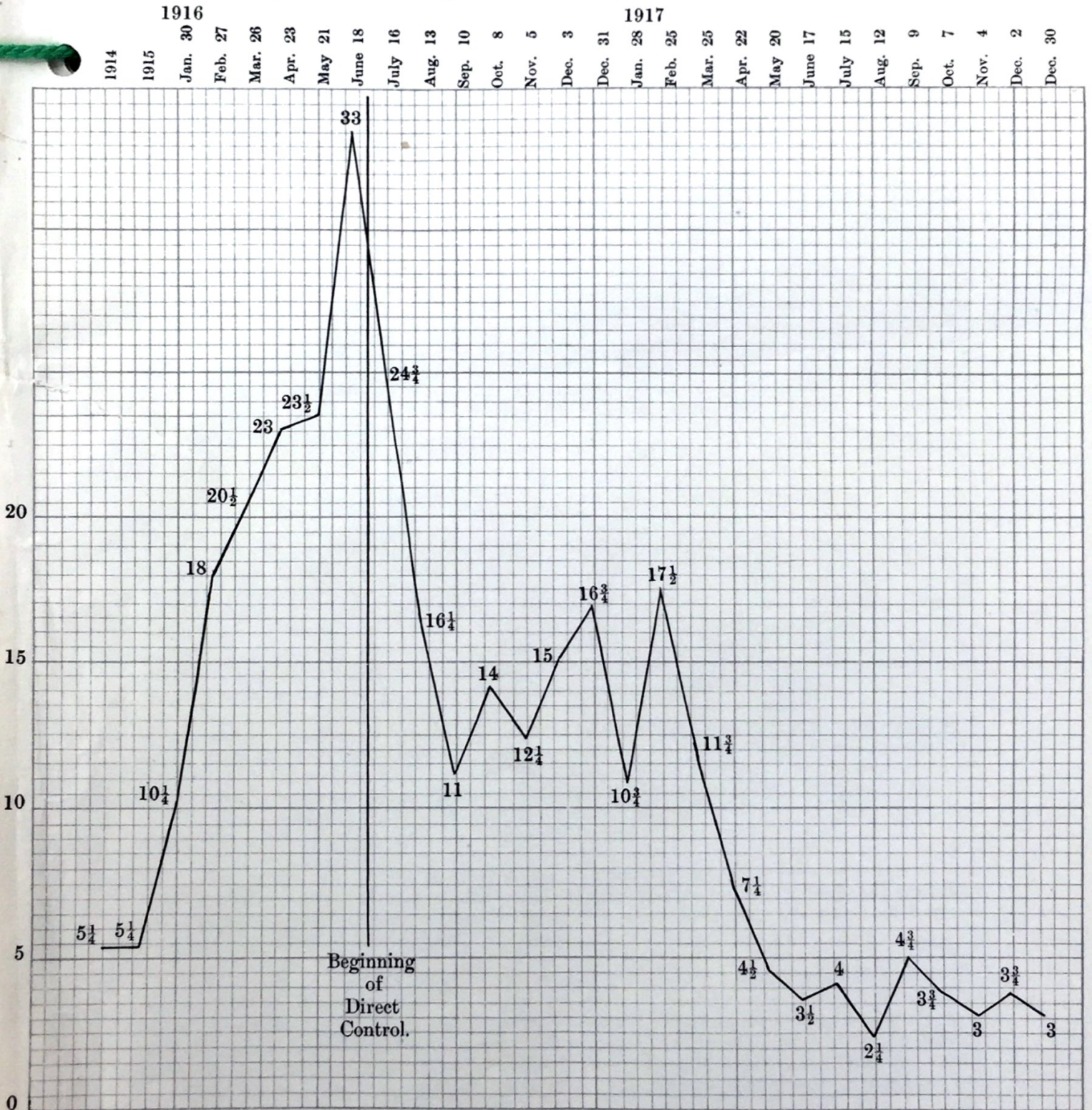
Geo. Thurman & Sons, Lithographers



# CONVICTIONS FOR DRUNKENNESS AT CARLISLE.

Weekly Averages for successive periods of 4 Weeks.

Weekly Average for 4 Weeks ending





The Mayor of Carlisle, presiding at the Annual Licensing Sessions for the City on the 4th February, 1918, is reported in the "Cumberland News" of that date to have stated that "the decrease in drunkenness was very reassuring. It was largely accounted for by the change in the constitution of Carlisle's floating population, and the figures which had been quoted for 1917 showed a striking decrease even on the pre-war average. Of the 320 convictions recorded during 1917, 207 were of people working at Gretna, leaving 113 as Carlisle residents or strangers passing through the City, but the average number of persons convicted during the last three complete pre-war years of 1911-12-13 was 244, so that 113 was a very remarkable figure indeed. As was to be expected, this decrease had resulted in a vast improvement in public order. Any unprejudiced person must admit that the credit for this improvement was largely due to the effects of the work accomplished by the Central Control Board. Statistics were somewhat dry, but the reduction they had been speaking of represented also a reduction of much misery, crime, and degradation."

Notwithstanding the withdrawal from Carlisle of numbers of constructional workers, it is estimated by the Chief Constable that there is still an additional population of 13,000 residing in and around Carlisle.

Of the convictions in 1916, 788 were convictions of persons working at Gretna other than Carlisle residents, while in the 320 convictions in 1917 there were 207 Gretna workers. The term "Gretna workers," as used in this connection, does not include Carlisle residents who were working at Gretna; it refers only to strangers. The balance of convictions, therefore, includes any person convicted who was a Carlisle resident. These numbers for 1916 and 1917 are respectively 164 and 113. The total convictions for 1913 and 1914, which are the latest years unaffected by the Gretna works, are respectively 237 and 275. Separate figures are not available for 1915.

The abnormal state of affairs at Carlisle in 1916 is reflected in the Licensing Statistics referred to above. In the table of convictions for drunkenness per 10,000 of the population in 83 County Boroughs and the City of London, the three towns with proportionately the highest number of convictions are Liverpool with 79 per 10,000, London (City) 174, and Carlisle 180. The average proportion of all the County Boroughs is 33. For comparison the figures of other munition areas may be noted, *e.g.*, Barrow-in-Furness, 54, and Newcastle-on-Tyne 72. Not only had Carlisle the highest proportion of convictions to population, but the City was very high in the list of absolute convictions. The only towns (London excepted) with higher totals are Liverpool (6138), Manchester (2646), Newcastle (1970), Birmingham (1344), West Ham (1276) and Salford (1061). Carlisle comes next with 953. After Carlisle comes Middlesbrough with 916. Carlisle even exceeded towns seven times its size, such as Sheffield (643) and Leeds (621).

## 11. EFFECTS ON APPEARANCE OF CARLISLE STREETS.

Probably the evidence of the Board's activities at Carlisle most apparent to the ordinary person is the changed appearance of the exterior of the public-houses. The advertisements of the sale of intoxicants have been removed, and in the great majority of cases the only lettering on the outside is the name of the house. All bottles have been removed from the windows, which are now draped with plain curtains. The fronts of a good many of the houses have been painted, and the appearance of these houses has been very much improved thereby. Many strangers have remarked upon the difficulty in distinguishing the public-houses in the main streets, so different are their exteriors from those usually seen in towns.

The improved condition of the streets, especially at night, is a fact which impresses itself upon residents and visitors alike. Although the streets are unduly crowded, especially on Saturday nights, the sight of a drunken person is very exceptional. Any person who lived in Carlisle through the years 1916 and 1917 will testify to the greatly increased order and quietness in the streets of the City since the work of the Board began to take effect, and especially during the last three-quarters of 1917.

The disgraceful scenes of drunkenness and disorder that marred the hours from closing time to midnight, particularly on Saturdays, during the few months immediately preceding the advent of the Board, are no more. The crowds are orderly and restrained, and women can again go about the streets alone in safety.

The condition of the streets in the earlier part of 1916 has been graphically described by the Rev. G. Bramwell Evens, a Carlisle resident. On page 4 of his pamphlet, "The Truth about Direct Control in Carlisle" (P. S. King & Son), he says—"Scenes of the most nauseating and degrading character became a common occurrence. Men fought like beasts; fierce fights raged round the doors of public-houses. The diminished police force were unable to cope with the situation. Almost every alley was littered with prostrate drunken men."



The main thoroughfare of Carlisle was bedlam and the returning trains to Gretna, with their living freight of cursing, vomiting, filthy-mannered men, are memories that cause one to shudder."

In striking contrast may be set an extract from the Annual Report for 1917 of the Chief Constable:—"The decrease in the amount of drunkenness in Carlisle has resulted in a vast improvement in public order in the streets. Further confirmation is afforded by the decrease in the number of offences, the causes of which are usually attributed to heavy drinking."

## 12. RESTRICTIONS ON THE OUTPUT OF ALCOHOLIC LIQUORS.

The restrictions on the manufacture and supply of beer, and the corresponding reduction in the amount of spirits allowed to be taken out of bond, which were imposed not by the Board but by the Food Controller on grounds of economy in the use of foodstuffs, have affected the Board in their capacity as licensed victuallers in exactly the same way as they have affected the licensed Trade throughout the country. The Food Controller's Order of the 29th March, 1917, caused a serious shortage of beer at Carlisle for some months. This shortage grew more pronounced as the summer wore on, and much discontent resulted. Some relief was given by the purchase of a quantity of Scotch beer, but the amount was not sufficient to meet the needs of the City and surrounding district, and the reduced number of houses were sold out for more than 25% of their opening hours. The strain was much relieved by the Food Controller's Order of the 7th July, 1917, whereby brewers who accepted certain conditions were allowed to brew 20% in excess of the amount allowed in the previous Order. Further supplies for the benefit of munition workers were obtained under the licence of the Food Controller. It was felt that the large number of munition workers living in Carlisle, and the fact that it was the centre of an agricultural community, justified the Board in applying for a share of the Food Controller's licence, and a "licensed increase" was in fact granted. In this way the shortage of beer was minimised.

The increase in supply is confined to beer. The restrictions on the supply of spirits were not relaxed, and no application was made for any such relaxation. The Board's supply of spirits has been sufficient to supply the reasonable needs of the district under control, but restrictions on the amount sent to each house, and to be sold to individuals, have been put into force in order that the available clearances from bond might be evenly distributed. Such distribution has been made easier by the fact of the whole of the local supplies of liquor being under the control of a single authority, with sales confined to comparatively few houses.

## 13. EFFECT OF RESTRICTIONS ON COUNTRY PUBLIC-HOUSES.

The effect of the Food Controller's restrictions on country public-houses has been very considerable. The profit from an ordinary house of this description is not at any time very great, and it had diminished considerably since the beginning of the War, owing to the gradual enlistment of large numbers of men of military age. The restriction of hours particularly affected the profits, as most of the passing trade was lost. So, too, the closing of the houses on Sundays in a large part of the area told specially upon them. Following this came the Food Controller's Order, limiting the supplies to one-third of the supplies for 1915-16. In most cases the amounts allotted to them by the Brewers, based on the datum year, were not sufficient to supply even the diminished demand of their customers, and in many cases the houses were without beer or spirits for days, and sometimes weeks, together. This was particularly hard on those licensees who were solely dependent on what they made out of the sale of liquor for their livelihood. Their ordinary expenses continued, though in some cases reductions of rent were made in the case of tied houses, but in many cases it was impossible to make ends meet.

## 14. RESULT OF REVISED PRICES ON PUBLICANS' PROFITS.

As the amount of alcoholic liquor for consumption has been cut down, the price of such supplies as have been available has risen. It was felt that it would be a matter of some interest—and it became necessary when applications for reductions of rent were received—to discover to what extent the increase of price had compensated retailers for the restriction in supplies, and to this end the figures of 20 typical licensed houses owned by the Board outside Carlisle and the area specially affected by Gretna were examined. The periods taken for comparison were the six months from the 12th May to the 11th November, 1915, and the corresponding months of 1917.

The result was that in the case of 11 out of the 20 houses the gross profits were found to have increased, and in the case of 9 to have decreased, the increases varying (to the nearest pound) from £68 to £3, and the decreases from £3 to £44. In the aggregate the increase amounted to £73, giving an average increase of £3 13s. 0d. per house.



It is difficult to say precisely how the net profits have been affected. On the one hand, coal, oil, cleaning materials, domestic help (where servants are employed, which is not common in the country houses), glass, carriage, &c., have gone up in price, while, on the other hand, a reduction has been made in licence duty, and in many cases a rebate of rent has been granted. On the whole it would seem likely that the net profits may be slightly down, but on the average this decrease cannot be great.

#### 15. PRICE AND QUALITY OF LIQUOR.

From the Board's point of view it is unfortunate that their advent to Carlisle coincided roughly with the beginnings of the tendency to raise the price of liquor and to lower its strength. It was almost inevitable that the average man should assume that the weaker ale or spirits he was drinking and the increased price he had to pay were due to the controlling action of the Board in the district. This, of course, was not the case. The Food Controller's restrictions, especially the drastic one of the 29th March, 1917, made it necessary throughout the country to increase the bulk available, while an increase of price was essential if the reduced output was not to result in a greatly diminished ratio of profit.

With regard to prices generally the Board in their Carlisle area have been guided by the relative prices charged in other parts of England. The prices charged have been such as to preclude any suggestion on the one hand that the Board were keeping prices down in order to swell their takings by encouraging the consumption of intoxicants, and on the other that they were utilising their monopoly to raise prices, and thus to increase their profits unduly.

#### 16. POSITION OF THE BOARD AS TRADERS

It may be relevant to point out that in so far as they carry on a trading or commercial undertaking the Board, by arrangement with the other Government Departments concerned, are subject to the same restrictions and regulations as any private trader. The opinion is held by some that the Board obtain divers concessions and have thus an unfair advantage. This is not so. The Food Controller's restrictions on the output of beer, the restrictions on the amount of spirit to be taken out of bond, the limitation of trading hours, the restrictions on the sale and supply of food in eating houses, and any other regulations which affect brewers, spirit merchants, licensed victuallers, or caterers, are strictly adhered to by the Board in their trading capacity. The Board pay property tax under Schedule A and Inhabited House Duty, and they are paying all the excise duties applicable to them as manufacturers, wholesalers, and retailers. They also make a grant to the local authorities in lieu of rates, and it is interesting to note in this connection a statement made by the Chairman of the Finance Committee of the Carlisle Council to the effect that the Board had treated them very generously.

Here may be dispelled another erroneous impression which exists in the minds of some—an impression which has been not obscurely hinted at as a certainty in the public press by one of the detractors of the Board's work at Carlisle—that the Board are in some way in league with the Police, and that the latter deliberately refrain from instituting prosecutions for drunkenness for the purpose of keeping down the number of convictions. Such an impression is entirely contrary to the facts, and has been publicly denied by the Chief Constable. The Police in Carlisle are as vigilant in licensing matters now as they were before the advent of the Board. From the Chief Constable's report it appears that "862 surprise visits were made by the Police to licensed premises during the year, and the most satisfactory improvement was found in the general conduct of the premises, both from the point of view of management and the sobriety of the customers. The doing away with unnecessary partitions and obstructions, and the closing of a number of back doors, have also greatly contributed to the better supervision of the premises." In one case proceedings were taken by the City Police against a manager for a breach of the Board's regulations.

In the county, the Cumberland Police treat the Board's houses in precisely the same way as the other licensed premises in their area, and two prosecutions took place for offences committed by a manager and tied tenant respectively.

#### 17. THE BREWERIES.

With the exception of the purchase of bottled beers and stouts of universally known firms, the whole of the brewing for the controlled area is carried out in the Board's Breweries. A large portion of the barley used is also malted at the Carlisle Old and New Breweries.

Of the four breweries taken over by the Board in July and August, 1916, two were closed shortly after their acquisition, and brewing was confined to the Old and the New Breweries. Owing to the restrictions of the Food Controller it was found possible during the year to concentrate the whole of the brewing for Carlisle and its neighbourhood at the Old



Brewery, thus effecting a further saving in administrative and other expenses. The Brewery at Maryport is still used for brewing and bottling, and supplies to the Board's houses at Maryport and in the country districts in that part of the area are sent from there.

Several minor improvements, both to plant and structure, have been carried out at the Breweries during the year, but much of the machinery and equipment is old and will require renewing from time to time. As extensive addition consisted in the introduction of a complete bottling plant of the most modern design at the New Brewery. This was recognised to be an essential economy as soon as the Board became possessed of the various properties, as, owing to competition and lack of co-operation, beer-bottling was carried on at certainly a dozen places in Carlisle with more or less old-fashioned appliances and by necessarily wasteful methods.

The new bottling plant includes a filler capable of bottling 120 dozen per hour, and a corking and labelling machine of a similar capacity. A bottle-washing plant was also provided as well as a filter and hydraulic press, and a pulp washer. In addition a carbonating machine was transferred from the Queen's Brewery and also a reserve filler. The plant as now installed is ample for local needs under present conditions, and has been so arranged that a second unit can be added when required. The machinery has been placed in a position which will facilitate the provision at a later date of a chilling plant. This would have been a desirable adjunct now, but the Board decided that, with the restricted output of beer and the high price of all machinery, this might wait until normal conditions ruled.

#### 18. SPIRIT STORES.

The inconvenience and lack of economy in dealing with the wholesale spirit trade of the Carlisle district at a number of different places in the City became apparent immediately the Board commenced operations, and it was decided to concentrate the trade at a central store. A suitable building, formerly a bonded store, was found, and a lease of it was taken towards the end of 1916 from the North British Railway Company, whose goods station it adjoins. The necessary alterations and additions were put in hand and the machinery and vats ordered, with the result that the store was ready for use in July, 1917.

The building has proved to be admirably adapted for its purpose. It is built on two levels with road access to each, consequently it was possible to arrange for most of the motive power required for moving the spirit from one portion of the store to another to be supplied by the force of gravity. The vats on the ground floor have a total capacity of 13,520 gallons. There are washing, bottling, corking, capsuling, and labelling machines, a spirit filter, and adequate storage racks. By means of these machines it has been found possible to cut down the staff to a minimum. The bottling machine is set to fill 140 dozen bottles an hour, and the corking and labelling machines keep pace. All supplies are sent direct to the retail houses.

The clouding of spirit which was anticipated as a result of dilution, has not proved an insurmountable difficulty. Owing to the size of the vats, which allows the liquor to stand for a considerable time after blending, and the admirable arrangements for filtering, the spirit when finally bottled or despatched for retailing in the public-houses is perfectly clear and bright.

#### 19. WINE AND SPIRIT MERCHANTS' BUSINESSES.

As Carlisle is the principal town and shopping centre for a very large area, there was a considerable trade carried on by the Wine and Spirit Merchants whose businesses have been acquired. In this, as in other directions, the competition was severe, and concentration of the trade at three central places was a natural and desirable sequence. At first there may have been some disposition on the part of the public to think that purchases made from the Board under the changed circumstances would not receive the same attention or consideration as before.

It is believed, however, that such a feeling no longer exists. The public sees that this branch of the undertaking is being carried on as before in all essential particulars, and especially that there is no disposition to sell inferior goods or to raise prices above those commonly ruling. Difficulties in executing orders owing to the restrictions, and in deliveries, about which complaints have been received, are due not in any way to the Board's action, but to the exigencies of the position created by the War, and are experienced in a degree no less marked in other areas.

#### 20. SAVING OF LABOUR.

The concentration of the whole of the liquor trade in the Carlisle district in the hands of the Board has resulted in considerable economies of labour, which is a factor of national importance at the present time. This has been effected under five main heads—



- (a) Brewing of beer at the Old Brewery.
- (b) Bottling of beer at the New Brewery.
- (c) The spirit trade at the new spirit stores.
- (d) Manufacture of mineral waters at a single factory.
- (e) Closing of licensed premises.

Taking these five heads in detail, the results appear to be approximately as follows:—

(a) The saving in labour involved in the concentration of brewing is roughly 14 men. In addition, such of the managers and office staff of the existing breweries as were either not taken into the service of the Board or were liberated for other work must be included. These numbered 12 men, 2 boys, and 2 women and girls.

(b) The bottling of beer at one central depôt has saved roughly 12 men, 10 boys, and 12 women and girls.

(c) The concentration of the spirit trade has involved a saving of about 10 men and 11 women and girls.

(d) The saving on the manufacture of minerals is 2 men, 4 boys, and 4 women and girls.

(e) The labour saved by the closing of licensed premises is considerable, but is more in the nature of an estimate than the foregoing figures. In the country districts for example, the licensee, if a man, was in almost all cases engaged in some other occupation, and in such cases the closing of the premises cannot be said to have released labour. But this was rarely the case with the houses in the City. Making all such allowances, including the employment of extra assistance to cope with the additional trade in the remaining houses, the saving effected comes to at least 36 men and 56 women. The total saving thus amounts to 86 men, 16 boys, and 85 women and girls.

Against this total must be set off the central office staff and the employees at the central stores. The total numbers in these two classes amount to 17 men, 5 boys, and 42 women and girls, giving a net total saving of 69 men, 11 boys, and 43 women and girls.

In addition should be noted the saving in fuel and light effected by the closing of so many public-houses, and the economies in transport arising from the same source and from the fact of all liquor being delivered from two or three centres only.

## 21. ACQUISITION OF THE MARYPORT BREWERY.

The Maryport Brewery, Ltd., which has its brewery and registered offices at Maryport, owned a considerable number of houses in the City of Carlisle and its immediate neighbourhood, which were taken over by the Board together with other licensed premises in the summer and autumn of 1916. The business done at these houses formed so great a proportion of the total business of the Brewery, that the continued existence of the Company as a paying concern was seriously jeopardised by the Board's action. The Board were advised that the purchase of the whole of the Brewery Company's undertaking would be relatively less expensive, and certainly more economical, than the payment of adequate compensation for the loss of so much of their business as well as their best houses. Negotiations were therefore commenced which, after considerable delay, were brought to a successful conclusion, and the terms were embodied in an agreement dated the 19th June, 1917.

Under this agreement the Board became possessed as from the 11th November, 1916, of the whole of the assets of the Company, including the brewery, the bottling stores, the spirit stores, and mineral water factory, 21 licensed premises and some unlicensed premises in the town of Maryport, and 84 licensed premises and a certain amount of cottage and other property in the surrounding country area, in addition to 20 public-houses, cottage property, offices, and stores in the City of Carlisle.

As in the case of the Carlisle Breweries, the employees of the Maryport Brewery were given the opportunity of remaining as servants of the Board.

## 22. HOTELS.

At the end of 1917 there were four hotels carried on under the direct management of the Board. Three of these were high-class residential hotels, the "Crown," Wetheral; the "Graham Arms," Longtown; and the "Solway," Silloth.

The "**Crown**" at Wetheral, a beautiful village on the Eden, 5 miles from Carlisle, is the headquarters of the Yorkshire Anglers' Association, whose members freely patronise the house during the fishing season. In the summer months Wetheral is a holiday resort of a quiet kind, and before the War many visitors both stayed at and visited the "Crown."

The "**Graham Arms**," at Longtown, which is a small town on the Esk, 8 miles from Carlisle, formerly enjoyed a considerable reputation as a fishing hotel, but the house had declined considerably before the Board took it over, and when Longtown was crowded with



Gretna navvies the house was given up to their convenience. Now that it has been recon-  
verted into a hotel and placed under efficient management, it is believed that its former status  
will rapidly be regained.

The "**Solway**" Hotel is one of the best residential hotels at Silloth, a popular water-  
ing place on the Solway Firth, about 20 miles from Carlisle. The hotel, being near the fine  
golf course, is extensively used by golfers. It was only put under management in the autumn.  
The hotels at Silloth are very busy during the summer season, and are all overcrowded at  
that time.

The fourth hotel, the "**Victoria**" at Carlisle, is primarily a commercial one. It is  
situated in a commanding position within two minutes' walk from the station, and is a  
well constructed modern building, re-built about a dozen years ago. It is largely used by  
travellers and business men interested in agriculture.

In addition to the above, the Board have owned since August, 1916, two other resi-  
dential hotels, the "Golden Lion," at Maryport, and the "Green Dragon," at Workington,  
both of which formed part of the Carlisle Old Brewery estate. These hotels have so far  
been let to tenants, but the former is about to be placed under direct management

### 23. FOOD TAVERNS.

The policy of the Board in their constructive work at Carlisle was to cater for the  
refreshment—both solid and liquid—of all sections of the community who were accustomed  
to use licensed premises. It was soon found that at the existing public-houses it was not  
possible to do more than provide cold food or light refreshments, and it was felt that in  
different parts of the City such facilities should exist as would enable the public to obtain a  
properly cooked meal at a reasonable price.

After careful consideration the Board decided to provide eight or nine of such places  
distributed throughout the City, and after a selection of the most suitable premises had been  
made, schemes of re-construction were prepared. Seven of these places (now generally known  
as the "Food Taverns") are completed, and are referred to in some detail. It has not  
been possible to complete the whole of the original scheme, owing to the shortage of labour and  
the difficulty of obtaining building materials at this stage of the War, but with the seven  
premises as now being used, the demand for food at licensed premises is probably sufficiently  
satisfied for the time being. Had it been possible to complete the scheme there would have  
been adequate provision made in each part of the City as well as in the centre.

Two of these food taverns, the Gretna and the London, were not licensed previously,  
but in the remaining five cases the present structure is a modification of former public-houses.

The **Gretna Tavern**, opened in July, 1916, formerly the General Post Office, is  
situated in Lowther Street in the centre of the City, and was fully described in the last  
report. It was provided at short notice to meet the pressing needs of the Gretna labourers  
then crowding the City, and to supply them with good and wholesome meals and with ale and  
beer if required. It proved a success from the start, and has continued to be most popular.  
The takings for food throughout the period have been considerably more than half the total  
takings, averaging about 60 per cent. There have been several improvements added during  
the year, including an extensive enlargement of the kitchens, and alterations to the bar,  
which have greatly added to its comfort and convenience.

On the 18th May their Majesty's the King and Queen paid a visit to the Gretna and  
stayed some time there, closely inspecting the premises and the arrangements made for  
feeding the munition workers, who now form a large proportion of the customers.

The **London Tavern**, situated in London Road, a working-class residential district,  
with railway goods yards in the vicinity, was opened on November 15th, 1916. The premises  
were formerly a club, and were purchased by the Board by agreement. The London has not  
yet proved so successful as its larger prototype, the Gretna, but has fully justified its  
existence. It is greatly appreciated by those—largely railway men—who make use of it,  
and the food trade steadily increases. The following is an extract from a letter which  
appeared in the "Liverpool Post and Mercury" on the 7th July, 1917, from a railway  
employee, who was working in the yards near by:—

"Sir,

May I, as a working-man and non-teetotaller, have a word on the work of the Carlisle  
Control Board? . . . I am a railwayman, and have lodged at Carlisle three times  
this last week, and have had most of my food at the London Tavern, which is State con-  
trolled, and I found that the food was excellent and very reasonable. One can get a  
good plate of meat and vegetables for 1s., and the tea and coffee are all that could be  
desired. I should like to see a public-house in Liverpool that caters for the  
working-man give us such a clean and comfortable dining-room. The beer is only 6d.  
a pint, and quite as good as that sold in Liverpool at 7d.

(Signed) Loco."



The **Pheasant Tavern**, in Caldewgate, opposite the large works of Messrs. Carr & Co., Biscuit Manufacturers, was opened on the 26th May, 1917. It is a reconstruction and enlargement of a former public-house, and is specially designed to meet a poorer class of custom. The ground floor here consists of a large open bar with wooden seats, chairs, and tables, a parlour at one end and a small dining-room (partly screened off) at the other. Upstairs there is an extensive café, with a separate entrance from the street, where intoxicants are not supplied. From the works opposite and from other factories in the neighbourhood come large numbers of women workers to this café, which is usually quite full at mid-day with some 60 to 70 persons having dinner. A rest room for women is also provided, but its advantages do not seem to be appreciated as yet.

The **Albion Tavern** was opened on the 7th June, 1917. It is in Botchergate, a busy shopping street, and took the place of the former public-house of that name. The bar in this case is on the ground floor, and consists of a large open room instead of four small rooms (as in the old house), with an island serving counter, the remainder of the space being occupied with chairs, tables, and seats. There is a dining-room on the first floor, which can be entered from the street by a separate door. This room was formerly a billiard room. The dining-room took some little time to become known. It is now very well patronised, and the Tavern generally does a very large trade.

The **Goliath Tavern**, transformed from a low-class public-house, is situated in a very poor residential district of the City. Here a small dining-room has been provided, but is not greatly used so far. The food trade, however, is gradually improving. This tavern had been reopened in December, 1916, as a public-house, but it was not until later that the kitchen was completed, and it was opened as a food tavern on the 18th June, 1917.

The **Irish Gate Tavern**, in Annetwell Street, near the Castle, was opened on the 1st October, 1917, and replaced two of the older public-houses. All the public rooms here are on the ground floor. There is a large open bar, with billiard room leading off. There is also a small dining-room, with a separate entrance into the street. This house has proved exceedingly popular, and already the accommodation for those requiring food is proving insufficient.

All the foregoing houses were designed to meet the needs of the wage-earning classes, and no meal was served at a higher price than 1s. 3d., in accordance with the Food Controller's Regulations.

At the **Citadel Tavern**, in English Street, on the other hand, there is provision for people of the business and professional classes. This house is the latest of the reconstructed premises, and was opened on the 15th October, 1917. Meals here are served at a higher price, whilst keeping strictly within the rations imposed by the Food Controller. The site was formerly occupied by two adjoining public-houses, and as it is in the centre of the City the opportunity was taken to make better use of the valuable property. The frontages of the public-houses were accordingly transformed into two shops, which readily found tenants at remunerative rentals. Between the shops a wide entrance is afforded to the dining room and bar on the ground floor, and the restaurant above. There has been a very gratifying appreciation of the premises by the customers for whom they were provided, and, judging by the numbers who frequent the Citadel Tavern, it has evidently supplied an existing demand.

The **Globe Tavern**, at Longtown, was opened by Lord D'Abernon on the 21st June, 1917. This tavern stands on the site of the outbuildings of a former public-house of the same name, while the old public-house itself has been converted into a shop. The new building is a handsome structure of local red stone, and consists of three main rooms. One is a large hall, with the service bar at one end, containing four open fireplaces, round which are arranged chairs and tables and wooden settles. There is a gallery over one end of the hall, with a piano. Over the bar and dining-room, at the other end, there is a billiard and reading-room. Adjoining the large hall is a dining-room with a separate entrance from the street. Ample kitchen accommodation has been provided, and there is a steady food trade, including a considerable custom in "off" sales. Outside is a small bowling green, with a raised pergola on two sides of it for seats. The opening of the Globe Tavern, with its ample accommodation, made it possible to dispense with other licensed premises in Longtown, and three public-houses were therefore closed at approximately the same date.

The aim in connection with all the reconstructed houses has been to do away with the innumerable small rooms and snugs in which the older public-houses abounded, and substitute for them large airy rooms. The Board have also aimed at discouraging the practice of standing at the bar counter to drink, and with this object the length of counter is greatly reduced, while the drinking rooms are plentifully supplied with seats, chairs, and small tables.

It will be realised how difficult it has been to conduct and cultivate a food trade under existing conditions. The shortage and the high prices of all essential articles of food have rendered it almost impossible to provide an attractive menu at a price which would come within the reach of those who have not the means of cooking substantial meals in their own homes.



## 24. "OFF" SALES OF FOOD.

At the London, the Pheasant, the Goliath, and the Irish Gate, in Carlisle, and at the Globe, at Longtown, facilities are provided for the "off" sales of cooked food. The plans for these houses were prepared some time before the food shortage had become acute, with the impetus it has given to communal kitchens. The idea, however, is the same, and judging by the experience gained from the limited provision which has been made, it is safe to say that the advantages are very great. The present high prices of food and its scarcity, and especially of all kinds of fat, make it exceedingly difficult to conduct a business where most of the purchases are in pennyworths. But the steady trade shows that the provision is valued highly by those for whom it is made. The average number of purchases each day in Carlisle now exceeds 800, and were it possible to provide more food at a cheaper rate and in greater variety, the number would undoubtedly be larger.

In connection with the "off" sales at the Board's Food Taverns, it may be noted that some contribution is being made to the problem of supplying food at mid-day and tea time to children whose parents are at work. For a small sum the children can obtain adequate portions of hot soup, stews, and puddings. The benefit of such food is incalculable, especially if compared with what the children would have to be content with in the absence of some such provision. The "off" sales department is, in three cases, quite separate from the "on" sales food part of the house, while in every case the "off" purchases may be made without the children coming in contact with those using the house for alcoholic refreshment.

This class of business is capable of considerable extension should the necessity and opportunity arise. If the communal kitchen movement continues to grow, and municipal kitchens are instituted in the City, the experience gained at the Board's premises will be of great value, and will be placed freely at the disposal of the local authorities.

Commenting on the Board's provision of food at their licensed houses, the "Carlisle Journal" in its issue of 5th February, 1918, says:—"Both the Chief Constable and the Mayor yesterday expressed high commendation of the improvement in public-houses from the standpoint of supervision and the supply of food as the principal part of the business at five public-houses, in addition to the Gretna Tavern and the London Tavern. This new departure has been a boon to a large number of workers who in the past have had to be content with makeshift meals, and in providing meals for consumption off the premises the Board has made it possible for many of the people to obtain excellent meals at a time when the difficulty of securing food supplies has become serious."

## 25. FOOD IN PUBLIC-HOUSES.

During most of the past year, and until the present shortage became acute, a serious and sustained effort was made to push the sale of food in the ordinary public-houses of the Board (as opposed to the specially equipped food taverns) in the City. 28 houses (since reduced to 21) in various parts of the City were selected for this attempt, and were kept open on week-days from 10 a.m. to 9 p.m. (with an interval of half an hour at 2-30 p.m. for the purposes of ventilation and cleaning), and on Sundays from 12 to 2 and 4 to 6 (lately changed to the hours of 7 to 9) for the sale of food and non-intoxicants. Fresh meat pies were delivered each morning, and facilities were given to the managers for the supply of sandwiches, tea, coffee, cocoa, &c.

To encourage the sale of food a commission of 75% on the gross profits arising therefrom was offered to the Managers. Notices were placed in the windows of the selected houses setting out the fact that food and non-intoxicants were procurable, and the times at which they could be obtained, and efforts were made in personal conversation with the Managers to induce them to encourage the sale so far as they could. The general shortage of food has made it difficult to give sufficient variety at a cheap enough rate to encourage sales, and the result has not been commensurate with the effort put forth.

The attempt under war conditions to resuscitate the functions of the victualling house of the past must be admitted to be somewhat of a failure. The changed conditions of our social life—and especially the social life of the wage-earning classes—are no doubt largely responsible for the changed character of the public-house, and it is quite clear that the vast majority of those who frequent the public-house regard it primarily as a place where they can get intoxicating liquors, secondarily as a place where they can meet their friends. Nor is it possible to change life-long habits of thought and social custom in the course of a few months, even if it were desirable in the abstract to do so. The average worker prefers to take his meals at home and his intoxicants at the public-house.

## 26. SALE OF LIGHT BEER IN PUBLIC-HOUSES.

Throughout the year every opportunity was taken of bringing to the notice of the public the various brands of "Munition Beer," "2 per cent. ale," and similar beverages by whatever name called. In the spring many different varieties were placed upon the



market, and a trial was given to most. It is possible that had the supplies been available, and the keeping qualities better, these might have become popular during hot weather when there was such a beer shortage. But the fact remains that the persons who went to a public-house in the usual hours of sale always tried to get beer if they could, and were only induced to try the substitute, which was considerably cheaper, when the real could not be purchased.

The difficulty of obtaining supplies, after the Food Controller's restrictions on the use of cereals for such purposes, prevented the experiment furnishing that exhaustive test which alone can decide whether it is possible to produce a popular non-alcoholic beverage comparable with beer for ease and rapidity of service combined with keeping properties.

## 27. AGREEMENTS WITH MANAGERS AND TIED TENANTS.

These agreements are framed with a view to encouraging licensees to check excessive drinking among their customers, and to conduct their houses as places where reasonable refreshment of any kind may be obtained. The managers of the Board's houses undertake to supply customers at all reasonable times with food according to demand, and with non-intoxicating drinks. As an incentive, a commission equal to 75% of the gross profits on the sale of food and 25% on the sale of non-intoxicants is given to them. In cases where the demand for food is very small the food is provided by the manager himself, who takes all the profits. Needless to say, no commission is offered on the sale of intoxicants.

The manager is not allowed to sell to any person apparently under the age of 18 for consumption on the premises (1) spirits of any description, (2) ale, beer, or stout, except for consumption with a meal.

In the country houses the managers have the free use of any garden land attached to the premises, and any profits they make from stabling and catering, besides the 25% commission on the sale of minerals.

The tenants of the Board's licensed houses, in districts to which direct management has not been extended, are bound by their agreements to supply food and non-intoxicating drinks when reasonably demanded, and to refrain from serving young persons under 18, except as stated above. They also undertake to exercise the greatest possible care to prevent drunken persons entering their premises or remaining thereon, and to use all possible means to prevent excessive drinking by customers.

## 28. MOUNSEY ARMS, ROCKCLIFFE.

Rockcliffe is a small village about  $4\frac{1}{2}$  miles from Carlisle, in the Gretna direction. It possessed two inns when the Board took over the supply of intoxicants in the district. One of these was closed in December, 1916, and the remaining one was not suitable for its purpose, either from position or structure. As there existed in the village a reading room, owned by the local squire, and managed by a committee of village people, which was very little used, it was suggested that it might be licensed for the sale of beer and converted into a village club. An arrangement was made whereby the premises were leased to the Board for a term of seven years at a nominal rent for this purpose. Slight alterations and improvements were made to the hall, which was then opened as a beer house on the 24th August, 1917. The inn was simultaneously closed, the licensee being appointed manager of the new premises, which were named the "Mounsey Arms."

Light refreshments of all kinds can be obtained at reasonable hours; in the hall are tables and chairs, with books, magazines, newspapers, and games, including a small billiard table. The premises should prove a welcome addition to the opportunities of recreation for the village folk. It is too soon to say whether such an innovation in the style of a village public-house can be regarded as a success. Certain facts, *e.g.*, the closing of Rockcliffe Station on the Caledonian Railway as a war economy and the absence of young men from the district, have had a prejudicial effect upon its career, and many who might use it as a place of refreshment after walking from Carlisle are not even aware of its existence. But that some improvement is required in most of the village public-houses will be admitted by all, and it is only by trying experiments of this sort that light will be thrown on an interesting social question.

## 29. THE TRADES' HALL.

The public-house known as the Lion and Lamb Inn, an ancient and ill-constructed but roomy building, was situated in one of the narrow lanes leading out of Scotch Street, in the centre of Carlisle. It was most unsuitable, both from its position and structure, for licensed premises, and was closed by the Board in April, 1917.

For the convenience of a large number of farmers and others attending the market the stabling and market room were continued, and the whole building placed in charge of a resident caretaker. It was decided to utilize the house itself for committee rooms for any



Friendly Societies or Trade Unions which might wish to make use of it for their meetings. Most of such organisations were at the time scattered in various licensed premises in the town, and it was believed that the provision of a central meeting place would be welcome. Some of the rooms therefore were redecorated, and the name of the premises changed to "The Trades' Hall." The rooms are now available for meetings at a small charge per night, and already a considerable number of Societies in the town make use of them.

The provision of accommodation for Friendly Societies and the like in unlicensed premises was originally suggested to the Board by the Chairman of the National Health Insurance Joint Committee.

### 30. FACILITIES FOR NON-INTOXICANTS.

In addition to their public-houses and taverns the Board have opened a Coffee House and three Coffee Carts, where food and non-intoxicants can be obtained.

The Coffee House at Longtown was opened on the 2nd November, 1916, to meet the demand for meals and non-alcoholic refreshments during the period when Longtown was the resort of large numbers of constructional workers from Gretna. Portions of the out-buildings of the Graham Arms Hotel were utilized for the purpose. Regular meals were at first supplied, but since the opening of the Globe Tavern these have been discontinued, and anyone requiring a substantial meal is referred to the Globe. The Coffee House is, however, still popular for light refreshments, and at the request of the Local Advisory Committee the Board have decided that it should be kept open for the present.

For the convenience of the Gretna workers arriving at or departing from Carlisle at night and in the early morning, Coffee Carts have been placed at the two entrances to the Carlisle Station. They have both been successful, the one at the main entrance particularly so, and many expressions of thanks have been received from workers for the facilities afforded them of obtaining refreshment at hours when all ordinary places are closed.

In the autumn a third coffee cart was installed, with the concurrence of the management of the Factory, at the entrance to the Gretna Works at Mossband Station, and was found to be even more popular than the carts at Carlisle. So much appreciated was it that arrangements were made with the Factory Authorities with a view to the Board keeping a permanent refreshment shed open in this position, to give shelter for the customers and provide greater supplies. These proposals, however, have now been cancelled, as the Factory Committee have decided to carry on the business themselves.

### 31. EXTENT OF THE BOARD'S PROPERTY.

In the Carlisle and District Directly Controlled Area, as described in heading 2, the Board have come into possession of property (as successors to the different firms whose businesses have been acquired) of which the following is a summary. The Board in addition have purchased for extinction 32 licences, leaving the property unlicensed in the hands of the owners:—

5 breweries with their buildings, plant, utensils, and stock.

272 premises which at the time of acquisition held licences. Of these, 48 have been dislicensed, the property remaining in the Board's possession, 106 were placed under management, and the remaining 118 temporarily left in the hands of tied tenants.

331 separate holdings of unlicensed property, consisting of business and other premises, agricultural land, and cottages.

The property let to tenants may be usefully summarised under the following heads, showing the rentals produced:—

	<i>Rentals.</i>
(1) Freehold licensed houses let on tenancies ... ..	£3,121 10 0
(2) Licensed houses held on lease and let on tenancies ...	752 0 0
(3) Shops and Offices in Carlisle (53 tenancies) ...	2,293 10 0
(4) Houses in Carlisle, Longtown, &c., formerly licensed, now closed (24 tenancies) ... ..	1,282 15 0
(5) Cottage property in Carlisle (122 tenancies) ...	1,226 10 8
(6) Cottage property and shops outside Carlisle (121 tenancies)	994 12 4
(7) Ninety acres of land let for farming purposes (12 tenancies)	208 0 0
	£9,878 18 0

### 32. FINANCIAL RESULTS.

Speaking at the opening of the Globe Tavern, Longtown, on June 21st, 1917, the Chairman of the Board made an announcement as to the financial prospects of the Board's undertaking. As reported in the "Carlisle Journal," his Lordship said—"I turn to the financial results. It is too soon to say anything final regarding this aspect of direct control.



In some districts the price of acquisition has not been settled, and in others the full amount of reconstruction has not been carried through; but so far as results are available I may say this: that the profit and loss account shows a balance of about 15 per cent. on the capital expenditure after meeting all the usual trading charges—that is to say, after providing for rent, repairs, licence duty, rates and taxes (or contributions in lieu thereof), managerial and architectural staff, and depreciation on plant, furnishings, and utensils. At first sight this looks a very satisfactory result, but you must bear in mind that the circumstances are exceptional in that the returns of the houses taken over have been increased by an influx of population, large in itself, and no less desirous than you or I of reasonable drinking facilities. You must remember that, regarding it as a business concern, it is desirable to make liberal provision for the redemption of capital secured on licensed values and other capital expenditure of a special nature, such as alterations and improvements. As I have shown, up to the end of March, 1917, the financial result has proved satisfactory; if conditions remained constant there is every reason to expect that result to continue."

As the total capital expenditure has not yet been determined, it is impossible to publish figures which would give accurate information as to the financial position of the undertaking, nor could profits based on estimates be made public without disclosing confidential information which ought not to be given until the process of acquisition is complete. Provided the final cost does not largely exceed the amount anticipated in June last, there is reason to believe that after making all proper deductions the rate of profit earned will prove to have been on the scale foreshadowed by Lord D'Abernon.

Considerable progress has been made with the settlement of the claims of owners, tenants, and interested parties in respect of the acquisition of the property in the City of Carlisle, and the Longtown and Cumberland Ward Divisions. Most of such persons have been ready to come to terms with the Valuers appointed by the Board, and there are comparatively few cases (although some of these represent important interests) which are not making satisfactory progress towards a settlement, now that the parties are not required to submit their claim to the Losses Royal Commission. It is not generally realized what a number of different interests are affected in transactions of this description, and the amount of negotiation involved before settlements by agreement can be reached.

### 33. GRANTS TO LOCAL CHARITIES.

The Board, with the approval of the Treasury, made a grant of £100 to be allocated amongst various charitable institutions in Carlisle and District, to replace the subscriptions formerly given by the Brewery Companies and the firms of wine and spirit merchants. In dividing the sum the Board were guided entirely by the advice of the Local Advisory Committee.

### 34. THE LOCAL ADVISORY COMMITTEE.

This Committee continues to give the Board the greatest assistance in all matters in which local considerations should weigh. At the monthly meetings every opportunity is afforded for discussion upon points of interest as they arise. With the extension of the area, the Committee was enlarged by the addition of three members, one representative of the Allerdale-below-Derwent and the Maryport Justices respectively, and the third of the Maryport Urban District Council.

A Women's Sub-Committee was also formed of the three lady members of the Advisory Committee, and certain co-opted members, to visit the food taverns and supervise their organisation, paying particular attention to the arrangements for the off-sales of food.

(Signed) EDGAR C. SANDERS,  
*General Manager.*

19 CASTLE STREET,  
CARLISLE,  
25th February, 1918.



MAP OF CARLISLE  
 Showing Licensed Premises Closed by the  
 CENTRAL CONTROL BOARD (LONDON TRAFFIC),  
 1st July, 1916, to 31st December, 1917.

References  
 ● Licensed Premises remaining Open.  
 ○ " " " " Closed by the Board ("On" Licences).  
 ○ " " " " " " ("Off" Licences).



Belle Vue

Bakerby

NOTE.—This Plan is reproduced from the Ordnance Survey Map with the sanction of the Controller of H.M. Stationery Office.

Cart: Thomas & Son, Lithographers, Carlisle.

Upperby