Although the Board of Commissioners of Agriculture and Forestry was established in 1903, antecedents of its functions may be traced to the beginning of constitutional government in the Hawaiian Kingdom. In the first act of Kamehameha III, "An Act to Organize the Executive Ministries of the Hawaiian Islands," (1847) forests were declared to be government property. More attune to the duties of the Board, the Minister of the Interior, in 1876, was authorized to set aside and protect woods and forest lands which were deemed best suited for the protection of water sources and timber supplies and to appoint a superintendent of woods and forests to administer these reservations (chapter 30); in 1882 to establish means of suppressing diseases among animals and to appoint animal inspectors to enforce these means (chapter 34); in 1890 to suppress plant diseases and insect pests and to appoint commissioners of agriculture for each port of entry to execute the act (chapter 2).

In order to encourage the advancement of agriculture, improve livestock and rural industry, and prevent the introduction and spread of plant diseases and insect pests, the Bureau of Agriculture and Forestry was created in the Department of the Interior in March 1893 (chapter 81, S.L. 1892). The Minister of the Interior was, ex-officio, president and was given the power to appoint, with the approval of the Cabinet, four other persons. The Bureau was authorized to hire a Commissioner of Agriculture and Forestry who also served as Secretary of the Bureau. It continued to function under the Republic of Hawaii until June 14, 1900 when the provisions of the Organic Act abolished the Bureau and Secretary. The duties and powers heretofore vested in the preceding were absorbed by the Commissioner of Agriculture and Forestry. On July 1, 1900 Wray Taylor was appointed Commissioner of Agriculture and Forestry.

The purpose of Act 44, S.L.H. 1903, which authorized the establishment of the Board of Commissioners of Agriculture and Forestry, was to encourage and protect agriculture, horticulture, and forestry. Overgrazing of mountain slopes and the free-ranging of wild animals in the forests had led to a gradual denudation of the indigenous forests on watershed areas. Also, in July, August, and September, 1901 when a series of fires destroyed 30,000 acres of forests in Hamakua on the Island of Hawaii, it was found that the Territory of Hawaii did not have an effective organization for combating the fires. The Hawaiian Sugar Planters' Association appointed a special committee on forestry, headed by L. A. Thurston, to seek to devise practical methods of establishing forest reserves in order to protect Hawaiian forests. This committee conferred with Governor Dole who included their recommendations in his report to the Legislature in 1903.

Act 44 authorized the Governor to appoint five members to the Board of Commissioners of Agriculture and Forestry. The Board of Commissioners was empowered to elect one of its members as president and another as secretary, and was also given the power to change its officers. The powers and duties heretofore vested in the Commissioner of Agriculture and Forestry were transferred to and vested in the Superintendent of Public Works, an ex-officio member, who was designated executive officer.
The Board of Agriculture and Forestry was responsible for the compilation and publication of information and statistics on forestry, entomology, and general agriculture; the promulgation of rules and regulations safeguarding plant life; the care of forest reservations and protection of water supply; and the exclusion and eradication of insects, scales, blights, or diseases injurious to plant life. Act 44 also prescribed systematic procedures for introducing plants and establishing forest reserves. In order to execute these responsibilities the Board was empowered to hire a Superintendent of Forestry who was to be responsible for all matters relating to forestry and a Superintendent of Entomology responsible for the exclusion and eradication of insects and plant diseases. In order to avoid a duplication of effort the Board transferred responsibility for agricultural experimentation to the Federal Agricultural Experiment Station.

Pursuant to Act 44, on May 13, 1903 Governor Dole appointed Walter M. Giffard, Alfred W. Carter, James A. Dole, Jacob F. Brown, and Lorrin A. Thurston to the Board of Commissioners of Agriculture and Forestry; Henry E. Cooper, Superintendent of Public Works, was ex-officio member and executive officer. At its first meeting, the Board elected Lorrin A. Thurston as president and Henry E. Cooper as secretary. Later the Board subdivided itself into the following committees: forestry and nursery, entomology, finance, rules and regulations, and agriculture. Principal matters coming before the Board were referred to the appropriate committee for consideration and recommendation. Over the years the Board consulted several advisory committees which were either organized by the Board or mandated by legislative action. In 1904 a journal, The Hawaiian Forester and Agriculturist, was published under the auspices of the Board to disseminate pertinent information.

Amendments to Act 44 by the Third Legislature in 1905 authorized the Board to make rules and regulations for the protection of domestic animals and to establish a Division of Animal Industry to be headed by the Territorial Veterinarian (Act 82). The Third Legislature also strengthened the protection of forests by Act 71 which authorized the Board to take measures for the prevention and control of forest fires and designated the Superintendent of Forestry as ex-officio Chief Fire Warden.

In 1907 administrative changes were made. Act 106 repealed the section of Act 44 which referred the Superintendent of Public Works and vested the powers and duties of executive officer in the President of the Board. The Board was then composed of five members appointed by the Governor, one designated as president. Governor Carter appointed the incumbent president W. M. Giffard as president and executive officer. A further change in administration was made in 1915 (Act 136) when the powers and duties of executive officer were separated from the President of the Board and transferred to and vested in an executive officer, thereby legalizing the appointment, made earlier in the year, of Charles S. Judd as executive officer. In 1921 (Act 222) the Board was empowered to appoint and remove assistant executive officers to assist the executive officer in board matters on the outer islands.

In 1913 (Act 56) the Board of Commissioners of Agriculture and Forestry was authorized to create and maintain a Division of Hydrography to investigate and determine the water resources of the Territory in cooperation with the
U.S. Geological Survey. Act 57 authorized the establishment of a special fund from revenues accruing from the sale and rental of water licenses to be divided equally between the Divisions of Hydrography and Forestry for the protection of forest reservations and the development and maintenance of a hydrographic survey. In 1917 (Act 27) the Division of Hydrography was transferred to the Department of Public Lands.

Two additional divisions were established in 1917. By the provisions of Act 66, S.L.H. 1917, the functions of the Division of Entomology were divided between the Divisions of Entomology and the newly created Division of Plant Inspection. In order to lower food prices by promoting a more efficient marketing of produce, Act 206 authorized the organization of a Territorial Marketing Division in the Board of Agriculture and Forestry. In 1918 (Act 26, Special Session of 1918) the functions of this division were transferred to the newly created Territorial Marketing Commission.

By 1927 the scope of the Board of Agriculture and Forestry had increased so that certain administrative changes were deemed necessary. Since 1915 the offices of Executive Officer and Superintendent of Forestry were held by C. S. Judd. By Act 54 (S.L.H. 1927) the powers and duties of executive officer were transferred to and vested in the president of the Board. The Board was authorized to hire an executive secretary whose duty was to assist the president in routine matters and clerical work. The Superintendent of Forestry, to be known as Territorial Forester, was to have charge of all matters relating to forestry. Act 54 also recombined the Divisions of Entomology and Plant Inspection under the direction and control of the Territorial Entomologist who would be ex-officio chief plant inspector. The same legislature repealed the provisions for the Fish and Game Commission and vested its powers and duties in the Board of Agriculture and Forestry (Act 264). Effective July 1, 1927 the Board of Agriculture and Forestry consisted of the following divisions: forestry, entomology, animal industry, and fish and game.

In order to give the outer islands representation, Act 178, S.L.H. 1943, directed a change in the composition in the Board of Commissioners. It called for a Board of seven members to be appointed by the Governor, one of whom was designated president, and for the appointment of one commissioner from each of the counties outside Honolulu. It also required the Board to hold two meetings a year on Hawaii, Maui, and Kauai. The latter section was amended in 1949 to one meeting a year.

With funds appropriated by the Twenty-third Legislature, on July 1, 1945 the Division of Marketing was organized to enforce, Initially, Act 60 (control of economic poisons), Act 90 (regulation of the sale of seeds), and Act 252 (labeling of agricultural commodities). Succeeding legislatures placed other agricultural matters under the jurisdiction of this division. Since the Divisions of Marketing and Entomology were both concerned with the enforcement of laws and regulations designed to protect agricultural interests, the divisions were combined on July 1, 1951.
In 1949 the Twenty-fifth Legislature authorized the creation of a Division of Territorial Parks and the development of a territorial park system (Act 185). However, since funds were not appropriated, the division was not activated till 1951 when personnel from the Kokee recreation area of the Division of Forestry were transferred to the parks division. Due to small appropriations in succeeding years, the administration of the parks program was a function of the president's office which worked in conjunction with the associate foresters, and essentially remained an extension of the recreation program of the Division of Forestry.

With the change from territorial status to statehood and the ensuing reorganization of the executive branch in accordance with the State Constitution and Act 1 of the Second Special Session of the First State Legislature (1959), the Board of Commissioners of Agriculture and Forestry was abolished. On January 23, 1960 by Executive Order No. 13 the Board of Commissioners of Agriculture and Forestry was succeeded by the Department of Agriculture and Conservation which exercised the same functions as the Board of Agriculture and Forestry except that the management of state parks and the formulation of rules and regulations on grading and labeling agricultural products were transferred to the Department of Land and Natural Resources and Department of Economic Development, respectively. Act 132, S.L.H. 1961, transferred the management of forest reserves and fish and game resources to the Department of Land and Natural Resources.

**Division of Animal Industry**

The Division of Animal Industry was established in 1905 to safeguard the health of local livestock by the investigation, suppression and eradication of contagious diseases. The Superintendent of Animal Industry, as specified by Act 82, S.L.H. 1905 instituted a program of inspection of and restriction on the importation of livestock. An animal quarantine station was constructed to observe suspicious cases. To aid in eradicating diseases already endemic a pathology laboratory was added in 1907, an animal industry revolving fund for biologics was established in 1919 (Act 85), and a bacteriologist was added to the staff in 1925.

As of 1951 the activities of the division were broadly divided in the major areas, the inspection and quarantine of imported animals and the diagnosis and control of animal diseases. In 1955 pursuant to Act 246, S.L.H. 1953, which transferred the meat inspection program from the Board of Health, the Bureau of Meat Inspection was added. Due to additional duties prescribed by the legislature two new bureaus were organized in 1955, the Bureau of Livestock Control and the Bureau of Administration and Records. The functions of the bureau were:

**Bureau of Livestock Disease Control:**

1. In cooperation with the Bureau of Inspection and Quarantine, enforces rules and regulations and laws which govern the movement of animals and animal effects.
2. In cooperation with the Veterinary Laboratory, tests animals for diseases.

3. In cooperation with the Meat Inspection Bureau traces diseases detected at slaughter.

4. Controls the sale and use of viable biological products.

5. In cooperation with the Animal Disease Eradication Division, Agricultural Research Service of the U.S. Department of Agriculture, administers bovine tuberculosis (initiated by Act 121, S.L.H. 1917), anaplasmosis, and brucellosis testing programs.

Bureau of Meat Inspection:

1. Provides meat inspection services.

2. Licenses slaughter houses.

3. Inspects animals before, during, and after slaughter.

4. Certifies sanitation of premises for the licensing of slaughter houses.

5. Establishes uniform grading service.

Inspection and Quarantine Bureau:

1. Maintains a special rabies quarantine station on imported carnivore and a large animal quarantine station.

2. Inspects all interstate and international carriers to regulate the introduction of animals.

3. Supervises the entry of all domestic animals being imported.

Veterinary Laboratory:

1. Performs laboratory examinations.

2. Conducts research into the causes and means of prevention and treatment of animal and poultry diseases.

Administration and Records Bureau:


2. Acts as liaison between divisions and bureaus.
Division of Entomology

At the organization of the Board of Agriculture and Forestry in 1903 the Division of Entomology was one of the two original divisions. Its activities generally fell into two broad areas, the inspection and quarantine of imported plant material and the eradication of pests (chemically and biologically) which had already gained entry. The division was headed by a Superintendent of Entomology who also functioned as the chief plant inspector.

At the meeting on June 30, 1916, the Board adopted a reorganization plan that went into effect immediately. The Division of Entomology was split, with the newly created Division of Plant Inspection having superintendence over plant inspection and quarantine work and the Division of Entomology and Parasitology retaining control of purely entomological work, including biological control work. The Superintendent of Entomology, Edwin M. Ehrhorn, became Chief Plant Inspector, and field entomologist David T. Fullaway was named Superintendent of Entomology. This arrangement was formally approved with the enactment of Act 66 in 1917. Due to the resignation of the Chief Plant Inspector in August, 1926 the two divisions were again consolidated. The Superintendent of Entomology was made ex-officio chief plant inspector, while the supervision of plant inspection and quarantine service was immediately directed by the associate plant inspector. This arrangement was sanctioned by Act 54, S.L.H. 1927, and essentially remained in force until the retirement of Mr. Fullaway in 1948.

After the retirement of Mr. Fullaway the position of Territorial Entomologist was not filled until 1955. A head quarantine inspector was appointed in September 1948, and he continued as chief of the Bureau of Plant Quarantine Inspection when the Divisions of Entomology and Marketing were consolidated. (See Division of Entomology and Marketing.) The field entomology and pest control sections functioned with acting chiefs or temporary entomologists-in-charge until July 1, 1951 when Noel Krauss was appointed Chief of the Bureau of Agricultural Pest Control. Due to Mr. Krauss' absence from the Territory as exploratory entomologist, in February 1954 the Board appointed two bureau chiefs, Mr. Krauss in charge of foreign exploration and Q. C. Chock directing work in the Territory. For administrative reasons Mr. Chock was appointed Territorial Entomologist (and director of both sections) in October 1955.

Fruit Fly Control

After the discovery of the Mediterranean fruit fly (Ceratitis capitata) in Hawaii in 1910 the Board of Commissioners established the Office of Fruit Fly Control on November 1, 1911 in order to eradicate the fly. This office cooperated closely with the Division of Entomology, but was a separate department under the directorship of Walter M. Giffard who retained his supervision over this office after his appointment as President of the Board of Agriculture and Forestry. At the outset of the campaign to eradicate the fruit fly the Board attempted, with assistance from the California Horticultural Commission, artificial control by clean culture and to contain the infestation on Oahu by maintaining an embargo on the transportation of fruits
to the outer islands. On the outer islands, campaign committees were organized by the Office of Fruit Fly Control to maintain the embargo. As the infestation spread, artificial control was supplemented by biological control. On April 10, 1912 the Board commissioned Dr. F. Silvestri of Italy as scientific explorer to search for parasites of the fruit fly. On September 19, 1912 the Bureau of Entomology of the U.S. Department of Agriculture assumed control of the clean culture campaign, but Mr. Giffard directed the propagation and distribution of parasites until incapacitated by illness in 1913 whence this function was assumed by the Division of Entomology.

Division of Fish and Game

The Division of Fish and Game was preceded by the Fish and Game Commission which was established in 1919 (Act 121, S.L.H. 1919) in response to investigations on the prevailing high price of food. In 1917 the legislature had directed the establishment of a commission to investigate high food prices, and in 1919 the Tenth Legislature authorized the organization of the Board of Fish and Game Commissioners. It was to seek ways of increasing the food supply from fish and wild animals and to enforce laws relating to the protection, taking, killing, hunting, and propagation of fish and wild game within the Territory of Hawaii and waters under its jurisdiction. The Fish and Game Commission was composed of five members appointed by the Governor for staggered five-year terms; one commissioner was designated chairman.

In June 1919, Governor McCarthy appointed Arthur L. Dean (chairman), C. Montague Cooke, Alonzo Cartley, W. S. Wise, and Harold W. Laws to the Board of Fish and Game Commissioners. At its first meeting on June 28, 1919, the decision was reached that the Commission would concentrate on the establishment of fish hatcheries, especially mullet. In September, H. L. Kelly, a fish culturist, was hired as executive officer. The activities of the Commission later expanded to include the following: a warden patrol service to enforce laws and regulations, importation of game and experimental fish, running the Experimental Farm at Mokapu to propagate birds, and licensing commercial fishermen.

Act 264 (S.L.H. 1927) directed the establishment of a separate bureau and vested all powers and duties of the Fish and Game Commission in the Board of Agriculture and Forestry. H. L. Kelly was retained as Chief Territorial Warden and director of the Division of Fish and Game.

As the scope of the division's activities expanded its functions were organized into three bureaus which were responsible for the following:

**Bureau of Fisheries:**

1. Rehabilitation of inshore fisheries.

2. Aiding commercial fishing by collecting, compiling, and disseminating commercial catch statistics and by investigating possible methods of adding to bait resources.

3. Increasing opportunities for fresh water sport fishing.
4. Controlling aquatic vegetative pests in reservoirs and irrigation and drainage ditches.

Bureau of Game:

1. Maintenance and supervision of game management areas.
2. Conserving wildlife.
3. Introducing new game.

Bureau of Patrol:

1. Enforcing fish and game laws and regulations.
2. Obtaining biological data for fisheries and wildlife programs.
3. Collaborating with wildlife biologists in setting up and operating hunter checking stations on all public hunting grounds.

Division of Forestry

The Division of Forestry was one of the original divisions of the Board of Agriculture and Forestry, and was responsible for the protection of forests and water supply. In 1905 fire prevention and protection responsibilities were assigned to the division. After its inception, the immediate task on hand was the creation and establishment of a forest reserve system along with the experimentation with plants suitable for planting in Hawaii. The next phase involved the fencing of forest reserves and the exclusion of stock from such reserves. In the 1930's with federal aid (primarily CCC) a concerted reforestation program was undertaken (although the reforestation of Nuuanu Valley and Makiki was begun by the Bureau of Agriculture before 1900.) In the 1950's the emphasis was shifted to a multiple use concept.

The organizational development of the Division of Forestry was unlike that of the other divisions of the Board. When first organized, honorary foresters serving without pay were appointed in each district. In the mid- and later 1920's assistant (later associate) foresters were made responsible for the execution of forestry work in each county.

Division of Marketing

The Division of Marketing was organized on July 1, 1945 around a nucleus of three regulatory acts. It was also assigned the regulation of the sale of eggs and was given jurisdiction over the community or victory gardens and the distribution of dairy feed and pork from the Office of Food Production. The Division of Marketing was assigned various other functions by succeeding legislatures. (See Division of Entomology and Marketing.)
Division of Entomology and Marketing

In order to provide improved service by removing jurisdictional lines of authority and pooling staff, the Divisions of Marketing and Entomology were combined on July 1, 1951. Their functions were assigned to three bureaus as follows:

Bureau of Agricultural Pest Control:

1. Search for natural enemies of agricultural pests which have gained entry.

2. Breeding, rearing, testing and release of introduced beneficial organisms for the control of agricultural pests.

3. Control of agricultural pests through the use of chemicals and other materials when such pests are confined to localized areas.

Bureau of Plant Quarantine Inspection:

1. Protection of forests and agricultural crops by controlling or quarantining all imported plants and animals into Hawaii and between islands.

2. Certification of all plants for export.

3. Fumigation.

4. Inspection of all ships and aircraft.

Bureau of Agricultural and Marketing Inspection:

1. Enforcement of correct labeling provisions for economic seeds, Hawaiian-grown agricultural products and shell eggs.

2. Licensing and supervision of produce dealers and importers of weed control substances.

3. Enforcement of regulations and laws relating to the use and application of 2,4-D and related weed control substances.

4. Enforcement of laws and regulations relating to the shipment of Hawaiian-grown fresh fruits and vegetables to mainland markets.

5. Providing inspection and grading service for a fee as specified by law.

6. Preparing standards for various commodities.

The records of the Board of Agriculture and Forestry consist of records of the Commissioner of Agriculture and Forestry, records of the Board of Administration, the Division of Forestry to approximately 1939, Fish and Game
to 1943, the Office of Fruit Fly Control, as well as some records of the Fish and Game Commission and Divisions of Animal Industry and Entomology. Also attached to the Records of the BAF are a few WPA and FERA records (administered by Frank Locey) and Office of Food Production records (transferred from the Office of Civilian Defense to the BAF on January 1, 1945), and correspondence of the chairman of the Soil Conservation Committee.

The records were received in two accessions; the division in most cases is between the administrations of Frank Locey and Colin Lennox. Up to and including Frank Locey's administration the records are grouped by administrative head with some overlapping of dates to facilitate administrative use, and are generally filed alphabetically. Thereafter, the records have been kept in a central file that is divided into subseries. The administrative records re the Divisions of Fish and Game, Forestry, and Territorial Parks have been transferred to the Department of Land and Natural Resources.

The following are the administrators and officers of the Board of Agriculture and Forestry and its preceding office:

**Commissioner of Agriculture and Forestry**

Wray Taylor
July 1, 1900 - May 12, 1903

**President of the Board of Agriculture and Forestry**

<table>
<thead>
<tr>
<th>Name</th>
<th>Dates</th>
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<tbody>
<tr>
<td>Lorrin A. Thurston</td>
<td>May 9, 1903 - April 8, 1907</td>
</tr>
<tr>
<td>Walter M. Giffard</td>
<td>April 9 - May 16, 1907</td>
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<td>Charles S. Holloway</td>
<td>May 17, 1907 - January 15, 1909</td>
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<td>Marston Campbell</td>
<td>January 26, 1909 - July 24, 1911</td>
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<td>Charles S. Judd</td>
<td>July 25, 1911 - February 29, 1912</td>
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<td>Walter M. Giffard</td>
<td>March 7, 1912 - January 2, 1915</td>
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<tr>
<td>Albert Waterhouse</td>
<td>January 4 - December 16, 1915</td>
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<tr>
<td>Arthur H. Rice</td>
<td>December 28, 1915 - May 6, 1920</td>
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<td>Alatau L. C. Atkinson</td>
<td>May 7, 1920 - July 31, 1925</td>
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<td>Arthur H. Rice, Acting</td>
<td>August 1-27, 1925</td>
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<td>George II Brown</td>
<td>August 28, 1925 - January 24, 1932</td>
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<td>Bruce Cartwright</td>
<td>January 25 - July 21, 1932</td>
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<tr>
<td>George II Brown</td>
<td>July 22, 1932 - November 2, 1934</td>
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<td>George G. Fuller, Acting</td>
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<td>Lincoln L. McCandless</td>
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<td>Frank H. Locey</td>
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<td>Joseph L. Dwight, Acting</td>
<td>March 16 - June 30, 1943</td>
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<td>Colin G. Lennox</td>
<td>July 1, 1943 - March 7, 1953</td>
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<td>Joseph L. Dwight</td>
<td>March 23, 1953 - July 15, 1956</td>
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<tr>
<td>Carl E. Reppun</td>
<td>July 16, 1956 - August 27, 1959</td>
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<tr>
<td>Ernest H. Willers, Acting</td>
<td>August 28 - December 16, 1959</td>
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<tr>
<td>Wayne L. Collins</td>
<td>December 17, 1959 - end of BAF</td>
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**Executive Officer**

<table>
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<th>Name</th>
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<tr>
<td>Henry E. Cooper</td>
<td>May 9 - November 4, 1903</td>
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<tr>
<td>Charles S. Holloway</td>
<td>November 25, 1903 - April 30, 1907</td>
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<tr>
<td>Walter M. Giffard</td>
<td>May 1-16, 1907</td>
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<tr>
<td>See President of BAF to</td>
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<tr>
<td>Walter M. Giffard</td>
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<tr>
<td>Charles S. Judd</td>
<td>January 16, 1915 - June 30, 1927</td>
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Executive Secretary

Joseph L. Dwight
July 1, 1927 - March 22, 1953
Richard H. Toyoshiba
April 7, 1953 - end of BAF

RECORDS RE BOARD OF COMMISSIONERS

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The following were removed from scrapbooks:

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Judd, C. S., Executive Officer, 1916 - 1920
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Lectures on Timber Sale by C. S. Judd, 1911
vol 60 Index to Correspondence, April, 1948 - May, 1951

Record of Brands (see pg. 38a)

SEE ALSO:

Printed Material:

Annual (Biennial) Reports of the Board of Commissioners of Agriculture
and Forestry
Hawaiian Forester and Agriculturists
see Catalog on government publications
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