

EAST AFR. PROT

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Stockman, Sir

VERMIN DEPARTMENT

1914

January

Last previous Paper.

029
489
1/4

Minister of Agriculture, Dept.

In Bottomley, ~~W. H. A.~~ Mr. G. Fiddles

The question is "Should the Veterinary Dept. in the P. A. be separated from the Agricultural, instead of being as it is at present, a subdivision of the Agricultural Dept.?"

The question has been brought to a head by strained special relations between Mr. Storey, Chief Vet. Officer, and Mr. MacDonald, the Director of Agriculture.

In the despatch of 30 June 1907, P. A. covering memoranda on the subject by Mr. Storey and Mr. MacDonald, the Govt. gives his vote for separation.

① Mr. Storey's argument

From 1897-1907 there was an independent Vet. Dept. and the Agricultural Dept. had no interest.

The Commission of Enquiry... (faded text)

Copy for Conf. Com. } 13 20 14
Mr. Storey's Conf. Com. } Aug 14 92

Next subsequent Paper.

made in question of finance over the cost of the
various ~~of~~ Veterinary matters, Lord Purvey
Lords

- (1) In 1907 Mr Macdonald was appointed
Director of Agriculture. The Agricultural Dept
being at the time independent of the Comm^o
of Lands.
- (2) Soon afterwards the Veterinary Dept was removed
from the supervision of the Comm^o of Lands, and
placed under the Director of Agriculture.
- (3) Mr Macdonald exercised stricter supervision than
the Comm^o of Lands and in 1911 declared
his authority to overrule Mr Stoddy's decisions
and to dispose of his officers.
- (4) In Mr Stoddy's absence on leave the Pathological
Dept (Veterinary) was separated from the
Veterinary for financial purposes and Mr
Stoddy's control over the Pathological Dept
ultimately was removed.
- (5) Regulations with regard to the organization
of the Vet^l Dept made by Mr Stoddy under
the Diseases of Animals Ordinance were
deleted by Mr Macdonald in Mr Stoddy's
absence.
- (6) On one occasion Mr Macdonald signed con-
cessions in some members of the Vet^l Dept.
- (7) Mr Stoddy maintains in reply to Mr Macdonald's
argument that a lay supervision is necessary to protect
the settlers from the possible excess of zeal
on the part of the Veterinary specialists, that the
settlers of B.E.A. are well educated and
made a vested in stock rearing, and it is the
custom in the country to submit questions of
policy to discussion by the settlers. Mr Macdonald
supervision is therefore not necessary in the
interests of settlers.
- (8) He further states that Mr Macdonald's
supervision would not be established in
the interests of the settlers of the C.T. of Lands.

P. P. Stockman's views:

Agricultural interests, which should be bound up with stock raising, and it would be false to separate the veterinarian from the Agricultural Dept. which.

The suggestion referred in customs - (1910) of the Committee of Health, suggesting two coordinate boards, Veterinary and Medical is not practical in the question of stamping out disease (e.g. tuberculosis) can be separated from all political and administrative considerations without danger of hardship to the community.

4. Administrative work should be left as much as possible from the shoulders of the expert. A non-expert administrator who believes in expert matters is dangerous. Experts are not good administrative heads. The expert agriculturalist (Mr. MacDonald for example) is not generally the best administrative head.

In all purely veterinary matters the Ct. Vet. Office should be responsible.

Questions of broad policy should be decided by the Chief Administrative Officer in consultation with the Chief Veterinary Officer or the heads of Departments under him.

5. The Chief Veterinary Officer should be given as free a hand as possible in the disposal of his officers and in planning the programme of his work.

6. Where disagreements arise between the Administrative Dept. and the Vet. expert

there should be a referee, e.g. the Legislative Council. But in P.A.P. Mr. MacDonald represents the Vet. Dept. in the Legislative Council, so Mr. Sturdy can only appeal from Council to Council.

7. Dr. J. Stockman suggested that the cost of the department be the fact that an agricultural expert is Director of Agriculture and 350 administrative expert as well and that the ideal is to make all branches of agriculture veterinary, entomological etc. under one purely administrative Chief.

8. As to separation of pathological and bacteriological depts: the only country where this has been done is S. Africa. P. P. Stockman considers it a mistake.

It cannot help thinking that difficulties have arisen in P.A.P. not so much from defects in the principles on which the Agricultural Dept. is organized as from the strained relations which special circumstances have developed between the protagonists, Mr. Sturdy and Mr. MacDonald.

Mr. Sturdy was once independent in veterinary matters and it cannot be denied that the veterinary Dept. in P.A.P. considerably exceeds in importance the other divisions of the Agricultural Dept.

9. Mr. MacDonald, among the first 10 years after Mr. Sturdy and was for a short time only coordinate with (as Director of Agriculture) with Mr. Sturdy under the Ct. of Lands.

(3) Mr Mac Donald appears to be a self-starting man to get on with in some respects. In the Conf. report on him for this year, the Govt. comments on his tendency to disregard any opinion which does not emanate from himself.

(4) Mr Mac Donald is an Agriculturalist and not a Vet. Officer, and he is administrative head of a Dept. which includes 'agriculture' in a more definite sense (i.e. the case of plants, crops etc) and also 'veterinary' matters.

(5) Mr Mac Donald certainly has not exercised tact to say the least of it, in his difficult relations with the C.V.O. even allowing for ^{the} explanations of ^{the} incidents which Mr Stoddy complains of.

The Govt's proposal to solve the difficulties (which, I consider, is personal and due to special circumstances) by finally separating the Agricultural from the Vet. Dept. (except that Mr Mac Donald would still represent the Vet. Dept. on the Legislative Council) is drastic and though stock raising etc. is most important in E.A.S. it is hardly important enough to be made a separate Dept. The experience of other countries and most British Colonies is against such separation.

The remaining alternatives are

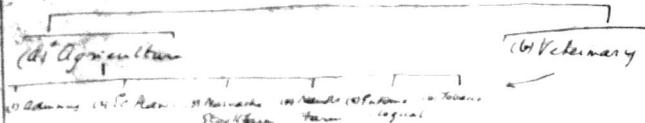
- (1) To ask the Govt. to suggest to Mr Mac Donald that he should use more discretion in dealing with the Vet. Dept. and at the same time to allow

Mr Stoddy to continue to act as the Political Dept.

(2) To coordinate 'Agriculture' in the narrower sense (with Mr Mac Donald as head) with 'Veterinary' (with Mr Stoddy as head) under 1st Deputy being under one Administrative Chief and as the C. of Lands in 1907 before the Veterinary Dept. was not amalgamated with the Agricultural under Mr Mac Donald.

The present organization, according to the Staff Director

Agricultural Department



From the above scheme I would agree that Mr Mac Donald's administrative powers extend to the Vet. Dept. as well as the Agricultural, in reality a ^{single} ^{unit} of ^{the} ^{department}.

Perhaps we should not send Mr Mac Donald a copy of Mr P. Stockman's memo ^{in which} explaining that the delay has been due to Mr P. Stockman's illness say that the delay is due to the illness of Mr P. Stockman. That complete separation of the Agricultural and Vet. Dept. would be undesirable suggest that the difficulty arises rather from the special case of the special relations of Mr Mac Donald and Mr Stoddy and that the plan for the amalgamation of Vet. and Agric. Depts. and that, instead the difficulty of the position might be obviated to a certain extent if Mr Mac Donald, were to in his dual office of head of the Agricultural Dept. and Admin. Chief of 1st Deputy, Agric. and Vet. Depts. were to use more discretion in ^{dealing with} departmental ^{concerning his suggestions} ^{in dealing with} ^{departmental} ^{veterinary} matters and ask the Govt.

Pol. In view of the whole question in
the light of the main end to attain
further recommendations
I do not adhere to and think Sir S. Bickham
is reasonable he has taken in preparing
his report memo

1901/12/14

J. S. R.

Deputy
J. S. R.

I would not express any views to the
Govt but let him consider the matter
for himself

If as a Vet. what Sir S. Bickham
considers there is no way for
where a Vet. dept. then is an
end of that proposal, - but otherwise
I should have preferred to quote a
deal of the work eg. control of
native cattle - is hardly within the
province of the Dept. of Agriculture
etc.

11/14/14

As proposed by Mr. Bickham?

J. S. R.

11/27/14

I have a pretty strong view, that there
is not to be a separate Vet. Dept. that
it is to remain under the Dept. of Agriculture
I say so

11.2.14

at once W. J. S. R.

Remind Govt L.F. W.S. 11/27/14

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4500
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Memo on Veterinary Departments in
Relation to Agricultural Departments.

I have delayed dealing with this matter, firstly, because it is one which requires a considerable amount of thought, and secondly, because the two officers who seem to be in official disagreement are both very old personal friends of my own, and I have been somewhat dismayed by the delicacy of the task which has been set me. I note, however, that the matter has been referred to me partly by their request, and I take it, therefore, that I fully realise the difficulty of the position they have put me in. I also note with pleasure the statement that there is no personal feeling in the matter between these two officers, and I am quite sure that I can rely on them to believe that this Memo is the result of purely impersonal considerations. The views which I put forward are the outcome of experience in connection with various departments in the Protectorates and the Colonies, and the study of the same questions in relation to similar departments in the various civilised countries in the world. Whether these views be right or wrong, they are the only ones I can express, seeing that they are the outcome of deliberate study of the main questions which have been raised. I understand that mere or less immediate action is to be taken after consideration of the various questions as dealt with by the two officers concerned and myself. I should prefer, therefore, if there is no objection, that this Memo in full should reach those concerned.

Another matter to which I must refer is that each officer in his Memo makes statements some of which are contradicted by the other. On this matter I must be held to pronounce no opinion whatever except my belief that if his statements have been made it must have been owing purely to misunderstanding. I wish it further to be understood that I have dealt with the subject under pressure.

Separation of Veterinary Departments
from Agricultural Departments.

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Having regard to the undoubted facts that the agricultural interests are indissolubly bound up with stock breeding, and that it is not practicable to separate stock farmers from pure agriculturists, I am of opinion that it would be fatal from an administrative or even a political point of view to create two separate departments, each would be dealing independently with the same interests. Such divisions I feel sure would be liable to continually create difficulties for each other, and complicate administrative undertakings, and they might even under certain circumstances become antagonistic to each other. Further, much as I value the importance of veterinary departments I cannot see how they can ever become of such magnitude as to warrant their being made special departments of State.

With regard to the suggestion which has been put forward, and which it is claimed has the support of Maj: Genl Smith, namely, that there should be Imperial Boards of Health - veterinary and medical - under one responsible Minister, I would like to say that I consider this one of the most nonsensical proposals which has ever been made. The suggestion appeared in an English daily paper, and it was made by quite irresponsible persons who held the view that tuberculosis should be stamped out immediately, no matter what be the cost or the hardship to individuals by so doing. Their idea was, that if they could separate questions of such magnitude from all other political and administrative considerations - a quite impossible thing to do - they could have a clear slate, as it were, to work upon. The suggestion has received no support of any consequence.

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Administrative Officer and Expert.

I am far from believing that because a man has professional knowledge he cannot possibly be a worthy administrator. I am quite convinced, however, that a nonprofessional administrative officer cannot be an expert. Finally, I take the view that if an expert officer is loaded with administrative work he must naturally cease to become an expert in the higher sense, and in consequence he is a dangerous administrator, because he probably will be in the position of carrying on "expert" administration with an insufficiently up-to-date expert knowledge.

It follows also from the foregoing that a non-professional administrator, if he dabbles in "expert" administration will be a still more dangerous person, even if his knowledge of expert problems is great for a layman. The foregoing remarks do not refer exclusively by any means to veterinary experts and agriculturally trained administrative officers. I mean them to apply in general, and I would point out that agricultural experts must be included amongst the experts. Having indicated in general, then, that experts in general are not by any means the best officers to place as administrative heads of departments, I am bound to admit that the agricultural expert should not, in general, be a purely administrative officer. To my thinking, he should occupy the same position as the expert medical, veterinary, or engineering adviser. It is to be noted, however, that I do not exclude the expert of any kind even from general administration, but it is absolutely necessary in such cases that he should confine himself to pure administration, a very difficult thing for a man with this training to do. If he does not do so, and, as is found necessary, a greater and more competent expert is appointed to advise as an expert, there is a serious risk which often amounts to a certainty, that from his position he will be guided by the opinions of the lesser expert - in such cases, himself - and the official expert will be forced to occupy a position which no able man will support peacefully.

It is to be quite understood from the above remarks that they are not put forward as a criticism of what has actually taken place in the East Africa Protectorate. As I have stated, on that point I desire to pronounce no opinion whatever. Let us suppose, however, that an administrative official with or without agricultural expert knowledge is the permanent head of an agricultural department having amongst other divisions a veterinary department, I am asked to say what I think should be the relations between the Head of the veterinary department and the chief administrative officer? In all purely veterinary administration I think the chief veterinary officer should be responsible, and it should be left to his discretion whether or not a certain happening should be brought before the administrative head or not. That in my experience is a perfectly easy matter to a range.

With regard to the questions of broad policy which may, of course, involve many other indirect considerations, I do not think that the whole responsibility in connection with these should be given to the chief veterinary officer, nor for that matter do I think that questions of such magnitude should rest entirely with the permanent administrative head of a department, especially if he is himself an expert. As everyone in official life knows there are two channels by which important papers are circulated - from below upwards and from above downwards. Questions of important general policy usually come by the latter channel, but it is absolutely necessary that they should travel upwards when a question of importance has first been brought to the notice of a more subordinate officer.

Assuming a question of policy involving expert considerations should have come first to the administrative Head of the department I believe that the expert questions involved should be dealt with first by the chief veterinary officer. They should then go to the administrative officer who deals with it from the administrative point of view having regard to the experts advice, and

finally, to whoever is in the position occupied usually by a Minister. Someone in the position of the latter is to my mind the only person qualified to deal judicially with the two sides of the question, and make the working compromise which always has to be made in such matters between good science and good administration. Of course, there inevitably comes the border line between purely veterinary and general administration, and in illustration of this I cannot do better than refer as an example to the confidential letter of 9th April/1913 signed by MacDonald. I do not see how any exception can be taken to the case set forth in that letter and the action taken.

It must be the duty of the chief veterinary officer to arrange his programme of work and dispose his officers in the way which in his wisdom he thinks best suited for the efficient carrying out of this programme. Further, it would be unfair to the chief veterinary officer to ask him at a moment's notice to withdraw one or more men from his standing disposition to deal with another new problem merely at the bidding of one administrative officer. This would make organised veterinary administration almost impossible, as his original plans might be liable to complete disorganisation merely to gratify the views of one other certain official who is not necessarily the best judge of the whole situation, and who may from his own point of view adopt an exactly similar attitude to that attributed to the entomologist in the above mentioned letter. On the other hand, it is quite possible that a chief veterinary officer in his zeal to carry out a pre-arranged programme might be inclined to disregard the good of the general whole, as altered by some unforeseen happening. Personally, I think these ^{are} matters which are almost always easy of arrangement between two responsible officers, but where there is a difference of opinion as to what is necessary for the general good, I think there should be a referee, as there is in most departments, between the purely administrative views and those of the expert, *when they seriously clash.*

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I understand from the Memos: that one of the complaints is that the Director of Agriculture in the East Africa Protectorate is Representative Minister [in the Legislative Council] Permanent Head [administrative officer] of the Department of Agriculture, and expert agricultural adviser all in one, and on questions such as I have outlined, which are theoretically liable to occur, the Chief Veterinary Officer is in the position of having to appeal from Caesar to Caesar. Whether this is the case or not I pronounce no opinion, but if it is so, it does not seem to me a just organisation or one which is likely to lead to efficiency or contentment, and it is an organisation which is quite unique.

Mention is made of several matters in the various Memos: for example, the position I myself occupied in the Transvaal, the relation of the Veterinary Department in India to the Agricultural Department, and the relations of the same departments in the U. S. A. and Canada. These references require amplification to render them accurate.

In the Transvaal the Executive Head of the Agricultural Department was the Commissioner [or Minister] of Lands. The Permanent Head of the Agricultural Department - Mr. Smith - was also styled Director of Agriculture, he is now Secretary for Agriculture, which seems a more appropriate designation. When I agreed to accept the post of Principal Veterinary Officer, it was as Chief of the Veterinary Division of the Agricultural Department, with Mr. Smith as permanent chief administrative officer of the Agricultural Department, and the Commissioner of Lands as Executive Head. There was no assistant director when the offer was made to me, and no mention of one in my agreement. All through my service the general papers from the office of the P. Vet: S. were addressed to the D. of Agriculture, and the P. Vet: S. could if he desired have matters referred to the Executive Head. Further, the latter always summoned the P. Vet: Officer to all councils he held on veterinary affairs of State

together with his administrative officers. Mr. Macdonald joined the Agricultural Department as Assistant Director some months after I took up my duties. This in no way altered the official situation or status, and the position of the Assistant Director was never defined in my time. Mr. Macdonald's advent into the department was welcomed by everybody concerned, and speaking for the Veterinary Division, I can only say that he lifted an enormous load of financial and purely administrative details of a general nature from a division which had its full complement of work in connection with veterinary administration and scientific problems in relation to disease.

I wish to make it quite clear that the question of subordinating Chiefs of Expert Divisions in their own spheres to general administrative officers never arose, had it done so I doubt if the very flattering report on the Transvaal Agricultural Department referred to in the Memo: would ever have been written.

With regard to the reference to India, there seems to be some misconception. During my service in India there was a Director of Agriculture who was administrative officer in his own expert sphere only. A short trial was made of associating a central veterinary department with a central agricultural department. It broke down for good reasons. Now, I understand, each province has its agricultural and veterinary experts associated in an agricultural department, of which a purely administrative officer - I. C. S. - is the Administrative Head. This seems a good working arrangement for India, but I must point out that India is by no means comparable to Western civilization. There are no white settlers in agriculture, but many millions of natives. If you restrict or interfere with the cattle of many natives of India you may in their view bring upon them the wrath of Heaven; there are no internal cattle regulations in India. The Veterinary Department engages in investigations, instruction of native veterinary students, and preaches the gospel of Western medicine to native stock-owners who act upon it or not, as they please. There is nothing practical to be gained, then, by bringing India

all sides. We therefore come back to the position that given an expert agriculturist who has also supreme administrative authority in a complete agricultural department, he is in a position to not on the advice of the lesser expert [himself] and disregard the greater; the entomologist, the veterinarian, or even the irrigation and engineering expert for that matter. The remedy, however, is not to dissociate what may be a useful and even vital whole into particles, but rather to unite the branches of agriculture all of which have the same governmental affinities, under one purely administrative Chief, preferably one who is an expert in administration only.

Lastly, under the present heading there falls to be considered another position. Given an administrative officer pure and simple, who has had great experience in the administration of complete Agricultural Departments, he cannot fail to have picked up from the expert divisions a very considerable knowledge of their work and possibilities. The counsel of such a man in his affairs of expert policy is, I think, of enormous value, it is well worth having, representing as it often does the less intensely expert point of view. On the other hand, it would be fatal and unfair for him to assume the role of expert. Such a man may learn and execute one or two telling moves on the expert chess board in dealing with a somewhat familiar problem, but if these moves do not come off, or if faced by a new problem, he is forced to bring in the real expert, who not unnaturally resents being called in only to remedy states of affairs which were not of his creating. This may be a wrong attitude, but it is the fault, not of the expert, but of human nature, and in constructing human departments the latter must be given some consideration.

Separation of Pathological Research
from the Veterinary Department.

I only know of one Agricultural Department in a civilised

country where this has been done, viz, S. Africa. It was done before I took up duty in the Transvaal on account of happenings which perhaps justified it for the moment. I thought it a great mistake, and I still think such a separation is a mistake, but owing to my personal relations with the Veterinary Officer in charge of the laboratory, and the fact that entree to the laboratory and facilities for research were freely accorded to the Chief of the Veterinary Department I never even sought to disturb the arrangement. I would explain, however, that research by a department is never, and must not be academic research, the latter is best carried out at the schools. The raison d'être of departmental research is to make the immediate problems of the day easier to deal with. The chief of a Veterinary department is in the best position to, and ought to be able to, lay down what the veterinary problems are, and if he is not himself a trained pathologist, he ought to have one or more associated with him in his division. It is better, however, that he should be a trained pathologist, in which case those stationed at the laboratory may fairly be classed as his colleagues and deputies at the laboratory. I think it advisable always to recruit chief veterinary officers from the laboratory, without meaning that because a man is a trained pathologist he must be fully qualified to be a chief veterinary officer.

In conclusion, I wish again to state that the views expressed above are in no way intended as criticism on the position of affairs which exists in the B. A. Protectorate, whatever it may be, or of those gentlemen who have done me the honour to ask that my views should be obtained. I have no desire to lay down the law, as it were, and I merely give my views by request and for what they are worth.

I might add that figures has only been referred to in my general views. I thought it

Wason / L.P.P.
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Feb 1914

Sir

I am etc to express my thanks
to you for the trouble which
you have taken in preparing
your interesting and useful
memo. on the relation of
Military to Agricultural
Depts.

It is a matter that
your memo will
be of great service
in assisting the
with a committee with
the purpose of the
points at issue between
the Director of Ag. & the
Chief Vet. Officer of
the I.A.C.

Plasait Stockman MREVS
of Agriculture
and Fisheries

Donee 12-2-14
Bilton Aug 17/14
March 12/

Wason

2/16

13

13 Feb 1914

Sir,

Answer to 1912

I have etc to ackn. the recd of you to conf! depts of the 30th of June and the 10th of Dec 1913, and

to transmit to you in your connon the accomps copy of

a memo by Sir Stewart Stockman AIRCVS on the subject of

the proposal that the Agricultural and Veterinary Depts in the

E.A.D. should be separated.

I should certainly be aware to need a proposal and you will observe that Sir S. Stockman considers that the separation of the two Depts would be most inadvisable.

I should be glad if you would re-consider the whole question in

DRAFT

Conf

H. C. Belfield xcmg.

MINUTE

1. Downie 12.2.14

2. Bottomley 14.4.14

3. Fisher 12

4. J. J.

5. Anderson

6. Emmott

7. Harcourt

for connon

Trans by P. S. Stockman
4500

2 dfts

light of the enclosed memo,
and would ~~you~~ ^{submit} think
further recommendations, of
you should think fit to those.

34. I regret that an answer
to your disp of the 20th of

June has been so long
delayed, but I must
explain that owing to illness
Sir S. Stockman was unable
to deal with the question
of recent money

I am, however, aware that I shall
be answer for any repetition of
the letter, which, to your
justice, Sir S. Stockman regards
as inadmissible.

I have

RECORDED