



**NAIROBI CITY COUNTY ASSEMBLY**  
**FIRST ASSEMBLY - SECOND SESSION**

**NINTH REPORT OF THE  
COMMITTEE ON AGRICULTURE, ENVIROMENT AND NATURAL  
RESOURCES**

**ON**

**THE STATUS OF ABATTOIRS WITHIN NAIROBI CITY COUNTY**

**APRIL 2014**

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## PREFACE

Mr. Speaker Sir,

The Sectoral Committee on Agriculture, Environment and Natural Resources is established under Standing Order No. 191. Its mandate pursuant to Standing Order 191(5) is to:-

- a) investigate, inquire into, and report on all matters relating to the mandate, management, activities, administration, operations and estimates of the assigned departments;*
- b) study the programme and policy objectives of departments and the effectiveness of the implementation;*
- c) study and review all county legislation referred to it;*
- d) study, assess and analyse the relative success of the departments as measured by the results obtained as compared with its stated objectives;*
- e) investigate and inquire into all matters relating to the assigned departments as they may deem necessary, and as may be referred to them by the County Assembly;*
- f) vet and report on all appointments where the Constitution or any law requires the County Assembly to approve, except those under Standing Order 185(Committee on Appointments): and*
- g) make reports and recommendations to the County Assembly as often as possible, including recommendation of proposed legislation.*

The Committee comprises the following Members:-

1. Hon. Benson L Amutavi, MCA - Chairperson
2. Hon. Alhad Ahmed Adam, MCA - Vice Chairperson
3. Hon. Michael Wainaina Wanjiku, MCA
4. Hon. Hellen Katangie, MCA
5. Hon. Alexander Mutisya Mulatya, MCA
6. Hon. Dorcas Njoroge, MCA
7. Hon. Peter Wahinya Njau, MCA

8. Hon. Catherine Okoth, MCA
9. Hon. Samuel Kagiri Mwangi, MCA
10. Hon. Daniel Oria Odhiambo, MCA
11. Hon. Rosemary Macharia, MCA
12. Hon. Samwel Ndung'u Njoroge, MCA
13. Hon. Zulfa Hakim, MCA
14. Hon. Janet Wala Ayako, MCA
15. Hon. Peter Anyule Imwatok, MCA
16. Hon. Mike O Guoro, MCA
17. Hon. Margaret Sewe, MCA

**Mr. Speaker Sir,**

The Committee exercise oversight role on the work and administration of the following two departments:-

- i) Agriculture, Livestock Development & Fisheries
- ii) Water, Energy, Forestry and Natural Resources

In accordance with the Second Schedule of the Standing Orders, the Sectoral Committee is mandated to consider all matters relating to:-

- a) agriculture, including crop and animal husbandry, livestock sale yards, county abattoirs, plant and animal disease control and fisheries;*
- b) Animal control and welfare, including licensing of dogs and facilities for accommodation, care and burial of animals;*
- c) implementation of specific national government policies on natural resources and environmental conservation, including soil and water conservation and forestry and control of air pollution, noise pollution, other public nuisances and outdoor advertising; and*
- d) Refuse removal, refuse dumps and solid waste disposal*

**Mr. Speaker Sir,**

Agriculture is one of the functions devolved to Counties under Schedule 4 to the Constitution. The control and management of County abattoirs is further placed under County Governments. Nairobi City County has eleven (11) abattoirs under its jurisdiction all under private ownership. The condition of the abattoirs has been of great concern to the County residents due to their poor hygiene and dilapidated infrastructure. Further there have been allegations that animals slaughtered in these abattoirs are not suitable for human consumption and their origin questionable. Of great concern has been allegations that meat from other Counties, including Donkey and game meat, has been ferried to the abattoirs and butcheries in Nairobi so that it can be sold to unsuspecting residents.

Concerned with this state of affairs, the Committee while discharging its mandate, resolved to inquire into the status of abattoirs within Nairobi City County with a view of making policy recommendations that can improve the management and the performance of the sub-sector. In the course of the inquiry, the Committee visited Njiru, Kiamaiko, Farmers Choice abattoirs, and Burma Market and held a meeting with the County Executive Committee Member (CEC) responsible for Agriculture, Livestock Development and Fisheries where both oral and written submissions were presented. This Report contains the presentations by the CEC, the Committee's findings during the inspection visits, observations and recommendations.

**Mr. Speaker Sir;**

The Committee wishes to sincerely thank the Offices of the Speaker and the Clerk of the County Assembly for the support and services extended to Members to enable members complete the exercise smoothly.

I am grateful to the Members of the Committee whose support enabled the Committee to accomplish this task. Special thanks to the secretariat for their support at all times.

On behalf of the Committee, I now have the honour and pleasure to present this report on the status of Nairobi City County Abattoirs to the Assembly for adoption.

Thank You

SIGNED .....

**BENSON L AMUTAVI, MCA  
(CHAIRMAN)**

DATE.....

COMMITTEE MEMBERS

Signature

- |     |                                     |   |                  |       |
|-----|-------------------------------------|---|------------------|-------|
| 1.  | Hon. Benson L Amutavi, MCA          | - | Chairperson      | _____ |
| 2.  | Hon. Alhad Ahmed Adam, MCA          | - | Vice Chairperson | _____ |
| 3.  | Hon. Michael Wainaina Wanjiku, MCA  |   |                  | _____ |
| 4.  | Hon. Hellen Katangie, MCA           |   |                  | _____ |
| 5.  | Hon. Alexander Mutisya Mulatya, MCA |   |                  | _____ |
| 6.  | Hon. Peter Wahinya Njau, MCA        |   |                  | _____ |
| 7.  | Hon. Catherine Okoth, MCA           |   |                  | _____ |
| 8.  | Hon. Samuel Kagiri Mwangi, MCA      |   |                  | _____ |
| 9.  | Hon. Daniel Oria Odhiambo, MCA      |   |                  | _____ |
| 10. | Hon. Zulfa Hakim, MCA               |   |                  | _____ |
| 11. | Hon. Peter Anyule Imwatok, MCA      |   |                  | _____ |
| 12. | Hon. Margaret Sewe, MCA             |   |                  | _____ |
| 13. | Hon. Mike O Guoro, MCA              |   |                  | _____ |
| 14. | Hon. Dorcas Njoroge, MCA            |   |                  | _____ |
| 15. | Hon. Janet Wala Ayako, MCA          |   |                  | _____ |
| 16. | Hon. Samwel Ndung'u Njoroge, MCA    |   |                  | _____ |
| 17. | Hon. Rosemary Macharia, MCA         |   |                  | _____ |

## 1.0 INTRODUCTION

1. An abattoir, also known as a slaughter house, is a building in which cattle or other animals are slaughtered with the intention of being processed as food. The Constitution under section 1(c) of part 2 of the fourth schedule while devolving agriculture as a function of Counties, places County abattoirs under the management and control of County Governments.
2. At the national level, abattoirs are governed by the Meat Control Act Cap 356 of the Laws of Kenya. However, since the Act was enacted prior to the promulgation of the 2010 Constitution, it fails to recognize the role of Counties as presently constituted in the management of Abattoirs.
3. The Meat Control Act defines two types of abattoirs i.e. export facilities and local slaughterhouses. Export facilities are eligible to export meat and meat products to other Countries while local slaughterhouses are categorized in three groups each serving a specific jurisdiction within the country. The Act also gives the Minister (Cabinet Secretary) responsible for Agriculture powers to make regulations governing the sub-sector.
4. Nairobi City County has both categories of abattoirs i.e. export facilities and local slaughterhouses under its jurisdiction. All abattoirs in the County are privately owned but under control of the County Government through the Department of Agriculture, Livestock Development and Fisheries.
5. The state of abattoirs within the County has been wanting with complaints from residents over their poor hygiene, dilapidated infrastructure and lack of proper waste disposal hence emanating foul smell to the neighborhoods.
6. The source of animals that are slaughtered in the abattoirs has been of concern to residents. It has been alleged that unhealthy animals have been slaughtered and sold to residents for consumption. In addition, it has been alleged that donkey and game



meat has found itself in this abattoirs from which it has been sold to unsuspecting residents

7. The Committee concerned with this state of affairs, and in discharge of its mandate pursuant to Standing Order 191(5) (e), resolved to inquire into the state of abattoirs within the County with a view of making policy recommendations to improve their management.
8. The Committee held a meeting with the CEC Agriculture, Livestock Development and Fisheries and received a comprehensive statement from the Department on the status of the abattoirs. The Committee also conducted three (3) visits to the County's major abattoirs; Njiru, Kiamaiko and Farmers Choice. While the state at Farmers Choice presented how an ideal and proper managed abattoir ought to be, the situation in the other two revealed the sad state of Abattoirs in the County.

## **2.0 COMMITTEE FINDINGS**

### **1. Committee findings during inspection site visits**

#### **i) Kiamaiko Abattoir**

The Committee visited the abattoir on Monday 18<sup>th</sup> November, 2013; unfortunately the Committee didn't meet the Chairman of the Committee that manages the abattoir. However, the Committee was taken around the abattoir by a person who had been designated by the said Chairperson who also briefed members on the status of the abattoir. The committee found out as follows;

1.1 The drainage system was not covered as required and was emanating bad odour indicating the poor hygienic condition of the abattoir.

1.2 The floors of the abattoir were in a dilapidated condition and unattended.

1.3 School going children were allowed to collect blood and pieces of meat from the floors of the abattoir despite the poor hygienic condition of the floors.

- 1.4 In the slaughtering area, the carcasses were being washed on the floor without consideration of proper hygienic and health measures.
- 1.5 Some of the carcasses had a dark colour implying that the animals might have either been slaughtered when already dead or they were slaughtered elsewhere and transported to the abattoir.
- 1.6 There were neither veterinary doctors nor their offices at the abattoir indicating that animals slaughtered may not have been inspected
- 1.7 The general environment around the abattoir was pathetic and was located in a densely populated area hence making the abattoir unfit as a food handling entity.

**ii) Njiru Abattoir**

The Committee visited the abattoir on Monday 2<sup>nd</sup> December, 2014 where Members had an opportunity to be taken around the abattoir by the Government Veterinary Officer stationed at the abattoir. The Committee found out as follows;

- 1.1 That the abattoir is a private facility owned by the Kirima family, however, due to family wrangles business at the facility had deteriorated. For instance, the abattoir used to slaughter three hundred(300) cattle per day however the number had reduced to three(3) cattle per day
- 1.2 The abattoir is located on family land on which construction by private developers is being undertaken although the family has moved to court to seek an injunction stopping the ongoing developments.
- 1.3 Cattle slaughtered at the abattoir originate outside the locality after being inspected.
- 1.4 Individuals are allowed to bring cattle to the abattoir for slaughter at a fee
- 1.5 The abattoir required refurbishment of its floors and slaughtering areas to improve its hygiene. However, the Committee noted that the abattoir was regularly supplied with water.

### iii) **Farmers Choice**

The Committee visited Farmers Choice abattoir on Wednesday 5<sup>th</sup> February, 2014 as part of the fact finding mission. The Committee held a meeting with the operations director and had an opportunity to view a section of the establishment. The operations director stated as follows;

- 1.1 That the firm was established in 1980 with the central purpose of selling fresh and processed pork products in Kenya. Currently it produces fresh sausages, bacon, ham, pork and beef as a supplementary product. The firm was later bought by Lonrho in March 1989 leading to completion of a processing plant to Food and Agriculture Organization (FAO), World Health Organization (WHO) and the European Union (EU) standards. In 2000, the IPS group owned by Aga Khan acquired majority shareholding of the firm.
- 1.2 That the Company has commissioned a Halal certified state-of- the art beef slaughterhouse subsidiary trading separately under the brand ‘Choice Meats’
- 1.3 That the Company is currently selling its produce to Uganda, Tanzania, Zanzibar, Ethiopia, Muscat, Bahrain, Seychelles, South Sudan and the United Arab Emirates. New markets are now being established in West Africa. In Kenya a substantial proportion of the local production is consumed by international tourist, similarly, health inspectors from the British, Japanese and US armies have approved their products.
- 1.4 That the abattoir met all health requirements, government regulations and is ISO Certified.
- 1.5 That apart from their own farm which supplies livestock particularly pigs; they are supplied with livestock by contracted farmers across Kenya e.g. Laikipia, Voi, Eldoret. It also has supplies from neighboring countries such as Rwanda. The Firm ensures that the animals meet required health standards before they are slaughtered by being checked by a qualified resident veterinary doctor. In

addition, the contracted farmers receive extension services from the firm to ensure that the animals are safe.

1.6 The Firm depends on refrigeration and salting to preserve their products although it faces a lot of challenges due to high cost of electricity and power-outages resulting to the use of generators thus increasing the cost of production.

1.7 That most of the firm's employees are qualified and are subjected to continuous on-job training. Further, they are always subjected to health tests to ensure that they don't contaminate the animal products.

1.8 That the firm has its own internal waste disposal mechanism and that it does not emit its waste to the environment as alleged.

1.9 That major challenges facing the firm and the sector as a whole include;

- a) Drought which affects animal production areas;
- b) Counterfeit meat products/illegal meat business
- c) Conflict of laws affecting the sector for instance, following the enactment of the 2010 Constitution, Veterinary officers are currently unaware which level of government they are responsible to. Further, the Meat Control Act Cap 356 doesn't recognize the role of Counties in the management of abattoirs.
- d) High cost of production due to power outages.

**iv) Burma Market**

Despite the market not being an abattoir, the Committee visited Burma market on Monday 11<sup>th</sup> November, 2013 in order to expand its knowledge on meat handling in the City. The market is a Tenant Purchase market owned by the County Government whose premises are rented out to meat traders. The traders have formed a Committee with representation from the County Government which

manages the affairs of the market. During the visit, the Committee found out as follows;

- 1.1 The facility is in a deplorable state, for instance, floors have holes, open drainage, it has no running water, and solid waste (garbage) is not collected.
- 1.2 The facility has only 4 veterinary officers despite the heavy work load of meat inspection; in fact, there was no evidential proof that meat sold is inspected.
- 1.3 It lacks meat storage facilities tripe were decomposing in stalls(meat/animal products)
- 1.4 County officers (enforcement) are overwhelmed hence non-compliance to health standards is rampant.
- 1.5 Meat off-loaders/handlers do not maintain proper hygiene; there were doubts on whether they are medically fit to handle meat. Further they wore dirty clothes (aprons)
- 1.6 Meat is transported in unhygienic manner especially on motor-bikes
- 1.7 Other businesses with a potential to contaminate human food(meat) were operating within the premises(near) of the market; this include hair salons

**2. Submissions by County Executive Committee Member (CEC), Agriculture, Livestock Development and Fisheries.**

The Committee held a consultative meeting with the CEC Agriculture accompanied by the officers of the department on 24<sup>th</sup> February, 2014 and further received written submissions from the CEC. While briefing the Committee, the CEC informed Members as follows;

- 2.1 That all abattoirs in the County are owned by private individuals and companies. The County has two categories of abattoirs namely; Export facilities and Local slaughterhouses.
- 2.2 There are three (3) export facilities in the County and are eligible to export meat and meat products to other Countries since they meet International

Standards/requirements of food safety. Some of the countries where the products are exported to include; Tanzania, Uganda, U.A.E, Bahrain, Seychelles, Sudan, Oman and Dubai. The facilities are as in the following table;

Abattoir	Location	Ownership	Species handled	Number per year
1. Farmer's choice	Starehe District	Investment Promotion services	pigs	111,699
2. Choice Meat	Starehe District	Investment promotion services	Goats, sheep and Cattle	Cattle- 22,703 Sheep- 25, 803 Goats- 103, 261
3. Quality Meat Packers (Formerly Hurlingham butcheries)	Njiru District	Velvji Family	Goats, sheep, Cattle and poultry	Cattle- 5,260 Sheep- 9,155 Goats-33,217 Chicken-61,093

2.3 Slaughterhouses are categorized in three categories according to the Legal Notice No. 110 of 2010(Meat Control Act Cap 356). The categories are;

- a) Category A(Large Slaughterhouse): highest category with capacity to supply meat and products the whole country
- b) Category B(Medium size slaughterhouse): able to serve localities within 50km radius
- c) Category C: able to serve a center/locality where it's located.

2.4 The following are local slaughterhouses within Nairobi City County;

No	Slaughterhouse	Location	Ownership	Species handled	Number per year	category
1.	Kayole	Njiru District	Private (Individual)	Cattle	5,400	A
2.	Njiru	Njiru District	Private (Individual)	Cattle	395	A
3.	Lyntano	Kasarani	Private (Individual)	Pigs	1725	C
4.	Nyonjoro	Dagoretti	A group of 11 Families	Sheep/goats	350 -sheep 55 - Goats	
5.	Kiamaiko	Starehe	Private (Individuals)	Sheep/goat	38,176- Sheep 76,151- Goats	C
6.	Kariokor Poultry	Kamukunji	City Chicken cooperative society	Poultry	14,350	
7.	Burma Poultry	Kamukunji	Victory Enterprises	Poultry	88,000	
8.	Burma Maziwa	Kamukunji	Mazi	Poultry	38,5534	
9.	Neema Slaughter house	Baba Dogo	Private	The abattoir is still under construction, it's expected to be completed in May, 2014. It is meant to handle sheep, goats and cattle.		

2.5 During the year 2013 the Government through the veterinary department collected a total of **Kshs 16,536,875** from the abattoirs as per the following breakdown;

No	Item	Amount(Kshs)
1.	Meat Inspection fee	13,772,315
2.	Certificate of Transport(All facilities)	1,355,560
3.	Veterinary Health Certificate(Export)	1,282,000
4.	Meat Transport Permits(Carriers and Containers)	100,000
5.	Licensing of Abattoirs	27,000
Total		<b>16,536,875</b>

2.6 According to the CEC, in her written submissions(Annex 1), the following are challenges affecting the sector;

- i) Illegal poultry slaughterhouses operating in the County hence the department faces difficulties in implementing food safety standards.
- ii) High cess charged on poultry entering the City leading to most traders evading the normal channels.
- iii) Family feuds over the ownership of the abattoirs affect the functioning of the abattoirs particularly, Nyonjoro and Njiru.
- iv) Some slaughterhouses are located in densely populated areas (slums) for instance; Kiamaiko hence implementing food safety standards by the department is a challenge.



## 2.0 COMMITTEE OBSERVATIONS

Having analyzed its findings, the Committee observed as follows;

0.1 That the County lacks a state-of-the art Abattoir to supply meat and meat products affordable to most Nairobi residents. Most abattoirs are in a deplorable state with the County government having limited control over them since they are under private ownership.

0.2A majority of meat consumed by Nairobi City County residents is not inspected raising doubts on whether it meets required health standards. The animals (meat) are usually transported from outside the County particularly Kiambu and Kajiado Counties and with the overwhelmed veterinary department, they are rarely inspected.

0.3Burma market remains in a deplorable state with a potential of either spreading or causing waterborne and other diseases. The market lacks meat storage facilities and it's in a pathetic hygienic condition which requires urgent action by the County Government.

0.4Current legislations governing management of abattoirs and meat(animal) control are not in line with the Constitution of Kenya 2010 thus leading to the present challenges affecting the sub-sector

0.5That since most abattoirs in Nairobi are privately owned, continuous family/ownership feuds have affected the general operation of the abattoirs

0.6Some slaughter houses are located in densely populated slums, notably Kiamaiiko; hence it's difficult to enhance food safety standards.

### 3.0 COMMITTEE RECOMMENDATIONS

**The Committee therefore recommends that this Assembly resolve that;**

0.1 The County Government should fast-track the enactment of a County Meat(animal) Control Act which should among other provisions provide for:-

- a) regulation and management of slaughterhouses;
- b) movement of animals within the County and across neighboring Counties of Nairobi City, Kiambu, Kajiado and Machakos;
- c) location of abattoirs;
- d) holding grounds for animals;
- e) slaughter of animals and marketing(selling) of meat and meat products;
- f) establishment of a County meat control authority.

At the national level, a national policy on meat control should be developed with a view of repealing/reviewing existing legislations so that they can conform to the current Constitutional dispensation.

0.2 The County Government should take immediate steps (within one (1) year or in the next financial year) and establish a state-of-the art abattoir preferably through public private partnerships(PPP), complete with meat storage facilities, inspection veterinary officers and marketing sections. Meanwhile all private abattoirs in the County should be given a notice of a time frame within which they should meet basic health requirements/standards or face closure.

0.3 All animals entering the County must be inspected by County Veterinary officers who should issue water tight movement permits. An animal holding ground should be established where animals allowed in the City will be temporarily handled before being transferred to respective slaughterhouses. Only those animals destined to designated slaughterhouses should be allowed to enter the County.

- 0.4 A joint approach should be adopted among the neighboring Counties of Nairobi City, Kiambu, Kajiado and Machakos on how to control movement of animals across borders to foster business and relations.
- 0.5 Meat and meat products should only be transported in specifically designed vehicles for meat transport. Motorbikes and any other forms of non-specified transport should be discouraged. Meat products traders should be encouraged to package their products.
- 0.6 The Executive should employ more qualified veterinary officers to be stationed in all abattoirs and at border/entry points to inspect both animals and meat entering the County. The inspectorate/enforcement department should ensure that all requirements set for meat control are met and Counterfeit animal products are nabbed. Corrupt officers should be investigated and prosecuted.
- 0.7 Abattoirs located within densely populated areas/slums should be re-located, to other spacious sites, for instance Kiamaiko abattoir, to enable efficient enforcement of food safety standards. The Committee fully supports the construction of Neema Slaughterhouse in Baba Dogo, Kasarani.
- 0.8 Burma market requires complete overhaul, the County Government should move with speed and ensure that the market meets food safety standards by providing modern meat storage facilities and posting more veterinary/meat inspection officers who should ensure that specified regulations on meat handling are adhered to. This should also apply across all other meat markets including private butcheries.