

State Policy in Trading Alcoholic Drinks in the Partnership with the Board of Guardians on Public Temperance (The Historic Aspect of the End of XIX – Beginning of XX Centuries)

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Abstract

The article considers the historic experience of state and public organizations' partnership in the struggle against the population' alcoholization by the example of establishing Boards of guardians on public temperance in the Russian state as a whole and in Ufa province in particular. The authors of the article pay special attention to the organizing public readings by the Boards of guardians on public temperance with the aim to spread sensible ideas concerning the harm of excessive use of strong drinks among the population; the substantiation of the necessity of reviving the institution of guardianship and its methodological instruments, used by the state and public organizations in carrying out educational activity in order to struggle against the population' alcoholization, has been given. The object of the research is the policy and practice of the Russian government in forming and improving the institution of guardianship in the sphere of public temperance in Ufa province (1865 – 1917) and the historic experience accumulated in this field. The aim of the research is to investigate the historic experience of forming the institution of guardianship on public temperance in Russia by the example of the activity in Ufa province in 1865 – 1917 on the basis of scientific analysis of archival and published sources. Relying on the concrete historic material, the authors set themselves as an object to elicit general regularities and regional peculiarities of the process of guardianship, to reveal the integrity and interdependence of its components. It has been exposed that the state policy in trading alcoholic drinks was accompanied by active, successive, diversified, legislatively formalized and methodologically supported basis. It was the activity of the Boards of guardians on public temperance on the territory of the Russian empire, in particular in Ufa province. It promoted to preventive and prophylactic measures, forming of the alcohol drinking culture among the population and, as a rule, decreasing of the index of its usage. Modern social and economic situation in Russia testifies to the necessity of reviving of the institution of guardianship by means of state and public partnership. This may be organizing of reading clubs, literary soirees in the system of cafes and restaurants, round tables in libraries, lectures and conferences on the theme in the Internet, creating of guardian groups in social nets

Keywords: *social policy of the state, the institution of guardianship, the Boards of guardians on public temperance, public temperance, public readings, state and public partnership, alcoholic drinks, historic experience, Ufa province.*

1. Introduction

During the recent years the development of social and economic relations of the Russian society, which is accompanied by social inequality and tension among the population and as a result the increase in consumption of alcoholic drinks per capita has been actively discussed. According to the data of the Russian Statistical Agency the sale of alcohol per capita in 2012 was 9,1 liter of absolute alcohol per year. However, the real situation shows that the level of use of alcohol drinks per capita in Russia is considerably higher at the expense of not taken stock of alcohol and makes from 13 to 17 liters.

According to the statistics, more than 75% of eighth formers drink alcohol or tried it in this way or another, and by the 11th form this index increases to 100%. Along with this fact, 45% of teenagers drink alcohol once a month, up to 21% - two times a month, and nearly 30% - once a week. The latter two figures are dangerous for the modern society, because drinking alcohol more than two times a week at this age provokes the risk of developing alcoholism (Russian statistic office. (2012)).

Besides, the outflow of the youth from rural areas grows, it is accompanied by people's hard adaptation to city life,

and it, in its turn, quite often leads to the loss of traditional behavior norms and intensification of social deviation – alcoholism.

In foreign countries the problem of overuse of alcoholic drinks is also very urgent. For example, the government of Canada, worried by this fact, is forming national communes, allotting them with social obligations (Chantelle A.M. Richmond, Nancy A. Ross. (2008)). In Finland a public body – the Social committee on drug policy has been established, which task is to care for people, who abuse alcohol (Tuukka Tammi. (2005)). Also, the research of partnership of the state with the public in the form of creating special structures, allowing to conduct efficiently social policy with instable groups of population are carried out by such authors as P. Christensen (Japan), (Paul Christensen. (2014)), M. Khasanovich, I. Paevicha (Bosnia and Herzegovina) (Hasanović, I. Pajević. (2011)), T. R. Suzik, Igor Shvab, Marco Kolchek (Slovenia) (Tonka Poplas Susič, Igor Švab, Marko Kolšek. (2006)).

In Russia the search for new forms of work with the population including active involvement of the public is necessary, too. The system of guardianship may become one of social institutions, when the state in partnership with public organizations takes decisive measures in struggling against addictions (Galiullina S.D. (2012)). It is the evidence of the fact that at the modern stage the problem of guardianship attracts attention not only of historians, but sociologists, teachers, political scientists and economists as it is at the junction of these sciences.

In the Russian empire the institution of guardianship in the sphere of public temperance was established on the legislative level, as average annual level of alcohol use per capita was one of the main indicators of the alcoholic situation. This index in the country in 1883-1893 was 8 liters of vodka, and in Ufa province during the same period it was 4 liters (Ramazanova G.R. (2011)). However, unlike statistical data in the periodical newspaper "Ufa region" it was written that "in Ufa province moonshine is drunk twice as much as vodka" (To the struggle against hard drinking (1909)).

Nowadays more than ever the research of the historical experience at the end of XIX – beginning of the XX centuries of the problem under consideration is very urgent. It will allow to use the experience of the past taking into consideration the introduction into modern practice the solution of social problems of the state in partnership with public organizations, which direct their activity at the struggle against overuse of alcoholic drinks by the population of the country, and this is especially topical.

2. The Methodology

The methodological base of the research is the principles of historicism and dialectical materialism, objective character and chronological succession. The versatility of the problem of guardianship of the state and the society for public temperance requires its studying on the basis of the following sources: legislative acts, reference and statistical materials, periodic press and archival materials. The most valuable in this research were the sources, made on the instructions of Ufa province territorial council edited by M.I. Obuhov, such as "Collected articles of Ufa guardianship concerning national temperance", "The activity of the province guardianship concerning national temperance", "Classes with teenagers and grown-ups. Public readings" and "Public and central libraries on Ufa province territory".

One of the methodological instruments is the research of the degree of scientific elaboration of the theme under consideration. National historiography on the theme chosen, especially pre-revolutionary, is represented by the concepts of scientists, writers of political essays, practitioners, devoted to the system of guardianship, public care, charity, state activity in the social sphere and functioning of the institution of state service. Among them there are works on history of the institution of guardianship, philanthropic institutions, and orders of public care, charity, on the problems of guardianship of beggars and the poor, people with deviant behavior, prisoners in the Russian empire of XIX century. Historical and theoretical works by the Russian pre-revolutionary historians and writers of political essays are an important historiographical source. One of the paramount directions of guardian activity, which was widely spread, was care for asocial people with deviant behavior that is those who abused alcoholic drinks. Fundamental works on the history of drinking culture are devoted to these problems, where its roots and development in Russia as well as in foreign countries were researched. It becomes clear that besides state supervision in this sphere, special state and public institutions in the form of associations are needed in the form of board of guardians, "fellowships", "fraternal unions", temperance societies in order to prevent poverty, tobacco smoking, hard drinking, ruin and stealing. Parallels are drawn among these phenomena and important conclusions concerning enlightening functions of guardian organizations have been made. "Terrible" drinking and subsequent people's asocial behavior not only in central provinces, but in multinational ones as well, has been analyzed. The authors have clearly defined the goals of the boards of guardians on public temperance, the process of supervising in the sphere of trading alcohol drinks has been analyzed, the main tasks of sober and healthy way of living propaganda among the population have been marked out, the rules of organizing leisure – time have been described: establishing reading halls, public libraries, tearooms; the activity of guardian

organizations in establishing and maintenance special shelters with the aim of chronic alcoholism medical treatment has been analyzed. Also, the necessity of organizing such educational events as public readings is widely scrutinized taking into consideration the complicity of their holding and giving theoretical bases off the notions "public sobriety" and "public houses". In whole, prerevolutionary historiography contains great number of actual materials on the All – Russian background and very limited number of them concerning regional peculiarities of guardian activity in the sphere of public sobriety. The problem of establishing and development of guardian activity in Ufa province turned out to be hardly researched. Historiography was developing gradually, but there has always been interest in this theme. The problem was studied in relief - sometimes with greater interest, sometimes with slumps, but in spite of this fact, there are many unknown aspects of the theme under consideration left. The assessment of some facts of guardian activity may be found only in few articles on the pages of periodical press and in social and political journalism.

3. The Results

In the work for the first time the system research of developing the institution of guardianship on public temperance by the example of complex and strategically important Volga – Ural region, in particular in one of its provinces – Ufa, has been made. It allowed to set forth typical traits and specific character of development of local chronotope as well as to provide more complete and comprehensive notion on regularity and tendencies of guardian activity development in Russia in 1874-1917.

On the basis of the historic experience studied the assignment of a new scientific problem of the institution of guardianship as a form of state service on the basis of state and public partnership, has been stated, the development of a new model of social technology – interaction of the state with participating of representatives of the public and business in it, has been characterized.

For the first time the scientific and theoretical basis of the institution of guardianship has been revealed, which has been considered as "governmental guardianship on public temperance".

For the first time it has been shown that in XIX – beginning of XX centuries an orderly system of guardianship was developed, which underwent the process of formation and took shape institutionally. It has been ascertained, that normative and legal base of the institution of guardianship arose simultaneously with development and improvement of the system of trading alcoholic drinks. It entailed origin of the corresponding array of normative acts and laws, which gradually turned into an efficient leverage of state regulation in the sphere of guardianship.

Care for public education has always been a matter of state importance, attracted undiverted attention of the supreme power and government. Simultaneously a new model of social partnership – interaction of the state with the representatives of the public – was created.

New documentary materials have been introduced, which have research value and allow in great extent to make up a deficiency in studying guardian activity in Ufa province in XIX – beginning of XX centuries. Involvement of archival material allowed to ascertain the facts from the history of the institution of guardianship on public temperance in Ufa province, developing public readings and other educational events for people, which were not known before.

A comparative analysis of the domestic model of guardianship and its foreign analogues has been carried out. The proofs have been obtained that the reviving institution of guardianship is necessary for developing the sphere of taking alcoholic drinks and it must become a public body of management, which will provide development of the strategy and perspective plans of development.

For the first time the tasks raised have been solved on a wider scientific and research basis due to interdisciplinary integration of different sciences (history, sociology, pedagogy, political science) with a wide use of available methodological and theoretical instruments.

4. The Discussion

4.1 State policy in trading alcoholic drinks

Abuse of alcoholic drinks among the population as a state problem attracted attention at the end of XIX century. The proof to this is the legislative established by the Emperor Regulations of the Boards of guardians on public temperance by the law of the Russian empire on December 20, 1894 # 11152 and its enactment since January 1, 1895 in Perm, Ufa, Orenburg and Samara provinces (Complete code of laws of the Russian empire (1898)), simultaneously with the law Regulations on government trading alcoholic drinks # 10766 on June 20, 1894, approved by the Emperor (Complete code of laws of the Russian empire (1894)).

For gaining true results in the struggle for the population's health and morality, holding only public events were not enough. It was necessary to work out the mechanism of the population's awareness of the harm connected with abusing alcoholic drinks. By the Regulations of the Board of guardians, the guardian organizations, established in all the province cities and uyezds were charged with the duty of spreading among the population sensible notions concerning "the harm from immoderate taking alcoholic drinks".

In defining the notion and manifestation of "bad influence of hard drinking" it was necessary to reveal to the population the full notion of harmful in every respect influence abusing of "strong drinks", not limiting by the fact that hard drinking contradicts to "great divine", morality and the criminal code. Also the attention was paid to preventive and prophylactic measures, that is possible consequences for a person's organism and his future generation, and, as a result – inevitable worsening of socio-economic situation in the society.

The means, which the Boards of guardians might use in their activity, directed at the explanation to the population the harm from taking alcoholic drinks were:

1. Making and spreading publications, which explained the harm from immoderate taking alcoholic drinks. As one of the means of distracting the population from public houses was the organization of public readings and interviews, so while choosing the themes for them special attention was paid to such ones, which explained the notion "harm from abuse of strong drinks". Organizing of public readings and interviews was assigned a special part in informing the population of the notions concerning the harm from abuse of alcoholic drinks, because the population's literacy was hardly developed, and consequently spreading of such brochures would have been less efficient.
2. Efforts to attract church boards and representatives of "school" chairs. Local priests and teachers were to point to the publications, in which the literate could receive explanations concerning the harm from abuse of alcoholic drinks; to influence the growing up generation with the aim to prevent them from hard drinking and ipso facto to avoid in future the necessity to break them from the drinking habit.
3. Writing and spreading stories of belletristic character in prose and poetic forms. Such stories, if they were written in a talented way, but not in a rude tendentious form, were often able to be engraved in simple people's minds much stronger than any other logically grounded arguments.
4. Measures of forced character and financial deprivation. For example, for appearing in a public place "in drunk to the state of being beside oneself or in hideous from drinking look", the culprits were inflicted a penalty in the form of arrest up to seven days or exaction of a penalty not more than 25 rubles (Complete code of laws of the Russian empire (1867)).

4.2 Organizing of public readings

One of the main forms of spreading sensible notions among the population concerning the harm from abuse of alcoholic drinks was organizing public readings. The Boards of guardians held public readings on various topics with the aim to entertain people and "sensible organizing of their leisure time". Organizing of public readings was regulated by strict rules, statutes, explanations and recommended lists, which had to be followed obligatory by the Boards of guardians on public temperance. In Ufa province during the period under consideration the Boards of guardians used the Regulations on organizing public readings in province cities, highly approved by the Emperor on December 24, 1876 # 56762, which stated the following:

1. Public readings in province cities were allowed on prior requests of societies and private persons, the Guardian of an educational district, with preliminary agreement with the local Governor, and were in the Guardian of an educational district's full command (Galiullina S.D. (2012)).
2. Organizing and holding of public readings as well as their financing were to be under the care of those private persons or societies, who applied for holding them.
3. The Directors of public schools supervised the process of holding public readings and observance of the rules, established on the subject of the readings.
4. In case of the Director of public school's absence the supervision over the public readings was entrusted with one of the Inspectors of that province, where the readings took place or another person of an educational office, at the Guardian's discretion.
5. The sites for holding readings were houses, in which educational institutions were placed, preferably they were those ones in governmental and public buildings, situated in the city. Holding readings was forbidden in industrial establishments and factories.
6. For public reading only the works approved for this purpose by educational Committee of the Ministry of Public

- Education were allowed. Because of great variety of materials for public readings the books of spiritual character, approved by the Holy Synod or extracts taken from them, were also admitted,
7. Books assigned for public readings could not be interpreted and were read strictly as they were in original, without any changes and additions.
 8. If readings were accompanied by experiments or graphic examples, their explanation in words was permitted, but within the limits of the context of a text.
 9. For public readings, except for clergy and teachers of public schools, were allowed other "trustworthy people" by agreement of the Directors of public schools with the province authorities.
 10. In case of breach of the conditions defined for public readings, readings were immediately stopped by the local Governor's order, which was to be informed by the Directors of public schools or by that person who was charged with supervision over readings (Complete code of laws of the Russian empire (1878)).

Public readings were a form of mass out-of-school education and at the same time a means of entertainment of the masses, spreading of which was natural in prerevolutionary Russia, as public reading halls and libraries, considering the population's low level of literacy, could not bring in full measure the benefit expected (Erkeeva Yu. V. (2014)).

Public readings usually were accompanied by showing "foggy pictures" (slides), which promoted to adopting the texts of readings by the listeners and provided more willingness to attend them.

Taking into consideration local conditions of those places where public readings were held, the Boards of guardians made decisions if readings were free of charge or decisions to fix small entrance fee for attending them, which was not burdensome for visitors and could cover at least part of expenses, connected with organizing process. As for the requirements to premises for organizing public readings, they were to be held, to the extent possible, in tearooms under the Boards of guardians on public temperance.

4.3 *The experience of Ufa province in struggle against excessive taking alcoholic drinks by the population*

The partnership of the Board of guardians on public temperance with local authorities may be considered to be one of the forms of interacting of the state and the public in Ufa province. (Erkeeva Yu. V. (2014)). In conference they organized public readings with the permission of a spiritual office, which had the right to organize public readings. Zemstvo paid expenses, connected with the organization of readings, buying brochures, "foggy" pictures and "magic lamps" (slide projectors). Readings were held from October to March on Sundays and holidays in the evening time and lasted for one-two hours. Readings were held in the buildings of parish churches, public schools, tearooms. The lecturers and the organizers of readings were teachers, clergy, doctors, the members of the Board of guardians on public temperance and other representatives of local intellectuals. For attracting the masses readings were accompanied by showing light "foggy" pictures and sometimes by singing, the lecturers sometimes used gramophone.

Also, in the city of Ufa public readings were held by "The committee on organizing public readings". In 1898 public readings were organized at seven centers – public classrooms of the Board of guardians on public temperance, parish schools and at the parochial school under Uspensk church. The number of listeners in each auditorium was about 240 people (Korolkova O. (2008)), for example, it was reported in Vyatsk province bulletin that "under the school, built by Girbasov, on Sundays and holidays public readings were held with showing "foggy pictures" and which were attended by from 125 to 150 students as well as their relatives and parents" (Valeeva N.G.). So, the city of Ufa was not inferior to other Russian cities in this respect. Readings were held on the following themes: religious, moral, fiction, historical, geographical. For example, doctor S.P. Sukhov introduced to the citizens of Ufa his brochure "The truth about intoxicating potion", which explained pernicious influence of alcohol on a person's health (Valeeva N.G.).

Starting from 1905 in the course of the Revolution there were strengthening of the activity of the Boards of guardians in developing all types of out-of-school education, including public readings, as a result lecturers were allowed not only to read a text, but to comment upon it. The population's trustful attitude to public readings, which were held by Ufa province Board of guardians on public temperance, was approved by the fact that the audience during the readings was always overcrowded. During the readings the clergy explained to the peasant population the harm and evil which abuse of alcoholic drinks brought. By 1904 there had been organized more than 50 offices for readings, more than 778 readings had been held, 455 of them were accompanied by singing, music with gramophone. There were 167 reading on the harm from hard drinking. The number of the visitors in all the auditoria was 104681 people (Maslova A. (2009)). In 1905 thank to the Board of guardians on public temperance the book fund under the province committee was considerably replenished with the brochures about the harm from hard drinking. These brochures were added by light pictures.

5. Conclusion

State policy in the sphere of trading alcohol drinks was accompanied by active, successive, diversified, legislatively executed and methodically supported basis. It was the activity of the Boards of guardians on public temperance on the territory of the Russian empire and Ufa province in particular. It promoted to preventive and prophylactic measures, developing of drinking culture among the population and, as a rule, decreasing of the index of its use (Okhotnikova L.V., Isaeva N.V. (2013)). Modern social and economic situation in Russia testifies to the necessity of reviving the institution of guardianship by means of state and public partnership. Although normative and legal base in the sphere of establishing non-commercial non-governmental organizations in Russia is being constantly improved, it does not give them the breadth of authority and regulating functions in the struggle against alcoholism. For this purpose the experience of the past must be used, when the bodies, which realized planning of trading alcoholic drinks interacted with public movements in the struggle with this addiction. Nowadays first of all it is necessary to introduce amendments in the state normative acts, which allot the above-mentioned bodies with social obligations. On the part of public authority it may be organizing of reading clubs, literary soirees in the system of public catering; cafes and restaurants. Broad educational activity may be expressed in the form of non – formal round tables in libraries, problem and subject interactive lectures and conferences in the Internet as well as developing of guardian groups in social nets.

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