

1924

KENYA

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22 SEP 24

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DATE

28th August 1924

Mr. C. B. Gwynne

Conservation of Native Cattle

encloses copies of various memoranda etc.
reviews steps taken locally since Oct. 1922

Previous Paper

It must be presumed that
there has been some delay in
sending off the report -
otherwise the opening phrase
of para. 7 would have a
very cynical meaning.
But even if it could have
come earlier, it is well to be
reassured that we could have
held the ring for a fight between
Mr. Holden & Mr. Montagu.

The papers may be useful
when Mr. Montagu's agencies

Subsequent Paper

45/5033

MINUTES.

MINUTES NOT TO BE WRITTEN
ON THIS SIDE.

are completed.

There is no danger
of a cold as long as
the patient is
out of bed.

I have

kept

the

patient

in bed

for

the

reason

that

it

is

not

an

animal

disease.

Went for walk today

was 8/10/14

at home

are completed.

I am not clear as to what stage for...

... of our day

... of our day

... of our day

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... of our day

... of our day

Dr. H. Read

Lara Arnold

Mr. Thompson

... of our day

was proper
attorne

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KENYA

No. 1118.



GOVERNMENT HOUSE,
NAIROBI,
KENYA

C.O.
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28th August, 1924.

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Sir,

With reference to my despatch No.856 of the 2nd July regarding the proposals which the Veterinary Adviser has proceeded to England to put before you, I would take this opportunity of communicating to you the steps which have been taken locally since the receipt of Mr.

Churchill's despatch No.1473 of October 1922 to secure the conservation and gradual improvement of native stock.

2. Prior to the receipt of that despatch the policy of the extensive though gradual inoculation of native herds against Rinderpest and Pleuro-Pneumonia had been accepted by Government and the campaign had begun in the Lumbwa Reserve in July, 1922.

By December, however, difficulties over the payment for inoculations by native owners had arisen. The Director of Agriculture and the Chief Veterinary Officer supported by the Chief Native Commissioner advocated free inoculations, but the issue was of such importance that Government was disinclined definitely to settle the question without further consideration.

3. On January 12th, 1923, the Director of Agriculture in his letter No.C.21/19/177 submitted his views on the position arising out of the despatch under reference, and recommended generally that until the financial situation

of -

THE RIGHT HONOURABLE

J. H. THOMAS, P.C., M.P.,

SECRETARY OF STATE FOR THE COLONIES,

DOWNING STREET, LONDON, S. W.,

of the Colony improved this Government should mark time in its veterinary policy and content itself with improving the type of native cattle by selection among native types, while maintaining its laboratory activities and its complement of Veterinary Units in the Reserves. The full recommendations are contained in paragraph 15 of his letter. The question of free inoculation was then discussed in Executive Council on February 2nd, 1923, and I concurred in their advice that in view of the existing economic conditions of the cattle industry and of the difficulty of finding an outlet for cattle produce there was nothing to be gained by prosecuting an extensive and costly campaign towards the eradication of cattle diseases from the native reserves generally, and that the question of inoculation on payment or otherwise and of the Veterinary Staff requirements should be referred to a Committee of Executive Council composed of the Chief Native Commissioner and Lord Delamere.

4. On March 9th, 1923, a copy of Mr. Holm's letter of January 12th was sent to the Government of Uganda, and I explained to the Governor that this Government did not at that time wish to advance any definite scheme, but would be glad if the Uganda representative at the ensuing Pan-African Veterinary Conference could be authorized to discuss the whole question so that a single line of policy might if possible be agreed upon. At the conclusion of that conference a paper - No. J124/3/1824 dated April 19th, 1923 - was submitted jointly by the Veterinary Adviser and the Chief Veterinary Officers of Uganda, Tanganyika Territory, Nyasaland and Kenya, and on April 24th (reference 133/26/1800) the Veterinary Adviser and the Chief Veterinary Officers of Uganda and Kenya furnished further remarks on Mr. Holm's memorandum of January 12th; and while agreeing generally with his recommendations

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(3)

submitted that financial reasons for delaying the inception of extensive veterinary measures were obviated by a plan prepared by the Veterinary Service, which would be financed by funds which would be procured. This plan was approved by the Government.

Mr. Montgomery's paper on "Live-stock diseases in British Eastern Africa" has been transmitted to you by the Government.

5. The Director of Agriculture

papers in his memorandum of the 1st and 3rd June 1923.

on the table of the Committee.

the position of the

that the Veterinary Service

veterinary services in the

outbreaks of disease in the

by selection; and the

given and hides to the best

export markets.

7. I have taken the opportunity of my presence in the presence of the Director of Agriculture in England in connection with the British Empire Exhibition and of Mr. Montgomery's return thither to acquaint you in some detail with the position in this matter, and to enclose the various papers to which reference has been made in paragraphs 3 and 5 above, with the exception of Mr. Montgomery's memorandum which you have already received. I have already referred in other despatches to the consideration which is being given by the Economic and Financial Committee to the development of the Bacon and Dairying Industries and to the ancillary question of the provision of Cold Storage facilities at the Port, in regard to which the advice of an expert from South Africa has been invited.

COPY.

NO. C.21/19/177.

Department of Agriculture,
P. O. Box NO.133,
Nairobi, 12th, January 1923.

ENCLOSURES

Kenya
In Despatch No. 1116 of 28.8.1920

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The Hon'ble Colonial Secretary.

re: Meat Canning and Freezing Works.

Ref: your No.19044/107 d/2.12.22.

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In paragraphs 2 to 3 of the Secretary of State's despatch NO.1473 of 10.10.22 the economic aspect of this question is raised. That is a point of view which I have previously urged should receive the most earnest attention.

For convenience the several references are attached in the form of appendices.

2. With regard to the establishment of a Meat Canning and Freezing Works reference may be made to the following correspondence:-

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(a) Telegram to Secretary of State NO.530 of 22.9.20

That altered the first conditions published in respect of a grant of land etc., which were considered to be onerous, and invited any Company of repute to state the terms under which they were prepared to negotiate (see App. 1.)

B.A.
1246

(b) Crown Agents Letter of 5.1.21 (see App. 2)

During my recent leave I took the opportunity to enquire into the Frozen and Canned Meat Trade and my notes thereon reads as per App. 3.

3. On the question of the imposition of a "Stock Tax" for the purpose of meeting the expenditure involved on the "Conservation of Cattle" scheme I would invite attention to the discussion at the Stockowners' Conference which was held on 28.12.1920 (see App. 4).

4. In my Annual Report for the period ending March 31st, 1921, I attempted to review the position of the Live Stock Industry of this Colony, and the questions of meat

canning and freezing works also of a "Stock tax" were dealt with therein. In the light of developments since I have no reason to alter or modify the views therein expressed. (see App. 5).

5. His Excellency the Governor's Despatch NO. 589 of 29.4.21 (paras 8 and 9) expressed the views of the Government on the economic aspect of the matter, and on the inability of this Colony to bear a large expenditure upon the projects under review. (See App. 6)

6. I propose now to elucidate the subject further by endeavouring to calculate the productive wealth of the cattle industry of this Colony.

On a liberal estimate and allowing for an increase in production and consumption and transport services during the next few years the following figures are arrived at:-

	<u>Value per annum</u>
In Milk	£24,000
Cheese	10,000
Butter	18,000
Ghee	50,000
Beef	50,000
Transport services of oxen	200,000
Hides	<u>50,000</u>
	<u>£ 400,000</u>

The only items which have been excluded from these estimates are the milk and beef produced and consumed by the natives in their own homes; it is impossible to arrive at figures which would reflect their values with any degree of accuracy, and in any case as the asset is not marketable in the ordinary sense the accuracy of the figures quoted does not seriously suffer thereby.

It is inadvisable to include in this estimate the value of the natural increase, as for the most part such increase would, in the absence of a market for the surplus tend to reduce the average value.

7. I have furnished this estimate with a view to assisting Government in deciding what measures should be

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as far as I am aware the expenditure involved in the adoption of the "Conservation of cattle" scheme proposed by the Veterinary Conference could not be met out of " Hut and Poll Tax".

Representations have already been made as to the attitude of natives towards the payment of services in kind, and many of them are unable to pay in cash, also the difficulties which have arisen in carrying out Veterinary services under these conditions and the position which will arise, in the absence of a market, if large number of stock are collected against payment in kind (See App. 8).

13. In other than those which are purely pastoral I am of opinion that under existing conditions the wealth of the native peoples can with greater advantage to themselves and to the country be developed through assisting them to increase their production of marketable crops rather than increasing their possessions in stock for which no market is in sight. With an increase of money circulating among cultivators and derived from the sale of crops there would be a demand for stock owned largely by the pastoral tribes, and thereby some local intertribal market would be established.

14. Until such time as the endeavours, which continue to be made for the establishment of an industry to dispose of the products of cattle of the native type, are within measurable distance of success I am of opinion that the "Conservation of Cattle" scheme under review should remain in abeyance, as far as its application to Kenya is concerned.

The greatest hope appears to lie in use being made of the cattle of this Colony for meat extracts.

It may be suggested that if the efforts to get private enterprise to take up the project fail, Government should erect and operate Meat Canning, Freezing and Extract works. I am opposed in principle to Government embarking on a scheme of this kind, and in this instance there are

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13. In areas other than those which are purely pastoral I am of opinion that under existing conditions the wealth of the native peoples can with greater advantage to themselves and to the country be developed through assisting them to increase their production of marketable crops rather than increasing their possessions in stock for which no market is within sight. With an increase of money circulating among cultivators and derived from the sale of crops there would be a demand for stock owned largely by the pastoral tribes, and thereby some local intertribal market would be established.

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peculiar difficulties as the trade in frozen and canned meat and meat extracts is in the hands of powerful Trusts or Companies, who practically control the markets.

15. The improvement of native cattle need not necessarily await the carrying out of the "Conservation of Cattle" scheme. In this case the ordinary method of improvement by grading up through the use of pedigree sires is yet practicable, and could not be adopted until such time as an extensive scale be undertaken throughout the country where tick borne diseases are prevalent.

For the present, therefore, improvement should be effected through selection among native stock. In order to focus the position and assist in deciding upon the policy to be pursued until there is a substantial change on the economic side as governed by marketing facilities I would submit the following proposals:-

- (a) That when the financial position improves the number of Veterinary Officers working in native Reserves with their complement of stock Inspectors and native units be increased, and that this Veterinary service in native areas be engaged on checking the further spread of outbreaks of disease, or supervising Quarantine Stations for the movement of stock from the native areas to the settled areas when there exists a demand for them, also on controlling the movement of stock between different native areas.

It may be noted here that the Chief Veterinary Research Officer anticipates that the serum diagnostic for pleuro-pneumonia can be applied in field practice; this should enable cattle in pleuro-pneumonia areas to be dealt with, and those which have been declared free of disease could be moved out with safety.

This staff should be able to afford some protection against the spread of disease between contiguous territories.

- (b) That no charge should be made for veterinary services in native areas except in the case of "trade" cattle moved through Quarantine Stations for which payment should be accepted in cash only.
- (c) That European Cattle owners should be expected to protect their own interests by inoculating their own cattle against Pleuro-Pneumonia with vaccine which should continue to be issued free, by prevention of East Coast Fever thro'

crops, no difficulty will be experienced in obtaining the number indicated in paragraph 5 of the Crown Agents letter of 6th January, 1921, (Appendix 2).

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These animals could be obtained from those areas wherein a temporary state of surplus exists.

5. In regard to the price of meat, it is admitted that the World's market rate at the present time is low, but even the values represented as obtaining for "seconds" in Queensland (Appendix 5) provide a fair remuneration to Native owners whose herds are safeguarded from serious epizootics. It is regarded as improbable that the existing depression will long continue.

6. Apart from the need for a meat supply to the people themselves, the Director of Agriculture apparently does not consider that to Natives in their present primitive state, cattle constitute an integral part of their sociology: that upon milk, as on meat, future generations of many tribes are dependent: that oxen should become more and more economically employed during life by the increase in the number of ploughs and transport animals utilised: that deaths of stock from preventable diseases are acutely felt by the owners, besides being a direct waste of asset to the state: that in checking the extensions of tsetse fly areas, live stock is essential: and, finally, that more and more manure is sought after for use in cultivation.

7. We are unable to follow the significance of the figures presented in paragraph 6 of the Director of Agriculture's memorandum, nor whether they refer to European owned stock exclusively, or also to the Native owned cattle of Kenya. It would appear the former only are considered, since the average export of hides from Kenya Colony exceeds £1,000 £100,000 per annum and not 250,000 as stated, while an extensive and wasteful local consumption of this asset continues to occur.

8. We submit that by a direct and consistent policy of

stock -

stock conservation and development, a trade in ghee approximating £300,000 per annum, and in hides approximating £230,000 can be developed in Kenya from its existing cattle population. With an increase in the latter and with improvement in preparation and a betterment in markets, these figures - proportionately increased (vide paragraph 11).

9. We are unable to agree that the cost of Veterinary services to a bovine for its first four years of life is Shs:30/- (Appendix 5). Inoculation fees are only payable on account of the inability of the present Veterinary organization to prevent ingress of epizootics: were this state to be rectified payment of these fees would automatically cease. Dipping must continue to be practised by progressive stock owners in all countries, but it is universally admitted that this is an economically sound proposition.

At the time (September, 1920) when Veterinary Officers of adjacent territories discussed the terms of reference put to them, the value of the average bovine in the Colony was higher than stated, viz. £4, and the figures then supplied were substantially correct.

We are confident that disease will not be eradicated or even controlled, nor can industries be developed until more intensive and consistent action becomes possible.

10. We would further submit that the suggestion "endeavours continue to be made" to establish a meat industry, is more true for words than for action. It appears that not until very recently were the assets of adjacent Territories included in the attractions to possible tenderers. Even at the moment the terms are, in our opinion, generous and will remain so until the cattle population is stabilized as relatively free from any devastating epizootic.

It is conceded that the wisdom of direct Government intervention in the meat market may be open to question, but it cannot be forgotten that even working at an immediate trading -

trading loss, the Government Meat Factories of Australia.

continue in operation for the indirect benefits the

the State: that in the absence of private

the amount being 2600,20

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Secretary Officer

Commission.

Sd. Venne

Sd. Hutchins

Sd. J. Mc

Sd. J.A. Wright

Sd. Eustace Montgomery

(C. V.)

(S. Y. O.)

(C. O.)

Veterinary A

trading loss, the Government Meat Factories continue in operation for the Indian States: or that in the absence of a trade exceeding £200,000 remain dormant.

Under existing conditions that more tempting terms should be offered.

1. We do not see that movement of stock need be limited to selection of stock if it is already possible to introduce grading up with imported blood, and where possible should be done.

2. It is considered by the Chief Veterinary Officers of Kenya, Uganda and Nyasaland and by the Veterinary Department that the institution of a Central Laboratory for Veterinary Research is desirable, and is not impracticable. The Chief Veterinary Officer of Tanganyika is, however, opposed to this suggestion.

- Sd. W. Kennedy. (Chief Veterinary Officer, Kenya)
- Sd. E. Hutchins. (C. V. O. Uganda)
- Sd. F. J. McCall. (C.V.O. Tanganyika)
- Sd. J.A. Griffiths (C.V.O. Nyasaland.)
- Sd. Eustace Montgomery (Veterinary)

Office of the Chief Veterinary Officer,

P. O. Box No. 323,

Nairobi, 24th. April 1923.

The Hon'ble The Colonial Secretary,

Nairobi.

At the request of His Excellency the Acting Governor of Kenya, the memorandum dated 28th. February addressed to the Hon'ble The Chief Secretary, Entebbe on the 3rd. March 1923, a copy of which is attached, was considered by the Chief Veterinary Officers of Kenya and of Uganda, and the Veterinary Adviser, who are signatories of this minute.

2. With the objects and ambitions quoted, namely the development of the livestock industry and the control of stock diseases, we are in full agreement.

3. We conceive the scheme discussed as representing, by analogy, one which might be submitted for, say, a ~~Railway~~ construction programme; a scheme which is to be aimed for such stages as are practicable. Just as undue haste is contra-indicated, so also undue delay is uneconomical, and a balance must be struck according to circumstances in each locality.

4. We have no evidence that the figures presented in Chapters I to VIII are other than substantially correct. In Chapter IX, paragraph 81, last two lines, a typographical error occurs, the words "a third" should read "two thirds". In Chapter IX paragraph 82, while admitting that a death rate in stock not exceeding 5% should be reached, it is possibly optimistic to expect this to be effected within 5 years.

We agree with the principles enumerated in Chapters X and XI.

5. While agreeing that the Conservation of Cattle scheme, formulated at the Conference of September 1920, and which with additions is now again outlined, is eminently desirable, we admit that funds may constitute the first source of difficulty in Kenya. ~~XXXXXXXX~~. We are not entirely in agreement as to the method whereby these funds could be obtained.

6. Although realising that in the Ghee and Hide trade Kenya and Uganda possess a largely undeveloped asset the majority is of the opinion that a Ghee levy upon Districts wherein Veterinary measures are in progress, would be more simple and more constitutional than the establishment of Government buying posts.

7. A Ghee levy would provide an assured Revenue to Government and would stimulate ghee production. Improvement in the quality of ghee could be gradually obtained by propaganda and by demonstrations carried out by trained natives. In this connection reference may be made to paragraph 156 et seq. of the recently published report of the proceedings of the Economic and Financial Committee.

8. In view of the Veterinary Adviser is that while admitting these great advantages, and while being prepared to subscribe to such a policy, if considered best by the Governments concerned, he feels this will not suffice for the production of that amount of ghee which is possible and which will materially benefit the native owners, or the indirect revenues of the States; that the imposition of a levy may be resented, that if collected in the form of ghee, inducement to poor preparation and adulteration exists, and would be difficult of detection. He considers Government trading to be justifiable under the present circumstances, considering it clear that private traders in the past have not attracted to the market either the quantity or quality obtainable, nor distributed to owners

that amount of cash which is its ... the suggestion ... paragraph 7A ... and 9 are follo ... no difficulty would be experienced in ... trade with a personnel ... locally.

9. We agree that difficulties in obtaining suitable trained staff, both Veterinarians and lay, may arise to against the execution of this scheme ... period as first year and the programme would ... be modified according to the funds of the personnel available, but we desire to point out ... great advantage of operating simultaneously overseas extended an area possible.

10. We would emphasise that ... of Ex ... re submitted ... we consider should ... be exceeded protection and assurance ... an industry ... afforded a cost of less ... per capita, ... of ...

11. His Excellency also expressed the ... should report specifically on ... recommendation made by the Hon'ble The ... of Agriculture in paragraph 15 of his memorandum No. Q.21/19/777 of ... January.

(a) In regard to this we are in complete agreement with the first paragraph, and submit that a method of improving the financial position has been discussed above.

(b) We are agreed as to the desirability of the procedure recommended.

(c) Inoculation fees are only payable on account of the inability of the present Veterinary organisation to prevent ingress of epizootics. The protection of European-bred cattle can best be achieved by the control of disease in the adjacent Native areas. Until this has been carried into effect, the recommendations of the Director of Agriculture are accepted.

(d) We are in complete agreement.

1st June 1923.

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The Hon. Ag. Colonial Secretary.

Re. Conservation of Cattle.
 Ref. Your Minute No. 20093/5/10
 of 19-6-23

In commenting upon the Minute J. 24/3/1924 of the 19th. April, signed by the Chief Veterinary Officers of Kenya, Uganda, Tanganyika and Nyasaland, and the Veterinary Adviser, I desire first to explain that in my Memo C. 21/19/177 of January 19th, 1923, I did not attempt to review the whole subject completely. It was written in order to elucidate points referred to in the Secretary of State's Despatch No. 1473 of 10.10.1922, and it included recommendations with a view to assisting Government in deciding upon the policy which should be pursued in connection with services which had formed a subject of discussion for some years.

It was not written for submission to a Veterinary Conference though I have no regret that it has been considered by the Officers mentioned above.

2. On paras 1 & 2. Nowhere in my Memo; nor in previous communications have I contended that native owned cattle have "no value" nor should any opinions I have expressed be interpreted to convey that meaning.
3. On para 3. It is noted that Veterinary Officers have now switched their main argument in justification for extending Veterinary services to the value of the trade in Ghee and Hides.

Apparently they now realise that there is no early prospect of an export trade in meat in any form being established. The concluding part of para 3, and the opening sentences of para 4 appear to be somewhat inconsistent with opinions previously expressed.

The value of "hides" as a factor contributing to the wealth of the country and as justifying the expenditure of large sums of money upon Veterinary Services should be examined.

It is agreed that opportunities exist for the development of a Ghee trade, both in respect of increasing the volume of production and in improving its quality, but there remains sufficient scope for the development of a Ghee industry quite independent of an expensive and extensive scope of Veterinary Services upon which such an industry is not entirely dependent.

Steps have already been taken to foster the Ghee trade, and according as the staff provision is increased for services rendered in native areas so will the activities increase.

4. On para 5. I would observe that "meats" in Queensland does not consist of meat of the class produced from cattle of the "zebu" type, but of practically pure bred steers of the beef breeds, deficient in quality. The question is not whether native owners would be prepared to accept the present world's market price for beef, but whether under existing conditions of depression in the meat trade and a large surplus beyond the needs of consumption firms engaged in the meat business, can be induced to spend capital in starting business in a new country.

5. On para 6. It is not correct to assume that because reference thereto was made in my Memo that "the Director of Agriculture apparently does not consider that to slaves in their present primitive state, cattle constitute an integral part of their sociology".

I have already explained that my Memo, did not attempt to review the importance or otherwise of the sociological factors etc.

6. On para 7. It is clearly indicated in paras 3 & 4 of my Memo, that in the estimate of the productive wealth of the cattle industry of Kenya both "white" and "native owned" cattle were included.

7. On para 8. Calculations of this sort were made, but results seldom if ever tallied with those made. The figure in respect of milk produced per annum, is apparently arrived at, that the surplus milk of every cow is 100 lbs. and every native owning a cow of 100 lbs.

As to hides, at the fair average value of 2/- per cow; it will be seen that 20% of 12,000,000 cattle would have to die or be slaughtered annually to produce a trade of the value of £.2,250,000 as stated in the "existing cattle population" of Kenya. A relatively 3,000,000 head could not possibly furnish a number of hides annually, which represents a total of 30 per cent. on the total, and 10 per cent on all cattle 3 years of age and over.

8. On para 9. It should be noted that the figure of "Sh.30/-" quoted from my Annual Report did not refer to "Veterinary Service", the report reads "the cost of inoculation and dipping in order to keep the stock free of disease - expenditure of approximately Sh.30/- per head when the animal reached four years of age". That figure was given after I had consulted the Chief Veterinary Officer, Kenya, and I understood that he agreed to it. It was undoubtedly correct when the Report was written in 1927, though with the reduction chiefly in the cost of cattle dip, and in inoculation charges since that date the figure might now be reduced, but that reduction really does not affect the issue.

9. On para 10. I consider that an unjustified reflection is cast upon the efforts made by this

For purposes of reviewing the opinions of Veterinary Officers I am not however disposed to discuss this wide subject further, as I do not regard any of the signator to the Minute quoted above as an authority upon the subject of the Animal Husbandry, and I consider that only quite exceptionally do Veterinary Officers possess a knowledge of the subject.

11. I am gratified to note that in the further Minute I.33/26/1800 of 24.1.23, the recommendations contained in para 15(a) to (d) of my Memo under review were entirely approved.

12. On para 1

I must refer to opinions previously expressed on the subject of the establishment of a Central Directorate of Veterinary services with executive powers, and it should be noted that the Secretary of State has already declined to give effect to it.

The case is reviewed generally in Kenya De-patch No. 589 of 29/4/1921.

I have again commented on this repeated proposal in the last 3 paras; of my Minute C.21/19/177 of January 12th 1923.

Sd/- Alex Holm,
Director of Agriculture.

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NO. 1.33/26/2570.

Department of Agriculture,
P. O. Box No. 133, 673

Nairobi, 8th. June 1923.

The Hon. Ag. Colonial Secretary.

re: Conservation of Cattle.

Your NO. 20093/5/16 d/19/5/1923.

Ref:- Min. of Veterinary Adviser
Chief Veterinary Officer.)
Kenya.)
Chief Veterinary Officer.)
Uganda.)

d/24.5.23.

Broadly the proposals submitted are akin to those presented by the Veterinary Conference which met in September 1920. The Government of this Colony declined to recommend that they should be carried out.

2. Since that date the position, both in respect of the financial resources of the Colony and the prospects of the development of a trade in meat and meat products, has not improved.

I regret to say that on the contrary they are much worse, and I claim that the advice which I have tendered to Government during the past three years has proved to be sound.

3. The Veterinary Adviser's Memo., of 28.2.1923 is based upon the raising of a loan of £1,000,000 the expenditure of which is to be spread over a period of five years and borne by the three territories in the following proportions, Kenya ^{Tanganyika 3/10,} 6/10, ~~X~~ Uganda 1/10. It may here be noted that the Chief Veterinary Officer, Tanganyika, declined to be associated with the scheme advanced by the Veterinary Adviser, and is not a signatory to the Minute under review.

It should be borne in mind that heavy recurrent annual expenditure would have to be incurred in succeeding years if the benefits derived from a five years campaign are to be maintained.

despatch
889 of
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4. The pains which the Veterinary Adviser has taken to present the case in the form of his Memo., is to be commended, but in my opinion the picture presented is partly fanciful and the arguments in support of the proposals mainly plausible.

The note of the Crown Agents for the Colonies on the Veterinary Adviser's previous Memo., generally on the same subject, which reads "the Minute of the Veterinary Adviser is entirely unconvincing since it takes no account of the commercial difficulties" might I think be applied to the chief arguments now advanced by that Officer.

States, private firms and individuals, who undertake projects based upon unsound and unwarranted deductions, which I think not inappropriately describe those arguments, will assuredly court disaster. Recommendations in support of an expenditure of £1,000,000 would be more convincing if they indicated the increased production which would result from a large extension of Veterinary services to the base of the total returns as given. Having regard therefore to my opinion generally on the Memo., under review I do not propose to examine it in detail but to refer to a few of its salient features sufficient to enable Government to decide whether the proposals should be supported.

5. May I, without any desire to introduce a personal element but with a view to removing any misconception, explain that throughout my official career much of my time has been devoted to the improvement and development of a Live Stock Industry? It is therefore a great disappointment to me that opportunities do not exist at present for pursuing that work on a considerable scale. It should be assumed that proposals calculated to advance the Live Stock Industry receive the most sympathetic consideration from me, but I should be failing in my duty to the Government and to the Colony if I allowed personal inclinations to weigh in the advice which I have been called to give from time to time.

6. Throughout the Memo., under review the impression

order to gain an entry into new markets prices would assuredly fall below that of 25 per cwt., quoted. To-day the price offered for good local glue is only Shs.75/- to Shs.80/- per cwt

Hides. Paras 47 - 53.

The average value of hides exported from Kenya for the four years 1919 to 1922 inclusive, was 269,195. While the trade in 1921 was bad and prices low, on the other hand the figures cover accumulated stocks and high prices for the two



...ported amounted to
...the trade and its
...the average price
...to be realized.
...per cwt.
...per cwt.
...per cwt.
...only about
...second quality, while
...as 60%. Further that
...marketable and are not
...animals which die of
...commonly not marketable and in any case not above
3rd. quality, the inclusion therefore of the hides of cattle
which represent "losses" from disease inflates the estimate.
It should be observed that the hides of calves and young
cattle which die have no market value for and that the natives
use them for their own needs.

The Veterinary Adviser's estimates appear to be based upon all hides being of good quality and being marketable also upon the total cattle population and not as they should

have been upon cattle say over three years of age.

While the hide market may not appreciably fall, it would appear to be unwise to assume a considerable rise. Even allowing for considerable improvement in the quality of the hides it would not be safe to estimate an average value in excess of Shs. 75/- per cwt. It is therefore seen that in order to secure the trade of £554,000 per annum, and taking the average weight at 10 hides per cwt., hides numbering 1,477,330 would require to be exported annually.

It does not appear to be clear upon what number of cattle the Veterinary Adviser bases his estimates, but taking the percentage of cattle three years of age and over at 60 it is calculated that with a total cattle population of 7,000,000 head 35% would require to die annually or be slaughtered, and on a basis of ten million head the figure would be 24.5% and all these must produce marketable hides, in order to produce the trade estimated by the Veterinary Adviser.

Although reliable data are ^{not} available for estimates of this sort I have no hesitation in saying that those of the Veterinary Adviser are far removed from reasonable accuracy.

It may here be noted that throughout the Memo. his figures represent values at the port and therefore include cost of collection, transport by road and rail, packing, trade profits etc., and do not represent the nett returns to the producer.

Meat. Paras. 56 - 64.

It is ridiculous to suggest that 1,000,000 of cattle could be fattened on the Highlands. Even if the present number of stock raisers were doubled it would mean that each one would fatten over 600 head. The references to "fattening" are vague, but if they infer fattening with foods to supplement grazing then it must be said that animals of the native type do not respond thereto in a manner to make it a payable proposition

Large numbers of feeding experiments conducted under my direction in South Africa showed that the gain in weight on animals of that type was secured at a cost varying from 6d. to 6s. per lb., or more than three times the present value of the beef for export purposes.

C. 21/19/177
E. I. 1923.

I have already dealt with the absence of an early prospect of establishing a trade in frozen beef. It may now be added that carcasses of the weight of 275 lbs., to 300 lbs., which is the weight of native stock, are entirely unacceptable to the frozen meat trade; for that purpose the minimum weight is about 500 lbs. Again although no reference has been made to it notice should be taken of the presence of "measles" in cattle in Eastern Africa. That most unfortunately presents another difficulty in the establishing of a frozen meat trade.

The value placed upon the meat of native cattle in the Veterinary Adviser's estimate is higher than that realized to-day for the highest quality of steers for an export trade in beef. I cannot therefore accept his figures as even approximately accurate.

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The development of "the bacon and dairy farming industries" is not to be measurably influenced by the initiation of the "Conservation of Cattle" scheme now under review. The health of animals or diseases in stock are not the important factors in the establishment of those industries at present.



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accuracy of the estimate of an increase in trade from Hides, Ghee and Meat amounting to £1,646,000 (vide para. 76).

8. There should be no difference of opinion as to the expediency of conservation and improvement of stock provided they are capable of fulfilment and that the expenditure incurred can be justified on economic or other important grounds. The ability of a country to meet the cost must be determined by the capacity of the individual owner to contribute his share of

Large numbers of feeding experiments conducted under my direction in South Africa showed that the gain in weight on animals of that type was secured at a cost varying from 6d. to 8d. per lb., or more than three times the present value of the beef for export purposes. 680

C. 21/19/177
2.1.1923.

I have already dealt with the absence of an early prospect of establishing a trade in frozen beef. It may now be added that carcasses of the weight of 275 lbs., to 300 lbs., which is the weight of native stock, are entirely unacceptable to the frozen meat trade; for that purpose the minimum weight is about 500 lbs. Again although no reference has been made to it notice should be taken of the presence of "measles" in cattle in Eastern Africa. That most unfortunately presents another difficulty in the establishing of a frozen meat trade.

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The development of "the bacon and dairy farming industries" is not to be measurably influenced by the initiation of the "Conservation of Cattle" scheme now under review. The health of animals or diseases in stock are not the important factors in the establishment of those industries at present.

I do not propose to examine the figures further, as I think sufficient has been said entirely to discredit the accuracy of the estimate of an increase in trade from Hides, Ghee and Meat amounting to £1,646,000 (vide page 76).

8. There should be no difference of opinion as to the expediency of conservation and improvement of stock provided they are capable of fulfilment and that the expenditure incurred can be justified on economic or other important grounds. The ability of a country to meet the cost must be determined by the capacity of the individual owner to contribute his share of

the cost, and his case is governed in turn by earnings from sales of live stock and their products. The economic position is not influenced by the sociological factor, however important it may be in the domestic affairs of the native owner, and

even with the [redacted] in existence [redacted] which previously did not exist, [redacted] balance / budget in which

[redacted] her commitments will be [redacted] and her policy should be [redacted] resource which are tangible

[redacted] immediate [redacted] the present [redacted] to proceed with

9. [redacted] State [redacted] areas [redacted] reduce [redacted] within the exist- ing provision to preserve the live stock interests of the native population.

I consider that the position of the native stock owner is likely to improve and in the absence of an extensive campaign on the [redacted] and Government carries out the recommendations contained in my [redacted] of 12.1.1923, which have been approved by the [redacted] of Veterinary Officers, provision will be made for exercising some control over disease, and the natives will benefit to a considerable extent by fees for inoculation etc., being waived.

The problem is a difficult one and any comprehensive scheme directed towards the complete eradication of disease is in my opinion beyond the present financial means of the Colony and in the absence of a market for the primary product heavy expenditure thereon cannot be justified on economic grounds.

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the cost, and his case is governed in turn by earnings from sales of live stock and their products. The economic position is not influenced by the sociological factor, however important that may be in the domestic affairs of the native owner, and in

this connection it should be borne in mind that stock diseases have for long periods of time even affected native stock, and

even with no existing conditions, new arrivals, especially from the north, may bring with them diseases which will be

of a serious nature, and it will be necessary to take steps to prevent such diseases from spreading to the native stock.

It is considered that the most practical in respect of immediate remedial measures should be based on the principle of "isolation", and that it will be necessary to have a "quarantine" time.

A Veterinary Staff in the Colony has been organized, and no effort is being made to have a Veterinary Staff in the Colony to serve the live stock of the native owners.

It is proposed that the position of the live stock in the Colony be improved in the future by the extensive application of the "Conservation of Cattle", and the Government should consider the recommendations contained in my minute of

2.1.1923, which have been approved by the Conference of Veterinary Officers, provision will be made for exercising some control over disease, and the natives will benefit to a considerable extent by fees for inoculation etc., being waived.

The problem is a difficult one and any comprehensive scheme directed towards the complete eradication of disease is in my opinion beyond the present financial means of the Colony and in the absence of a market for the primary product heavy expenditure thereon cannot be justified on economic grounds.

11. There is evidence that "agricultural" tribes are increasing their wealth from the sale of crops, and the efforts now directed towards the improvement of agriculture in native areas will doubtless still further increase their purchasing power. That condition will give rise to a substantial inter-tribal trade to the benefit of pastoral tribes and other native stock owners.

They also have opportunities for adding to their income by the manufacture of ghee, the trade in which is steadily increasing, and will be fostered by the efforts of Administrative Officers and Officers of the Agricultural Department. Further a large proportion of the local demand for beef is met from cattle supplied by native stock owners, and with the anticipated development of European areas, the demand, particularly for draught cattle, will increase, and the chief source of supply will be the native areas.

12. In order to enable that trade to be conducted without spreading disease in native areas it will be necessary to augment the Veterinary staff operating in those areas, so that movements of stock may be controlled, and only those which are regarded as safe may be permitted. An increase in the revenue derived from native sources may be expected when the prosperity of both agricultural and pastoral tribes has been improved, and the Colony may then and thereby be in a better position to bear the expenditure of a large extension of Veterinary services in native areas.

13. The general trend of the Veterinary Adviser's Memo., under review indicates a proposal to embrace within the scope of Veterinary activities work which properly falls under "Animal husbandry". It is not correct to state "an organisation considered efficient in many countries".

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I have already furnished evidence of the organisation of Veterinary services in relation to other Departmental activities throughout the British Empire and in other countries. Elsewhere, where there is a grouping, Veterinary science is regarded as a branch of the larger subject of "Animal husbandry", or "Animal industry", or as is sometimes the case it falls under a Live Stock Division. I must strongly oppose any proposal to embrace within the scope of a Veterinary Department those functions which ordinarily fall within the term "Animal husbandry".

Veterinary officers are not trained along those lines and with every respect for their profession it is in my opinion presumptuous on their part to attempt duties of this kind, in any case without the guidance of Officers of experience and adequate training. Further their knowledge should be primarily used in those services which properly belong to Veterinary science, viz., disease of animals.

14. The subject of Conservation of cattle has been discussed very fully for the past three years largely with negative results. In the course of dealing with these proposals and recommendations the correctness of the view held by many people has been impressed upon me, namely that on economic questions too much reliance should not be placed on the guidance of purely technical men however competent.

15. This Minute should be read in conjunction with my Minute of 1/6/23 in reply to the Minute J.24/3/1924 of 19th April.

Sd. Alex Holm.
DIRECTOR OF AGRICULTURE.