

## FEDERATED MALAY STATES.

### REPORT OF RUBBER RESTRICTION DEPARTMENT, FEDERATED MALAY STATES FOR 1924.

1. The second restriction year covered the period 1st November, 1923, till 31st October, 1924, and the statistics given in this report are in respect of this period. The statistics are for the Malayan restriction area, consisting of the Straits Settlements, Federated Malay States and Unfederated Malay States.

2. The Controller of Rubber Exports [whose title was changed to Controller of Rubber by "The Rubber (Restriction) Enactment, 1924," passed on 2nd September, 1924], was in charge of rubber restriction work in the Straits Settlements as well as in the Federated Malay States, and kept in touch with the officers in charge of Rubber Restriction in the Unfederated Malay States, but had no powers in the Unfederated Malay States.

3. Rubber restriction work falls under three main heads:

- A.—Assessment of holdings;
- B.—Issue of export rights;
- C.—Preventive work.

#### A.—ASSESSMENT.

##### (1) HOLDINGS OVER 100 ACRES.

4. There was a Joint Assessment Committee for the Straits Settlements and Federated Malay States, consisting of the following gentlemen:

The Hon'ble Mr. J. W. Campbell, Messrs. A. McKenzie and C. W. Bradburne, C. B. Graburn, P. J. R. Waugh, T. J. Cumming and G. E. Teale.

Mr. M. Rex of the Malayan Civil Service was Chairman till 20th June when he was relieved by Mr. J. M. Barron.

5. In the first year of restriction holdings not exceeding 200 acres were assessed by District Officers, and holdings above that area by local committees. These local committees were independent of one another and thus lacked uniformity of method.

The Joint Assessment Committee took over the assessment of all holdings over 100 acres in the Straits Settlements and Federated Malay States for the second year of restriction, District Officers continuing to assess holdings under 100 acres.

6. Rules were passed (*Federated Malay States Gazette* Notification No. 664 of 30th January, 1924), laying down a procedure for the assessment of holdings, and fixing the maximum standard production at 400 lbs. per acre. Assessment work commenced in February, and the Assessment Committee sat continuously from the middle of February till the end of June, 1924, and were paid monthly salaries. After June, 1924, meetings were held at intervals, and the members of Committee were paid for each meeting they attended.

With the exception of a few holdings which were not declared till late in 1924, assessment of holdings over 100 acres was finished by 30th September, 1924.

The total number of such holdings assessed in the Straits Settlements and Federated Malay States was 1,411, situated as under:

Perak ... ..	396
Selangor ... ..	371
Negri Sembilan ... ..	303
Pahang ... ..	83
Province Wellesley and Dindings ... ..	63
Malacca ... ..	195
	1,411

The number of such holdings on the maximum of 400 lbs. per acre in the Straits Settlements and Federated Malay States was 212.

7. Assessment for the third restriction year commenced on 1st November, 1924, and on 31st December 700 holdings had been reassessed. Some slight alterations in the rules were made amending the procedure of application for assessment.

8. There is an appeal from the Joint Assessment Committee to the Central Committees of the Straits Settlements and Federated Malay States which sit separately.

During the year under review there were 98 appeals to the Central Committee, Federated Malay States, the result of which was as follows:

Dismissed ... ..	50
Allowed ... ..	42
Still under consideration at the end of the year ... ..	6

Of the successful appeals 12 were formal appeals in which the recommendations of the Assessment Committee were accepted by the Central Committee.

9. The assessment of small holdings not exceeding 25 acres and of medium holdings 26-100 acres was determined by the District Officers for their own districts.

An appeal lay to the Central Committee in respect of the assessment of medium holdings. Twenty-three such appeals were decided during the year.

10. The standard production of the Malayan restriction area for the second restriction year was as follows:

	Tons.
Federated Malay States ... ..	142,264
Straits Settlements ... ..	29,519
Johore ... ..	48,123
Kedah ... ..	20,875
Kelantan ... ..	4,720
Trengganu ... ..	1,400 (estimated)
	246,900

The standard production for the first restriction year was approximately 274,000 tons.

11. Appendix A gives a reconciliation statement of actual exports with standard production.

12. Appendix B gives a statement of planted acreages according to years of planting in the Straits Settlements and Federated Malay States and appendix C shows the number of holdings and average acreages planted and upkept on European and Asiatic estates.

13. The Central Committee, Federated Malay States, held seventeen meetings during the second restriction year and two meetings during November and December, 1924. In addition to its work as an appellate body, it considered and advised the Government on questions of the general policy of restriction. This Committee accepted no remuneration for its services, but members were paid transport expenses if they applied for them.

The following gentlemen served on this Committee:

The Hon'ble Mr. C. Ritchie, The Hon'ble Mr. R. B. Bannon, Messrs. C. L. Chapman, G. E. Teale, J. Bruce, M. J. Kennaway served for part of the year and were replaced by Messrs. D. St. Leger Parsons, H. B. Egmont Hake, W. D. Fraser, C. R. Harrison and the Hon'ble Mr. R. C. M. Kindersley. Towkay Goh Hock Huat and Dato Stia Raja Abdullah served throughout the year.

The Controller was ex-officio Chairman—and the Deputy Controller was a member of the Committee.

#### B.—ISSUE OF EXPORT RIGHTS.

14. For the first restriction year "Licences to Export" were issued in the Federated Malay States in respect of all holdings exceeding 25 acres. On 1st November, 1923, a ledger system was introduced in the Federated Malay States and every owner of a holding exceeding 100 acres could become an exporter on being registered as a registered exporter or could be registered for local sales. Ledgers were kept in the Restriction Office, Kuala Lumpur, and in the Customs Offices at the places of export, and the Superintendents of Customs were notified by the Controller as to the amount of rubber which each registered exporter was entitled to export. In the Federated Malay States therefore the Controller is able closely to supervise both the assessment of and export of rubber by all holdings exceeding 100 acres.

15. In the Federated Malay States coupons are issued to owners of holdings not exceeding 100 acres by the District Officers. These coupons are issued quarterly in denominations of 5 kati, 10 kati, 25 kati, 1 picul, 10 picul. If the producer wishes to sell his rubber, he takes the rubber with coupons covering the rubber to a licensed dealer. The licensed dealer if he is in a small way of business passes on the rubber and coupons to a bigger dealer. Eventually rubber and coupons come into the hands of a licensed dealer, who is a registered exporter. He hands over the coupons to a Coupon Receiving Officer, who forwards them to the Rubber Restriction Office, Kuala Lumpur. Here the coupons are examined by the coupon checking staff and if they are found in order credit is given for the export of an equivalent amount of rubber in the account of this licensed dealer in the local sales ledger or in the Customs ledger.

16. Coupons are printed in England to the order of the Controller, and are stored in Kuala Lumpur. Issues are made as required to districts in the Straits Settlements and the Federated Malay States and to the officers in charge of restriction in the Unfederated Malay States. When they are collected after being used for the export of rubber they are returned to the Controller—they are then examined, and after the requisite interval are destroyed.

17. Appendix D shows the export figures monthly from the Malayan restriction area with a percentage table in respect of the places of origin.

\* 18. I attach a graph showing the sale price of rubber in Singapore from September, 1922, till March, 1925.

## PREVENTIVE WORK.

19. As the price of rubber has increased the need for preventive work has become more imperative. A staff has been instituted to inspect rubber dealers' shops and to prevent the accumulation on licensed premises of unauthorised uncoupons rubber. By a rule under "The Rubber Dealers Enactment, 1921," published in *Gazette Notification No. 2365 of 27th April, 1923*, no licensed dealer is permitted to store any rubber other than:

- (a) Rubber covered by coupons or other documents enabling rubber to be exported and
- (b) Declared uncoupons rubber, i.e., uncoupons rubber declared as being in his possession on 1st May, 1923, at the time when the sale of export rights was made illegal except with the permission of the Controller. Returns are submitted monthly by licensed dealers showing the stocks on their premises.

The Controller is also Supervisor of Rubber under "The Rubber Supervision Enactment, 1924," and in this capacity is in charge of the statistics of licensed dealers' stocks.

Appendix E shows the stocks in licensed dealers' hands in the Federated Malay States.

The Customs and Police Departments are assisting as far as lies in their power in preventing illicit movement and storage of rubber on land—and rules have recently been introduced restricting movement of rubber between 6 p.m. and 6 a.m.

Preventive work at sea in the waters of the Malayan restriction area is in the charge of the Commissioner, Trade and Customs, Federated Malay States, who has raised a small fleet of preventive launches to watch the coast. Owing to the long coast line, the large number of creeks and the accessibility of Dutch islands, the capture of smuggled rubber is a very difficult task. Rubber smuggling from the Federated Malay States has not up to the present reached very serious proportions—the chief centre of smuggling is the west coast of Johore and Malacca.

## STAFF CHANGES.

20. Mr. F. W. Douglas was Controller of Rubber till 13th March, 1924, when he was relieved by Mr. T. W. Clayton who was in charge till the end of the year. Mr. M. Rex was Deputy Controller till 8th February, 1924, when he was relieved by Mr. J. M. Barron, who in turn was relieved by Mr. G. E. London on 1st November, 1924.

## EXPENDITURE.

21. The expenditure for the working of the Rubber Restriction Department, Federated Malay States, for the second restriction year amounted to \$324,218.39. Revenue on account of appeal fees and reimbursements amount to \$38,963.39.

## GENERAL.

22. A joint meeting of the Assessment Committee, Straits Settlements and Federated Malay States, and Central Committee, Straits Settlements and Federated Malay States, was held on 2nd October, 1924, which was attended by representatives from Johore and Kedah Restriction Committees and questions of general policy were discussed. It was decided to hold such meetings periodically as exchange of views between members of the different committees is of great value.

23. A new Rubber Restriction Enactment was passed on 2nd September, 1924, and came into force on 1st November, 1924.

24. London stocks which stood at 70,977 tons in September, 1922, had been reduced to 37,911 in October, 1924, and on 31st March, 1925, were approximately 18,000 tons.

25. Several memorials have been addressed to the Government praying that restriction be abolished—these memorials were mostly prepared about the middle of 1924, when the price of rubber was in the neighbourhood of 30 cents a lb. and prospects seemed gloomy. The licensed (rubber) dealers were found to be well represented among the signatories to these memorials, and this is not perhaps surprising as they are concerned more with the quantity of rubber which passes through their hands than the price which this commodity fetches.

26. I take this opportunity of recording my appreciation of the valuable assistance rendered by the members of the Assessment and Central Committees, Federated Malay States, and of the good work done by the staff of the Rubber Restriction Department.

KUALA LUMPUR,  
24th April, 1925.

T. W. CLAYTON,  
Controller of Rubber, F.M.S.

## APPENDIX A.

## RECONCILIATION OF ACTUAL EXPORTS RESTRICTION AREA WITH STANDARD PRODUCTION FOR PERIOD 1st NOVEMBER, 1923, TO 31st OCTOBER, 1924.

(NOTE.—Certain of the figures are estimated: but the results may be taken as approximately correct.)

MALAYAN RESTRICTION AREA.				Tons.
Standard production for second restriction year	...	...	...	246,900
Exportable allowance on such standard production (for three quarters at 60 per cent. and one quarter at 55 per cent.)	...	...	...	145,054
Add "Carry over" from first restriction year	...	...	...	4,000
"Additional allowances" to small holders under rule 14	...	...	...	13,500
				162,554
*One-third of total "cuts" (due on reductions in standard production) being estimated proportion still to be recovered at 31st October, 1924	...	...	...	7,250
Total permissible exports 1st November, 1923, to 31st October, 1924	...	...	...	169,804
Total exports 1st November, 1923, to 31st October, 1924 (as published in monthly export returns)	...	...	...	167,696
Carry over to third restriction year	...	...	...	2,108

NOTE.—Two-thirds of the "cuts" are, for the purposes of this return, estimated as recovered on the 31st October, 1924. This fraction is probably an over estimate.

## REVISED EXPORT FIGURES.

The monthly export returns—as published—are subject to certain adjustments due to delayed and/or corrected returns. After making such final adjustments for the second restriction year (1st November, 1923, to 31st October, 1924), the figures are as under:

	Tons.
Permissible total exports	169,804
Actual total exports	165,678
"Carry over" to third restriction year	4,126

## APPENDIX B.

## FEDERATED MALAY STATES HOLDINGS OF OVER 100 ACRES.

TABLE No. 1.

(ASIATIC HOLDINGS.)

State.	Area planted.								Total areas planted and upkept.
	Date of planting.								
	1916 or earlier.	1917.	1918.	1919.	1920.	1921.	1922.	1923 or later.	
	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.
Perak	26,189	6,348	2,004	1,891	1,304	124	97	518	38,475
Selangor	19,634	3,520	1,309	776	286	443	157	195	26,320
Pahang	5,570	2,448	1,976	997	373	101	—	378	11,843
Negri Sembilan	19,847	3,777	2,666	928	679	604	176	225	28,902
Total	71,240	16,093	7,955	4,592	2,642	1,272	430	1,316	105,540
Av. per holding	184	41	21	12	7	3	1	4	273

## APPENDIX B—(cont.).

## FEDERATED MALAY STATES HOLDINGS OF OVER 100 ACRES—(cont.).

TABLE No. 2.  
(EUROPEAN HOLDINGS.)

State.	Area planted.								Total areas planted and upkept.
	Date of planting.								
	1916 or earlier.	1917.	1918.	1919.	1920.	1921.	1922.	1923 or later.	
	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.
Perak ... ..	143,931	11,837	10,878	5,166	6,504	2,700	506	1,680	183,202
Selangor ... ..	210,966	13,314	10,923	6,530	9,664	1,859	920	2,846	257,022
Pahang ... ..	9,975	1,865	2,248	1,748	1,327	410	111	269	17,953
Negri Sembilan ... ..	98,804	21,108	16,559	10,621	11,758	3,466	207	1,826	164,349
Total ... ..	463,676	48,124	40,608	24,065	29,253	8,435	1,744	6,621	622,528
Av. per holding ... ..	736	76	64	38	46	13	3	11	987

## STRAITS SETTLEMENTS HOLDINGS.

TABLE No. 3.  
(ASIATIC.)

State.	Area planted.								Total areas planted and upkept.
	Date of planting.								
	1916 or earlier.	1917.	1918.	1919.	1920.	1921.	1922.	1923 or later.	
	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.
Malacca ... ..	31,197	2,576	246	64	137	119	...	651	34,990
P. Wellesley ... ..	7,584	752	701	259	1	...	8	29	9,334
Dindings ... ..	462	103	35	150	...	...	...	5	755
Totals ... ..	39,243	3,431	982	473	138	119	8	685	45,079
Av. per holding ... ..	235	21	6	3	1	1	...	4	271

TABLE No. 4.  
(EUROPEAN.)

State.	Area planted.								Total areas planted and upkept.
	Date of planting.								
	1916 or earlier.	1917.	1918.	1919.	1920.	1921.	1922.	1923 or later.	
	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.
Malacca ... ..	59,269	2,397	2,197	770	1,644	342	60	477	67,156
P. Wellesley ... ..	27,046	2,147	572	470	862	388	9	180	31,674
Dindings ... ..	2,834	124	74	42	...	100	100	90	3,364
Totals ... ..	89,149	4,668	2,843	1,282	2,506	830	169	747	102,194
Av. per holding ... ..	1,351	71	43	19	38	13	3	11	1,549

## APPENDIX C.

NUMBER OF ESTATES AND AVERAGE ACREAGES  
PLANTED AND UPKEPT.TABLE No. 5.  
(ASIATIC ESTATES.)

—	No. of estates.	* 1916.	1917.	1918.	1919.	1920.	1921.	1922.	1923.	Total.
Perak ... ..	137	191	47	15	14	9	1	1	4	282
Selangor ... ..	112	175	31	12	7	2	4	1	2	234
Pahang ... ..	49	114	50	40	20	8	2	—	8	242
N. Sembilan ... ..	90	221	42	30	10	8	7	2	2	322
Total F.M.S. ... ..	388	184	41	21	12	7	3	1	4	273
Malacca ... ..	123	254	21	2	1	1	1	—	5	285
P. Wellesley ... ..	40	190	19	17	6	—	—	—	1	232
Dindings ... ..	4	115	26	9	38	—	—	—	1	189
Total S.S. ... ..	167	235	21	6	3	1	1	—	4	271

TABLE No. 6.  
(EUROPEAN ESTATES.)

—	No. of estates.	* 1916.	1917.	1918.	1919.	1920.	1921.	1922.	1923.	Total.
Perak ... ..	219	657	54	50	24	30	12	2	8	837
Selangor ... ..	219	963	61	50	30	44	8	4	13	1,173
Pahang ... ..	24	416	78	94	73	55	17	5	11	749
N. Sembilan ... ..	168	588	126	99	63	70	21	1	11	979
Total F.M.S. ... ..	630	736	76	64	38	46	13	3	11	987
Malacca ... ..	43	1,378	56	51	18	38	8	1	11	1,561
P. Wellesley ... ..	18	1,503	119	32	26	48	22	1	10	1,761
Dindings ... ..	5	567	25	15	8	—	20	20	18	673
Total S.S. ... ..	66	1,351	71	43	19	38	13	3	11	1,549

\* And previously.

## APPENDIX D.

## RUBBER RESTRICTION STATISTICS SECOND RESTRICTION YEAR.

(1ST NOVEMBER, 1923—31ST OCTOBER, 1924.)

DETAILS OF MONTHLY EXPORTS AND IMPORTS OF FOREIGN RUBBER.

(Figures correct to nearest ton.)

Year, Month.	Restriction area.						Total restriction area.	Total British Malaya.	Imports foreign rubber.
	F.M.S.	S.S.	Johore.	Kedah.	Kelantan.	Trengganu.			
1923.	Tons.	Tons.	Tons.	Tons.	Tons.	Tons.	Tons.	Tons.	Tons.
November ...	7,585	2,054	3,700	1,254	345	74	15,012	17,543	7,442
December ...	9,675	1,873	2,944	1,292	300	49	16,133	25,501	7,564
1924.									
January ...	9,433	1,500	2,395	942	237	62	14,569	23,848	8,867
February ...	8,361	2,029	2,265	1,291	320	66	14,332	19,395	7,440
March ...	8,589	1,718	2,514	880	265	54	14,020	22,294	8,269
April ...	5,869	1,324	2,531	697	276	62	10,759	20,551	7,909
May ...	7,916	1,583	2,805	974	236	83	13,597	19,674	7,259
June ...	7,549	1,642	2,829	1,010	270	70	13,370	18,084	7,435
July ...	7,862	1,705	2,789	988	350	86	13,780	21,670	9,777
August ...	9,585	2,081	3,512	1,419	313	79	16,989	22,133	9,777
September ...	8,491	1,783	2,394	1,162	307	98	14,235	25,127	9,291
October ...	6,346	1,385	2,071	769	250	79	10,900	20,270	9,981
Total for 12 months ...	97,261	20,677	32,749	12,678	3,469	862	167,696	256,090	101,011
Average per month ...	8,105	1,723	2,729	1,056	289	72	13,975	21,341	8,418

N.B.—The figures given as imports of foreign rubber are gross declared weights. No allowance is made for moisture in lower grade rubber.

## STANDARD PRODUCTION (RESTRICTION AREA) FOR SECOND RESTRICTION YEAR.

(1ST NOVEMBER, 1923—31ST OCTOBER, 1924.)

	Tons.
Federated Malay States ...	142,264
Straits Settlements ...	29,519
Johore ...	48,122
Kedah ...	20,875
Kelantan ...	4,721
Trengganu ...	1,400 (estimated)
Total ...	246,901

The standard production for the first restriction year was estimated at 274,000 tons and scale increases will increase standard production for the third year by about 9,300 tons; thus figures for the three years are approximately as under:

First restriction year (1st November, 1922—31st October, 1923)	274,000 tons
Second " ( " 1923— " 1924)	246,900 "
Third " ( " 1924— " 1925)	256,200 "

N.B.—The amount exportable in respect of standard production is increased by additional allowances under rule 14.

## APPENDIX D—(cont.).

## RUBBER RESTRICTION STATISTICS.

## PERCENTAGE TABLE.

## (RUBBER EXPORT TOTALS.)

Origin of rubber exported.	Exported 1st November, 1923, to 31st October, 1924.	Percentage of total exports from restriction area.	Percentage of total exports from British Malaya.	Notes.
	Tons	%	%	
Federated Malay States ...	97,261	58	38	"Stocks" are comprised of rubber from re- striction area and imported foreign rubber plus rubber produced on the Islands of Singapore and Penang
Straits Settlements ...	20,677	12.3	8.1	
Johore ... ..	32,749	19.5	12.8	
Kedah ... ..	12,678	7.6	4.9	
Kelantan ... ..	3,469	2.1	1.4	
Trengganu ... ..	862	.5	.3	
Total Restriction Area ...	167,696	100.0		
Rubber from stocks in Singapore and Penang plus imported foreign rubber	88,394	...	34.5	
Total exports, British Malaya ...	256,090	...	100.0	

## APPENDIX E.

## STATISTICS OF RUBBER STOCKS.

Date.	Second restriction year.				"Uncoupons" stocks in F.M.S. Licensed dealers' hands.
	Dealers' stocks (tons)				
	Exportable stocks, F.M.S.	Singapore.	Penang.	London.	
30th November, 1923 ...	3,790	20,534	3,219	...	5,001
31st December ,, ...	2,381	20,235	3,114	60,010	4,998
31st January, 1924 ...	1,481	20,989	3,406	...	4,933
29th February ,, ...	2,658	20,962	2,777	...	4,933
31st March ,, ...	2,012	18,950	2,538	56,341	4,933
30th April ,, ...	1,651	16,954	2,121	...	4,933
31st May ,, ...	1,794	16,279	1,700	...	4,933
30th June ,, ...	2,072	13,902	2,057	51,097	4,949
31st July ,, ...	1,944	16,901	2,621	...	4,952
31st August ,, ...	2,822	17,393	2,157	...	4,952
30th September ,, ...	2,065	16,648	3,211	...	4,951
31st October ,, ...	1,367	16,889	2,652	37,911	4,947
Average per month ...	2,170	17,178	2,631	...	4,951