M.R.O. 1—17,000—9-6-37.

(1) Number of pages _____

(2) Date of repair _____

(3) Initials of the Reforencer _____

MADRAS RECORD OFFICE.

Government of Madras.

Revenue DEPARTMENT.

G.O. No. 742-744 Press / Mis.

Dated 28-7-1887 1887.

Not to be folded or roughly handled

GOVERNMENT OF MADRAS.

REVENUE DEPARTMENT.

Read—the following Proceedings of the Board of Revenue (Separate Revenue), dated 9th May 1887, No. 93 :—

Read—the following papers :—

From the Collector of	Anantapur,	dated	19th	October	1886,	No. 2418.
,, ,,	of Arcot, North,	,,	12th	,,	,,	,, 993.
,, ,,	of Arcot, South,	,,	13th	December	,,	,, 314.
,, ,,	of Bellary,	,,	26th	August	,,	,, 598-Ab.
,, ,,	of Canara, South,	,,	17th	November	,,	,, 3016.
,, ,,	of Chingleput,	,,	25th	October	,,	,, 4568.
,, ,,	of Coimbatore,	,,	23rd	November	,,	,, 1052.
,, ,,	of Cuddapah,	,,	6th	December	,,	,, 5010.
,, ,,	of Ganjam,	,,	21st	,,	,,	,, 5205.
,, ,,	of Godávari,	,,	11th	,,	,,	,, 1207.
,, ,,	of Kistna,	,,	7th	,,	,,	,, 4676.
,, ,,	of Kurnool,	,,	23rd	November	,,	,, 55.
,, ,,	of Madras,	,,	26th	,,	,,	,, 3621.
,, ,,	of Madura,	,,	3rd	,,	,,	,, 2339.
,, ,,	of Malabar,	,,	3rd	December	,,	,, 5439.
,, ,,	of Nilgiris,	,,	9th	October	,,	,, 1761.
,, ,,	of ,,	,,	12th	January	1887,	,, 27.
,, ,,	of Salem,	,,	30th	October	1886,	,, 2469.
,, ,,	of Tanjore,	,,	22nd	November	,,	,, 8303.
,, ,,	of Tinnevelly,	,,	7th	December	,,	,, 1148.
,, ,,	of Trichinopoly,	,,	2nd	November	,,	,, 4124.
,, ,,	of Vizagapatam,	,,	25th	,,	,,	,, 2103.

Resolution—dated 9th May 1887, No 93.

The provisions of the Madras Abkári Act have not yet been made applicable to "intoxicating drugs" as defined therein ; in order to obtain some particulars regarding the extent and nature of the traffic in such drugs in this presidency—there being absolutely nothing on record on the subject—the Commissioner of Salt and Abkári Revenue issued a circular to which the letters above read are replies. A précis summarizing them is appended to these Proceedings. The circular was also sent to all Inspectors of the department, but as they obtained their information for the most part from the same source as Collectors, their replies correspond very nearly with those of the Revenue officers.

2. The general result of the investigation is to show that throughout the greater part of the presidency the traffic in drugs prepared from the hemp plant is of no importance whatever ; in the Northern Circars, where the use of opium also is very prevalent, ganja appears to be more extensively used than in the southern districts ; in some parts of the country its chief consumers are wandering Fakirs and sojourners from the north of India generally. The plant is principally grown in backyards for domestic consumption, and nowhere does it appear to be cultivated on a large scale; the most extensive areas are in the Kistna district and on the Javadi hills in North Arcot; in South Arcot and Tinnevelly the plant is cultivated for its valuable fibre, not for the manufacture of ganja. There appears to be little or no "export" or "import" as defined in the Act, but merely transport between districts ; the local cultivation being evidently extremely limited, the consumption must also necessarily be small. The use of ganja is supposed to be more injurious to health than the consumption of opium ; hence it is desirable to place the traffic in it under some sort of control, but the value of the article is small and the taxation which can be imposed will not bring in any considerable revenue. The question is what measures should be adopted.

3. The following plan was suggested for the consideration of Collectors in the circular above adverted to—

(*a*) To forbid cultivation except under license, which would be granted free of payment.

(*b*) To prohibit manufacture except under license.

(*c*) To sell the monopoly of manufacture and vend by districts or taluks, licenses for manufacture and retail vend being granted at the Collector's discretion in such number as may appear requisite.

4. These measures are accepted by Collectors generally, but the Collectors of Vizagapatam, Cuddapah and Anantapur are opposed to the system of farming the revenue as likely to stimulate a very deleterious practice; the renters will naturally do their utmost to extend sales and will introduce the drugs to the notice of those who have hitherto been unaccustomed to the use of them. At present the consumption is in many parts of the country confined to the towns, and the rural population does not indulge in the use of ganja. It is very undesirable, therefore, that any steps should be taken which would have the effect of begetting a trade at present non-existent. There is much force in these objections, and the information which has been collected shows that the consumption of "intoxicating drugs" is so limited that there is no necessity to resort to this method; if the practice were general it would be the duty of Government to deal with the evil and take such measures as would tend to check it; for purposes of taxation it might be necessary to employ middlemen at any rate at the outset. The Collector of Anantapur considers that the baneful practice of consuming ganja would be fostered by any recognition of it by Government, and that "the chance of undue executive interference with domestic and private matters" should be avoided. This is an argument which is commonly adduced against any interference on the part of Government with social evils, but it is a fallacy to suppose that any good purpose is served by ignoring their existence, though their judicious treatment may be a very difficult problem.

5. The course which should be adopted as regards preparations from the hemp plant appears to be to take steps to obtain a more intimate knowledge of the traffic which can be done with a minimum of interference. At present so little is known on the subject that it is impossible to advise with any certainty as to what may be the best method of treatment, and different parts of the presidency may have to be dealt with differently. For the present it would appear best to adopt the Bombay system which is briefly as follows: Cultivation of the plant is not interfered with, but cultivators are required to take out a license for the sale of ganja or bhang. No duty is levied in respect of such sale. Wholesale dealers are also required to take out a license, but no fee is charged therefor, nor is any duty levied in respect of the drugs manufactured and sold by them. Cultivators and wholesale dealers are prohibited from selling to any one except a licensed wholesale or retail vendor or a licensed exporter. The revenue is realized by means of a fee on all permits granted for export or import of "intoxicating drugs" or for their transport from one district to another, and by auction sale of licenses for the joint privileges of manufacture and *retail* sale. A copy of the rules and forms of license in force in the Bombay Presidency is submitted herewith for the information of Government.

6. The above system affords the means of procuring information as to the traffic with the least possible interference. The cultivation of the hemp plant and manufacture of drugs in small quantities merely for domestic use would not be disturbed, but the introduction of passes for transport, export and import would show where the centres of production are and what the extent of the traffic is, whilst the licensing of retail sale would bring to light the consumption in different parts of the country, the prices charged, and particulars which the retail vendors would be required to record. Taxation can then be regulated by such measures as may appear desirable.

7. Although the Bombay system appears to be generally suitable, in some particulars a different procedure will have to be followed in this presidency. There is no prohibition in the Bombay Abkári Act against the cultivation of the hemp plant without license similar to that contained in section 12 of the Madras Abkári Act, and cultivation is apparently unrestricted. On the other hand, no license is required by a

cultivator in this presidency for the sale of his produce to a person licensed under the Act to sell, manufacture or export intoxicating drugs (*vide* section 15). No fees need be charged for licenses to cultivate, but even the grant of licenses free of charge involves some trouble to cultivators and opens a door for unauthorized exactions and interference; the cultivation is so limited that it is not absolutely necessary to bring it under control, but reading sections 12 and 15 together, it was clearly the intention of the legislature that cultivation should be licensed, and as cultivators are not required to take out licenses for sale of their produce to persons authorized to buy it, there will be no check on licensed vendors, and it will be impossible to verify the source from which they obtain their supplies, if the requirement of license in the case of cultivation be dispensed with. This requirement will, moreover, doubtless operate beneficially in checking the cultivation of the plant to some extent and the preparation of drugs for domestic use. No person other than a licensed vendor by wholesale or retail will be able to keep in his possession a larger quantity of drugs than is permitted under section 13 of the Act; so that manufacture for home consumption will necessarily be restricted to very small quantities. Licenses may be granted to wholesale dealers free of charge until it is seen what the payments in the shape of pass fees amount to. Licenses for retail sale in localities in which there is a demand for the drug should be put up to auction annually. Collectors can decide when and in what numbers shops should be allowed, and the risk of stimulating consumption unduly will thereby be obviated.

8. With reference to the remarks of the Collectors of Bellary and Chingleput regarding the necessity of making special provision for the manufacture and vend of preparations of hemp for use as medicines, it is observed that, under section 71 of the Abkári Act, the provisions thereof do not apply to the manufacture, possession, sale, or supply of any *bonâ fide* medicated article for medicinal purposes by medical practitioners, a term which would comprise native hakims. There is a risk, however, of their becoming retail vendors of drugs for purposes of intoxication and supplying the wants of consumers from their medical stores, and in that case it will be necessary to prohibit sale by them of preparations from the hemp plant except under license on payment of such fees as would prevent them from competing with licensed vendors of drugs. Till the necessity arises, however, the dealings in drugs of this class of persons need not be interfered with.

9. If the Government approve the recommendations above made, a set of rules, forms of licenses, &c., will be drawn up and submitted for approval. Until the policy of Government is declared, it is unnecessary to consider points of detail. If orders are issued soon, notice of prohibition of cultivation without license from next cultivating season might at once be given and licenses might date from 1st April next.

APPENDIX No. 1.

From C. A. GALTON, Esq., Acting Commissioner of Salt and Abkári Revenue, to all Collectors, dated Madras, 5th August 1886, No. 10076.

The Madras Abkári Act, 1886, has not yet been declared applicable to "intoxicating drugs," although they are included within the scope of the enactment, but it seems desirable that steps should be taken to control the traffic and to enable me to submit proposals. I shall feel obliged by your instituting inquiries regarding the traffic in, and consumption of, such drugs in your district, and furnishing me with as much information as is procurable on the subject.

2. "Intoxicating drugs" are defined as including ganja, bhang and every preparation and admixture of the same and every intoxicating drink or substance prepared from any part of the hemp plant (*Cannabis sativa* or *indica*) from grain or from other material and not included in the term "liquor," but do not include opium or anything included within the meaning of that word as defined in the Indian Opium Act, 1878.

3. The principal points to which inquiry should be directed appear to be the following:—

(*a*) To what extent is the hemp plant cultivated in your district? Is it merely grown here and there in backyards for domestic use or on a large scale for sale to manufacturers? In the latter case, what is approximately the area under cultivation?

(*b*) What descriptions of drugs are manufactured from the hemp plant and what are the processes employed?

(*c*) Is the manufacture carried on merely to a limited extent for domestic consumption or on a large scale for sale?

(*d*) If the hemp plant is not grown locally are drugs prepared from it imported; if so, from what localities?

(*e*) Is there any export of such drugs; if so, whither?

(*f*) What is the cost of manufacture and what are the wholesale and retail prices charged for each description of drug?

(*g*) What is approximately the extent of the total consumption throughout the district, and how and in what quantities are the different preparations used?

(*h*) Are any intoxicating drugs other than those prepared from the hemp plant in use; if so, of what nature are they?

4. In Bengal "ganja" is made from the dried flowers of the female hemp plant and is used principally for smoking. "Bhang" is prepared from the dried leaves of the male hemp plant and is usually consumed after being ground into a paste and then dissolved in some liquid. It is also smoked but rarely. "Majun" is a confection made of ganja or bhang mixed with milk or ghee and sugar. "Charas" is the resin which exudes from the flower and leaves of the hemp plant; it is used for smoking.

5. The cultivation of the hemp plant is allowed only under license for which no fee is charged. The crop can be sold only to an authorized wholesale purchaser, and the drug as manufactured must be forwarded to a public warehouse or stored in some authorised place in the premises of the cultivators or the wholesale dealers who prepare their own drug. Transport of the drug is permitted only under permit. A duty of Rs. 4-8-0 or Rs. 5 per seer according to quality is levied on the drug as it passes into the hands of the retailers, and licenses for retail vend are granted either under the auction system or the fixed license-fee system.

6. The Madras Abkári Act provides that no intoxicating drug shall be manufactured and no hemp plant shall be cultivated except subject to the conditions of a license granted by the Collector (section 12); that a cultivator or owner of any plant from which an intoxicating drug is produced may sell without a license those portions of the plant from which the intoxicating drug is manufactured or produced to any persons licensed under the Act to sell, manufacture or export intoxicating drugs (section 15). It also contains provisions similar to those prescribed for spirits in respect of import, export, transport, manufacture, possession, sale and the levy of duties on "intoxicating drugs."

7. For the present it will probably suffice (*a*) to forbid cultivation except under license which would be granted free of payment, (*b*) to prohibit manufacture except under license, (*c*) to sell the monopoly of manufacture and vend by districts or taluks as may appear best, licenses for manufacture and retail vend being granted, at the Collector's discretion, in such number as may appear requisite as in the case of the opium farms. I shall feel obliged if you will favor me with your opinion on this point.

8. As I am anxious to submit my proposals to Government in time to admit of the regulation of the traffic from the commencement of the next official year, I shall be glad if you can furnish your report within two months.

Copy to Deputy and Assistant Commissioners of Salt and Abkári Revenue with the request that Assistant Commissioners (except Balasore) will collect all information they can on the above points and submit a report as early as possible.

APPENDIX No. 2.

Précis of replies received to Commissioner's Circular letter, dated 5th August 1886, *No.* 10076.

(*a*) To what extent is the hemp plant cultivated in your district; is it merely grown here and there in backyards for domestic use or on a large scale for sale to manufacturers; in the latter case what is approximately the area under cultivation?

Cultivated in most districts only in the backyards of houses for domestic use. In the following districts it is reported to be grown to a greater extent:—Godávari, area not given; Cuddapah 4 or 5 acres; Kurnool 39 acres; North Arcot (on the Javadi hills) 100 acres; South Arcot (for fibre only) 28 or 30 acres; Tinnevelly (for fibre) 156 acres; and Kistna 254 acres.

(*b*) What description of drugs are manufactured from the hemp plant and what are the processes employed?

The drugs usually manufactured may be classified under three heads—(1) ganja, (2) bhang, (3) majun.

In different districts various names are given to preparations, such as, Purnadhi Leghiam, resembling majun, Ramarasam Bhoja, Sabja, &c., all very similar to one another.

1. Ganja is usually prepared from the dried leaves of the hemp plant reduced to powder in the palm of the hand by being rubbed with the thumb of the other hand. It is then usually mixed with tobacco and smoked in a "chilam" or pipe.

2. Bhang is prepared by grinding the dried leaves of the male plant (in some places called "kalli") in a mortar or stone pan with spices, pepper, ginger, &c.; it is then moistened with water and made into a paste. This paste is mixed with water, filtered and drunk. To make it more intoxicating the seeds of the "umatankai" or *Datura fastuosa* are sometimes mixed with it. The process is in some places varied by adding the paste to boiled milk instead of water.

3. Majun is prepared by soaking the hemp flower in pure water or cocoanut milk for a day or two and then boiling it in milk. After taking the flowers out butter is made from the milk. A confection is then made by adding sugar and spices to the butter.

It is also made by reducing the flower to powder and mixing it with sugar or jaggery.

The various other preparations named are more or less prepared in a similar manner, some few other ingredients, such as spices, poppy seeds, &c., being added.

In Udamalpet of Coimbatore district the leaves are said to be laid on mutton, fried and eaten.

Charas, the resinous exudation from the stems, leaves and flowers, is mixed with tobacco and smoked in a few places only.

(*c*) Is the manufacture carred on merely to a limited extent for domestic consumption or on a large scale for sale?

The manufacture is generally reported to be carried on only on a limited scale for domestic consumption, except in Madras, where some shops are licensed for manufacture and sale, and in the Javadi Hills of North Arcot, where 100 acres are reported to be under cultivation for sale.

(*d*) If the hemp plant is not grown locally, are drugs prepared from it imported; if so, from what localities?

The reports on this point are conflicting and unreliable. Vizagapatam imports from Bastar and Kistna, as also Godávari; Kistna imports from Nellore district; Cuddapah, Madras, South Arcot, Trichinopoly, Tinnevelly and Malabar import from North Arcot and Salem; Bellary from Hyderabad; Anantapur from Kurnool and Cuddapah; Kurnool from Cuddapah, Banganapalle and Hyderabad; Tanjore and Madura from Trichinopoly, Bangalore and Madras; South Canara from Malabar.

While so many districts speak of imports from North Arcot, the Collector of that district reports exports to an inconsiderable extent only to Mysore and Hyderabad. The imports are all reported to be in very small quantities.

The plant is grown in all districts except the Nilgiris, where it is reported to be neither grown, imported nor sold.

(*e*) Is there any export of such drugs; if so, whither?

No exports are reported from any but the following districts:—

1. Kistna to Vizagapatam, Godávari and Ganjam districts (the Collector of Ganjam says there are no imports into his district);
2. Madras to Ceylon and neighbouring taluks of Chingleput;
3. North Arcot to Mysore and Hyderabad;
4. Malabar to Cochin territory.

There being no proper statistics these reports are not reliable.

(*f*) What is the cost of manufacture and what are the wholesale and retail prices charged for each description of drug?

The cost of manufacture given varies so considerably that it is difficult to estimate, except very roughly, what the average cost is. The average appears to be about two annas a seer of 24 tolas of the drug required for ganja and bhang. Majun costs from four annas to one rupee on an average per seer according to the ingredients used in its preparation.

Wholesale prices also vary.

	Rs. A. P.	Rs. A. P.	
Ganja ...	3 0 0	to 10 0 0	per maund.
Bhang ...	.....	.....	
Majun	0 4 0	to 1 0 0	per 80 tolas.

Retail prices.

Ganja 1 to 2 pies per tola.
Bhang
Majun 3 to 6 pies per tola.

(*g*) What is approximately the extent of the total consumption throughout the district, and how and in what quantities are the different preparations used?

In some districts the reports say that it is impossible, in the present state of things, to calculate the consumption, and those officers who have done so say it is only a *very rough* estimate. The Ganjam Collector reports consumption at 20 viss a month, while the Inspector, Salt and Abkári Department, estimates it at 62,000 maunds per annum, a calculation which does not appear trustworthy. Such a large trade in the plant could hardly have escaped the notice of the Revenue officials who must have a more intimate knowledge of the district than the Inspector:—

	Mds.
Vizagapatam	300
Godávari	500
Kistna	135
Cuddapah (in four taluks)	40
Bellary	6
Kurnool	350
Madras	375
Chingleput (in Conjeeveram only) ...	31
North Arcot	10 or 15
South Arcot	75
Trichinopoly	100
Tinnevelly (Head Assistant's Division).	7½
South Canara	500

(*h*) Are any intoxicating drugs other than those prepared from the hemp plant in use; if so, of what nature are they?

In Ganjam and Bellary a drink called "madad" is prepared by mixing hemp flowers with opium.

In Vizagapatam, Kurnool and Trichinopoly the seeds of the *Datura* are sometimes used with ganja and also in the first and last named districts the root of the *Nux-vomica* is used.

In South Canara a drink called "henda" is used by the Pariahs. Paddy is soaked until it germinates; it is then dried and ground to powder with the leaves of the hemp and other plants and the powder mixed with conjee-water, filtered and drunk.

In all other districts no other intoxicants are said to be used.

Most of the officers recommend the adoption of the Commissioner's proposals in paragraph 7 of the letter under reply. The Collectors of Vizagapatam and Tanjore say that the consumption is confined to towns, and that farming would only press sale on people unused to it; they would restrict manufacture and sale to chief towns.

The Collector of Cuddapah would issue free licenses for cultivation, but deprecates farming which would force consumption.

Anantapur deprecates all interference, as it would lead to increase in indulgence in the baneful practice of using the drug.

(True Extract.)

(Signed) H. A. SIM,
Acting Secretary.

To the Secretary to Government, Revenue Department.
Copy to all Collectors.

READ—also the following Proceedings of the Board of Revenue (Separate Revenue), dated 20th May 1887, No. 123:—

Read—the following letter from C. T. METCALFE, Esq., C.S.I., Commissioner of the Orissa Division, to the Secretary to the Commissioner of Salt, Abkári and Separate Revenue, dated Cuttack, 30th April 1887, No. 127-E.:—

I have the honor to address you on the subject of ganja smuggling into the Poorce district from Ganjam.

2. It is found that owing to the cultivation of ganja not being controlled in the Ganjam district, a large quantity found its way into Poorce every year.

3. The matter having been brought to the notice of the Government of Bengal, I have been desired to report on the subject of the ganja from Ganjam.

4. It would assist me to frame my proposals to Government if you would kindly give me information on the following points:—

(*a*) Why ganja cultivation in Madras is not controlled by the Excise department.

(*b*) If ganja is much used by the people of Ganjam and in what shape it is consumed. If it is systematically cultivated or grows wild.

Read—the following letter from the Secretary to the Commissioner of Salt, Abkári and Separate Revenue, to the Commissioner of the Orissa Division, dated 11th May 1887, Mis. No. 519:—

In reply to your letter of the 30th April 1887, No. 127-E, I am directed to state that the consumption of intoxicating drugs prepared from the hemp plant is very limited throughout this Presidency, and that hitherto no control has been exercised over the traffic in such drugs; in fact, prior to the enactment of the present Abkári Act I of 1886, there was no law in force in this province applicable to ganja. The new Act contains provisions under which the cultivation of the hemp plant and the manufacture, sale and possession of drugs prepared therefrom can be regulated, but they have not yet been brought into operation, probably because the use of such drugs was considered to

be insignificant. Inquiries have, however, recently been instituted by this department in order to ascertain the extent to which the hemp plant is [redacted] and the manner in which it is chiefly consumed. These inquiries go to show that throughout the greater part of the province ganja and bhang are used to a very limited extent, and principally by sojourners from Northern India. Proposals are, however, now being submitted to Government to bring into force the provisions of the Abkári law relating to intoxicating drugs with the view of acquiring more certain information on the subject and bringing the traffic under some sort of control; one of the recommendations is that transport and export of such drugs shall only be permitted under pass, and by this means if any smuggling from the Ganjam district into Poorce exists it will be brought to light and can be suppressed or suitably taxed.

2. As regards your second question, the Collector of Ganjam writes as follows:—

"The hemp plant is grown in a few places, but only to a very limited extent, principally in backyards and vegetable gardens and rarely in the hill tracts. The plant is cultivated more for domestic use than for sale. The cultivation being scanty, the area under it is insignificant. As statistics on the subject have never been compiled and checked, there is no exact information available, but the general experience of those acquainted with the district leads to the belief that the above is a correct description."

3. On the other hand one of the Inspectors of this department states that although the hemp plant is not grown extensively in any parts of the Ganjam district proper as contradistinguished from the scheduled tracts, it being merely grown here and there in backyards for domestic use, the Khonds of the Goomsur hills cultivate it on a large scale and use it in smoking and in profitable exchange in the low country for other commodities. He adds that he has seen large bundles of the article being brought into the Bellagunta fair near Russellkonda, whence it is scattered through the country and sold at a cheap rate.

Further inquiry will be made regarding this alleged extensive traffic in ganja and the result communicated to you in due course.

4. It appears that the hemp plant is used as an intoxicant in the forms of ganja, bhang and majun. I am unable to say whether it grows wild.

Resolution—dated 20th May 1887, No. 123.

Submitted to Government in continuation of the Board's Proceedings, dated 9th May 1887, No. 93.

2. The Collector of Ganjam is requested to make further inquiry into the extent of cultivation of the hemp plant in the Ganjam district, the prevalence of the use of drugs prepared therefrom, and the existence of smuggling into Poorce. His attention is also drawn to the discrepancy between the account given in Mr. E. J. Sewell's letter, dated 21st December 1886, No. 5205, and M. Mir Ansar Ali's letter, dated 30th November 1886, No, 1285, appended.

APPENDIX.

From MIR ANSAR ALI SAHIB, Inspector of Salt and Abkári Revenue, Ganjam Circle, to the Assistant Commissioner of Salt and Abkári Revenue, Chatrapur Division, dated Ganjam, 30th November 1886, No. 1285.

In answer to your demi-official of the 24th instant directing me to report upon the cultivation and use of the Indian hemp in the Ganjam district, I have the honor to state that the hemp plant is not grown extensively in any parts of the Ganjam district proper as contradistinguished from the scheduled tracts. It is merely grown here and there and in backyards for domestic use and also for sale in the village where it is grown, but not on such a large scale as to permit of its being transported as a commodity.

Southern people of Ganjam (taluks) are not known to cultivate this plant except for private consumption. Those taluks that are partly malarious and are geographically connected with the hill tracts are peculiar to the use of *ganja*, such as Goomsur, Chinna Kimedi and Parlákimedi, &c. and such other taluks in which one may find *Uriyas* may also be classed under the same head, such as Berdi, Pálúr, Humma, Mohiri, Aska, Kállikót and Mandasa. The Khonds of Goomsur hills cultivate this plant on a large scale, use it in smoking and in profitable exchange for the low lands for salt, cotton-thread, cloth, dry-fish, and brass utensils, and from Jeypore hills

it is transported into Battili, Hivamandalam, Varanási and Baraidi where it is sold on shandy days. I have seen large bundles of this article being brought into the Bellagunta fair near Russellkonda, were it is scattered into the country and sold at a cheap rate. In Balipodra, a village about 10 miles from Aska and chiefly inhabited by Uriyas, I have seen this plant growing in almost all backyards. The high caste Uriya people have an aversion to the use of liquor and take to the use of hemp very freely.

2. There are only four preparations of the hemp as far as I am informed, and they are very common in India, viz., *majun*, *bhang*, *smoking ganja* and *charas*.

Majun.—A quantity of Indian hemp is fried in ghee or boiled in milk. The drug is proportionately mixed with sugar and water, and the mixture is boiled down till it gets sufficiently dry to make pills out of it. These pills are known in towns only and are considered to be very intoxicating.

Bhang.—An appreciable quantity of hemp with pepper and spices is ground down and diluted with sugar and water, a little milk being added to increase its flavor. This is supposed to be a cooling draught and is drunk every evening before sunset by an Uriya of decent means of subsistence. When manufactured from Bengal hemp, which is oily and sticky, the drug is supposed to be more stupefying; a Rajput or a Muhammadan uses this as a luxury.

Smoking ganja.—This is the commonest and cheapest of all used by the poorer classes of Uriyas, Telugu, Rajputs and Muhammadans. An Uriya traveller finds it convenient to use a dry leaf cigar full of smoking ganja. At home a small earthen chilam of a peculiar make is used in smoking the hemp.

A small proportion of tobacco sliced and a little water with hemp are put together in the palm, pressed and rubbed successively, adding on water as it gets dry until the preparation becomes sticky and turns into a small cake.

Charas.—This preparation of hemp is peculiar to Northern India and is not used here nor brought into this country for sale.

3. With the exception of majun, other preparation is sold out in bazaars in this district. Bhang and smoking ganja are manufactured excessively for private consumption.

4. One seer of bhang will cost 3 annas the most and will do for two men to drink together.

One seer of majun will cost one rupee and may do for twenty men.

Smoking ganja, costing 3 pies, may do for two smokers at a time.

5. *Extent and cost of consumption.*—The Hindu population of the Ganjam district is 1,495,209, half of which being deducted for females and children, 747,604 would be the male population, of which I consider one-third to be indulging in the use of Indian hemp, *i.e.*, 272,531, and calculating the use at the rate of two tolas of hemp per head per day, the total we get is 545,062 tolas or maunds 170·331 of hemp, and for year the total consumption would be 62,170·497 or in round numbers 62,000 maunds, so that the total cost at the rate of Rs. 5 (the lowest price) per maund of hemp would be Rs. 3,10,000.

Endorsement by C. V. DALRYMPLE-HAY, Esq., Assistant Commissioner of Salt and Abkári Revenue, Chatrapur Division, dated 14th December 1886, No. 3841.

True copy submitted to the Deputy Commissioner, Northern Division, in continuation of this office No. 2715, dated 27th November 1886.

(True Copy and Extract.)

(Signed) H. A. SIM,
Acting Secretary.

To the Secretary to Government, Revenue Department.
" Collector of Ganjam.

Order—dated 28th September 1887, No. 942, Revenue.

Separate Revenue No. 239.
Opium.

In the first of the papers read above, the Board submit proposals for bringing into force, throughout the Presidency, those provisions of Madras Act I of 1886 which relate to intoxicating drugs manufactured from the hemp plant (*Cannabis sativa*). The Board state that the consumption of these drugs is so very limited that it is not likely that the taxation of it will bring

in any considerable revenue, but they consider that the traffic in intoxicating drugs should be brought under regulation with a view to obtain [redacted] information as to where and to what extent the hemp plant is cultivated, and the *ganja* and *bhang* manufactured therefrom are consumed or transported for consumption.

2. His Excellency the Governor in Council has given careful consideration to the Board's proposals and is of opinion that the information furnished is of too indefinite and uncertain a character to justify, at the present time, the introduction of the somewhat stringent provisions of the Act which relate to intoxicating drugs. The cultivation of the hemp plant is stated to be so limited that it seems unnecessary to place it under control, it being confined for the most part to a few examples grown in the backyards of houses for domestic use. In some places where hemp is raised on a large scale, it seems admittedly to be cultivated for its fibre alone. The only places, where the consumption of the drugs manufactured from it is appreciable or from which any objectionable export takes place, are the Maliahs, where the malarious climate renders *ganja* almost a necessary of life. As pointed out by the Board, different parts of the country doubtless require different treatment in this matter, and, as far as can be judged from the information now available, most parts require none.

3. The Government will, however, be prepared to extend the provisions of the Act relating to intoxicating drugs to limited areas on more sufficient cause than is now before them being shown. The Commissioner should, therefore, in view to this, continue his investigations through Collectors and his own subordinates and ascertain where, if anywhere, any of the sections of the Act should be applied.

4. Referring to the second paper read at the head of these Proceedings, the Government observe that any interference with the Khonds in the cultivation of the hemp plant would require the most careful consideration, and, as the Maliahs in this Presidency march with the Boad maliahs of Orissa, it is impossible, for the present, for this Government to attempt to prevent what Mr. Metcalfe calls "ganja smuggling" across the frontier. It must, therefore, devolve on the authorities of Orissa to make their own arrangements to protect their districts.

5. A copy of these Proceedings will be forwarded for the information of the Government of India, with reference to letter from that Government, dated 16th September 1884, No. 3481.

(True Extract.)

(Signed) J. F. PRICE.
Ag. Secretary to Government.

To the Commissioner of Salt, Abkári and Separate Revenue.

No. 942A.

Copy to the Government of India, Department of Finance and Commerce.

(Signed) J. F. PRICE,
Ag. Secretary to Government.

Exd. S. J. Pereira.

[redacted] Copies.

Original

Govt. of {1887} Madras

REVENUE.

Issued

Read.

Encl.

G.O., 28th September 1887,
Nos. 942, 942A.

SEPTEMBER.

Intoxicating drugs.

Considering that it is unnecessary at present to bring into force the provisions of Madras Act I of 1886 relating to — other than opium and that no steps can be taken to prevent the smuggling of ganja into Orissa.

No. 4421 OF 1880.

REVENUE DEPARTMENT.

Bombay Castle, 23rd August 1880.

RESOLUTION OF GOVERNMENT.

Under Section 27 of the Bombay Abkári Act, 1878, Government are pleased to issue the following orders concerning the levy of duties in respect of intoxicating drugs in the whole of the Presidency of Bombay (excepting Sind) :—

(1) The duty leviable on account of a license for the joint privileges of manufacture and retail sale of intoxicating drugs shall be fixed by the Collector who, before granting any such license, shall put up the said privileges to auction. Bidders at the auction shall be called upon to bid the aggregate amount of duty which they are willing to pay for the privilege of manufacturing and the exclusive privilege of selling intoxicating drugs by retail at one or more shops within the local limits to which the auction extends. The auction should be held subject to confirmation by the Collector who should not bind himself to accept the highest or any bid, but the amount of the bid, if any, which he accepts, should be divided as nearly as possible into as many equal instalments as there are months in the period for which the said joint privileges are to be disposed of. The conditions of sale and other details for the conduct of the auction should be settled from time to time by the Collectors under the orders of the Commissioner ;

(2) No duty shall be leviable in respect of the sale of intoxicating drugs by a cultivator or owner of any plant from which such drugs are manufactured or produced, nor in respect of the wholesale sale of intoxicating drugs by merchants or dealers, nor, except as aforesaid, in respect of the manufacture of intoxicating drugs ;

(3) When a permit is granted for the import or export of any intoxicating drug, or for the transport of any such drug between two places not situated within the same district, duty shall be levied on the intoxicating drugs permitted to be so imported, exported, or transported at the following rates, viz. :—

	Rs.	a.	p.
if the amount does not exceed 10 Indian maunds	5	0	0
for every additional 2 Indian maunds or fraction thereof ...	0	1	0

Provided that :

(*a*) if in the course of one continuous transaction any intoxicating drugs have, after importation or before exportation, to be transported from one place to another within the Presidency of Bombay, or,

(*b*) if during the course of transporting any such drugs from one place to another within the said Presidency it is necessary to export and afterwards again to import the said drugs,

duty at the above rates shall be leviable once only, notwithstanding that separate permits for import, export and transport are granted ;

(4) no duty shall be leviable in respect of intoxicating drugs permitted under Section 13 to be transported from one place to another situated within the same district.

2. Under Section 30 of the said Act the Governor in Council directs :

(1) that licenses, counterpart agreements and permits in respect of intoxicating drugs shall contain the particulars and be granted subject to the restrictions and conditions respectively set forth in the Forms A. to G. hereto annexed ;

(2) that licenses in Forms A. and B. shall be granted for a period of one year commencing on the 1st August in one year and ending on the 31st July in the next following year; that permits in Forms D., E., and G. shall be granted with validity for such periods as the officer granting the same shall in each case deem fit, but not exceeding, ordinarily, double the length of time actually necessary for the purpose for which the permit is granted ; and that permits in Form F. may be granted for such period not exceeding six months as the officer granting them shall in each case deem fit ;

(3) that no fee shall be charged for any license or permit issued in respect of intoxicating drugs.

J. NUGENT,
Acting Secretary to Government.

To

The Commissioner of Customs, Opium and Abkári.
The Commissioner, N. D.
The Commissioner, C. D.
The Commissioner, S. D.
All Collectors excluding Sind
The Accountant General.
The Remembrancer of Legal Affairs.

} With copies of the Forms.

(Sanctioned by Government Resolution No. 7664, dated the 6th May 1885, Revenue Department.)

FORM A.

License for the manufacture and retail sale of intoxicating drugs.

Be it known that the Collector of hereby confers upon of the privilege of manufacturing and the sole privilege of selling by retail bhang (or ganja, &c., *as the case may be*) in the district (or táluka, mahál, &c.,) of during the term of one year commencing on the 1st August 188 , and ending on the 31st July 188 , both days inclusive, subject to the conditions hereinafter mentioned, that is to say :—

1. That he shall pay monthly in advance on the 1st day of each month, commencing on the 1st August 188 , on account of duty a sum of Rs. into the Government Treasury at ;

2. That all risks of loss from failure of seasons or from any other cause whatsoever shall be borne by him, and he shall make all payments of duty as aforesaid from time to time as they fall due, without any excuse or claim for compensation whatever ;

3. That he shall keep a shop (or shops) only at the place (or places) noted in the margin or at such other places as the Collector shall from time to time permit or order a shop or shops to be opened ;

4. That he shall make his own arrangements for obtaining supplies of the intoxicating drugs which he is hereby licensed to sell ; provided always that he shall not purchase the same from any person in the Presidency of Bombay who does not hold a license for the sale thereof and that if he wishes to import or to transport or remove any intoxicating drugs he shall be subject in doing so to all the provisions of the Bombay Abkári Act, 1878, and of the rules and orders in force thereunder ; that he shall always maintain in his shop (or in each of his shops) such minima stocks of intoxicating drugs of each kind as may be directed by the Collector ;

5. That any stock of intoxicating drugs which he is hereby licensed to sell which may remain unsold in his hands on the expiration of this license on 31st July 188 or if it should be in the meantime recalled, on its being so recalled shall, unless in the former case the licensee obtains a fresh license for the retail vend of bhang, (gánja, &c., *as the case may be*) during the year then next ensuing, be the property of Government, and may be taken possession of by the Collector on 1st August 188 , or immediately upon the recall of the license, as the case may be ;

6. That he will sell intoxicatng drugs in virtue of this license only at the shop (or shops) hereinbefore specified and, unless with the previous written sanction of the Collector, will keep such drugs only at the said shops ;

7. That he shall from time to time submit to the Collector, for his approval, the name, age, and address of any person whom he proposes to employ at his shop (or shops), and shall forthwith dismiss from his service any person so employed on being required so to do by the Collector ;

8. That he will not sell to one and the same person on any one day any intoxicating drugs exceeding in the aggregate half an Indian seer, or 40 tolás, unless under the authority and in accordance with the terms of a special order duly made in this behalf under Section 17 of the Bombay Abkári Act ;

9. That he will not receive grain, goods, ornaments, wearing apparel or other property in barter or pawn for intoxicating drugs;

10. That he will not open his shop (or any of his shops) or make sales therein before sunrise, that he will not keep his shop (or any of his shops) open or make sales therein after sunset, and that he will not harbour any person therein during the night;

11. That he will not permit persons of notoriously bad character to resort to his shop (or to any of his shops), that he will prevent gaming and disorderly conduct therein, and that he will give information to the nearest Magistrate or Police Officer of any suspected person who may resort to his shop (or to any of his shops);

12. That he shall have constantly fixed up in a conspicuous part of the front of his shop (or of each of his shops) a sign-board bearing in legible characters in the vernacular language his name and the words "licensed to sell ";

13. That he will keep in a book of paged sheets stamped with the seal of the Collector or of Mámlatdár of the Táluka a daily account at his shop (or at each of his shops), showing the quantities and descriptions of the drugs purchased or imported, the price paid for the same, the names of the persons from whom they are bought, the quantities and descriptions of drugs respectively manufactured and sold each day, and in the case of the drugs sold the names of the persons to whom they are sold and the prices charged for them; and will produce the said account for inspection whenever required by the Collector or by any subordinate whom he may depute for that purpose, and will also furnish such returns and information as may from time to time be called for by the Collector.

14. That if the Collector at any time so requires, the weights or measures used in his shop (or in any of his shops) shall be such only as may be prescribed by the Collector, and shall be tested and stamped, at his expense, at the Collector's or the Táluka Office;

15. That he will not, without the previous written permission of the Collector, sublet, in whole or in part, the right of vend conferred upon him by this license, or admit partners into his business;

16. That this license may be recalled by the Collector in the event of default in the punctual payment of the duty stipulated to be paid in clause 1, or of the infringement by the licensee, or by any of his servants, of any of the conditions hereof, or of any provision of the law relating to Abkári revenue or of any rule or order framed under any such law for the time being in force;

Should this license be so recalled the right of manufacture and of retail vend for the unexpired portion of the period for which this license is granted may be again disposed of or not as the Collector thinks fit. In either case the licensee shall continue responsible for the instalments of duty stipulated for in clause 1 of this license. If the right of vend is re-disposed of he shall receive credit for all payments of duty recovered from the new licensee up to the amount of the duty still payable by him, but shall not have any claim to the profit, if any, realized by Government by such re-disposal.

Dated this day of 188 .

(Signed)

Collector.

Seal of the Collector

17

FORM A.

License for the manufacture and retail sale of intoxicating drugs.

Be it known that the Collector of hereby confers upon of the privilege of manufacturing and the sole privilege of selling by retail bháng (or gánja, &c., *as the case may be*) in the district (or táluka, mahál, &c.,) of during the term of one year commencing on the 1st August 188 , and ending on the 31st July 188 , both days inclusive, subject to the conditions hereinafter mentioned, that is to say:—

1. That he shall pay monthly in advance on the 1st day of each month, commencing on the 1st August 188 , on account of duty a sum of Rs. into the Government Treasury at ;

2. That all risks of loss from failure of seasons or from any other cause whatsoever shall be borne by him, and he shall make all payments of duty as aforesaid from time to time as they fall due, without any excuse or claim for compensation whatever;

3. That he shall keep a shop (or shops) only at the place (or places) noted in the margin or at such other places as the Collector shall from time to time sanction;

4. That he shall make his own arrangements for obtaining supplies of the intoxicating drugs which he is hereby licensed to sell: provided always that he shall not purchase the same from any person in the Presidency of Bombay who does not hold a license for the sale thereof and that if he wishes to import or to transport or remove any intoxicating drugs he shall be subject in doing so to all the provisions of the Bombay Abkári Act, 1878, and of the rules and orders in force thereunder;

5. That any stock of intoxicating drugs which he is hereby licensed to sell which may remain unsold in his hands on the expiration of this license on 31st July 188 or if it should be in the meantime recalled, on its being so recalled shall, unless in the former case the licensee obtains a fresh license for the retail vend of bháng, (gánja, &c., *as the case may be*) during the year then next ensuing, be the property of Government, and may be taken possession of by the Collector on 1st August 188 , or immediately upon the recall of the license, as the case may be;

6. That he will sell intoxicating drugs in virtue of this license only at the shop (or shops) hereinbefore specified and, unless with the previous written sanction of the Collector, will keep such drugs only at the said shops;

7. That he shall from time to time submit to the Collector, for his approval, the name, age, and address of any person whom he proposes to employ at his shop (or shops), and shall forthwith dismiss from his service any person so employed on being required so to do by the Collector;

8. That he will not sell to one and the same person on any one day any intoxicating drugs exceeding in the aggregate half an Indian seer, or 40 tolas, unless under the authority and in accordance with the terms of a special order duly made in this behalf under Section 17 of the Bombay Abkári Act;

9. That he will not receive grain, goods, ornaments, wearing apparel or other property in barter or pawn for intoxicating drugs;

10. That he will not open his shop (or any of his shops) or make sales therein before sunrise, that he will not keep his shop (or any of his shops) open or make sales therein after sunset, and that he will not harbour any person therein during the night;

11. That he will not permit persons of notoriously bad character to resort to his shop (or to any of his shops), that he will prevent gaming and disorderly conduct therein, and that he will give information to the nearest Magistrate or Police Officer of any suspected person who may resort to his shop (or to any of his shops);

12. That he shall have constantly fixed up in a conspicuous part of the front of his shop (or of each of his shops) a sign-board bearing in legible characters in the vernacular language his name and the words "licensed to sell ";

13. That he will keep a daily account at his shop (or at each of his shops), showing the quantities and descriptions of the drugs purchased or imported, the price paid for the same, the names of the persons from whom they are bought, the quantities and descriptions of drugs respectively manufactured and sold each day, and in the case of the drugs sold the names of the persons to whom they are sold and the prices charged for them; and will produce the said account for inspection whenever required by the Collector or by any subordinate whom he may depute for that purpose, and will also furnish such returns and information as may from time to time be called for by the Collector;

14. That if the Collector at any time so requires, the weights or measures used in his shop (or in any of his shops) shall be such only as may be prescribed by the Collector, and shall be tested and stamped, at his expense, at the Collector's or the Táluka Office;

15. That he will not, without the previous written permission of the Collector, sublet, in whole or in part, the right of vend conferred upon him by this license, or admit partners into his business;

16. That this license may be recalled by the Collector in the event of default in the punctual payment of the duty stipulated to be paid in clause 1, or of the infringement by the licensee,

or by any of his servants, of any of the conditions hereof, or of any provision of the law relating to Abkári revenue or of any rule or order framed under any such law for the time being in force;

Should this license be so recalled the right of manufacture and of retail vend for the unexpired portion of the period for which this license is granted may be again disposed of or not as the Collector thinks fit. In either case the licensee shall continue responsible for the instalments of duty stipulated for in clause 1 of this license. If the right of vend is re-disposed of he shall receive credit for all payments of duty recovered from the new licensee up to the amount of the duty still payable by him, but shall not have any claim to the profit, if any, realized by Government by such re-disposal.

Dated this day of 188 .

(Signed)

Seal of the Collector.

Collector.

FORM B.

License to be granted to cultivators or owners of plants from which intoxicating drugs are manufactured or produced for the sale, or for the manufacture and sale of intoxicating drugs, or to merchants and dealers for the wholesale sale of such drugs.

Be it known that of is hereby authorized by the Collector of to (manufacture and) sell bhâng (or gânja, &c., *as the case may be*) by wholesale at during the term of one year commencing on the 1st August 188 and ending on the 31st July 188 , both days inclusive, subject to the conditions hereinafter mentioned, that is to say:

1. That he shall not sell the said drug (or drugs) to any person other than a licensed wholesale or retail vendor or a licensed exporter thereof, and shall not permit the same to be transported or removed from the place of sale except under a permit duly obtained under the Bombay Abkári Act, 1878;

2. *That he shall not sell the said drug (or drugs) in smaller quantities than

* To be inserted only when the license is granted to a merchant or dealer for wholesale sale.

3. That this license may be recalled by the Collector in the event of the infringement by the licensee, or by any of his servants or agents, of any of the conditions hereof, or of any provision of the law relating to Abkári revenue, or of any rule or order framed under any such law for the time being in force.

Dated this day of 188 .

(Signed)

Seal of the Collector.

Collector.

FORM C.

Counterpart agreement to be executed by intending licensees.

I, in consideration of the Collector of granting to me a license under the Bombay Abkári Act, 1878, for the wholesale (or retail) vend (and manufacture) of bhâng (or gânja, &c., *as the case may be*) at (or in the district, or mahál, &c., of) for the period of one year commencing on the 1st August 188 , and ending on the 31st July 188 , both days inclusive, do hereby agree with the said Collector as follows, viz.:—

(*Here enter the various clauses of the license substituting the first for the third person.*)

†And as security for the due performance by me of the conditions aforesaid, I have this day deposited with the Collector the sum of Rs. . In the event of my making default in any payment due by me under the conditions aforesaid, the said money may be applied by the Collector in liquidation, as far as possible, of the demand against me, the balance only, if any, being returned to me. If I duly perform all the aforesaid conditions the said money is to be returned to me.

†This clause to be added only when a deposit is made.

Dated this day of 188 .

(Signed)

Licensee.

Signed by the said
in the presence of

FORM D.

Collector's Seal.

Import Permit for Intoxicating Drugs.

No. Office of the Collector of

Date Dated 188 .

Name of Importer

of

Drugs to be imported.

Descriptions.	Quantities.

is hereby authorized, subject to the conditions noted on the reverse, to import at from

Description.	Quantity.

Intoxicating Drugs of the descriptions and quantities specified in the margin.

Whence to be imported

Place of Import

Duty paid Rs.

Date up to which permit will be in force.

This Permit, which has been granted on payment by the Importer of a duty of Rs. , will be in force only up to the evening of the

Collector. Collector.

FORM E.

Collector's Seal.

Export Permit for Intoxicating Drugs.

No. Office of the Collector of

Date Dated 188 .

Name of Exporter

of

Drugs to be exported.

Description.	Quantity.

is hereby authorized, subject to the conditions noted on the reverse, to export at

to

Description.	Quantity.

Intoxicating Drugs of the descriptions and quantities specified in the margin.

Destination

Place of Export

Duty paid Rs.

Date up to which permit will be in force

This Permit, which has been granted on payment by the Exporter of a duty of Rs. , will be in force only up to the evening of the 188 .

Collector. Collector.

FORM F.

General Permit for Transport or Removal of Intoxicating Drugs.

Name of Permit-holder

No.

Date

Description of Drugs.

of

is hereby permitted, subject to the terms noted on the reverse, to remove intoxicating drugs of the descriptions noted in the margin from

Description.

to from time to time as he finds it necessary.*

Route.

Such drugs are to be conveyed by the undermentioned route, viz.:—

Period for which permit is granted: commencing the

This permit will be in force for a period of commencing on the

(Signed)

Collector (or, &c.)

(Signed)

Collector (or other Abkári Officer empowered under Section 13)

* This will be inserted only if the places between which drugs are to be conveyed are more than 10 miles apart.

FORM G.

Special Permit for transport or removal of Intoxicating Drugs.

No.

Date

Name of Permit-holder

Purpose of removal

Drugs referred to in Permit

Description.	Quantity.

Route

Duty (*or* fee) paid Rs.

Date up to which permit will be in force.

No.

Date

of

is hereby permitted, subject to the conditions noted on the reverse, to remove from to for the purpose of intoxicating drugs of the descriptions and quantities noted in the margin *by the undermentioned route, viz., Rs. , being the amount of the duty (*or* fee, *as the case may be*) payable on account of the permit, have been paid to the undersigned.

This permit will be in force only till the evening of the

(Signed)

Collector (or, &c.)

(Signed)

Collector (or other Abkári Officer empowerd under Section 13).

* This will be inserted only if the places between which drugs are to be conveyed are more than 10 miles apart.

Note.—Whenever any intoxicating drugs are removed under this permit, the holder thereof must present the same, together* with a receipt from for the duty prescribed by Government under Section 27 of the Bombay Abkári Act, 1878, on the intoxicating drugs removed, to the undermentioned officers *en route* and obtain their signatures to the certificates beneath this.

Removal of drugs.			* Amount of Duty paid.	Signatures in acknowledgment of correctness.		
Date.	Description.	Quantity.		The at	The at	The at

When the period of this permit expires it must be delivered to

* These will be inserted only if duty is payable.

Note.—When intoxicating drugs are being removed under this permit, the holder thereof must present the same to the undermentioned officers *en route* and obtain their signatures to the certificates beneath this, and as soon as the intoxicating drugs have been conveyed to their destination deliver this permit to

Date.	Signatures in acknowledgment of correctness.		
	The at	The at	The at

PROCEEDINGS OF THE BOARD OF REVENUE

(Separate Revenue).

Read—the following papers:—

From	the Collector	of Anantapur,	dated	19th October 1886,	No. 2418.
,,	,,	of Arcot, North,	,,	12th ,, ,,	,, 993.
,,	,,	of Arcot, South,	,,	13th December ,,	,, 314.
,,	,,	of Bellary,	,,	26th August ,,	,, 598-Ab.
,,	,,	of Canara, South,	,,	17th November ,,	,, 3016.
,,	,,	of Chingleput,	,,	25th October ,,	,, 4568.
,,	,,	of Coimbatore,	,,	23rd November ,,	,, 1052.
,,	,,	of Cuddapah,	,,	6th December ,,	,, 5010.
,,	,,	of Ganjam,	,,	21st ,, ,,	,, 5205.
,,	,,	of Godávari,	,,	11th ,, ,,	,, 1207.
,,	,,	of Kistna,	,,	7th ,, ,,	,, 4676.
,,	,,	of Kurnool,	,,	23rd November ,,	,, 55.
,,	,,	of Madras,	,,	26th ,, ,,	,, 3621.
,,	,,	of Madura,	,,	3rd ,, ,,	,, 2339.
,,	,,	of Malabar,	,,	3rd December ,,	,, 5439.
,,	,,	of Nilgiris,	,,	9th October ,,	,, 1761.
,,	,,	of ,,	,,	12th January 1887,	,, 27.
,,	,,	of Salem,	,,	30th October 1886,	,, 2469.
,,	,,	of Tanjore,	,,	22nd November ,,	,, 8303.
,,	,,	of Tinnevelly,	,,	7th December ,,	,, 1148.
,,	,,	of Trichinopoly,	,,	2nd November ,,	,, 4124.
,,	,,	of Vizagapatam,	,,	25th ,, ,,	,, 2103.

Resolution—dated 9th May 1887, No. 93.

The provisions of the Madras Abkári Act have not yet been made applicable to "intoxicating drugs" as defined therein; in order to obtain some particulars regarding the extent and nature of the traffic in such drugs in this presidency, there being absolutely nothing on record on the subject, the Commissioner of Salt and Abkári Revenue issued a circular to which the letters above read are replies. A précis summarizing them is appended to these Proceedings. The circular was also sent to all Inspectors of the department, but as they obtained their information for the most part from the same source as Collectors, their replies correspond very nearly with those of the Revenue officers.

2. The general result of the investigation is to show that throughout the greater part of the presidency the traffic in drugs prepared from the hemp plant is of no importance whatever; in the Northern Circars, where the use of opium also is very prevalent, ganja appears to be more extensively used than in the Southern districts; in some parts of the country its chief consumers are wandering Fakirs and sojourners from the north of India generally. The plant is principally grown in backyards for domestic consumption and nowhere does it appear to be cultivated on a large scale; the most extensive areas are in the Kistna district and on the Javadi hills in North Arcot; in South Arcot and Tinnevelly the plant is cultivated for its valuable fibre, not for the manufacture of ganja. There appears to be little or no "export" or "import" as defined in the Act, but merely transport between districts; the local cultivation being evidently extremely limited, the consumption must also necessarily be small. The use of ganja is supposed to be more injurious to health than the consumption of opium; hence it is desirable to place the traffic in it under some sort of control, but the value of the article is small and the taxation which can be imposed will not bring in any considerable revenue. The question is what measures should be adopted.

3. The following plan was suggested for the consideration of Collectors in the circular above adverted to—

(*a*) To forbid cultivation except under license which would be granted free of payment.

(*b*) To prohibit manufacture except under license.

(*c*) To sell the monopoly of manufacture and vend by districts or taluks, licenses for manufacture and retail vend being granted at the Collector's discretion in such number as may appear requisite.

4. These measures are accepted by Collectors generally, but the Collectors of Vizagapatam, Cuddapah and Anantapur are opposed to the system of farming the revenue as likely to stimulate a very deleterious practice; the renters will naturally do their utmost to extend sales and will introduce the drugs to the notice of those who have hitherto been unaccustomed to the use of them. At present the consumption is in many parts of the country confined to the towns, and the rural population does not indulge in the use of ganja. It is very undesirable, therefore, that any steps should be taken which would have the effect of begetting a trade at present non-existent. There is much force in these objections, and the information which has been collected shows that the consumption of "intoxicating drugs" is so limited that there is no necessity to resort to this method; if the practice were general it would be the duty of Government to deal with the evil and take such measures as would tend to check it; for purposes of taxation it might be necessary to employ middlemen, at any rate at the outset. The Collector of Anantapur considers that the baneful practice of consuming ganja would be fostered by any recognition of it by Government, and that "the chance of undue executive interference with domestic and private matters" should be avoided. This is an argument which is commonly adduced against any interference on the part of Government with social evils, but it is a fallacy to suppose that any good purpose is served by ignoring their existence, though their judicious treatment may be a very difficult problem.

5. The course which should be adopted as regards preparations from the hemp plant appears to be to take steps to obtain a more intimate knowledge of the traffic which can be done with a minimum of interference. At present so little is known on the subject that it is impossible to advise with any certainty as to what may be the best method of treatment, and different parts of the presidency may have to be dealt with differently. For the present it would appear best to adopt the Bombay system which is briefly as follows. Cultivation of the plant is not interfered with, but cultivators are required to take out a license for the sale of ganja or bhang. No duty is levied in respect of such sale. Wholesale dealers are also required to take out a license, but no fee is charged therefor, nor is any duty levied in respect of the drugs manufactured and sold by them. Cultivators and wholesale dealers are prohibited from selling to any one except a licensed wholesale or retail vendor or a licensed exporter. The revenue is realized by means of a fee on all permits granted for export or import of "intoxicating drugs" or for their transport from one district to another, and by auction sale of licenses for the joint privileges of manufacture and *retail* sale. A copy of the rules and forms of license in force in the Bombay Presidency is submitted herewith for the information of Government.

6. The above system affords the means of procuring information as to the traffic with the least possible interference. The cultivation of the hemp plant and manufacture of drugs in small quantities merely for domestic use would not be disturbed, but the introduction of passes for transport, export and import would show where the centres of production are and what the extent of the traffic is, whilst the licensing of retail sale would bring to light the consumption in different parts of the country, the prices charged, and particulars which the retail vendors would be required to record. Taxation can then be regulated by such measures as may appear desirable.

7. Although the Bombay system appears to be generally suitable, in some particulars a different procedure will have to be followed in this presidency. There is no prohibition in the Bombay Abkári Act against the cultivation of the hemp plant without license similar to that contained in section 12 of the Madras Abkári Act, and cultivation is apparently unrestricted. On the other hand, no license is required by a

cultivator in this presidency for the sale of his produce to a person licensed under the Act to sell, manufacture or export intoxicating drugs (*vide* section 15). No fees need be charged for licenses to cultivate, but even the grant of licenses free of charge involves some trouble to cultivators and opens a door for unauthorized exactions and interference; the cultivation is so limited that it is not absolutely necessary to bring it under control, but reading sections 12 and 15 together, it was clearly the intention of the legislature that cultivation should be licensed, and as cultivators are not required to take out licenses for sale of their produce to persons authorized to buy it, there will be no check on licensed vendors, and it will be impossible to verify the source from which they obtain their supplies, if the requirement of license in the case of cultivation be dispensed with. This requirement will, moreover, doubtless operate beneficially in checking the cultivation of the plant to some extent and the preparation of drugs for domestic use. No person other than a licensed vendor by wholesale or retail will be able to keep in his possession a larger quantity of drugs than is permitted under section 13 of the Act; so that manufacture for home consumption will necessarily be restricted to very small quantities. Licenses may be granted to wholesale dealers free of charge until it is seen what the payments in the shape of pass fees amount to. Licenses for retail sale in localities in which there is a demand for the drug should be put up to auction annually. Collectors can decide when and in what numbers shops should be allowed and the risk of stimulating consumption unduly will thereby be obviated.

8. With reference to the remarks of the Collectors of Bellary and Chingleput regarding the necessity of making special provision for the manufacture and vend of preparations of hemp for use as medicines, it is observed that, under section 71 of the Abkári Act, the provisions thereof do not apply to the manufacture, possession, sale, or supply of any *bonâ fide* medicated article for medicinal purposes by medical practitioners, a term which would comprise native hakims. There is a risk, however, of their becoming retail vendors of drugs for purposes of intoxication and supplying the wants of consumers from their medical stores, and in that case it will be necessary to prohibit sale by them of preparations from the hemp plant except under license on payment of such fees as would prevent them from competing with licensed vendors of drugs. Till the necessity arises, however, the dealings in drugs of this class of persons need not be interfered with.

9. If the Government approve the recommendations above made, a set of rules, forms of licenses, &c., will be drawn up and submitted for approval. Until the policy of Government is declared, it is unnecessary to consider points of detail. If orders are issued soon, notice of prohibition of cultivation without license from next cultivating season might at once be given and licenses might date from 1st April next.

APPENDIX No. I.

From C. A. GALTON, Esq., Acting Commissioner of Salt and Abkári Revenue, to all Collectors, dated Madras, 5th August 1886, No. 10076.

The Madras Abkári Act, 1886, has not yet been declared applicable to "intoxicating drugs," although they are included within the scope of the enactment, but it seems desirable that steps should be taken to control the traffic and to enable me to submit proposals. I shall feel obliged by your instituting inquiries regarding the traffic in, and consumption of, such drugs in your district, and furnishing me with as much information as is procurable on the subject.

2. "Intoxicating drugs" are defined as including ganja, bhang and every preparation and admixture of the same and every intoxicating drink or substance prepared from any part of the hemp plant (*Cannabis sativa* or *indica*) from grain or from other material and not included in the term "liquor," but do not include opium or anything included within the meaning of that word as defined in the Indian Opium Act, 1878.

3. The principal points to which inquiry should be directed appear to be the following:—

(*a*) To what extent is the hemp plant cultivated in your district? Is it merely grown here and there in backyards for domestic use or on a large scale for sale to manufacturers? In the latter case, what is approximately the area under cultivation?

(*b*) What descriptions of drugs are manufactured from the hemp plant and what are the processes employed?

(*c*) Is the manufacture carried on merely to a limited extent for domestic consumption or on a large scale for sale?

(*d*) If the hemp plant is not grown locally are drugs prepared from it imported; if so, from what localities?

(*e*) Is there any export of such drugs; if so, whither?

(*f*) What is the cost of manufacture and what are the wholesale and retail prices charged for each description of drug?

(*g*) What is approximately the extent of the total consumption throughout the district, and how and in what quantities are the different preparations used?

(*h*) Are any intoxicating drugs other than those prepared from the hemp plant in use; if so, of what nature are they?

4. In Bengal "ganja" is made from the dried flowers of the female hemp plant and is used principally for smoking. "Bhang" is prepared from the dried leaves of the male hemp plant and is usually consumed after being ground into a paste and then dissolved in some liquid. It is also smoked but rarely. "Majun" is a confection made of ganja or bhang mixed with milk or ghee and sugar. "Charas" is the resin which exudes from the flower and leaves of the hemp plant; it is used for smoking.

5. The cultivation of the hemp plant is allowed only under license for which no fee is charged. The crop can be sold only to an authorized wholesale purchaser, and the drug as manufactured must be forwarded to a public warehouse or stored in some authorised place in the premises of the cultivators or the wholesale dealers who prepare their own drug. Transport of the drug is permitted only under permit. A duty of Rs. 4-8-0 or Rs. 5 per seer according to quality is levied on the drug as it passes into the hands of the retailers, and licenses for retail vend are granted either under the auction system or the fixed licence-fee system.

6. The Madras Abkári Act provides that no intoxicating drug shall be manufactured and no hemp plant shall be cultivated except subject to the conditions of a license granted by the Collector (section 12); that a cultivator or owner of any plant from which an intoxicating drug is produced may sell without a license those portions of the plant from which the intoxicating drug is manufactured or produced to any persons licensed under the Act to sell, manufacture or export intoxicating drugs (section 15). It also contains provisions similar to those prescribed for spirits in respect of import, export, transport, manufacture, possession, sale and the levy of duties on "intoxicating drugs."

7. For the present it will probably suffice (*a*) to forbid cultivation except under license which would be granted free of payment, (*b*) to prohibit manufacture except under license, (*c*) to sell the monopoly of manufacture and vend by districts or taluks as may appear best, licenses for manufacture and retail vend being granted, at the Collector's discretion, in such number as may appear requisite as in the case of the opium farms. I shall feel obliged if you will favor me with your opinion on this point.

8. As I am anxious to submit my proposals to Government in time to admit of the regulation of the traffic from the commencement of the next official year, I shall be glad if you can furnish your report within two months.

Copy to Deputy and Assistant Commissioners of Salt and Abkári Revenue with the request that Assistant Commissioners (except Balasore) will collect all information they can on the above points and submit a report as early as possible.

APPENDIX No. 2.

Précis of replies received to Commissioner's Circular letter, dated 5th August 1886, *No.* 10076.

(*a*) To what extent is the hemp plant cultivated in your district; is it merely grown here and there in backyards for domestic use or on a large scale for sale to manufacturers; in the latter case what is approximately the area under cultivation?

Cultivated in most districts only in the backyards of houses for domestic use. In the following districts it is reported to be grown to a greater extent:—Godávari, area not given; Cuddapah 4 or 5 acres; Kurnool 39 acres; North Arcot (on the Javadi Hills) 100 acres; South Arcot (for fibre only) 28 or 30 acres; Tinnevelly (for fibre) 156 acres; and Kistna 254 acres.

(*b*) What description of drugs are manufactured from the hemp plant and what are the processes employed?

The drugs usually manufactured may be classified under three heads—(1) ganja, (2) bhang, (3) majun.

In different districts various names are given to preparations, such as, Purnadhi Leghiam, resembling majun, Ramarasam Bhoja, Sabja, &c., all very similar to one another.

1. Ganja is usually prepared from the dried leaves of the hemp plant reduced to powder in the palm of the hand by being rubbed with the thumb of the other hand. It is then usually mixed with tobacco and smoked in a "chilam" or pipe.

2. Bhang is prepared by grinding the dried leaves of the male plant (in some places called "kalk") in a mortar or stone pan with spices, pepper, ginger, &c.; it is then moistened with water and made into a paste. This paste is mixed with water, filtered and drunk. To make it more intoxicating the seeds of the "umatankai" or *Datura fastuosa* are sometimes mixed with it. The process is in some places varied by adding the paste to boiled milk instead of water.

3. Majun is prepared by soaking the hemp flower in pure water or cocoanut milk for a day or two and then boiling it in milk. After taking the flowers out butter is made from the milk. A confection is then made by adding sugar and spices to the butter.

It is also made by reducing the flower to powder and mixing it with sugar or jaggery.

The various other preparations named are more or less prepared in a similar manner, some few other ingredients, such as, spices, poppy seeds, &c., being added.

In Udumalpet of Coimbatore district the leaves are said to be laid on mutton, fried and eaten.

Charas, the resinous exudation from the stems, leaves and flowers, is mixed with tobacco and smoked in a few places only.

(*c*) Is the manufacture carried on merely to a limited extent for domestic consumption or on a large scale for sale?

The manufacture is generally reported to be carried on only on a limited scale for domestic consumption, except in Madras where some shops are licensed for manufacture and sale and in the Javadi Hills of North Arcot where 100 acres are reported to be under cultivation for sale.

(*d*) If the hemp plant is not grown locally, are drugs prepared from it imported; if so, from what localities?

The reports on this point are conflicting and unreliable. Vizagapatam imports from Bustar and Kistna, as also Godávari; Kistna imports from Nellore district; Cuddapah, Madras, South Arcot, Trichinopoly, Tinnevelly and Malabar import from North Arcot and Salem; Bellary from Hyderabad; Anantapur from Kurnool and Cuddapah; Kurnool from Cuddapah, Banganapalle and Hyderabad; Tanjore and Madura from Trichinopoly, Bangalore and Madras; South Canara from Malabar.

While so many districts speak of imports from North Arcot, the Collector of that district reports exports to an inconsiderable extent only to Mysore and Hyderabad. The imports are all reported to be in very small quantities.

The plant is grown in all districts except the Nilgiris where it is reported to be neither grown, imported nor sold.

(e) Is there any export of such drugs; if so, whither?

No exports are reported from any but the following districts:—

1. Kistna to Vizagapatam, Godávari and Ganjam districts, the Collector of Ganjam says there are no imports into his district;
2. Madras to Ceylon and neighbouring talaks of Chingleput;
3. North Arcot to Mysore and Hyderabad;
4. Malabar to Ceylon territory.

There being no proper statistics these reports are not reliable.

(f) What is the cost of manufacture and what are the wholesale and retail prices charged for each description of drug?

The cost of manufacture given varies so considerably that it is difficult to estimate, except very roughly, what the average cost is. The average appears to be about two annas a seer of 24 tolas of the drug required for ganja and bhang. Majun costs from four annas to one rupee on an average per seer according to the ingredients used in its preparation.

Wholesale prices also vary,

	Rs. A. P.		Rs. A. P.	
Ganja ...	3 0 0	to	10 0 0	per maund.
Bhang ...				
Majun ...	0 4 0	to	1 0 0	per 80 tolas.

Retail prices,

Ganja 1 to 2 pies per tola.
Bhang
Majun 3 to 6 pies per tola.

(g) What is approximately the extent of the total consumption throughout the district, and how and in what quantities are the different preparations used?

In some districts the reports say that it is impossible, in the present state of things, to calculate the consumption, and those officers who have done so say it is only a *very rough* estimate. The Ganjam Collector reports consumption at 20 viss a month while the Inspector, Salt and Abkari Department, estimates it at 62,000 maunds per annum, a calculation which does not appear trustworthy. Such a large trade in the plant could hardly have escaped the notice of the Revenue officials who must have a more intimate knowledge of the district than the Inspector:—

	Mds.
Vizagapatam	300
Godávari	500
Kistna	135
Cuddapah (in 4 taluks)	40
Bellary	6
Kurnool	350
Madras	375
Chingleput (in Conjeeveram only) ...	31
North Arcot	10 or 15
South Arcot	75
Trichinopoly	100
Tinnevelly (Head Assistant's Division) ...	7½
South Canara	500

In Ganjam and Bellary a drink called "madad" is prepared by mixing hemp flowers with opium.

In Vizagapatam, Kurnool and Trichinopoly the seeds of the *Datura* are sometimes used with ganja and also in the first and last named districts the root of the *Nux-vomica* is used.

(h) Are any intoxicating drugs other than those prepared from the hemp plant in use; if so, of what nature are they?

In South Canara a drink called "henda," is used by the Pariahs. Paddy is soaked until it germinates; it is then dried and ground to powder with the leaves of the hemp and other plants and the powder mixed with *conjee*-water, filtered and drunk.

In all other districts no other intoxicants are said to be used.

Most of the officers recommend the adoption of the Commissioner's proposals in paragraph 7 of the letter under reply. The Collectors of *Vizagapatam* and *Tanjore* say that the consumption is confined to towns, and that farming would only press sale on people unused to it; they would restrict manufacture and sale to chief towns.

The Collector of Cuddapah would issue free licenses for cultivation, but deprecates *farming* which would force consumption.

Anantapur deprecates all interference as it would lead to increase in indulgence in the lawful practice of using the drug.

(True Extract.)

Acting Secretary.

To the Secretary to Government, Revenue Department.
Copy to all Collectors.

Exd. J. Henricus.

REVENUE DEPARTMENT.

1887.

Board of Revenue

(Separate Revenue)

MADRAS.

30 MAY 87

Printed May 18.

Proceedings, 9th May 1887, No. 93.

Submitting to Government proposals regarding the control of traffic in, and consumption of, intoxicating drugs.

PROCEEDINGS OF THE BOARD OF REVENUE

(SEPARATE REVENUE).

READ—the following letter from C. T. METCALFE, Esq., C.S.I., Commissioner of the Orissa Division, to the Secretary to the Commissioner of Salt, Abkári and Separate Revenue, dated Cuttack, 30th April 1887, No. 127-E. :—

I have the honor to address you on the subject of ganja smuggling into the Pooree district from Ganjam.

2. It is found that owing to the cultivation of ganja not being controlled in the Ganjam district, a large quantity found its way into Pooree every year.

3. The matter having been brought to the notice of the Government of Bengal, I have been desired to report on the subject of the ganja from Ganjam.

4. It would assist me to frame my proposals to Government if you would kindly give me information on the following points :—

(*a*) Why ganja cultivation in Madras is not controlled by the Excise department.

(*b*) If ganja is much used by the people of Ganjam and in what shape it is consumed. If it is systematically cultivated or grows wild.

Read—also the following letter from the Secretary to the Commissioner of Salt, Abkári and Separate Revenue, to the Commissioner of the Orissa Division, dated 11th May 1887, Mis. No. 519 :—

In reply to your letter of the 30th April 1887, No. 127-E, I am directed to state that the consumption of intoxicating drugs prepared from the hemp plant is very limited throughout this Presidency, and that hitherto no control has been exercised over the traffic in such drugs; in fact, prior to the enactment of the present Abkári Act I of 1886, there was no law in force in this province applicable to ganja. The new Act contains provisions under which the cultivation of the hemp plant and the manufacture, sale and possession of drugs prepared therefrom can be regulated, but they have not yet been brought into operation, probably because the use of such drugs was considered to be insignificant. Inquiries have, however, recently been instituted by this department in order to ascertain the extent to which the hemp plant is used as an intoxicant and the manner in which it is chiefly consumed. These inquiries go to show that throughout the greater part of the province ganja and bhang are used to a very limited extent, and principally by sojourners from Northern India. Proposals are, however, now being submitted to Government to bring into force the provisions of the Abkári law relating to intoxicating drugs with the view of acquiring more certain information on the subject, and bringing the traffic under some sort of control; one of the recommendations is that transport and export of such drugs shall only be permitted under pass, and by this means if any smuggling from the Ganjam district into Pooree exists it will be brought to light and can be suppressed or suitably taxed.

2. As regards your second question, the Collector of Ganjam writes as follows :—

"The hemp plant is grown in a few places, but only to a very limited extent, principally in backyards and vegetable gardens and rarely in the hill tracts. The plant is cultivated more for domestic use than for sale. The cultivation being scanty the area under it is insignificant. As statistics on the subject have never been compiled and checked there is no exact information available, but the general experience of those acquainted with the district leads to the belief that the above is a correct description."

3. On the other hand one of the Inspectors of this department states that although the hemp plant is not grown extensively in any parts of the Ganjam district proper as contradistinguished from the scheduled tracts, it being merely grown here and there in backyards for domestic use, the Khonds of the Goomsur hills cultivate it on a large scale and use it in smoking and in profitable exchange in the low country for other commodities. He adds that he has seen large bundles of the article being brought into the Bellagunta fair near Russellkonda, whence it is scattered through the country and sold at a cheap rate.

Further inquiry will be made regarding this alleged extensive traffic in ganja and the result communicated to you in due course.

4. It appears that the hemp plant is used as an intoxicant in the forms of ganja, bhang and majun. I am unable to say whether it grows wild.

RESOLUTION—dated 20th May 1887, No. 123.

Submitted to Government in continuation of the Board's Proceedings, dated 9th May, No. 93.

2. The Collector of Ganjam is requested to make further inquiry into the extent of cultivation of the hemp plant in the Ganjam district, the prevalence of the use of drugs prepared therefrom, and the existence of smuggling into Pooree. His attention is also drawn to the discrepancy between the account given in Mr. E. J. Sewell's letter, dated 21st December 1886, No. 5205, and Mr. Mir Ansar Ali's letter, dated 30th November 1386, No. 1285, appended.

APPENDIX.

From MIR ANSAR ALI SAHIB, Inspector of Salt and Abkári Revenue, Ganjam Circle, to the Assistant Commissioner of Salt and Abkári Revenue, Chatrapur Division, dated Ganjam, 30th November 1886, No. 1285.

In answer to your demi-official of the 24th instant directing me to report upon the cultivation and use of the Indian hemp in the Ganjam district, I have the honor to state that the hemp plant is not grown extensively in any parts of the Ganjam district proper as contradistinguished from the scheduled tracts. It is merely grown here and there and in backyards for domestic use and also for sale in the village where it is grown, but not on such a large scale as to permit of its being transported as a commodity.

Southern people of Ganjam (taluks) are not known to cultivate this plant except for private consumption. Those taluks that are partly malarious and are geographically connected with the hill tracts are peculiar to the use of *ganja*, such as Goomsur, Chinna Kimedi and Parlákimedi, &c., and such other taluks in which one may find *Uriyas* may also be classed under the same head, such as Bírdi, Pálúr, Humma, Mohíri, Aska, Kallikót and Mandasa. The Khonds of Goomsur hills cultivate this plant on a large scale, use it in smoking and in profitable exchange in the low lands for salt, cotton-thread, cloth, dry-fish, and brass utensils, and from Jeypore hills it is transported into Battili, Hiramandalam, Varanási and Bamidi where it is sold on shandy days. I have seen large bundles of this article being brought into the Bellagunta fair near Russellkonda, where it is scattered into the country and sold at a cheap rate. In Ballipodra, a village about 10 miles from Aska and chiefly inhabited by Uriyas, I have seen this plant growing in almost all backyards. The high caste Uriya people have an aversion to the use of liquor and take to the use of hemp very freely.

2. There are only four preparations of the hemp as far as I am informed, and they are very common in India, viz., *majun*, *bhang*, *smoking ganja* and *charas*.

Majun.—A quantity of Indian hemp is fried in ghee or boiled in milk. The drug is proportionately mixed with sugar and water, and the mixture is boiled down till it gets sufficiently dry to make pills out of it. These pills are known in towns only and are considered to be very intoxicating.

Bhang.—An appreciable quantity of hemp with pepper and spices is ground down and diluted with sugar and water, a little milk being added to increase its flavor. This is supposed to be a cooling draught and is drunk every evening before sunset by an Uriya of decent means of subsistence. When manufactured from Bengal hemp, which is oily and sticky, the drug is supposed to be more stupefying; a Rajput or a Muhammadan uses this as a luxury.

Smoking ganja.—This is the commonest and cheapest of all used by the poorer classes of Uriyas, Telugu Rajputs and Muhammadans. An Uriya traveller finds it convenient to use a dry leave cigar full of smoking ganja. At home a small earthern chilam of a peculiar make is used in smoking the hemp.

A small proportion of tobacco sliced and a little water with hemp are put together in the palm, pressed and rubbed successively, adding on water as it gets dry until the preparation becomes sticky and turns into a small cake.

Charas.—This preparation of hemp is peculiar to Northern India and is not used here nor brought into this country for sale.

3. With the exception of majun, other preparation is sold out in bazaars in this district. Bhang and smoking ganja are manufactured excessively for private consumption.

4. One seer of bhang will cost 3 annas the most and will do for two men to drink together.

One seer of majun will cost one rupee and may do for twenty men.

Smoking ganja, costing 3 pies, may do for two smokers at a time.

5. *Extent and cost of consumption.*—The Hindu population of the Ganjam district is 1,495,209, half of which being deducted for females and children, 747,604 would be the male population, of which I consider one-third to be indulging in the use of Indian hemp, *i.e.*, 272,534, and calculating the use at the rate of two tolas of hemp per head per day, the total we get is 545,062 tolas or maunds 170·331 of hemp, and for year the total consumption would be 62,170·497 or in round numbers 62,000 maunds, so that the total cost at the rate of Rs. 5 (the lowest price) per maund of hemp would be Rs. 3,10,000.

Endorsement by C. V. DALRYMPLE-HAY, Esq., Assistant Commissioner, of Salt and Abkári Revenue, Chatrapur Division, dated 14th December 1886, No. 3841.

True copy submitted to the Deputy Commissioner, Northern Division, in continuation of this office No. 2715, dated 27th November 1886.

(True Copies and Extract.)

Acting Secretary.

To the Secretary to Government, Revenue Department.
" Collector of Ganjam.

Exd. W. J. Lewis.

REVENUE DEPARTMENT.

1887.

Board of Revenue

(Separate Revenue)

MADRAS.

RECEIVED
29 JUN 87
REVENUE DEPARTMENT

R 24477.

Printed May 1887.

Proceedings, 20*th May* 1887, *No.* 123.

Submitting to Government copies of correspondence between the Board and the Commissioner of Orissa Division regarding the consumption of *intoxicating drugs* prepared from the hemp plant and the control exercised over the traffic in such drugs in this Presidency; and requesting the Collector of Ganjam to make further inquiry into the cultivation of the hemp plant in the district, the prevalence of the use of drugs prepared therefrom, and the existence of smuggling into Pooree.

revenue. He nevertheless considers that the traffic should be under some sort of control as the use of ganja is supposed to be more injurious to health than that of opium. As regards the effects of the use of preparations of the hemp plant on general health the remarks of Surgeon General Balfour in his letter printed in G.G. dated 9 Oct: 1872 No 1141 may be referred to.

3. Mr. Galton's proposals are:-

(a) to grant licenses for the cultivation of the hemp plant free of payment, the licensees being authorized to sell their produce only to persons licensed to sell, manufacture or export intoxicating drugs (Section 12 and 15)

(b) to require wholesale dealers to take out a license which will be granted free of payment and which will authorize sale of drugs only to a licensed wholesale or retail vendor or exporter (Section 15)

(c) to levy a fee on permits for the import ~~or~~ export or transport from one district to another of intoxicating drugs (Sections 6, 7, 10, 11 & 17)

(d) to put up to auction licenses for retail sale in localities in which there is a demand for the drug, the Collectors taking care that the number of shops shall not be such as to stimulate consumption unduly.

(e) to permit native physicians to manufacture and vend preparations of hemp as medicines without license until it is shown that the privilege is abused and interference is necessary (Section 71)

These proposals are

stated to be based on the arrangements in force in Bombay modified to suit the circumstances of this Presidency. The Commissioner states that if Government approve of the suggestions made as regards the policy to be adopted he will submit the necessary rules forms of licenses &c for carrying them out.

4. As regards (a), it seems inadvisable, considering the limited extent to which ~~ganja~~ hemp is grown in this Presidency, to interfere with the cultivation of the plant in backyards for domestic use: (this is not done in Bombay) but + section 12 of the Act seems to make cultivation without a license illegal. The prohibition seems to apply to the plant cultivated for fibre as well as for the drug. There appears to be a distinction × between

× Vide the following extract from Drury's useful plants of India 2nd Edition

"When sown for the sake of its cordage, the plant should be sown thick in order that the stem may run up to a considerable height without branching, whereby a longer fibre is obtained, and the evaporation is less from the exclusion of air and heat rendering the fibre of a soft and pliable nature. The natives, on the contrary, who cultivate the Cannabis solely for the Bhang, transplant it like rice, the plants being kept eight or ten feet apart. This has the effect of inducing them to branch, and the heat naturally stimulating the secretion, the intoxicating properties are increased"

39

+ Previous to this being done it appears to have been suggested in the Legislative Council when the Abkari bill was under discussion that the words "Ganja plant" should be substituted for "hemp plant". The suggestion was approved by the Council, but afterwards on a representation by Mr Bliss that the former expression was not accurate the latter appears to have been adopted. Vide the portions marked in the file of proceedings of the Legislative Council on the Abkari bill, put up.

× Vide article on ganja in the Pioneer of the 8 ultimo, put up.

between the modes of cultivation in the two cases and if no ganja either is prepared from the plant cultivated for fibre it is desirable that a license × should not be insisted on. In Northern India there appears to be two varieties of cannabis sativa, one a wild one from the leaves of which bhang is made and the other a cultivated variety which yields ganja and charas. The Commissioner [illegible] information obtained regarding the cultivation of the plant in this Presidency and the figures regarding acreage of cultivation given in Appendix I to the [illegible] differ widely from those entered in the statement showing the area of crops for 1885-6 published at page XCVII of the appendix to the administration report of the Presidency for [illegible]

As per crop statement under the head "Drugs and narcotics" the area entered for Cuddapah is 210 acres; for Kurnool 93; for North Arcot 111. For Kistna 256 acres are entered under opium but this is evidently a mistake as opium cultivation is altogether prohibited in this Presidency. Probably the area refers to "Ganja". The figures now reported by the Commissioner are:

Godavari - area not given
Cuddapah - 4 or 5 acres
Kurnool - 39 - "
North Arcot - 100 on the Javadi hills
Kistna - 254 ....

Besides the above area 30 acres in South Arcot and 156 in Tinnevelly are stated to be cultivated with hemp for fibre only. These figures also differ from those shown in the crop statement under the head "Fibres".

5

5. Proposal (b) seems unobjectionable. The object of (c) is to find out the amount of traffic in the drug. The second paper read at the head of this note shows that there is considerable export of ganja from Ganjam to Pooree. It appears also that hemp is cultivated by the Khonds in the Gumsoor hills and that they exchange it for the low country produce. Care and circumspection are necessary in interfering with the usages of the Khonds and the Commissioner might be asked to consult the Collector of Ganjam before taking any measures which will inconvenience them. The proposal (d) seems all right but perhaps in places where there is only a small demand for Ganja a nominal fee may be levied for the license to manufacture and retail the drug

Revenue Department.

Current No.

From

Dated 188 .

FOR ORDERS.

right of search.
It is submitted that, if licenses & passes for transport, are to be retained, they should all be free of charge. Govt: can, surely, not wish to make revenue out of what is acknowledged to be a pernicious practice: on the contrary its avowed object is to put it down.
What is apparently wanted is to gain correct information regarding the growth & manufacture of ganja and to circumscribe its sale.
If the use of the drug is permanently to be [illegible] extended there is no reason [illegible] believed to be the case, the experiment of charging fees on licenses & permits might be tried, but it is not clear what good this could do, as the ganja plant not only, [illegible], springs up, self sown, on dung heaps and in back yards, and the fact of consumers having to pay an enhanced price, as they would for the narcotic, would be an inducement to illicit cultivation & manufacture, both of which would be, by no means, easy of detection.
Detection would mean an [illegible] amount of vexatious searching, even more insupportable than that obtaining in the case of salt, which is bad enough & productive

oppression & corruption. 105
If cultivation is to be licensed, it must be so, whether for the manufacture of intoxicating drugs, or for fibre, alone. To make the measure effective, not a plant of Cannabis Sativa, or Indica should be grown, for whatever purpose whatever, without a license.
To carry this out will be no easy task.
The Khonds who seem to be the people who chiefly grow & manufacture ganja, &c, are a race requiring very careful handling. They are pretty sure to resent what they will look upon as an interference with their rights and the best way for the Bengal Govt. to protect themselves from having the articles brought into their territory, appears to be to prohibit its import. If this Govt. interferes with the Khonds & their ganja trade, there will probably be trouble. The only way to touch them, without creating a disturbance, seems to be to spoil their market which can be done by the Bengal Govt., within whose jurisdiction it would appear that most of the ganja from Jeypore finds its way.
It is submitted, if any steps to control the ganja trade are decided upon, that nothing should be done as regards the Khonds until the opinion of the Coll: has been taken & carefully considered.
[illegible] 22/8.

C. Nos 4123 & 4477

FOR ORDERS.

Preventive Expenditure on Intoxicating Drugs other than Spirits

vide. Pro: 15 July 1871
Rev Dept.

* As regards the Town of Colombo Ordinance No XVIII of 1867, sec 27 & 28 provides that Medicines shall be taken out for Retail sales of such drugs.

Pro India 9 Oct 1872
No 1141. Public

Resolution 17 Dec 1873
No 3773.

Pro: Communicated 23 Dec 1875.

From India 18 Aug 1875
No 277.

Memo

Mr Knyvett has also called attention to the unsatisfactory state of the law in regard to the sale of intoxicating drugs, & to the inadequate restrictions existing in this Presidency, and that the abuse of these drugs does not assume such proportions as to require special protective legislation, yet deemed good & judicious, on reconsideration of reports from all Provinces, that the various local Governments should endeavour to diminish the consumption of, & obtain by placing restrictions on their sale, preparation, & retail, & impose on them such a rate of duty as can be enforced without inducing illicit practices"

The Bill to regulate the manufacture, sale & import of Opium which was referred with reference to this Minute & introduced into the Legislative Council in Dec 1875 & considered by a Select Committee, the Report of which

subsequently proposed either to carry forward their own Bill or to amalgamate its provisions with a revised Opium Act, as might seem to them ultimately most desirable. The Bill was sent for consideration & Report

C.O. 24 January, 1876 No 5 Legislative

suggesting "that the present opportunity may be taken to make the necessary provisions" for regulating the sale & consumption of intoxicating drugs" and the necessary provisions were accordingly delivered with the Bill which has since become Law.

Law Act I. / 1886 (Indian)

In bringing the Abkari Act into force the Government made two exceptions i.e. that said Act should not apply to intoxicating drugs and should not affect the scheduled districts. (1) because the Commissioner had not had time to arrange what should be done in regard to the drugs & (2) because the Agent in Ganjam, Vizagapatam & Godavary had taken certain objections to the extension

Indian Opium Report 1884 No 3487.

C.O. 9 Oct 1884 No 1167 Confl

Notification in G.O. 16 Feb 1886 No 132 Rev

C.O. 24123 x 44(1) 1887

of the Act to the Scheduled Districts.

The papers however circulated contain the Commissioner's proposal for bringing into force that portion of the Act which relates to intoxicating drugs, and indicate clearly enough that it was not the intention to extend the Act to the scheduled districts that the Agent should take steps to obtain "a more intimate knowledge" of such traffic "with the minimum of interference" with the views of discouraging as much as possible the consumption of these drugs, but of not interfering with any revenue from this source.

In this (a) cultivation (b) manufacture and (c) wholesale & retail vend

Signal reduced fee
& payments for the
present and until
fuller information be-
comes available as to
cultivation & traffic in
different parts of the
Presidency.

It is clear from the
second paper circulated
that accurate information
about is difficult to obtain
in different localities.
This paper also affords
a reason why certain
of Bruce's Excise Acts
were not put in force in the Shevaroy
Hills: should defer-
ence with interference with
the cultivation of the hemp plant
and so our dealings
with the Board dealings
of Orissa it is impossible
for us to proceed
until the Intelligence collec-
ting Ganja smuggling across
the frontier. The Orissa
authorities must take
their own arrangements
to protect their own
Districts. Even if the
Ganjam District were
Ryotwari it would be affected by
the arrangements now
recommended, however
Ganjam and Vizagapatam
are the export districts
of the drug, there is no
known cultivation of

C. 4123 & 4477

The proposal is to bring into
force the provisions of Act I/86
relating to intoxicating Drugs
with a view of acquiring more
certain information as to where the
& what extent hemp is cultivated
& the ganja & bhang produced from
it consumed or transported for
consumption. It is intended to bring
the provisions into force wherever
the Collr of the district — i.e.
throughout the Presidency, the Nilgiri
district alone excepted.

The material provisions of the Act
are these:

§ 12. No hemp plant shall be cultivated
without a license, nor intoxicating
drug manufactured, nor otherwise
dealt in except under license.

§ 13 No ganja or bhang shall be
kept even for private consumption
beyond such quantity as for the time
prescribed, without a license.

§ 15 No such drug shall be sold
without a license, provided
the cultivator possessed of the plant
may sell the necessary portion
of it to any licensed vendor.

§ 16 The privileges of manufacture or
sale may be granted or sold by
Govt.

§§ 17 & 18 relate to import

§ 17 to export, which might be prevented
by the Collector under the Provisions

§§ 9 & 10 - Transport may be prohibited
to & fro particular localities or
any proximity above a prescribed
maximum may dispensed to
circumscribed by a permit.

§ 33 Unlicensed conveyance of a ship, [illegible]
or transport of Troops is an offence.

§ 36 - So in any breach of or failure
to produce a license or permit.

§ 37 So in the seizing of any foreign
implement likely to add to the
belligerent's strength

§ 38 - So in the Formation of illicit
Ships.

§ 41 Officers & Police [illegible] may
search &c, on suspicion of any
such offence, by day or night &c

§ 34 arrest without warrant

§ 35. Collectors causing land or &c
any such Ship as aforesaid shall
give notice.

I think that before we apply
such stringent & unfriendly
provisions to any particular
district we are bound to satisfy
ourselves that sufficient cause
exists. I do not think that
any mere report from India
that we do not look to Peiraeus
the growth of Imports, & therefore
object the regulations & stringent
Orders prepared for it, would
justify the attempt to introduce
such provisions. Either report we have taken certain Measures, formerly, [illegible]
complied not to necessitate them, regard that we find necessary for our own welfare in [illegible]
It is conceded that the Collection [illegible] protections from enemy's [illegible]

withdrawn them from any part
of it. they have never been
applied. I am sensible that
in all probability different
parts of the Presidency may
require different treatment &
as far as I can judge most parts
will require no treatment but
to remain settled without any
& any opinion the Commissioners
may be called to be called to continue
in existence, also the Collr
& their subordinates, with
a view to ascertain whether, if
expedient, any of the sections of
the Act may be applied. I must
strongly deprecate their hasty
& wholesale application as
recommended. With the greatest
deference to Indian Officers
their views are founded on
Native notions & Todd. Mistry
Bombay is as different from
Surat & Broach concerning Begul
as it is from Poona Sporcin Dangs
Khania.

[illegible]
Secretary

The papers are not marked for the
Records, the form used containing
so many blanks. The enclosures are of
considerable importance.

I think there is much to be
said for Mr. Rivett's view
in favour of preventing the decree
for the Government of Guicowar
& the Government of Baroda
would be
well to provide only to prohibit
that to enforce the Provisions
of the Abkaree Act would be
inquisitorial and unnecessary
for the recovery of the

[illegible] from any part
[illegible] same cause
applied. It is [illegible]
[illegible] different
[illegible]

by the Hon. Mr. Hutchin

Then can be no objection

to the Commissioners continuing

their investigations. I would do

no more

withdraw them from any part
of it by any person or
applied. He admitted that
a particular different

No. 7.

REVENUE DEPARTMENT.

S.N. Rev. No 239 Opium

PROCEEDINGS OF THE MADRAS GOVERNMENT.

Read Board's Proc: Sep: Rev:
C. ltr. No. 41237 dated 29 Dec 1887 & Nos: 93
& 123.

Draft G.O. No. 942 dated 29

In the first of the papers above read, the Board submit proposals for bringing into force, throughout the Presidency the provisions of the Madras Act I of 1886 relating to intoxicating drugs manufactured from the hemp plant (Cannabis Sativa). The Board state that the consumption of the drugs is scarcely limited in this Presidency that if is not likely that the introduction of it will bring in any considerable revenue

but they consider that the
traffic in the drugs should
be regulated under legislation
with a view to obtaining
accurate information as
to where and to what extent
the hemp plant is cultivated
and the ganja & bhang
manufactured therefrom
are consumed or transported
for consumption.

2. The Excellency the
Governor in Council has
given careful consideration
to the Boards report
and is of opinion
that the information
furnished is of too indefinite
and inconclusive a character
to justify the introduction
of the somewhat stringent
provisions of the Act relating
to intoxicating drugs

[illegible]

whole scale in all parts of
the Presidency. The cultiva-
tion of the plant is confined
to be so limited that it is
not necessary to place it
under control, being confi-
ned for the most part
to a few plants grown in
backyards of houses for
domestic use. In some
places where the plant is
grown on a large scale,
it seems advisable to
be cultivated for its fibre.
The only places where the
consumption of the drugs
is objectionable is from
which any objectionable
effects take place are the
Circars where climatic conditions
climate seriously affect
life. The Board [illegible]

by the Board different parts of the country should require different treatment, and, so far as can be judged from the information now available, most parts require none.

3. The Government will, however, be prepared to extend the provisions of the rent relating to encroaching trees to wrecked areas or causes shown. The Commissioner should therefore, in case of, bring to the notice of the Collectors and his own subordinates and record in writing, if any, in the opinion of the Collectors, any should be applied.

PROCEEDINGS OF THE MADRAS GOVERNMENT.

Read

Referring to the second paper read at the head of these Proceedings the Government observe that any interference with the Rhondo in the cultivation of the tenants plants would require the most careful consideration and as the Collectors in their Proceedings mark out the Boundaries of Estates it is impossible for the present for the Government to prevent what is called "Jumpa encroaching" across the frontier. The Revenue Authorities must therefore make their own arrangements to prevent

there dissolved.

5. A copy of these Proceedings will be forwarded for the information of the Government of India with reference to the Letter from that Government dated 16th September 1884 No 3487.

To the Secy to the Govt of India
Dept of Finance
& Commerce

From Wiley

No 2877

7/10/4

65

Draft. 7.2.

C. No: 4238 4477

Proposals regarding
dispensing drugs other
than afreeam