

"INGATHERING THE EXILES"

A study of the reception, processing and housing of three
quarters of a million immigrants in the State of Israel

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TABLE OF CONTENTS

Genesis of Zionism.	1
The "Aliyas" Begin.	2
Foundation Fund becomes Keystone.	3
Jewish Agency in Control.	4
The State of Israel is Proclaimed	5
Monthly Rate of Arrival	6
Reception Centers Established	7
Dispersal of Immigrants	10
Housing in Towns and Villages	11
Abandoned Property	11
Relatives and Private Arrangements	11
Cooperative Smallholders Villages.	12
Working Villages	12
Middle Class Settlements.	13
Kibbutzim.	13
Youth Aliya.	14
Malben	15
Pioneer Homes.	15
Armed Forces	15
Maabarot	16
Working Camps.	18
Transit Camps.	19
Immigrant Hostels.	19

TABLE OF CONTENTS (continued)

Structure of the Coordinating Body.	19
Areas of Responsibility.	21
Jewish Agency Budgetary Estimate for 1952/53.	22
Jewish Agency Absorption Department Budgetary Estimate for 1952/53.	25
Temporary and Semi-Permanent Housing.	34
Increase in Semi-Permanent Housing.	36
Cost of Housing.	36
Number of Housing Units Completed.	37
Permanent Housing.	38
Appropriations for Immigrant Housing 1952/53.	39
Permanent Housing - Types and Costs	41
Future Permanent Housing Plans.	42
Choice of Location for Permanent Housing.	43
Public Housing Companies vs Private Building.	44
Selective Immigration.	46
Immigration Forecast.	48
Emigration from Israel.	50

On May 14, 1948, the independent State of Israel was created. Between that date and February 1, 1953, 712,272 immigrants have come to the State of Israel from all parts of the world.^{1.}

The largest organized voluntary mass immigration in history has taken place in a country whose land area is the same size as that of the State of New Jersey. In the 40 months since the establishment of the State more immigrants have arrived in Israel than into Palestine in the 40 years preceding independence.

Genesis of Zionism

To understand what has motivated this mass movement of a people it is necessary to discuss briefly the highlights of Jewish History.

For nearly 2,000 years the Jews have had no State in the Land of Israel or elsewhere, but they have unceasingly cherished the hope of their return. Return to the Homeland has been the constant theme of their prayers, their ceremonies, and their poems. Wherever the Jewish people have settled they have carried with them a spiritual Palestine.

In the last years of the 19th century, a Jewish journalist appeared who not only dreamed of restoration of the nation, but sought to fulfill the dream by political action. This was Dr. Theodore Herzl and he was the man who created the modern Zionist movement. Under his leadership the Jewish masses in Europe enthusiastically participated in the Zionist Movement. Herzl obtained the influential aid of the

1. Jewish Agency Information Office. Tel Aviv, Israel.

2.

British government who offered to the Zionists a tract of land in British East Africa as a national home. This offer, when announced to the Zionist Congress in 1903 evoked the opposition of a group of the Russian Zionists, led by Dr. Chaim Weizman, who would not exchange the prospect of the historic home of Zion for any other.

Less than one hundred years ago the area that is now designated as Israel was made up of a few tiny Jewish communities in the towns of Palestine. With the advent of the World Zionist Organization in the 1880's began the first of a series of modern mass immigration to Palestine.

The "Aliyas" Begin

The Hebrew word for immigration is the word "aliya" and from 1880 until 1948 six major aliyas were completed.

The first aliya was launched by the Biluim, a group of idealistic Jewish students in Russia who came to Israel to live and create a new life. This first wave of immigration continued until 1904 and brought approximately 25,000 new settlers. These settlers founded the first Jewish villages in Palestine in modern times.

The second aliya began in 1904 and lasted until the First World War. The newcomers during this period were mainly from Russia for there the Jews were being persecuted. It was this group who were the pioneers in establishing the first collective settlements. A few from this group, however, did become integrated into the towns. This second wave brought approximately 35,000 immigrants.

The third aliya occurred between the years of 1919 and 1923 and impetus to immigration during these years was further provided by the Balfour Declaration¹ which promised the Jews a national home in Palestine. It is estimated that 35,000 Jews came during the third aliya and that these Jews helped to expand the Jewish farm settlements.

The fourth aliya is designated as the years between 1923 and 1929 and during this period 67,000 settlers came to Palestine from Poland, Rumania and the Baltic States.

The fifth aliya lasted from 1929 until the Second World War and these years brought a great surge of immigrants from Nazi Germany. It is estimated that 250,000 immigrants arrived during this period.

The sixth aliya is designated as the period of time from the year 1945 until the Day of Independence in 1948. During these three years 120,000 immigrants arrived in Palestine.

The six aliya which occurred between 1880 and May 14, 1948 brought a total of approximately 500,000 immigrants to Palestine.

Foundation Fund becomes Keystone

As early as the turn of the century, the World Zionist Organization had created the Jewish National Fund in order to facilitate the purchase of land within Palestine. Later when the number of immigrants

1. Following is the full text of the letter addressed by Lord Balfour, British Foreign Secretary, to Lord Rothschild, Chairman of the Zionist Organization of Great Britain, which has become known as the Balfour Declaration. "Foreign Office, Nov. 2, 1917. Dear Lord Rothschild: I have much pleasure in conveying to you, on behalf of His Majesty's Government the following declaration of sympathy with Jewish Zionist Organizations which has been submitted to, and approved by, the Cabinet. 'His Majesty's Government view with favour the establishment in Palestine of a national home for the Jewish people, and will use their best endeavours to facilitate the achievement of this object, it being clearly understood that nothing shall be done which may prejudice civil and religious rights of existing non-Jewish communities in Palestine, or the rights and political status enjoyed by Jews in any other countries.' I should be grateful if you would bring this declaration to the knowledge of the Zionist Federation. Yours sincerely, Arthur James Balfour."

increased with each aliya it became apparent to the World Zionist Organization that an overall plan for Jewish settlement must be drawn up and that a central financial instrument had to be created. Therefore in 1929 the Keren Hayesod or Jewish Foundation Fund was established and since that day Keren Hayesod has been the keystone of immigration, development and consolidation of the Homeland.

World political developments during the early years of the 20th century affected administrative and policy decisions associated with all the phases of immigration. Palestine after the First World War became a British Mandate, July 24, 1922, and at this time the Jewish Agency was established to represent World Jewry before the Mandatory Government.

Jewish Agency in Control

In keeping with the Balfour Declaration immigration during the first few years of the British Mandate was unrestricted. In 1929, however, the first Arab riots took place, and these riots were directed against Jewish immigration and the free purchase of land in Palestine by the Jews. The British government investigated the Arab complaints and as a result issued the Passfield White Paper which recommended restricting Jewish immigration and the sale of land.

As a result the quota system was introduced by the British government. A certain number of certificates of immigration were authorized and these certificates were given to the Jewish Agency for distribution. The Jewish Agency, therefore, controlled the immigration within the number allocated by the quota set by the British.

The Jewish Agency established immigration offices throughout Europe and distributed the certificates to those who qualified as prospective immigrants. Arab resistance stiffened and after the riots of 1936 the British government clamped down on immigration. The quotas were thus decreased at a period when the demand for immigration because of the Nazi activities increased.

This resulted in the beginning of organized illegal immigration to Palestine and from 1936 until the Day of Independence thousands of immigrants reached the Homeland by this means. The British attempted to stem the tide of illegal immigration by repatriation and by deducting from future quotas the number of illegal immigrants who were caught in Palestine. Later during the Second World War detention camps were established on the island of Mauritius and Cyprus, and by the time Israel became an independent State approximately 24,000 immigrants were being held in Cyprus.

The State of Israel is Proclaimed

With the proclamation of the independent State of Israel, May 14, 1948, the gates of the Homeland were finally thrown open and the era of unlimited aliya began. Regardless of the problems involved in unlimited immigration all political parties within Israel supported this idea. Legally unlimited immigration was made possible by the Law of Return which was enacted by the Knesset on July 5, 1950. The express purpose for which the Jewish State had been established was to offer a national home to every Jew wishing to return to the Homeland and it was this basic principle that was laid down in Israel's Proclamation of Independence and in the Law of Return enacted by the Knesset.

When the British Mandatory Department of Immigration was officially closed on May 14, 1948, the Jewish Agency became the logical instrument to handle the immigration problem because of their close association with the British during the preceding few years. There had been daily contacts between the various branches of the Jewish Agency Department of Immigration and the Mandatory Department of Immigration, so when the State was established the immigration offices of the Jewish Agency in the large cities abroad were experienced in offering the proper services. Immediately the officers in charge in the large cities were authorized by the new government to grant visas to the State of Israel. As a result the directors of these offices acted as temporary immigration officers until such time as it was possible to appoint permanent officials.

In the course of the four months between the establishment of the State and the Session of the Zionist General Congress in August and September, 1948, the Jewish Agency Department functioned in the double role of Jewish Agency Department for Immigration and as the Government Ministry of Immigration. The Minister of Immigration in his official capacity as the representative of the Israel Government was responsible for the two institutions. It was during the course of this period that the frame work for the Government Ministry of Immigration was set up.

Monthly Rate of Arrival

Since the Day of Independence the combined efforts of the Government Ministry of Immigration and the Absorption Department of the Jewish Agency have handled 712,272 immigrants. The following chart indicates the unprecedented rate per month at which the immigrants have poured into Israel.

BREAKDOWN OF ARRIVALS¹.

	1948	1949	1950	1951	1952	1953
January		23,533	13,011	13,044	3,719	701
February		24,472	10,928	14,679	1,486	
March		30,747	13,327	21,794	4,221	
April		23,302	8,189	30,384	1,656	
May	6,609	23,196	12,688	26,270	1,574	
June	1,372	16,358	14,384	22,322	1,835	
July	17,266	16,315	18,007	15,392	1,168	
August	8,451	13,947	18,929	8,499	2,430	
September	10,786	20,254	16,330	7,300	2,343	
October	10,691	19,206	19,621	5,290	1,480	
November	20,376	13,470	12,103	5,825	1,634	
December	27,831	14,341	12,355	3,907	924	
T O T A L	103,382	239,141	169,872	174,706	24,470	701

Reception Centers Established

To process promptly the large number of immigrants that was arriving every month, it was necessary to establish a reception center near the port city of Haifa. This reception camp is known as Shaar Aliya and during the past four years approximately 350,000 immigrants have been processed at this camp.

At the height of the immigration it was necessary to open another reception camp at Atlith and a reception camp at the Lydda Airport

1. Jewish Agency Information Department, Tel Aviv, Israel.

8.

near Tel Aviv in order to facilitate the flow of immigrants that were arriving by air. The reception camps were administered by the Jewish Agency and in these camps virtually all immigrants were properly processed upon arrival.

Immigrants on arrival are generally classified in one of the following categories:

- a. Immigrants for whom private arrangements have been made by relatives or friends who have previously undertaken to support them in Israel.
- b. Immigrant pioneers, who have undergone special training abroad with the view of joining a pioneering settlement.
- c. All other immigrants.

The first category of immigrants are usually sent to their destination direct from the Haifa Port. The immigrant pioneers undergo certain processing in Shaar Aliya Reception Camp and then spend a short period in the camp pending the organization of a new pioneering group or join an existing settlement.

All immigrants of the latter two categories except those from Anglo Saxon Countries pass through Shaar Aliya. The immigrant is issued an immigrant certificate and during the first 48 hours he is registered and receives anti-TB injections and a complete medical examination. The results of these examinations are known 24 hours later and those who suffer from some type of disease are then segregated from the others. 35 per cent of the immigrants are hospitalized and

spend an average of 30 days at Shaar Aliya whereas 65 per cent spend only 10 days in the camp. The thorough physical examination given to the immigrant upon arrival has saved the native Israeli population from the many contagious diseases from which the immigrants suffer.

If the immigrant is found to be physically fit he is then interviewed by the camp officers and the officer discusses with the immigrant the place where he feels the immigrant would most quickly be absorbed into the country. It is the overall policy of the government at present to direct the immigrants who are physically fit and under the age of 35 to underdeveloped regions within Israel. The immigrants are offered alternatives as to where they would like to live geographically and as to the type of settlement they would like to live in within the limits of this policy.

Dispersal of Immigrants

The following chart indicates the dispersal of the immigrants who arrived between May, 1948 and September, 1952.

IMMIGRANT ABSORPTION MAY 15, 1948 - SEPTEMBER 1, 1952¹.

Absorbed	469,423	
Not Yet absorbed	<u>237,511</u>	<u>706,934 immigrants</u>
1. Housing in towns and villages	115,143	
2. Abandoned property	123,669	
3. With relatives and private arrangements	<u>99,320</u>	<u>338,132 immigrants</u>
4. Settlement		
a. Immigrants cooperative small holders villages	37,610	
b. Working villages	13,181	
c. Middle Class Settlements	9,365	
d. Kibbutzim	27,105	
e. Youth Aliya	<u>19,858</u>	<u>107,119 immigrants</u>
5. Malben		1,587
6. Pioneer Homes for Men and Women		9,295
7. Armed Forces		8,619
8. No details available		<u>674</u>
		<u>465,426</u>
Deaths in camps		1,703
Returned abroad from camps		<u>2,294</u>
T O T A L		<u>469,423 immigrants</u>

1. Jewish Agency Information Department, Tel Aviv, Israel.

IMMIGRANTS NOT ABSORBED

1. Maabarot	172,229
2. Immigrant Camps converted to Working Camps	42,523
3. Transit Camps	13,527
4. Immigrant Hostels	7,943
5. Shaar Aliya	<u>1,289</u>
T O T A L	237,511 immigrants

Of this total figure 1,399 have left camps but no details are available as to their whereabouts.

Housing in Towns and Villages - 115,143

It will be noticed from the first category that a high percentage of the immigrants were absorbed into the towns and villages. A majority of the housing projects initially sponsored by the Government and the Jewish Agency were established near the towns and villages. Housing projects were first available to the immigrants in the year 1950.

Abandoned Property - 123,669

The second category refers to the abandoned Arab property which became available to the Israel Government after the war ended. Thousands of Arabs fled to the surrounding Arab countries during the Israel-Arab War and the homes which they left were rebuilt and repaired for the immigrants. During 1948 and 1949 practically all immigrants who received housing were housed in abandoned Arab property.

Relatives and Private Arrangements - 99,320

Many immigrants moved in with relatives who were already established in Israel or else had sufficient personal means in order to buy their own housing accommodation. It should be noted that

although some immigrants left the reception camps to live with relatives they may at a later date have applied to the Jewish Agency for housing or other assistance.

Cooperative Smallholders Villages - 37,610

The different groups enumerated in category four account for nearly half of the immigrants who settled in agricultural communities. Throughout Israel new immigrants established cooperative smallholder villages. Each of these settlements has its own individual character, however, most of them are established on land owned by the Jewish National Fund and this land is leased to the immigrants for 99 years. Each immigrant builds his own home and works his own land, however, the machinery and agricultural equipment, transportation, community services and institutions are jointly owned. The purchasing of supplies and the marketing of the produce are organized on a cooperative basis.

Working Villages - 13,181

Labor or Working Villages developed as the need to settle immigrants on the land became more and more urgent. Thousands of immigrants who came to Israel had never worked on the land and it was necessary to provide some type of training in agricultural work before giving them farms of their own. The Working Village provided the training that was necessary. Some Working Villages are planned so that they can gradually be converted into immigrant small holder settlements.

Middle Class Settlements - 9,365

Middle Class Settlements were formed by those immigrants who for ideological reasons did not wish to join one of the cooperative groups. Provision was made for these people to secure small auxiliary farms of their own. In the Middle Class Settlements there is no sharing of the profits and each member owns his own property and works his own land.

Kibbutzim - 27,105

The kibbutzim are collective settlements. Whereas in a cooperative village each settler owns his own house and works his own land, in the kibbutzim all property is owned by the settlement itself.

Though there is now this functional difference between them the cooperative villages and the kibbutzim share a common history. The administrative system of the old farm colonies in Palestine led to constant friction between the administration supervisors and the workers. To avoid such friction and in keeping with the socialistic doctrine which was popular among the settlers from the European countries, settlements were founded which gave to all the members an equal share of the responsibility. Russian influence was dominant in the early experiments of collective farming in Palestine. The first collective settlement, Degania, at the southern end of the Sea of Galilee was actually composed of a "commune". This group of ten men and two women had previously been working for farmers and from the outset they pooled their wages and kept a common household.

In the agricultural expansion of the country both the cooperative smallholders settlements and the kibbutzim steadily continued to grow in numbers of settlements and membership. This trend continued until the establishment of the State of Israel. Since then the proportionate strength of the collective settlement in relation to the total population of the country has somewhat declined. Such decline seems to be motivated by the fact that the majority of the newcomers who wish to settle on the land prefer to do so either in privately owned middle class settlements or in the cooperative villages rather than in collective ones.

In the present day kibbutz all property is owned by the settlement itself. Almost all personal needs are administered by the kibbutz so consequently workers* do not receive a money income. All income is accrued in a common fund out of which the settlement's expenses are paid.

Youth Aliya - 19,858

Youth Aliya or youth immigration has been an important source of manpower for agricultural settlements. The Youth Aliya organization was founded in 1934 and has since that time maintained a network of training establishments in various countries throughout Europe and North Africa. The young generation of trained and skilled farmers produced by the Youth Aliya is an important reserve of qualified pioneering manpower. The youths who participate in this program are given a thorough education so that their cultural absorption into the country is easily accomplished.

Malben - 1587

Malben is an organization which was created by the American Joint Distribution Committee, the Jewish Agency and the Israel Government. Malben was created to help the thousands of sick and disabled immigrants who came to the new country. The figure listed on the chart is misleading for it indicates only those people who will be cared for permanently by Malben. Actually in the first 30 months of its existence, Malben registered 24,700 individuals referred to it by the various organizations. Within the field of medicine, the organization is dominating in the country in the treatment of tuberculosis and practically alone in the field of custodial care of chronic invalids. Since January 1, 1951, the American Joint Distribution Association has assumed full responsibility for Malben's activities.

Pioneer Homes - 9,295

The Pioneer men and women listed in the chart refer to the nearly 10,000 veteran Zionists who have come to Israel. Old age and years of active participation in the Zionist movement characterize the immigrants who fall within this category.

Armed Forces - 8,619

New immigrants are exempt from serving in the Israel Armed Forces for 12 months after their arrival. If an immigrant, however, wishes to join the Armed Forces immediately he is free to do so. This figure reflects the number of immigrants who have gone directly to the Armed Forces from Shaar Aliya.

Maabarot - 172,229

By far the largest percentage of immigrants has been temporarily absorbed into the maabarot. To understand the development of the maabarot it is necessary to discuss the forerunner of the maabarot, the immigrant camp. Immigrant camps had been established during the Mandate period. Their purpose was to keep the immigrant at the public's expense and to look after him and his family until he could find a home and employment. On the Day of Independence there were seven such camps in Israel with a population of 7,000. Though the immigrants came into Israel at a rapid rate during the first few months, the abandoned Arab property was able to absorb great numbers of them so that by March 1, 1949 only 21 immigrant camps existed in Israel and they had a population of 32,745. When, however, the resource of abandoned property dwindled then the number of immigrant camps increased rapidly and by May of 1950 there were 35 immigrant camps with a population of nearly 100,000.

It was evident by the summer of 1950 that the immigrant camps would not cope with the problem of absorption. The camps were overcrowded and their upkeep constituted an enormous drain on Keren Hayesod funds. The Absorption Department of the Jewish Agency had to supply all the needs of the immigrants because almost all of them reached Israel without any personal funds. During the second half of the year 1949, the Absorption Department closed down the communal dining halls, kitchens and some of the free services in order to induce the inhabitants of the camps to earn their own living. It

became apparent that some type of transitory stopover had to be devised whereby the immigrant could be earning his own living while awaiting permanent housing.

There were several reasons which had prevented the Absorption Department of the Jewish Agency from developing the maabarot before the summer of 1950. The abundance of abandoned property was the primary reason and also the fact that earlier there had been no way of effecting large scale public works and development schemes because of the shortage of funds and trained personnel. It was only at this later date that it became possible to implement those reconstruction and development schemes which made the establishment of the maabarot on a large scale feasible.

Maabarot is derived from the Hebrew "intransit". The maabarot was to serve as the temporary home for the immigrants between the days spent at Shaar Alyia Reception Camp and the day he received permanent housing. In the maabarot, however, as compared with the immigrant camp, the people earned their own keep. In the maabarot the immigrants learned to help themselves while being helped.

The Ministry of Labor opened Labor Exchanges in or near the maabarot and the immigrants living in the maabarot would register with the Labor Exchange and in this way secure employment. Labor Exchanges are local workers' organizations affiliated to the Israel Center of Labor Exchanges which consists of representatives of all labor unions in the country. Although labor exchanges as such are independent non-Government organizations, they are to all intents and purposes controlled by the Ministry of Labor. 70 per cent of their budget is

contributed by the Ministry of Labor which also supervises them administratively. Labor Exchanges are set up in every new locality and deal with the distribution of all work available among local workers registered with the exchange.

Three types of maabarot developed throughout Israel. The urban maabarot are located in the vicinity of the cities and towns. Primarily the elderly people or tradesmen who would not be able to find suitable employment in any other surroundings are sent to these maabarot.

The second type of maabarot is the rural maabarot. These maabarot are established close to the existing smaller viallages of various types and a large percentage of the inhabitants are engaged in some type of agricultural work. Other members of the rural maabarot are employed as hired workers in the nearby villages and settlements or in public works. Some immigrants, of course, establish themselves in a particular trade of their own and furnish some of the needs of the maabarot community.

The third type of maabarot is the pioneering maabarot and they are situated in deserted or very sparsely populated areas. The immigrants who settle in such maabarot have no old established population to rely on and are important instruments of development of new lands. The pioneering maabarot can be both of an agricultural or industrial character.

Working Camps - 42,523

The working camps are virtually the same as a maabarot. The distinction now is purely a historical one for working camps refer

to the ex-British Army Camps that were taken over as Immigrant Camps at the end of the Mandatory period. Here as with the other immigrant camps the Jewish Agency ceased to sponsor the camp services and now working camps are administered in the same manner as are the maabarot.

Transit Camps - 13,527

Transit Camps include all the various institutions that care for the hard core social cases. Included in this category would be the homes for old people, the institutions for invalids, and homes for the blind.

Immigrant Hostels - 7,943

Immigrant Hostels are primarily a transitory arrangement for single people. They are located in the various cities and villages and seldom comprise more than one building or a group of small buildings. As part of the current drive to attract immigrants from English speaking countries the Jewish Agency has recently announced the acquisition of three hostels in Haifa, Tel Aviv and Jerusalem which will be used to house single immigrants coming from those countries.

Structure of the Coordinating Body

Throughout the unlimited aliya the various expenses and administrative problems associated with all phases of the immigration problem have been jointly shared by the Jewish Agency and the Government.

Inasmuch as each group is responsible for certain phases of the immigration problem a coordinating policy must be maintained.

The overall policy of immigration is laid down by the Zionist General Council of the World Zionist Organization. The Zionist General Council is elected by the Zionist Congress which meets once every four years. The Zionist General Council charges the Jewish Agency with implementation of the overall immigration policy which it formulates because the Jewish Agency is the executive body of the World Zionist Organization.

In order to secure the most efficient coordination of policy between the Jewish Agency and the Government of Israel a Joint Coordination Committee was formed and this committee consists of five members of the Jewish Agency and five members from the Government. This body is under the Chairmanship of the Prime Minister of Israel, Mr. Ben Gurion.

It is impossible for this Committee to do the day by day work associated with the immigration problems so there is the further breakdown into Standing Sub-Committees. These Standing Sub-Committees are also composed of 50 per cent representation from the Government and 50 per cent representation from the Jewish Agency. There are Standing Sub-Committees for each of the broad categories connected with the immigration problem, i.e. housing, maabarot, labor, health, indoctrination, etc. On the Housing Sub-Committee, for example, there would be a member from the Housing Branch of the Ministry of Labor and a member from the Housing Section of the Absorption Department of the Jewish Agency. It is at this level that the detailed plans are worked out.

Areas of Responsibility

In coping with the problems involved in all phases of immigration the Jewish Agency and the Government each has its area of responsibility. In a broad classification of the division of responsibility it can be stated that the Jewish Agency is responsible for selecting immigrants abroad, their training and education which includes teaching them the Hebrew language; transportation to their destination, initial monetary grants; transitory arrangements in the maabarot; provisional housing; financial assistance for permanent housing; social welfare during the first year in the country.

The Government is responsible for the issuing of visas; medical screening at reception camps here and abroad; initial hospitalization while the immigrant is in Shaar Aliya; providing land for the maabarot camps; providing employment through the medium of the Labor Exchange; education of the immigrants; permanent housing; social welfare after the first twelve months.

Though this is the broad classification as to the respective fields in which the Jewish Agency and the Government operate, in many phases the line of distinction is a fine one. For example, in the medical section of the maabarot the buildings are owned by the Jewish Agency on Government land. The Agency supervises the sanitation personnel in the camps while the general supervision of the camps is under the control of the Government.

For both the Government and the Jewish Agency the most serious and expensive problem associated with the absorption of immigrants into Israel has been that of Housing. The budget for the Jewish Agency from October 1, 1952 to September 30, 1953 is herewith presented and the expenditures indicate the magnitude of the settlement and housing problem.

THE JEWISH AGENCY

BUDGETARY ESTIMATES FOR 5713 (1952/53)*

(Approved by the Zionist General Council, Novemb. 26, 1952)

INCOME

<u>Budget A</u>	IL	
Foundation Fund	32,500,000	
Youth Aliya (immigration) drives	2,300,000	
Shekel (membership fee - World Zionist Organization) sales	200,000	
I.R.O.	2,000,000	
I.R.S.O.	3,000,000	
German reparations	10,000,000	
Local drives	1,750,000	
Use of reserve equipment from agri- cultural settlements	10,000,000	
Loans	3,000,000	64,750,000

Budget B

Additional Income:

Foundation Fund	3,000,000	
I.R.S.O.	5,000,000	
Government contribution to cost of new immigration	11,000,000	19,000,000

T o t a l :

83.750.000

* Jewish Agency Information Office, Tel Aviv, Israel.

EXPENDITUREBudget A

Settlement	24,000,000	
Differences from J.N.F. (Jewish National Fund) drives	3,250,000	
Immigration and transportation of immigrants	3,000,000	
Immigrant absorption	4,900,000	
Housing of immigrants who have professions	500,000	
Youth immigration	5,000,000	
Youth and Hehalutz (Pioneers) Department (incl. emissaries and training)	1,325,000	
Information Department	325,000	
Education and culture in the Diaspora	250,000	
Religious education and culture in the Diaspora	135,000	
Organization Department	350,000	
Economic Department	100,000	
Department for Foreign Relations	50,000	
Mossad Bialik (Bialik Literary Institute)	120,000	
Mossad Harav Kook (Rabbi Kook Institute)	80,000	
Comptroller's Office	60,000	
New York and Geneva Offices	500,000	
Administration of the Jewish Agency	1,600,000	
Administration of the Jewish Foundation Fund	580,000	
Return of Jewish property in Germany	100,000	
Binyaney Ha'ooma (National Buildings)	50,000	
Repayment of debts	15,000,000	
Miscellaneous budgets	150,000	
General reserve	<u>3,325,000</u>	64,750,000

Budget B

New agricultural settlements	11,000,000	
Other activities (in accordance with budget to be submitted by the Jewish Agency Executive to the Standing Budgetary Committee)	<u>8,000,000</u>	<u>19,000,000</u>
T o t a l :		83,750,000

Of the items listed in the budget, category number four, Immigrant Absorption, indicates the immediate expenses which must be met in order to adequately provide for the needs of all immigrants.

A detailed breakdown of the Immigrant Absorption Budget follows and it will be noted that this breakdown indicates the unit costs of the services which the Jewish Agency maintains.

JEWISH AGENCY ABSORPTION DEPARTMENT *

Budgetary Estimates for 5713 (1952/53)General Assumptions:

- a) Total of 20,000 new immigrants, 90% of which will pass through SHA'AR ALIYAH Reception Camp. (See Appendix A).
- b) About 600 immigrants will be accommodated at the two Immigrant Hostels (BAT GALIM and HOLON).
- c) About 3,500 aged immigrants, of which about 300 are bedridden cases, accommodated at PARDESS HANNA Old Age Home. About 1,000 persons will be transferred to "Halben" Institutions in the course of the year. The average number of inmates during the budgetary period will be approximately 3,000.
- d) Number of families in ma'abarot and labor camps:
- | | |
|---|--------|
| as of October 1, 1952 | 58,000 |
| " " January 1, 1953 | 49,000 |
| Estimated number | |
| as of October 1, 1953 | 40,000 |
| Estimated average number on which the budget is based | 45,000 |

* Jewish Agency Information Office, Tel Aviv, Israel.

PART 1 -- Absorption of Newcomers

1) Debarkation of immigrants and transportation from port to Sha'ar Aliya: 18,000 immigrants at IL 1.250 per person	IL	22,500.-
2) Transfer from Sha'ar Aliya to ma'abarot and settlements: 18,000 immigrants at IL 1.250 per person		22,500.-
3) Upkeep of immigrants at Sha'ar Aliya (see Appendix B): 90% of immigrants will pass through Sha'ar Aliya; 60% to remain there for an average of $\frac{1}{2}$ month; 30% to remain for an average of 2 months (social cases, ringworm of the scalp and trachoma cases) 60% = 12,000 immigrants = 6,000 months of upkeep 30% = 6,000 immigrants = <u>12,000 months of upkeep</u> 18,000 months of upkeep at IL 27.300 per month		491,400.-
4) Cost of upkeep of Immigrant Hostels (see Appendix B): 600 immigrants - 7,200 months of upkeep at IL 20.- per month		144,000.-
5) Initial absorption arrangements: 13,000 immigrants at IL 2.- per person - IL 26,000 5,000 immigrants at IL 10.- per person <u>50,000</u>		76,000.-
6) Equipment: Grant of equipment on credit to 12,000 immigrants at IL 15.- per person		180,000.-
7) Sick Funds: Insurance fees for 7,000 families at IL 7.- per family		35,000.-
8) Ulpanim (Hebrew language studios) (see Appendix C):		<u>60,000.-</u>
T o t a l :	IL	1,031,400.-

PART 2 -- Maintenance and support of immigrants who have not yet been resettled.

1) Old-age camp at Pardess Hanna:

3,000 aged immigrants at IL 40.- a month each

(see Appendix B) - IL 1,440,000.-

Repairs and equipment - 300,000.- 1,740,000.-

2) Resettlement of families of social

cases:

500 loans at an average of IL 800.-

each for the construction

of buildings (Jewish Agency's

participation in fund amount-

ing to 50%) - 200,000.-

300 loans, at IL 500.- each, for con-

structive aid to families not

cared for by "Malben", 150,000.-

200 loans, at IL 400.- each, through

the establishment of a fund,

Jewish Agency participation

in which amounting to 50% - 40,000.-

Participation in different funds for

constructive resettlement pur-

poses - 30,000.-

Participation in special schemes for

the care of the aged - 30,000.-

T o t a l : IL 2,190,000.-

PART 3 -- Maintenance of ma'abarot

45,000 units at IL 3.- per month

(see Appendix 4): IL 135,000.-

less: income from rents
per month85,000.-
50,000.-

IL 600,000.-

Preparations for winter 1952

(see Appendix 5): 300,000.-

Expenditure in connection with the
settlement of land problems:50,000.-

IL 950,000.-

PART 4 -- StaffCentral and district staff (250
employees):

IL 500,000.-

Administration:

180,000.-

IL 680,000.-

PART 5 -- Unforeseen expenses

IL 48,600.-

S u m m a r y

Part 1 -- Absorption of newcomers IL 1,031,400.-

Part 2 -- Maintenance and support
of immigrants who have
not yet been resettled 2,190,000.-

Part 3 -- Maintenance of ma'abarot 950,000.-

Part 4 -- Staff and administration 680,000.-

Part 5 -- Reserve 48,600.-

T o t a l : IL 4,900,000.-

APPENDIX A

ESTIMATED IMMIGRATION IN 5713 (1952/53)

In October 1952 immigrated	1,480 people
" November 1952 "	1,634 "
" December 1952 "	924 "
" January 1953 "	701 "
" February 1953 "	900 " (estimate)
	<hr/>
T o t a l :	5,639 people
Approximate number of immigrants during the	
first five months of 5713	6,000 people
March to September next (incl.)	14,000 "
	<hr/>
Estimated immigration in 5713 :	20,000 people

APPENDIX B

CALCULATED COST OF UPKEEP OF IMMIGRANTS AT SHA'AR ALIYA,
 IMMIGRANTS HOSTELS, AND THE OLD-AGE CAMP AT PARDESS HANNA

	Sha'ar Aliya	Immigrants Hostels	Pardess Hanna Old-Age Camp
	IL	IL	IL
Food	13.200	12.750	15.000
Staff	11.300	5.000	15.000
Maintenance and installa- tions	2.800	2.250	
Maintenance			1.000
Replacement of equipment			1.500
Clothing, footwear, and repairs			3.000
Personal supplies			1.500
Pocket money			1.000
Miscellaneous and unforeseen expenses			0.500
Electricity, water and laundry			2.000
T o t a l :	IL 27.300	IL 20.000	IL 40.500

BUDGET OF ULPANIM (Hebrew language studios)

1. Number of students in ulpanim during 5713	
Internal students	800
External students	1000
Students in special ulpanim for immigrants from anglo- saxon countries	250
Students in ulpanim held at col- lective settlements	<u>250</u>
T o t a l :	2300 people
2. Establishment of loan funds with the participation of "Jdud" Benevolent Fund, the Loans and Savings Bank, and the Workers Bank :	
500 loans at IL 175.- each	IL 87,500.-
70 loans at IL 300.- each (Mt. Canaan)	21,000.-
Loans to immigrants from anglo-saxon countries	<u>11,500.-</u>
T o t a l :	IL 120,000.-
The Jewish Agency's participation in these funds amounts to 1/3, i.e.	IL 40,000.-
The Jewish Agency's contribution in equipment for ulpanim and share in the deficit of internal ulpanim	<u>20,000.-</u>
T o t a l :	IL 60,000.-

NUMBER OF IMMIGRANT FAMILIES IN MA'ABAROT
AND CAMPS

	As of Sept.1 1952	As of Jan.1 1953	As of Oct.1 1953 (Est.)
Tents	7,960	3,501	500
Canvas huts	20,529	16,016	11,000
Tin huts	8,865	7,429	5,000
Wooden huts	14,872	17,463	20,000
Various temporary structures	6,005	4,634	3,500
	<hr/>	<hr/>	<hr/>
T o t a l :	58,231	49,043	40,000

AVERAGE MONTHLY COST OF MAINTAINING MA'ABAROT OF DIFFERENT
TYPES (PER FAMILY UNIT)

Maintenance expenses (incl. water, collection of garbage, cleaning etc.)	IL 0,500
Maintenance of structures	0,400
Staff (management, sanitary workers, laborers, etc.)	1,800
Miscellaneous expenses, leases, taxes, etc.	0,300
	<hr/>
T o t a l :	IL 3,000

APPENDIX E

WINTER PREPARATIONS 1952/53

Sewage and footpaths:

Northern district	IL 35,000.-	
Southern district	75,000.-	
Jerusalem district	10,000.-	IL 120,000.-
<hr/>		
Repair of 16,000 wooden huts at an average cost of IL 3.- each		48,000.-
Strengthening of 7,500 tin huts at an average cost of IL 3.- each		22,500.-
Strengthening and repair of 10,000 wooden huts at an average cost of IL 5.- each		50,000.-
Asphalt roofing (second year) of 10,000 canvas and wooden huts at IL 2.500 each		25,000.-
Repair of structures in unoccupied camps		15,000.-
Repairs in occupied camps		5,000.-
Miscellaneous and unforeseen expenses		14,500.-
<hr/>		
T o t a l :		IL 300,000.-

Temporary and Semi Permanent Housing

The allocation of housing to immigrants has been carried out according to the "first come, first served" principle, however, social conditions of an immigrant family, their health, type of work, etc. has at times warranted their being advanced on the waiting list.

When the typical immigrant, who was dependent on Government or Jewish Agency housing accommodations, left Shaar Aliya Reception Camp, he first received temporary accommodation in a maabara. With thousands of immigrants to provide for the most expedient type of temporary housing had to be devised, and the problem was resolved by setting up large family sized tents. So many of these tents were put up in maabarot throughout Israel that the camps were literally turned into "tent cities". In some maabarot there were as many as 3,000 tents.

In the early stages of trying to house the immigrants, various experiments were tried, and in addition to the tents, canvas huts, aluminium huts, old army barracks and old buildings were used as temporary accommodations. Of the various means devised, the least satisfactory was the tent. During the winter of 1951-52 thousands of people were forced to live their daily existence in a tent and the hardship that this involved cannot be overstressed.

From December to March Israel has its rainy season, and during this period living in a tent which is pitched on a sandy location is the most uncomfortable type of existence. The tents do not have floors, and they are extremely damp and cold; the roofs in time

invariably deteriorate and holes appear in the canvas; the tents offer virtually no facilities for cooking or bathing; toilet facilities are established in central locations with one structure serving many families.

It was obvious that permanent housing could not be supplied in quantities and at a pace sufficient to provide every homeless immigrant with a durable dwelling or permanent home upon his arrival in Israel, but neither could they be expected to live year in and year out in tents. The paradox thus arose that because the quantity of foreign currency was insufficient to supply the permanent housing needs, a further deduction had to be made from that sum in order to finance the purchase and construction of semi-permanent dwellings and temporary housing.

In experimenting with temporary housing, Israel had purchased 4,000 wooden huts, and it was found that by incorporating certain basic changes in the original design of these prefabricated wooden huts, they would serve as semi-permanent housing. The initial 4,000 wooden huts were single room dwellings with 24 square meters of flooring. Toilet and washing facilities were shared by a number of families in a separate building. The improved wooden huts that now serve as semi-permanent houses have individual washing and toilet facilities, shutters have been added, and there is a small kitchen unit. Tenants may install their own partitions to provide a more convenient room arrangement.

Increase in Semi-Permanent Housing

The semi-permanent wooden huts have been constructed at a rapid rate throughout 1952. On January 7, 1953, one of the largest maabara, Petach Tikvah, had a celebration for on that day the last tent was torn down and it became a "prefab city".

The following chart indicates the rate at which temporary housing is being replaced by semi-permanent housing.

NUMBER OF IMMIGRANT FAMILIES IN MAABAROT
AND CAMPS¹.

	As of Sept. 1 1952	As of Jan. 1 1953	As of Oct. 1 1953 (Est.)
Tents (Temporary)	7,960	3,501	500
Canvas Huts (Temporary)	20,529	16,016	11,000
Tin Huts (Temporary)	8,865	7,429	5,000
Various Temporary Structures	6,005	4,634	3,500
Wooden Huts (Semi-Permanent)	14,872	17,463	20,000
T o t a l :	<u>58,231</u>	<u>49,043</u>	<u>40,000</u>

Cost of Housing

From the very beginning neither the Jewish Agency nor the Government intended that housing should be doled out to the immigrants at no cost to them. It was their approach, that the immigrant must learn to be a citizen of the State, and as a citizen, he must pay taxes, pay for education, pay rent and pay for water. In accordance with this approach there has always been a charge to the immigrant for his housing. In terms of temporary housing in a

1. Jewish Agency Information Department, Tel Aviv, Israel.

tent, the charge has been IL.1.000 per month for rent and water. In many cases this has never been collected, but the immigrants are made to feel that this obligation is due to the Government or the Jewish Agency as the case may be. The charge for canvas and tin huts has been IL. 1.750 per month for rent and water.

For the wooden huts, which are considered semi-permanent housing, the rental is IL. 3.000 per month plus a deposit which varies according to location but which ranges between IL. 100 and IL. 165. This deposit is repayable when the immigrant leaves the hut, and is collected merely as a safe-guard against excessive wear and tear on the house on the part of the immigrant. In keeping with the Government policy of trying to attract the immigrants to settle on the land, no deposit is necessary if the immigrant is willing to take a house in the southern or northern part of Israel. The highest deposits are for the wooden huts near the cities.

Number of Housing Units Completed

The following chart indicates the number of permanent, temporary and semi-permanent homes that have been contracted for and the number that have been completed during the past four years.

It should be pointed out that about 10 per cent of the housing units listed on the following chart constitute public and commercial building needed in residential quarters, i.e. schools, clinics, synagogues, community centers and shops.

NEW IMMIGRANTS HOUSING - NUMBER OF UNITS¹.

	<u>Permanent Housing</u>		<u>Semi-permanent and Temporary Housing</u>	
	<u>Contracted</u>	<u>Completed by 1/1/53</u>	<u>Contracted</u>	<u>Completed by 1/1/53</u>
1949	21,571	21,571	5,277	5,277
1950/51	40,017	40,017	30,835	30,835
1951/52	20,373	14,374	11,070	11,070
1952/53	12,372	631	10,000	10,000
	94,333	76,593	57,182	57,182

- REMARKS:
- a) Permanent housing consists of concrete and wooden houses erected in towns, villages and agricultural settlements by the Government Housing Department itself and through several Housing Companies.
 - b) Semi-permanent and temporary housing consists of wooden huts, canvas tents, tin huts and tents.

Permanent Housing

Though semi-permanent housing relieves the immediate suffering of the immigrant, it is merely a stopgap, and the problem of permanent housing must still be solved. Depending, of course, upon the human element, it is estimated that the wooden huts will last from 5 to 10 years, so permanent housing for all immigrants must be accomplished within the next few years.

To provide permanent homes for all the new and homeless immigrants would be a formidable accomplishment under the best of conditions. In Israel the problem was quickly complicated by the shortage of building materials, the limited production of cement, the shortage of foreign currency, and the non-availability of a sufficient number of skilled workers and modern equipment. These handicaps have been difficult to overcome and as of January 1, 1953 permanent housing for the immigrants lags far behind the demand that exists.

1. Ministry of Labour Housing Department, Hakiryia, 15th February 1953.

The following budget is a breakdown of the appropriations for Immigrant Housing in 1952-53 of the Government's Development Budget. The Government Development Budget is based on the fiscal year which ends March 31, 1953. Whereas 65 per cent of the total sum of the Development Budget has been spent thus far, some 80 per cent of the appropriation for housing has been expended.

APPROPRIATIONS FOR IMMIGRANTS HOUSING
IN 1952-1953
OF THE GOVERNMENT DEVELOPMENT BUDGET¹.

Israel Pounds

(1) <u>Temporary Housing of Immigrants in Maabarot</u>	
1000 huts in rural settlements:	
500 huts through the Jewish Agency, and with its participation for the absorption of youth in kibbutzim	150,000
300 to complete the quota of dwellings in immigrants moshavin.....	150,000
200 for new kibbutzim (there is a possibility that permanent houses may be substituted for these temporary huts. <u>140,000</u>	440,000
600 huts for evacuees from condemned houses, provided for by the municipalities of Ramleh, Lud, etc.	300,000
5200 huts to replace tents in maabarot and camps.....	3,770,000
Additional functional huts, and transfer of these huts from maabarot that are being dissolved to hut settlements.....	<u>300,000</u> 4,810,000
<u>Obligations for Activities under 1951-1952 Budget</u>	
Balance of payment to contractors for construction of huts to replacement of tents last winter.....	2,000,000
Balance of payment to Jewish Agency for materials for huts.....	<u>2,500,000</u> <u>4,500,000</u>
	9,310,000

1. Israel Ministry of Finance, Grants-in-Aid Office, Jerusalem, Israel.

(2) Permanent Government Housing

1200 dwelling units in villages and border settlements.....	1,440,000	
2000 dwelling units in Finnish houses, replacing huts in maabarot.....	2,200,000	

Obligations for Activities under 1951-1952 Budget.

Increments to contractors because of changes in exchange rates, and rise in costs.....	<u>1,200,000</u>	4,840,000
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(3) Permanent Housing in New Settlements

4750 dwelling units.....	<u>5,700,000</u>	<u>5,700,000</u> 19,850,000
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Obligations on Activities under 1951-1952 Budget

Increases to contractors because of changed currency rates and rises in costs.....	850,000	
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Increase in contracts under the 1950-1951 budget, above IL 450 per unit.....	500,000	
--	---------	--

Completion of units established under last year's budget (IL 315000) up to IL 2,000,000; IL 900,000 are to be in 1953-54 budget, the other IL 1,100,000 in last year's and this year's budget....	<u>735,000</u>	2,135,000
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(4) Preparation of Sites for Housing

Water, roads, sanitation.....	100,000	
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Obligations on last year's budget

Increases to contractors on account of rising prices and changed rates.....	50,000	
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Increases for preparatory work.....	<u>150,000</u>	300,000
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(5) Expenses of Housing Department

Supervision, planning, etc.....		200,000
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(6) Housing Companies

2500 dwelling units (mortgages).....	2,000,000	
500 dwelling units in Tel Aviv for Jaffa residents evacuated from condemned houses.....	325,000	
<u>Obligations on last year's budget</u>		
Increases in mortgages to housing companies because of changed rates of exchange (6500 units at IL 200 each).....	<u>1,300,000</u>	<u>3,625,000</u>
		<u>26,110,000</u>

Sources of Income in Development Budget

(1) Appropriations for Immigrant Housing.....	13,350,000	
Agriculture (housing in newer settlements).	<u>5,700,000</u>	19,050,000
(2) Sums collected from residents in houses and huts (except for newer settlements and quarters financed by housing companies..		2,500,000
(3) Sums to be paid during Fiscal Year 1953- 1954.....		<u>4,560,000</u>
		<u>26,110,000</u>

Permanent Housing - Types and Cost

The past four years have been marked by a great deal of experimentation in the field of permanent housing. The Government tried out prefab houses from Sweden, Austria and Finland. By far the largest number imported have come from Finland, and they consist of a two-family unit, with 56 square meters of flooring. A family of four or less is entitled to one unit, which means that they receive a room of 28 square meters. If it is a family of five, then a 12 square meter annex is added to each side of the house. An entire unit, or 56 square meters, is allocated to families of six or more.

Permanent home prefabs are sold or rented to the immigrant. The total cost depends, to some extent, on local conditions and the location of the prefab, however, the average total cost for a prefab is IL. 1800-1900. Prefabs require a down payment of IL. 600 and the balance is paid by monthly instalments. For those immigrants who rent the prefabs, the deposit required ranges from IL. 150-300 and the rental is IL. 6.500 - 8.000 per month. Immigrants can arrange for loans in case they decide to rent. As with the semi-permanent wooden huts, no deposit is required if the immigrants will settle in the outlying areas.¹.

Future Permanent Housing Plans

In the past, with the immigrants flowing into Israel at an unprecedented rate, it was difficult to plan for the future. The relentless arrival of immigrants by ship and by air necessitated the continuous movement of the immigrants out of the reception camps to other parts of the country. The vast number that arrived within such a short time made it economically impossible to absorb the immigrants according to an integrated plan. Experimentation and makeshift plans characterized this period, and it resulted in the temporary and semi-permanent housing described above. Now that the population has become more stable definite plans are being worked out in terms of solving the permanent housing problem.

It is now planned that Israel will be divided into three areas, and that the people will be able to register for the place where they want to settle. In keeping with the policy of the Government

1. Information in the above two paragraphs was obtained from the Jewish Agency Absorption Department, Housing Section, Tel Aviv, Israel.

that the people must settle on the land, the most attractive financial arrangements for housing will be available in the rural areas. In such areas, the immigrants will have to pay 20 to 25 per cent of the value of the house as the down payment and then monthly installments. In the second division, the immigrants will pay 30 to 35 per cent of the total cost as down payment, and in the localities near the large cities the down payment will be 40 to 45 per cent of the total cost. If the immigrant does not wish to purchase the home it will also be possible for him to rent a house within one of the three divisions. The amount of rent has not yet been established for these three areas.

Prefabricated houses will be dispensed with and in the future most of the permanent building will be of concrete, though they are experimenting at present with adobe houses. The permanent concrete houses are of simple style in order to economise in labor costs and materials. The two categories now favored in government planning are the single storey, two unit house, and the two storey, four unit house. These styles allow for enlargement at a later date.

Choice of Location for Permanent Housing

The choice of a location upon which to erect the permanent houses requires serious analysis of many factors. They must be erected in a place where job opportunities for the immigrant will prevail in order for him to earn enough to pay off the mortgage he has undertaken on his dwelling unit. If the Government chooses to build in areas which are uninhabited, then it is responsible for drawing new investment, as well as new population, to the newly

created township. For every hundred dwelling units built, therefore, the Housing Department now constructs nine to ten public buildings which include not merely shops and workshops, but also schools, dispensaries and synagogues. The plans must, of course, provide for a substantial expansion during the ensuing years. In terms of permanent planning for Israel, the erection of public buildings and residential housing are inseparably interlinked.

Public Housing Companies vs Private Building

Government financed housing projects are built almost exclusively in underdeveloped or undeveloped areas, although several Government housing projects have been put up in settled or urban areas. Most of these projects are built by "Amidar", a public housing company, which is jointly owned by the Government and the Jewish Agency.

Austerity is the keynote of the homes constructed under the public housing scheme. The homes provide only the basic essentials, are reasonable in price and are constructed only in the outlying areas. These housing projects require greater expenditure on development than private undertakings because they are located in new areas and provisions for water, electricity and sewerage must be made.

The public housing companies also undertake housing projects of their own. These homes are of a better quality and they offer the purchaser a larger selection of choice as to design and location.

There has been a minimum of private building in Israel during the past four years. High costs and the system of controls for

building materials are the contributing factors which have handicapped private builders. Many private building companies have found it necessary to offer their services to the government for work under contract in the essential housing projects. The difference in price between popular housing and privately built housing is indicated in the following table:¹.

	Two-room flat built by Amidar Dec., 1951	Same type of flat, July, 1952	Two-room flat in north Tel Aviv privately built.
Size of Apartment	42 M2	42 M2	55 M2
Cost of Land	None	None	IL 2,400
Development Costs	IL 300	IL 700	IL 350
Building Costs	IL <u>1,500</u>	IL <u>2,300</u>	IL <u>5,400</u>
TOTAL	1,800	3,000	8,150

It is apparent that until the Government has satisfied the great demand that exists for permanent housing, private building will be kept at a minimum.

The distribution of the public housing units to new immigrants is not done on normal commercial principles. The objective of the public housing program in the past and in the future is not to make profits but to lodge the people. So great is the demand for permanent housing, that it has been necessary to establish waiting lists. In determining the priority among applicants emphasis is placed mainly on the length of their residence in Israel, chiefly because there are few other tests that will work with complete objectivity. Reduction of the number of people on the permanent housing waiting list is one of the prime goals of the Government and the Jewish Agency for the year 1953.

1. Krivine, David. Houses for Israel's Growing Population. The Ministry of Labour, Jerusalem, August, 1952.

Selective Immigration

Immigration to Israel in 1952 was 85 per cent under the figure for 1951. A total of 24,470 immigrants arrived in 1952 as compared with 174,706 in 1951. A number of causes contributed to this decline in immigration. Some are objective and beyond the control of the State, others are derived from internal weaknesses.

It has been stated that, in accordance with the Law of Return passed by the Knesset, the gates of Israel are open to any Jews wishing to immigrate to Israel. This law has not been repealed, but there has been a change in policy effecting the administration of the Law of Return.

During the past year a new policy of selective, productive immigration was introduced. Selective immigration was introduced in order to permit the Absorption Department of the Jewish Agency to operate within a set budget, and it was also urged by the medical authorities because when the tides of immigration swung to the Oriental countries, the number of sick and diseased immigrants coming to Israel were endangering the public health of the State. Now the policy is such that every Jew whose immigration and absorption are not dependent on the budget of the Jewish Agency can come at any time he wishes, and no candidate is disqualified unless it is proved that he would endanger public health or the securing of the State. The main features of the selection policy are as follows:¹.

- (a) Age of the Immigrant The maximum age of the heads of immigrant families has been fixed at 35. Only 20 per cent

1. Zionist Newsletter, Vol. 5, No. 5, pp 6. December 16th, 1952. Jerusalem.

of the dependents of the breadwinner may be above this age. An exception to the age requirement is permitted if someone in Israel guarantees to support a person who is over the age limit (so that he will not become a burden on the State).

- (b) Ability to work Priority, as well as certain facilities, are allowed to skilled artisans and to persons capable of performing manual labor. Every candidate for emigration to Israel is required to sign an undertaking to go to any place of employment to which he may be sent by the absorption authorities within two years of his arrival in the country. Every effort has been, and is being made to stimulate the immigration of persons prepared to settle on the land.
- (c) Health Candidates for emigration to Israel will be examined in transit camps in the countries from which they come, and permission to emigrate will be denied to those who do not pass the basic physical requirements.

Exception to the selective policy takes place when an area is designated as a "rescue area". Rescue areas are those Jewish communities anywhere in the world which are physically endangered. Once an area is designated as a "rescue area" no selection is made, and efforts are made to bring everyone, including the aged and the infirm directly to Israel. The immigration of Jews from rescue areas always extends beyond the bounds of plans or schedules.

A notable decline in immigration from Eastern Europe took place because in the countries behind the Iron Curtain exit was prohibited. In Rumania and Hungary it is estimated there are no less than 300,000 Jews, of whom at least 50 per cent wish to emigrate to Israel, but at present this right is denied to them.¹

We have noted earlier the difficulties experienced in the housing of the immigrants who have arrived in Israel. It is a fact that prospective qualified immigrants are delaying their departure because they have heard that they will be compelled to spend a year in a maabara.

Immigration Forecast

The immediate forecast and analysis of immigration in 1953 has been given by Mr. Zalman Shazar, Israel member of the Executive of the Jewish Agency and head of that organization's department of Public Information. He comments as follows:

In the light of the fact that during 1952 immigration to Israel was above 20,000, that figure may safely be considered a minimum for the year ahead. Since the situation in North Africa is so much more menacing now, it is probably correct to assume an increase in the 20,000 figure even if an emergency situation involving mass exodus does not arise in Tunis or elsewhere.

A general forecast as to probable and possible immigration to Israel has been stated by Ben Gurion in his article, entitled "Israel Among the Nations", which appears in the Government Year-book 5713 (1952) dated August 31, 1952. His statement is as follows:

1. Zionist Newsletter, Vol. 5, No. 5, pp 6. December 16th, 1952, Jerusalem.

If we consider the prospects of immigration of men, capital and professional aptitudes, the lands of the Diaspora can be divided into the following categories:

(a) The Soviet Union, which has forbidden Jews to go, and has nationalised their assets as part of the general nationalisation of property. Here dwells the great majority of the remnants of European Jewry, some two million souls. At this moment no emigration to Israel is possible, whether of men or money.

(b) The countries whose social structure resembles that of the Soviet Union but which allow a certain measure of emigration, such as Hungary, Rumania, Poland, Czechoslovakia and Bulgaria. Here the number of Jews at the time of the establishment of the State was 729,000 and of them, up to the beginning of 1952, 217,026 had entered Israel. It may be that there will be a further flow of immigrants but there can be no flow of capital-there is no more.

(c) The countries of Islam; Iraq, Syria, the Lebanon, the Yemen, Egypt, Tripoli, Morocco, Tunis, Turkey, Persia, Afghanistan, which are the principal sources of Aliyah for the time being. They bestow upon us the blessing of immigrants, but in overwhelming number the immigrants are wanting in capital, and in Jewish and general education, so that to integrate them productively demands financial resources and professional know-how from the centres of free and affluent Jewry. When the State began there were 889,700 Jews in those Moslem lands; up to the beginning of 1952, 329,561 had settled here.

(d) The countries of western Europe, South America and South Africa. Their Jews have both the capital and the culture, and the practical ability, which are needed for the building and security of the State. But at the moment the Aliyah from among them is feeble and exiguous, and there are legal difficulties in the way of transferring money to Israel. The right of emigration, however, is absolutely untrammelled, though only few avail themselves of it. In 1951 the total Jewish population there was 1,746,230, including 953,200 in Europe, 627,030 in South America, and 110,000 in South Africa. In Australia and New Zealand there were 56,000. The number of immigrants up to the beginning of 1952 was 39,805.

(e) The United States of America. Here the movement of capital and of men is entirely free, and here almost one-half of world Jewry lives. Hence has come and hence will come to the State most of the capital invested in its upbuilding; public capital through the Appeals and the Independence Loan, private capital, and the capital of the United States Government in the form of loans from the Export-Import Bank and the American Grants-in-Aid. Counting Canada as well, there are in this sector 5,201,000 Jews. From the birth of the State to the beginning of 1952, only 1,682 have come from it to Israel as immigrants.

Since Ben Gurion's statement the Prague Trials and Russia's outburst against Zionism and Jewish influence have taken place. The political repercussion of these events need not be discussed here. However, in terms of immigration it means the total cessation of immigration from the countries of Hungary, Rumania, Poland, Czechoslovakia and Bulgaria. This policy is in contrast to the "measure of emigration" from these countries referred to by Ben Gurion in the quotation cited above.

Emigration from Israel

Before concluding this report, a word should be said concerning the emigration from Israel. Compared with the 712,272 immigrants who have arrived in Israel since the formation of the State, 30,782 have emigrated to other countries. Emigration is only 4 per cent of immigration. This is the lowest figure registered for re-emigration both in Israel and in other countries. It is interesting to note that during the period of mass emigration from Eastern Europe to the United States, the number of re-emigrants totalled no less than 15 per cent.