

# Immigration or Mobilization?

The 28th Zionist Congress, January 18-28, 1972



by Dr. George J. Tomeh



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The purpose of this essay is to provide a concise resume of the plans of the Twenty-Eighth Zionist Congress to encourage immigration and enhance the settlements in the occupied territories.

The call to immigration of all Jews in the world to settle in Palestine—which the Zionists have renamed Eretz Israel—and to colonize it, making of it a state «as Jewish as England is English,» has been uttered continuously since the birth of the Zionist movement. It has been formulated into law: The Law of Return, The Law of Nationality, and the Israeli Status Law enacted on November 24, 1952. Article I of the Status Law reads: «The State of Israel regards itself as the creation of the entire Jewish people, and its gates are open, in accordance with its laws, to every Jew wishing to immigrate into it.»<sup>1</sup> That the efforts of world Zionism prior and subsequent to the establishment of the State of Israel have been unceasingly directed toward this objective is well known to every student of Zionism and Israel. That Israel is accordingly an expansionist state needs no more confirmation than a look at the maps of Israel, drawn according to the Partition Plan in 1947, redrawn after the 1948 War, expanded again following the Tripartite Aggression on Egypt in 1956, and once more after the Six Day War in 1967.

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1) See George J. Tomeh, Ambassador, Permanent Representative of Syria to the United Nations: *Palestine Reconsidered* 1969. (New York: American Aid for Arab Refugees, Inc., 1970), p. 26.

What is it then that we are to look for? Three things: (1) Mobilization of world Jewry, as a result of the Six Day War, through organized Zionist work and pressure for mass migration to Israel; (2) consolidation of the 1967 conquest by settlement and colonization; (3) preparation for further expansion.

This is based on two recently published Zionist documents which are unique and most revealing; they are requisites for anyone who wants to study «colonization in action.» They show in a concrete manner what the Arabs are up against. They are confronted by the fact that their own lands are being settled by immigrants pouring in from the four continents!

The first document is entitled *Reports for the Period January 1968-September 1971 Submitted to the Twenty-Eighth Zionist Congress in Jerusalem, January 1972*. It was issued by the Executive of the World Zionist Organization in December 1971 (hereinafter referred to as «the Reports»)<sup>2</sup>. The second is the *Resolutions of the 28th Zionist Congress*. It was published in Jerusalem after the termination of the Congress meetings on January 28, 1972 (to be referred to as «the Resolutions»).

In considering the relevant material from these documents, special attention must be given to the fundamentals of Zionism and the Israeli state, to the essential basic issues without which an understanding of the Arab-Israeli/Zionist conflict will continue to defy solution to those interested in genuine peace.

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2) *Reports for the Period January 1968 - September 1971. Submitted to the Twenty-Eighth Zionist Congress in Jerusalem Shvat 5732/January 1972, Jerusalem Post Press, Jerusalem, Dec. 1971.*



## *The Six Day War: Israel Counts Its Blessings*

Take at random any chapter of the Reports. You will find glorification of the June 1967 war and of its bountiful results to Israel and the world Zionist movement in all fields: military, financial, ideological, economic and, last but not least, immigration. The reader of the Reports will attain a clear-cut conviction that everything in World Zionism and Israel which preceded the Six Day War flowed into it; all that came after flowed from it. Let us take some illustrative statements:

The revolution that occurred in the wake of the exhilaration in the crucial summer months of 1967 *found expression in the rallying of the Jewish people around the State of Israel.\** The firm and energetic desire of masses of Jews to stand at Israel's side found an outlet in individual volunteering and incessant efforts in the organization of *emergency appeals*. The wonderful aspect of this resurgence was that not only did Diaspora Jewry persevere in its efforts, *but constantly stepped them up. It was a regeneration and rejuvenescence of the whole nation.*<sup>3</sup>

*In this period, there was for the first time a movement of Aliyah from Western, affluent countries. In the past, immigration from these countries could be counted in scores and hundreds, but in recent years it has swelled to thousands and tens of thousands. Miraculously, our heart's desire has been realised and the marvel of immigration from Russia has been unfolding itself before our very eyes.*<sup>4</sup>

In the period under review, Aliyah\*\* movements consolidated and expanded and they now embrace over 140 circles in 24 countries. There are large movements with over 1,500 members in the United States, France, Argentina

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3) *Ibid.*, p. 3.

4) *Ibid.*, p. 4.

\* Emphases in cited material have been added by the author.

\*\* Aliyah : Immigration.

and Brazil. In Britain, Canada and South Africa\* there are movements with between 500 and 1,000 members. In the other countries, there are also circles connected with the centre in Jerusalem.<sup>5</sup>

The number of members of Aliyah movements in all countries is about 15,000 and with their families embrace over 28,000 people. The estimate is that each year about 3,800 persons attached to Aliyah movements immigrated—over 1,000 from France and about the same number from the U.S.<sup>6</sup>

It is interesting to note and to speculate on the present concern with Soviet Jewry, whose immigration to Israel now constitutes a «marvel.» According to A. L. Pincus, Chairman of the Zionist Executive of the Jewish Agency, this phenomenon has «miraculously» come to pass. It is certainly Soviet Jewry which most inflames the imagination of the Israeli and world Zionist leaders. Is it because of their number? Western Jewry, and American Jewry in particular, are more numerous. Is it their wealth?

No ! Western Jewry is known to be more opulent than its Soviet counterpart. Yet the Reports of the 28th Zionist Congress abound with the sense of a miracle taking place as Soviet Jews migrate to Israel. One interpretation is advanced in the March 1972 issue of *Worldview* by Harvard Professor Hillel Levine whose article, «Soviet Jews and Middle-Aged Zionism,» put the matter in a nutshell. «The truths of Zionism were being vindicated in Leningrad at a time when they seemed

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5) *Ibid.*, p. 76.

6) *Ibid.*, p. 76.

\* See the author's *Israel and South Africa - The Unholy Alliance*.

unconvincing in Jerusalem. To a tired leadership, Soviet Jews represented youth and enthusiasm...» Zionist idealism, so eroded by reality in Israel, is still a «dream, illuminated by 2,000 years of hope» to the Jew in Russia, and the Israelis are grasping at this impalpable figment somewhat in the spirit of an evangelical revival of old-time religion.

Further light on immigration is contained in the chapter of the Reports entitled, «The Agricultural Settlement Department.» We learn that:

The outcome of the Six Day War directly affected settlement in Israel.

The ceasefire lines left what were previously frontier settlements a long way from the border, with a consequent transformation of the nature of their problems.

The new wave of immigration made it possible to absorb a considerable number of immigrants in rural settlements.

... The phenomenon is a *blessing* for both the settler and the State, since it means increased income, higher standards of living, lower production costs and better export possibilities....

... In addition, the department is developing other sources of non-agricultural employment, such as *holiday resorts and suitable industrial enterprises*.<sup>7</sup>

### *Income from the United Israel Appeal*

We learn from the Reports about the vast sums of money being poured into Israel:

The following tables show *the meteoric rise of income* from the Appeal in 1967, the decline (which was expected) in 1968, which, however, was still three times that in 1966, and the continuous rise since.<sup>8</sup>

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7) *Ibid.*, p. 95.

8) *Ibid.*, p. 239.

Table A shows:

<i>Total Income in cash in millions of dollars in financial years</i>				
1966-67	1967-68	1968-69	1969-70	1970-71
14.5	150.5	43.5	60.7	77.0

Equally revealing are the plans for the occupied territories. When reading the Reports it needs an effort to realize that what they deal with is not a blueprint for the seventeenth century India Company projecting its scramble for territory in Asia and Africa, nor plans for the Jewish Colonial Trust at the turn of the twentieth century or the Anglo-Palestine Bank in 1940, nor a five-year plan for any seventeenth, eighteenth or nineteenth century Western colonial enterprise; but a document about colonization and settlement of the territories of three Arab member states of the United Nations in the wake of the Six Day War. It concerns the consolidation of Israeli conquests and preparation for another seizure of territory. The following paragraphs from the Reports put it plainly:

The 1st session of the Zionist General Council summed up the aims of the Appeal in the resolutions of the Committee on Finance and Funds, as follows: 'The Zionist General Council calls on the Israeli public to make its contribution to the United Israel Appeal, the instrument for the voluntary financial contributions of the country's population *for the work of the Zionist movement in the absorption of immigration, land development, agricultural settlement, and the strengthening and consolidation of border settlements on the Golan Heights, the Jordan Valley, the Etzion Bloc and Eastern Sinai.*<sup>9</sup>

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9) *Ibid.*, p. 243.

The Chairman of the Board of Directors, Mr. Ya'acov Tsur, outlined the Fund's program for the coming five years. The Jewish National Fund will undertake the task of developing 300,000 dunams of land (half within the pre-1967 borders, for the economic *consolidation of 140 existing settlements*, and half within the occupied territories)...<sup>10</sup>

In order not to seem selective or to leave room for the claim that these paragraphs are taken out of context, I have annexed to this study the following chapters from the Reports:

«Department for Immigration and Absorption»

«The Agricultural Settlement Department»

### *Immigration and Expansion*

The call for immigration of the Jews from all over the world appears as one of the basic issues at the Congress and the ultimate goal of the world Zionist movement. Underlying it is the claim of the inalienable right of the Jewish people to Eretz Israel. Different reasons are given to justify mass immigration. The Jews of the Arab world (particularly Syria, at the moment), the Soviet Union and Eastern Europe must emigrate because of alleged persecution and anti-Semitism. The Jews of the United States and Western Europe must go to Israel because of «the wave of assimilation, which is eroding total Jewish communities,» according to *Israel Digest* of January 28, 1972. «South American Jewry must leave to Israel before it is too late, noting that in the current social and economic upheaval on the South American continent no far-seeing Jew can deny that the Zionist solution is the only answer for the 800,000 Jews

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10) *Ibid.*, p. 245.

living there.» Under the heading «Political Questions» in the Resolutions, it is stated:

Congress declares that the right of the Jewish people to Eretz Yisrael is inalienable. In the Six Day War the Aggressors have been beaten back. The land of our fathers has been liberated and Jerusalem again became a united city.<sup>11</sup>

The importance of this resolution lies in the implications as to boundaries. Eretz Israel is officially defined in the 1952 Israeli Year Book as extending «from the Nile to the Euphrates.» From its inception, Israel did not want definitive boundaries, but preferred armistice or cease-fire lines; it is often categorically stated that Israel has been resurrected in only *part* of Eretz Israel. If my words are taken as an expression of the perennial Arab fear of Israeli expansionist tendencies, the following statement by Defense Minister Moshe Dayan will dissipate such a reservation:

People abroad ought to realize that, quite apart from their strategic importance to Israel, Sinai, the Golan Heights, the Tiran Straits and the hills west of the Jordan lie at the heart of Jewish history! Nor has the 'restoration of historical Israel' ended yet. Since the return to Zion a hundred years ago a double process of colonization and expansion of frontiers has been going on. *We have not yet reached the end of that road: It is the people of Israel who will determine the frontiers of their own state.*<sup>12</sup>

Israeli militarists have openly declared their determination to settle the Arab occupied territories. Ex-

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11) Quoted by George J. Tomeh, letter to President of the U N. Security Council on 20 June 1972, p. 2.

12) *Le Monde*, July 9, 1969.

Prime Minister Levi Eshkol was explicit. In October 1967 he told «a largely American audience»:

... that Israel's bargaining position over the disposition of the occupied lands would be improved with a larger Jewish population needing land for new development. ... He called on B'nai B'rith to encourage immigration to Israel through its Hillel organizations on American campuses.<sup>13</sup>

In April of 1968 Yigal Alon, then Minister of Labor, said:

Our obligation now to settle 'Greater Israel' is not less important than the settlement of the Jordan and Beisan Valley during Mandate days. Those doubting the truth of this put the whole Zionist concept into question.<sup>14</sup>

As recently as February 13, 1972, Dayan said, in a broadcast over CBS:

To me the West Bank is part of the Jewish homeland. There is no difference between Tel-Aviv, Hebron and Jericho.

He went on to affirm that the Golan Heights of Syria, East Jerusalem, and Sharm el-Sheikh should be retained by Israel. The same determination was affirmed by the present Prime Minister, Golda Meir, to C.L. Sulzberger on January 28, 1972, following the adjournment of the Zionist Congress.

Herut Party leader Menachem Begin, the moving spirit of the gruesome Deir Yassin massacre, called on the Congress «to endorse the proposal that Eretz Israel, our homeland, be build through *towns and settlements in Jericho and Bethlehem, Hebron and Nablus.*» Accord-

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13) *New York Times*, October 29, 1967.

14) *Jerusalem Post*, April 18, 1968, p. 8.

ing to Sulzberger, he told the delegates, «After the Six Day War, his party had been promised that the Land of Israel would be extended over the whole of the liberated areas.» Speaking of the worries about a demographic problem in Israel following the 1967 war, he said, «The subsequent *mass immigration* had lessened this worry, and that a *Jewish majority* in the Land of Israel was now assured. Poverty does exist in Israel in the field of housing and education. It is a disgrace that there are hundreds of thousands of families where there are more than three people living in a room.»<sup>15</sup>

Addressing the Congress, the «Armed Prophet», David Ben-Gurion, himself confessedly an illegal immigrant during the Ottoman administration, declared, «The majority of the Jewish People must come to live in Israel. We need another five or six million Jews.»

Thus, although the reasons vary, the result is one: a world-wide campaign for Jewish immigration to Israel, which in actuality is a military mobilization aimed at settlement of conquered Arab territory and further expansion.

A resolution adopted by the Congress provides:

1. *Aliyah as the Centre of Activities of the Zionist Movement.*

In view of the fact that Aliyah is the quintessence of the Zionist Movement, the Congress declares that the task of creating an aliyah consciousness among the Jewish masses in the Diaspora must be the centre of Zionist activities.

2. ....

3. *Fostering of Immigration*

a. The members and leaders of the Zionist Movement are called upon to use all the means at their disposal to

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15) *The New York Times*, January 30, 1972, p.1.



encourage the present and future flow of aliyah in their communities, especially through the intensification and the expansion of Jewish education.

### *Immigration and Settlements*

The number of Israeli settlements and villages in the occupied territories is being increased in 1972, and for this, people are needed. The over-all picture of the organic link between steady Jewish immigration and increase of settlements on Arab lands was given to the Congress by Arye Dulzin, Treasurer of the World Zionist Organization. He reported, «The budget of the Jewish Agency for 1972-73 is \$775 million, compared to \$387 million in 1971-72.» Mr. Dulzin noted that since the Six Day War, 116,176 immigrants have arrived in Israel *bringing the total number who have immigrated since the foundation of the State to 1,436,771* (which is approximately the present total of Arab refugees). «Since the Six Day War, 57 settlements are in various stages of founding and development. Fifteen of them are within the Green Line of the pre-1967 borders, and 42 *beyond it. The total number of settlements now under the care of the Settlement Department is 400, with 172 of them still in the founding and development stage,*» according to *The Israel Digest's* report of Mr. Dulzin's statement published January 28, 1972.

A number of impressive publications have appeared, both in Israel and the United States, dealing with the occupied Arab territories, their present and projected exploitation agriculturally, industrially, touristically, and in all other fields. To mention put two, I cite *The New Israel Atlas - Bible to Present Day* by Zeev Vilnay, translated from the Hebrew and published in 1969 by McGraw-Hill Book Company, and *The Economic Struc-*

*ture and Development Prospects of the West Bank and the Gaza Strip* by Haim Ben Shahr, Eitan Berglas, Yair Mundlak and Ezra Sadan, which is a report *prepared under a grant from the Ford Foundation, issued by Rand Corporation* in September 1971. Here I would ask the honest reader how he would feel if, after part of his country had been occupied by sheer brutal force, he was presented with a study of the exploitation of his territory by the occupier. Does American law allow tax-deductible money to be employed for consolidation of conquest? What would have been the attitude of the average American if, let us say, similar books had appeared in 1939 and 1941 in the wake of the Nazi blitzkrieg, researched and published by American organizations as studies of the Nazi occupation of European states? Is anyone aware of the double standard implied? If the hypothesis suggested, involving Nazism and Fascism, is repulsive to an American, can he not understand the Arab reaction to the American seal of approval on Israeli greed? Yet the American supporter of Israel considers that what was denied to Hitler is permissible to Dayan, that the Arab has no right to his own territory, having lost this right concomitantly with the Israeli *Anschluss*. As to the legal implications of American support to Israeli conquest by hundreds of millions of dollars collected as tax-deductible money for «charity» through the United Jewish Appeal, a special study devoted to it exclusively is warranted.

### *Relationship Between Immigration and Expulsion of the Arabs*

The reader is referred here to the annexed chapter of the Reports entitled «Settlement Division of the World Zionist Organization» with its accompanying map show-

ing the number of settlements established after 1967. Let him note the location of these settlements on the map: they are on the cease-fire lines of the Golan Heights, the West Bank of the Jordan, Gaza, and sections of Sinai. This is not arbitrary nor coincidental. Similar settlements were established on the Armistice lines prior to the June 1967 Israeli blitzkrieg. Those settlements along the Armistice lines were military outposts, the same as the present Nahal settlements, and they have now been turned into civilian communities. This has but one meaning. The Armistice lines of 1948 and 1956 no longer exist except in the pages of history; the new cease-fire lines are the third stage of the aggrandizement of Israel. Corollary to each other are the forced rate of immigration and the demand for *Lebensraum*. This has entailed the premeditated ouster of the Palestinians (remnescent of the displacement of American Indians from their lands into reservations). While the Zionist propagandists warn of Arab intent «to throw the Israelis into the sea,» the Arabs are being systematically dispossessed to make room for hordes of new settlers. «What were previously frontier settlements» are now «a long way from the border,» while «the new wave of immigration» has «made it possible to absorb a considerable number of immigrants in rural settlements.»<sup>16</sup> A repentant Zionist has discussed the relationship between immigration, colonization, and expulsion of the Arabs:

How immigration ties in with Israel's action in the occupied territories was revealed in an unpublicized report made to the 27th Zionist Congress meeting in Jerusalem in June 1968, one year after the Six Day War. Although the Israeli Government continues to say it is prepared to

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16) *Reports* (op. cit.), p. 95.

negotiate the return of the occupied lands, the Jewish Agency report indicates an opposite intention.

The agency reported concern over how 'to populate with Jews the newly liberated areas' when immigration had slowed to a trickle. Revealing a long-standing Israeli ambition to possess more Arab land, the agency said the question of increasing immigration 'was urgent even prior to the Six Day War' and 'is even more urgent today, following the liberation of those areas of Eretz Israel (all of former Palestine) on the West Bank of the Jordan.

Today the Jewish Agency's good works—supported by tax-exempt U.S. donations—embrace an entire nation. In Israel the Jewish Agency is one of the country's largest landowners. In addition to facilitating immigration, it builds kibbutzes, schools, and water-supply systems. It has started industries, and still owns part of Israel's national airline, El Al.

'Transportation of immigrants, housing, social services, job rehabilitation—it's a nation-building job, not just a relief job,' says the UIA's [United Israel Appeal] Mr. Hammer. 'We did not create an almshouse in Israel, but a vibrant Jewish community.'<sup>17</sup>

As wave after wave of immigrants arrive in what was Palestine, ever larger numbers of Arabs are relegated to the refugee camps. In the interval that saw Zionist settlers increase in number, from some 60,000 during the First World War to 600,000 in 1947 to 2,250,000 in 1967, Israel waged three wars against the Arabs, each resulting in the accretion of territory at the expense of Arab lands and the expulsion of Arabs from their homeland. Three million Arab refugees and Arab «newly displaced persons» now live in relative destitution, in exile. The geopolitical murder of the Palestinian community has been achieved through Zionist conquest and immigration, and

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17) Lawrence Mosher, «Zionist Role in U.S. Raises New Concern.» Reprinted with permission from *The National Observer*, May 18, 1970, p. 4.

the call for yet more immigration was reiterated in the 28th Zionist Congress. Each immigrant is viewed as a potential warrior; in effect, his function is to displace another Arab. In our own lifetime we have seen an Arab turned into a refugee, displaced again, and yet again «newly» displaced. There are now various categories of refugees. In UNRWA terminology, «The term 'refugees,' 'displaced refugees' or 'newly displaced refugees' refers to those persons who were registered with UNRWA prior to the June 1967 hostilities; the term 'displaced persons' or 'other displaced persons' refers to those who were displaced after the outbreak of the June 1967 hostilities and who are not registered with UNRWA.»<sup>18</sup> Some of the occupied territories have been almost completely emptied of their Arab population since the 1967 war. The 1968 UNRWA report just quoted notes, «Syrian displaced persons from the southern area estimated at 100,000 have been provided with food, shelter and other services by the Government of Syria, and UNRWA's help has not been required.»<sup>19</sup> Further, the International Committee of the Red Cross (ICRC) reported:

The Arab population of the Golan Heights, estimated to be 110,000 persons before the June war, was about 8,000 shortly after it, 1,000 people then being resident in Kuneitra. On 31 May 1970 the Arab population of Kuneitra was no more than 11 persons.

Consistent with the general principles of humanitarian law, and particularly with Article 49 of the Fourth Geneva Convention, the ICRC delegation in Israel, as early as 1967, several times attempted to put a stop to the various

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18) *Report of the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East 1 July 1967 - 30 June 1968*. General Assembly Official Records: 23rd Session, Supplement No. 13 (A/7213), NY, Par. 8.

19) *Ibid.*, Par. 7.

kinds of pressure exerted to force the remaining Arab inhabitants of the Golan Heights to leave for other parts of Syria.<sup>20</sup>

There were similar occurrences in the other Arab territories and refugee camps. The tragedy of the Arab refugees, «displaced refugees» and «newly displaced refugees,» has been described as follows by the Commissioner-General of UNRWA:

«The year which followed the hostilities of June 1967 in the Middle East was one of new hardships and anxieties for the Palestine refugees, as they lived under the shadow of dangers and uncertainties. Those who became refugees for a second time (about 175,000), together with most of the 350,000 or more other persons newly displaced from the occupied areas of southern Syria, the West Bank of Jordan, Gaza and Sinai, were in need of the very essentials of physical survival—food, water, shelter, blankets, clothing and health care, and, scarcely less important, the education of their children. For many, these needs could be met only in tented camps, *where winter cold and storms brought additional suffering*. Inhabitants of the camps in the Jordan Valley found themselves exposed to the physical danger of military action as well, and fled again to the higher lands away from the Jordan Valley; *for many it was their fourth move within a year.*»<sup>21</sup>

There is some evidence of an emanating self-doubt in Israel and among Zionists in other lands. Critics of the government have contented that «Israel, as the victor and the stronger, should be the first to show a magnanimity» toward the Arabs who have been dispossessed. But the case of some 500 Arab Christians who

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20) Dr. Anis Sayegh, «Israel, the Brutal Occupier - The Red Cross Testifies.» *Palestine Affairs*, Beirut, p. 454-455.

21) Report of the Commissioner-General of UNRWA (op. cit.), p. 1.

have petitioned to be allowed to return to their villages of Bir'im and Ikrit, from which they were expelled twenty-four years ago, offers no facet of hope for a change in Zionist policy. In an article captioned «Village Issue Shows Rift in Israelis Outlook,» appearing in the *New York Times*, August 20, 1972, Henry Kamm reported that in spite of protests from influential quarters, the government is obdurate in its refusal to let the villagers return. Mrs. Meir and her followers deplore the evidence of «national self-doubt,» and maintain that to allow the villagers to return would be to expose Israel to a grave «threat to her internal balance.»

The Government is worried that the return of the expelled Arabs to Bir'im and Ikrit—they would be the first displaced Arabs to do so—would set off a chain of 'thousands and thousands' of demands from the other Arabs who lost their villages in 1948.

'And not just villages,' a ranking official said, 'Think of such towns as Lydda, Ramleh and Jaffa.' They are among the originally Arab towns that are now predominantly Jewish.

The *Los Angeles Times*, on August 10, 1972, related that the Greek Catholic Archbishop of Israel

... met with Mrs. Meir for two hours on Tuesday, but was told again no repatriation was possible on grounds of state security.

... ..

That was the reason given when Israeli troops evicted the villagers after the 1948 Middle East war.

The melancholic story of the dispossessed million Arabs pushed into refugee camps during the second half of this century must evoke an echo in the memory of Americans when they recall their own history. The European settlers who found haven in the American

continent became conquerors and pursued the task of obliterating the great majority of the Indian tribes. Read almost any account of this near-genocide, and a parallel with the fate of the Palestinians leaps to the eyes. I take an example from the bestseller *Bury My Heart At Wounded Knee* by Dee Brown:<sup>22</sup>

During the autumn of 1838, General Winfield Scott's soldiers rounded them up and concentrated them into camps. (A few hundred escaped to the Smoky Mountains and many years later were given a small reservation in North Carolina.) From the prison camps they were started westward to Indian Territory. On the long winter trek, one of every four Cherokees died from cold, hunger, or disease. They called the march their 'trail of tears.' The Choctaws, Chickasaws, Creeks, and Seminoles also gave up their homelands in the South. In the North, surviving remnants of the Shawnees, Miamis, Ottawas, Hurons, Delawares, and many other once mighty tribes walked or traveled by horseback and wagon beyond the Mississippi, carrying their shabby goods, their rusty farming tools, and bags of seed corn. All of them arrived as refugees, poor relations, in the country of the proud and free Plains Indians.

Then Brown tells us:

To justify these breaches of the 'permanent Indian frontier,' the policy makers in Washington invented Manifest Destiny, a term which lifted land hunger to a lofty plane. The Europeans and their descendants were ordained by destiny to rule all of America...

— just as the Zionists claim present title to Palestine because «It Is Written» that Jehovah so ordained it.

The parallel fails in this, however. The Western world, which today supports the Zionist conquest, has

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22) Dee Brown, *Bury My Heart At Wounded Knee* (New York: Holt, Rinehart, Winston, 1971), pp. 7-8.



forgotten, in the glamour of the Zionist crusade, with Oil and Strategy distorting its vision of the Arab world, its great indebtedness to Arab culture and civilization. It has forgotten, or never troubled to learn of, the contributions of this culture through the Middle Ages, without which Western science would now be in a much more elementary stage. Western schools have admittedly excluded in their grammar and high school courses any hint of the imprint left by the Arabs on every facet of thought and culture, as being «outside the main stream of history.» There is no comprehension, save by the very few, of how the residual Western hatred of the Arabs, generated by the medieval Crusades, has been revived by Zionism in the name of religion to acquire possession of the Holy Land.

#### *U. S. Support of the Zionist Israeli Crusade: A Legal Approach*

Besides the Israeli government, scores of Zionist organizations speak on behalf of world Jewry: the Jewish Agency, the World Zionist Organization, the United Israel Appeal, the United Jewish Appeal, B'nai B'rith, Keren Hayesod, Keren Kayemeth, amid a host of others. The 1971 *American Jewish Yearbook*<sup>23</sup> stated that the number of Zionist and pro-Israeli organizations in the United States alone is 509. How are these organizations linked with, and how do they work on behalf of, the Israeli government to promote Jewish settlement, conquest and colonization of Arab lands? A partial answer has already been given by the «repentant Zionist» quoted on page 17. The Financial Section of the Congress Reports stated:

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23) *American Jewish Yearbook*, Vol. 72, 1971, p. 487.

As in previous years, the main source of income continued to be the United Israel Appeal, Inc., in the United States. The sums in cash transferred to the Jewish Agency were \$616.5 million from 1967 to 1971.<sup>24</sup>

It is within the context of Zionist *mobilization through immigration* that the U. S. is continuing to play a most damaging role against the Arabs. To mention the highlights only, the executive of the U.S. government is helping this world-wide mobilization. Thus the State Department is reported by the Jewish Telegraphic Agency (February 2, 1972) to have informed the Senate Foreign Relations Committee that it continues to support a congressional resolution to help focus world attention on the so-called plight of Soviet Jewry. And in an electoral year in the U. S., self-seeking American politicians and presidential aspirants are outbidding each other to get the American Jewish vote. Senator Muskie submitted a bill to the Senate calling for \$85 million to help immigration to Israel from the U.S.S.R. Senator Jackson tripled this, calling for the appropriation of \$250 million to absorb the influx of so-called «persecuted Jews» immigrating to Israel. Meanwhile the Arab refugees and newly displaced persons are living on ten cents a day. Their rations are less than the inmates of the Nazi camps in Europe used to receive, and they are threatened right now by a decrease or even elimination of this minimum subsistence, together with the education and health services UNRWA has provided. On February 16, 1972, the U. S. Agency for International Development guaranteed a loan of \$50 million for new private housing on lands still legally owned by the Palestinians Arabs—who can be seen from Israel huddling miserably in their refugee camps.

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24) *Reports* (op. cit.), p. 260.

On April 6, 1973, an agreement was concluded between the Government of the United States, acting through the Department of State, and the United Israel Appeal, Inc., on behalf of the State of Israel. It would furnish thirty-one million dollars in assistance for the resettlement in Israel of Jewish immigrants from the U.S.S.R. This amount would be disbursed once the Soviet immigrants reach their transit center in Vienna for the construction or enlargement of that center, and for the acquisition of new absorption centers, hostels, apartments and mobile homes. In addition, university scholarships and traineeships would be provided for artisans and technicians.

So far, the United States has provided over a billion dollars in aid, loans, government subsidies and military hardware for the mobilizing of world Jewry to immigrate and settle in the occupied territories. This is in full contradiction of the legislated right of the newly displaced persons to return to their occupied lands and villages. The right has been declared by the General Assembly to be unconditional, as it has affirmed over and over, since 1948, the right of the Palestinian refugees to repatriation or compensation.

On November 26, 1970, Golda Meir declared to the Knesset:

The largest Jewish community in the world lives in the U.S. Thanks to the U.S. Administration, American Jewry can demonstrate its ties with Israel through actions, through words, *and through immigration...* As long as we are in the midst of a war, there is no disgrace whatsoever in our asking for dollars from Jews. We have done so in the past, and we may do so for a long time ahead.

While the Jewish communities throughout the world supply manpower, and their contributions, particularly

from the United States, defray much of the cost of government services, Israel continues to usurp by force the lands of others, in defiance of every canon of justice and the formulated will of the international community.

Rita Hauser, a Nixon campaign director in New York City, who has attended at least two General Assemblies as a member of the American delegation assigned to the Third Committee (Committee on Human Rights), was quoted by *Time* magazine on August 21, 1972, in explaining «The Jewish Swing to Nixon»:

As an issue, Israel is primordial. On that issue, the President has proved himself. He has provided as much economic and military assistance to Israel as all the White House predecessors combined; in times of crisis he has stood up to the Soviet Union in the Middle East.

It is a matter for sad reflection that in a year of electoral campaigning, the Palestine problem and the Arab problem as a whole dwindled to an issue on par with housing or taxation. An Arab has viewed this situation as follows:

... Presidential elections are a time of soul-searching and even bewilderment. As election time draws nearer and campaign rhetoric approaches astounding dimensions, political hopefuls of virtually every persuasion scramble for the perennial football of anti-Arabism, in the form of one-sided support for Israel.

... In my part of the world, these pro-Zionist tirades betray not only insensitivity to Arab hopes and aspirations but also constitute the very vilification of the Arab as a human being.

The reluctance of American politicians to criticize Israel and, conversely, their propensity for discrediting the Arab point of view, as well as the Arab himself, without

inhibition, have almost become a venerable political tradition in this country.<sup>25</sup>

A dispatch from Jerusalem *Los Angeles Times* of August 14, 1972, quoted Governor Nelson A. Rockefeller, who was making a «walking and handshaking tour of Jerusalem,» as stating that President Nixon had «secured an agreement with the Soviets» in May permitting 35,000 Russian Jews to immigrate annually to Israel. *The New York Times* reported, six day later, that the emigration movement had been somewhat stymied by exorbitant exit visa fees, scaled according to the educational qualifications of the would-be emigrant, and which was festured with crippling restrictions and red tape. «Most diplomats saw the new regulations as an attempt to deal with the dilemma posed by the Jewish emigration movement and the vociferous support it receives in the West.»<sup>26</sup> A congressional delegation offering to put up \$1 million to «help free Jewish intellectuals» could not obtain an appointment at the Soviet Embassy to convey this proposition. However, the Congress is now imposing its will on the Soviet Union. With the improvement of relations between the U.S. and the U.S.S.R., the Congress has decided to withhold the offering of a «Most-Favored Nation Status,» coveted by the Soviet Government, until the latter removes all obstacles for those Soviet Jews wishing to migrate to Israel.

Putting politics aside, how can the United States reconcile the giving of hundreds of millions of dollars to Israel as tax-deductible money, when it is so apparent

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25) *N.Y. Times* July 17, 1972, «The Arab Portrayed» by Talib El-Shibib, former Foreign Minister of Iraq and Ambassador of Iraq to the UN, now permanent observer of the League of Arab States to the UN.

26) *N.Y. Times*, Aug. 20, 1972, p. 4, despatch from Moscow titled «Huge Price for the Ticket Out.»

that these funds do not belong to any «deductible» category?

What I have to say in this connection is of vital interest to the international community. It is also relevant to the fundamentals of the Middle East crisis.

Article 5 of the World Zionist Organization/Jewish Agency for Palestine (Status) Law issued on November 24, 1952, provides:

The mission of gathering in the exiles, which is the central task of the State of Israel and the Zionist Movement in our days, requires constant efforts by the Jewish people in the Diaspora; the State of Israel, therefore, expects the cooperation of all Jews, as individuals and groups, in building up the State and assisting the immigration into it of the masses of the people, and regards the unity of all sections of Jewry as necessary for this purpose.<sup>27</sup>

Article 6 continues, «The State of Israel expects efforts on the part of the World Zionist Organization for achieving this unity....» The implications are inescapable. The World Zionist Organization is the long arm of the State functioning to achieve the unity of overseas Jewry necessary to «building up the State and assisting the immigration into it of the masses of the people.» Yet more precisely, the 1952 *Israel Government Yearbook* stated:

... For all the dedication that marks the State on its path to resurrection, and in the tasks laid upon it, it still must behave as does every State, and its power outside its frontiers is limited. It is just there that the Zionist Organization, founded upon free-will association and vo-

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27) World Zionist Organization/Jewish Agency for Palestine (Status) Law, 5713 (1952). Text in *Israel Government Yearbook* 1953-54, p. 243-244.

luntary effort, has the occasion and ability to do what the State is neither able nor authorised to do. That is the advantage the Organisation has over the State, and that is why the establishment of the State did not bring the era of the Organisation to a close, but rather has enhanced its responsibility and mission beyond measure. The State and the Movement complement each other, need each other, and it is by their joint endeavours that they can and must rouse the Jewish people to realise its dream of redemption.<sup>28</sup>

In 1954 the World Zionist Organization/Jewish Agency and the Israeli Government signed a «Covenant» for the execution of this legislation. The first paragraph provides:

The following are the functions of the Zionist Executive as included in this Covenant:

The organizing of immigration abroad and the transfer of immigrants and their property to Israel; cooperation in the absorption of immigrants in Israel; youth immigration; agricultural settlement in Israel, the acquisition and amelioration of land in Israel by the institutions of the Zionist Organization, the Keren Kayemeth Leisrael and the Keren Hayesod; participation in the establishment and the expansion of development enterprises in Israel; the encouragement of private capital investments in Israel; assistance to cultural enterprises and institutions of higher education in Israel; the mobilization of resources for financing these activities; the coordination of the activities in Israel of Jewish institutions and organizations acting within the limits of these functions by means of public funds:

The Zionist movement is thus patently a public

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28) *Israel Government Yearbook* 5713 (1952), p. 39.

29) Text in the World Zionist Organization's publication *Session of the Zionist General Council*, Fifth Session after the 23rd Congress, Jerusalem, July 21-29, 1954, published by the Organization Department of the Zionist Executive, Jerusalem, pp. 106-109.

body, an organ of the Israeli government. The chairman of the committee of the World Zionist Organization/Jewish Agency which negotiated the Covenant, Dr. Shimshon Younitchman said on the occasion of the signing of the Covenant:

From the letters attached to the Covenant you will see that the Government has granted the Jewish Agency and its institutions the status of Government institutions.<sup>30</sup>

In 1967 it was announced that the United Jewish Appeal in the United States was the recipient of \$200 million to be delivered to Israel *through the Jewish Agency*. In 1963 the Senate of the United States, through its Committee on Foreign Relations, had examined the manner in which UJA funds were sent to the Jewish Agency, channeled through what the sworn testimony of the examination called «conduits» serving for the State of Israel as unregistered foreign agents in the U.S.<sup>31</sup>

Since 1967 over \$1 billion has been transferred from the UJA via the Jewish Agency to the treasury of the State of Israel. That is the fact, no matter how the funds were labeled, whether for relief or construction or whatever, except that substantial sums are used to influence the American press, television, academic institutions, and all other possible media of information.

Thus these tax-deductible funds are part of public funds and related to public policy, while the U.S. government condones the functioning within the United

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30) *Ibid.*, p. 105.

31) Hearings before the Committee on Foreign Relations, US Senate, 88th Congress, First Session, published by the Govt. Printing Office, Wash. May 23, 1963 and on Aug. 1, 1963.



States of an organ of the Israeli government, «to do what the State is neither able nor authorised to do.»<sup>32</sup>

Either the World Zionist Organization/Jewish Agency, operating in the United States as an institution of a foreign government, should be acknowledged for what it is, and have its functioning curtailed, or the world should be made aware of what is tantamount to conspiracy.

I have not wearied the reader with cataloguing the occasions of Israeli defiance of the collective will with respect to Jerusalem, nor remarked her rationalization of that defiance with the claim of a new «white man's burden.» I have not supplied statistics of homes bulldozed, villages demolished, holy places defiled, nor described the transformation of the Holy City into a tourist carnival. I have not cited the detailed indictments of Israeli occupation recorded in the testimony taken by the Commission on Human Rights. The list is long, and the spectacle of the world standing paralyzed before this exercise in lawlessness, of arrogant defiance, of reliance upon sheer power is to us an incredible, incomprehensible thing.

Let me stress that what is involved here is not some geo-political advantage that can be facilely manœuvered. The Palestine problem is a matter of uncompromisable, inalienable rights, no matter how much the Zionist-Israeli may deride or patronize. It is a matter of urgency that the priority of these rights should be internationally and once-for-all established.

Read the records of the United Nations. Discover

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32) See W. T. Mallison, Jr., *The Legal Problems Concerning the Juridical Status and Political Activities of the Zionist Organization/Jewish Agency: A Study in International and U.S. Law*, Institute for Palestine Studies, Beirut, 1968.

how much of its legislation Israel has flouted or evaded, beginning with the Lausanne Protocols of 1949. Unearth the resolutions regarding Jerusalem. Note which party has thwarted every attempt to examine the status of civilians in the occupied territories. Write into your memories the resolutions inscribing into law the inalienable rights of the Palestinians to enjoy the human, dignified choice of free men, to return to their homes or to be given adequate compensation. When you have done this research, you will be able to judge who has been guilty of prolonging the war and preventing the peace.

Yet we should not fail to take account of the self-searching and self-criticism which is even now going on among some of the Israeli intellectuals, who have transcended immediate problems and taken a long look into the future. The Israeli newspaper, *Yediot Aharonot*, published on December 3, 1971, a noteworthy article by Boaz Evron, titled «They Are Not Destroying Us»:

We simply cannot decide exactly what we are. One day we flex our muscles with a proud roar, and we are ready to confront even the Soviet Union through whispers and gestures about the great power we have which is kept under the cover of security secrecy. And the next day—sometimes the same day—we break with helpless weeping, as if we were poor victims of a pogrom and the butcher's knife is at our throats. These are neurotic reactions which have nothing to do with the real situation of the State.

We truly carry a grave and honorable inheritance of suffering. But it is impossible to run a State in a rational way while its inhabitants do not understand what the nature of their State is and react and feel not as the citizens of a medium Power but as the inhabitants of a ghetto during a pogrom. Such a reaction does not really belong to the subject. It even endangers the State. The fact that Israel is strong demands reactions that are much more reasonable, restrained and calculated.

Our real question is not at all, 'The existence or destruction of the Third Temple,' but 'Do we really want peace? And what are we ready to pay for it?' This is the question of today.'



## APPENDIX I

### THE DEPARTMENT FOR IMMIGRATION AND ABSORPTION

THE PERIOD COVERED by this report was one of change as regards immigration and absorption, *in view of the Zionist reawakening that occurred in the Jewish world on the outbreak of the Six Day War.*\* While the period between the 26th and 27th Zionist Congresses was marked by an *ebb* in immigration, the period between the 27th and 28th Congress is marked as one of growth in aliyah.

The influence of the Six Day War on the Jewish people was given immediate expression in the field of financial aid for Israel, and the appearance of thousands of young volunteers, who wished to display their solidarity with the State. In the field of immigration, the events of May-June 1967, only began to bear fruit later, several months after the War, and mainly in the second quarter of 1968.

The new wave of immigration included a new category of immigrants, mainly from affluent countries, which necessitated a considerably new approach. The Department for Immigration and Absorption underwent basic changes and all-round reorganization in order to deal with this new category of immigration.

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\* Italics added by Dr. Tomeh.

In this period, the Ministry of Immigrant Absorption was set up and began to operate officially in October 1968, in full coordination with the Immigration and Absorption Department.

## ORGANIZATION OF THE DEPARTMENT IN THE WAKE OF THE 27TH CONGRESS

In its new set-up, the Department amalgamates three departments which previously dealt with immigration and absorption questions: the Immigration Department, the Absorption Department and the Economic Department. At present, the Department is organised as follows:

(a) *Immigration Section*, which is responsible for all the immigration processes from the first contact of the candidate for immigration with the emissary abroad, until his arrival in Israel. There are six territorial desks operating within its framework: 1) the North American desk; 2) the South American desk; 3) the Desk for Britain, India, South Africa and Australia; 4) the Desk for France and other French-speaking countries; 5) the East and Central European desk; 6) the Mediterranean desk. Also operating within its framework, is a unit for luggage and travel, which is responsible for coordinating immigrants' travel arrangements and the transfer of their luggage to Israel.

(b) *Absorption Services Section*, which is responsible for the whole network of absorption centres, hostels and ulpanim.

(c) *Social Services Branch*, which deals with social problems and preparation of the immigration of individuals or families whose absorption involves prior preparation.

(d) *Tur V'Alah*, the bureau for advancing immigration

programmes, which mainly deals with tourists who wish to examine the possibility of permanent settlement.

(e) *Public Grievances Bureau*, which deals with the complaints and problems of immigrants who encounter absorption difficulties.

(f) *Manpower Branch*.

(g) *Budget Branch*.

Following the reorganization, new employees came into the Department, whose energy combined well with the experience and know-how of the veteran staff.

The guiding principle of the Department's administration was decentralisation, the delegation of authority to lower levels and the encouragement of staff to take on responsibility for decisions and their implementation. At the same time, stress was laid on maximum improvement of communications within the Department. Personnel do not simply rely on instructions and directives, but take pains to coordinate their work with their colleagues in other branches. For instance, an emissary in San Francisco corresponds directly with the North American desk in Jerusalem, and brings the main office in New York up-to-date by sending copies of letters. The director of the British desk corresponds directly with the emissaries in London or provincial cities, without encumbering the Department's Administration with the details of current activity.

Another organisational change, which greatly facilitated the handling of immigrants, was the transfer of the «desks» to the building that houses the Ministry of Immigrant Absorption and the Ministry of Labour at the Kiryah in Jerusalem. This enabled the handling and

solving of problems quickly, without long exhausting correspondence.

In order to introduce permanent arrangements for the mutual exchange of information among staff and reporting to superiors, several steps for bringing about team-work were introduced: (a) a weekly meeting of the directors of desks and their employees with the Department's executive, with the participation of representatives of the Absorption Ministry, the Employment Bureau for Academic Personnel, the Social Services branch, Tur V'Aleh, emissaries, etc. (b) a fortnightly meeting of directors of absorption centres, hostels and ulpanim with the department's executive and the Absorption section to discuss the problems of immigrants in these institutions and other organisational questions. (c) A monthly meeting of all the Department's staff for an exchange of information about what is taking place in the department. At such meetings, for example, the director of an absorption centre can settle various problems with «desk personnel or with the director of manpower within the framework of a social meeting which helps to bring the staff together and increases team-work.

The principle of rotation was introduced into the Department. Staff change functions from time to time. It was found to be most useful that the director of an absorption centre, for example, goes on a mission abroad, while somebody returning from such mission assumes a role of dealing with immigrants in Israel.

### *Offices and Emissaries Abroad*

Immigration offices abroad were expanded and reinforced. There are now 110 emissaries of the Department, distributed as follows: North America—34; Latin Ame-



rica—20; Europe—43; Asia and Africa (including Australia)—13.

Emissaries going abroad are selected solely according to their personal qualifications. A considerable number have academic degrees and are members of the liberal professions.

## IMMIGRATION 1968—1971

### (a) *General Figures*

In the period under review, there was a significant increase in the scope of immigration, especially in comparison with the years 1966-1967, in which immigration reached a nadir. As compared with 18,500 immigrants in each of these years, the number of immigrants in 1968 rose to 29,107 and in the following two years the figures doubled as compared with 1966 and 1967. In 1969, there were 37,804 immigrants and in 1970, 36,928. The Department also handled returning emigrants who left Israel before April 1, 1964, and came back in the period between April 1, 1968, and December 31, 1970, under the operation to induce Israelis resident abroad to return home. About 8,000 Israelis returned to the country, and these should be added to the number of immigrants in the years 1968-1970.

Indications are that by the end of 1971, the number of immigrants this year will not decline. The figure of immigrants and potential immigrants is expected to reach 40,000.

### (b) *Countries of Origin*

In addition to the change in the numbers of immigrants, mention should be made of the changed pattern

of immigration, stemming from the composition of immigrants by country of origin. The extent of the change can be gauged from the following figures: Since the establishment of the State until the Six Day War, immigration from the Western hemisphere and Western Europe constituted only about 5% of the total; in the 60's, it attained 20%; but in the period under review, it soared to 66.5% of the total immigration.

Especially striking is the significant increase in immigration from the two largest Jewish centres: the United States and the Soviet Union. This is not a temporary phenomenon, since the large storehouses of immigration in Asia and North Africa have largely been depleted.

#### IMMIGRATION IN THE PERIOD 1968—30.11.1971 BY CONTINENT AND YEAR OF IMMIGRATION\*

	<i>Jan/30.11</i>				
	<i>1968</i>	<i>1969</i>	<i>1970</i>	<i>1971</i>	<i>Total</i>
Asia and Africa	13,321	13,619	11,506	7,946	46,392
Europe	0,098	16,053	16,318	17,438	57,907
North America**	4,654	6,769	9,483	7,678	18,584
Latin America	1,871	3,022	4,510	4,251	13,654
Total	31,074	40,790	42,041	37,307	146,537

\* All following tables include numbers only until June 30, 1971.

\*\* Includes Oceania.

#### *Social and Professional Composition*

In past years, immigration came from countries, which from the point of view of per capita income, were

close to the bottom of the ladder in comparison with the rest of the world. At time, only a minority came from countries with a per capita income higher than Israel's. Now about 40% of the immigrants originate from the twelve countries with the highest income in the world. Moreover, immigrants from much poorer countries come from the relatively higher socio-economic classes. Consequently, whereas in the past immigration to Israel constituted a rise in standard of living and culture, today the opposite is true: many of the immigrants lower their standard of living or consciously give up the prospect of considerably increasing their living standards in future.

The standard of education and professional skill of both Western and Oriental immigrants is quite high. 38% of all immigrants hold an academic degree, or are possessed of professional skills. Since the Six Day War, there has been a steep rise in the number of students coming to Israel, their first step in the country being to continue their studies.

### *Demographic Structure*

There has also been considerable innovation from the demographic point of view in the post-Six Day War immigration. Single immigrants only constituted 18% of the total immigration since the State was established and in the 60's the percentage was even lower; however, in the period under review, single persons constituted 34% of all immigrants. The average size of families also declined, and there was a considerable change in age composition. Since the Six Day War, the 15-29 age group has been dominant—about 37% of all immigrants, as compared with 20% in the 60's.

IMMIGRATION 1968—JUNE 30, 1971, BY CONTINENT  
AND OCCUPATION ABROAD\*

	<i>Asia</i>	<i>North</i>	<i>South</i>	<i>Not</i>	<i>Total</i>	<i>%</i>
	<i>Africa</i>	<i>Europe</i>	<i>Ame-rica**</i>	<i>Ame-rica</i>	<i>Known</i>	
<i>Total Imm.</i>	40,544	46,705	23,679	11,343	241	122,512 100.0
With Occupation	10,062	19,856	8,142	3,691	10	41,761 35.7
Without						
Occupation	28,721	25,150	14,092	7,187	13	75,163 64.3
Not know	1,761	1,699	1,445	465	218	5,588 —
Total with						
Occupation	10,622	19,856	8,142	3,691	10	41,761 100.0
Academic						
Personnel & Liberal						
Professions	1,645	7,437	5,065	1,484	4	15,635 38.2
Engineers &						
Surveyors	268	2,050	663	280	—	3,261 8.0
Natural Scientists	40	522	242	94	—	898 2.2
Humanities &						
Social Scientists	110	731	625	115	—	1,581 3.9
Doctors	221	965	273	306	—	1,765 4.3
Nurses & Midwives	162	511	197	54	1	926 2.3
Pharmacists &						
Medical Workers	152	469	201	79	—	901 2.2
Teachers & Leaders	446	1,040	1,948	372	1	3,807 9.3
Religious Personnel	74	118	337	15	1	545 1.3
Judges & Lawyers	37	199	122	41	2	391 0.9
Artists & Writers	135	832	467	128	—	1,562 3.8
Managers &						
Clerks	2,047	4,284	1,561	593	—	8,485 20.7

Merchants, Agents & Salesmen	1,781	1,386	453	616	4	4,240	10.4
Farmers, Fishermen, etc.	166	81	76	49	1	373	0.9
Transport & Com- munication Workers	377	405	96	84	—	962	2.4
Building, Mining & Quarrying Workers	186	312	45	25	—	568	1.4
Artisans & Manu- facturing Workers	3,054	4,475	624	630	—	8,783	21.5
Service Workers	472	1,050	185	154	—	1,861	4.5
Not known	334	326	37	56	—	853	—

\* Includes 779 returning Israelis in 1968, who cannot be separated from the date for that year.

\*\* Includes Oceania.

The new immigrant is individual, composed of small isolated family units, and in contrast with the past there is hardly any immigration of whole communities, or of many families from one city or community. This may possibly explain the aggravation of the problem of social absorption of the new immigration. The individual immigrant, who is generally young, is likely to feel not only the absence of his family, but also that of members of his community and people who speak his native language. With the disappearance of the immigration of whole communities, there are also fewer religious or secular leaders who come at the head of their community, in comparison with former years. Nevertheless, mention should be made of the immigration of central

figures from Western Europe (Britain and France) and from Latin America. A number of religious circles from the United States, including Yeshivot with their rabbis, organised for immigration and set up Kiryot in various parts of the country, as well as residential quarters, educational and Torah institutions and even economic enterprises.

IMMIGRATION 1968—JUNE 30, 1971, BY CONTINENT  
AND AGE\*

	<i>Asia</i>	<i>North</i>	<i>Latin</i>	<i>Not</i>	<i>Total</i>	<i>%</i>
	<i>Africa</i>	<i>Europe</i>	<i>Ame-rica**</i>	<i>Ame-rica</i>	<i>Known</i>	
Total Immigrants	40,544	46,705	23,679	11,343	241	122,512 100.0
0—14	12,846	8,942	4,847	2,154	28	25,817 23.7
15—29	12,705	16,562	10,841	5,011	92	45,211 37.1
30—44	6,189	8,010	3,507	1,701	38	19,445 16.0
45—64	6,352	9,587	2,521	1,727	54	20,241 16.6
65+	2,252	3,284	1,823	696	28	8,082 6.6
Not known	200	320	140	55	1	716

\* Includes 779 returning Israelis in 1968 who could not be separated from the data for that year.

\*\* Includes Oceania.

IMMIGRATION 1968—JUNE 30, 1971, BY CONTINENT AND  
SIZE OF FAMILY\*

	<i>Asia</i>	<i>North</i>	<i>Latin</i>	<i>Not</i>	<i>Total</i>	<i>%</i>
	<i>Africa</i>	<i>Europe</i>	<i>Ame-rica**</i>	<i>Ame-rica</i>	<i>Known</i>	
Total Immigrants	40,544	46,704	23,679	11,343	241	122,512 100.0
Total Heads						
of Families	7,937	9,776	3,663	2,161	31	23,568 19.2
Dependants	24,295	21,094	7,368	4,262	68	57,087 46.6
Individuals	8,312	15,834	12,648	4,920	142	41,856 34.2
Total Families	7,937	9,776	3,663	2,161	31	23,568 100.0
Two Persons	2,544	3,821	2,017	1,117	10	9,509 40.3
Three Persons	1,502	2,613	557	402	11	5,084 21.6
Four Persons	1,350	2,030	527	372	6	4,285 18.2
Five Persons	939	716	336	179	3	2,173 9.2
Six Persons						
& Over	1,602	597	226	91	1	2,517 10.7

\* Includes 779 returning Israelis in 1968 who could not be separated from the data for that year.

\*\* Includes Oceania.

*Immigration from the U.S.A. and Canada*

Since the Six Day War, there has been a marked change in the scope of immigration from the United States and Canada. Immigration from North America had indeed begun to make itself felt in minor fashion from 1963 when the number of immigrants ranged between 1,500-2,000 annually, even though as a percentage of the total, it was very small. However, in 1969, immigration from North America constituted 17% of the

total, in 1970 about 21% and in the first half of 1971 it rose to 27% of all immigration.

### IMMIGRATION FIGURES FROM NORTH AMERICA JANUARY 1968—JUNE 1971

<i>1968</i>	<i>1969</i>	<i>1970</i>	<i>1971</i> <i>(till June)</i>	<i>Total</i>
5,599	6,769	9,472	2,700	24,540

The motives for the increase in immigration from the United States and Canada are complex. Israel's power of attraction increased tremendously in view of the dramatic events both before and after the Six Day War. However, it is doubtful whether this spiritual attraction was in itself powerful enough to bring about a continual increase in immigration from North America, were it not for the country's economic development and the increase in its absorptive capacity for immigrants with academic degrees or members of liberal professions, whose share in immigration from the U.S.A. and Canada was two-thirds of all persons with vocational skills. The economic situation in the United States, which recently has brought about the closing down of firms and the widespread dismissal of professional men, and the deterioration of the social situation in the large cities, including the rise in violence—led to many Jews in that affluent country thinking about aliyah.

An important element among the motives of American immigrants is the desire to live full Jewish lives and their concern for the future of the young generation. This element received expression particularly among



religious Jews, families and individuals, whose immigration stemmed from the desire to assure a complete and natural Jewish framework for themselves and their children. Many non-religious people preferred to remove their children from the atmosphere of moral degeneration, which they felt was spreading among the young generation in the affluent countries.

On the other hand, despite the considerable increase in the number of immigrants from North America and the weighty role they occupy in aliyah as a whole, the percentage of newcomers to Israel among the general Jewish population in the United States and Canada is still trifling.

### *Immigration from the Soviet Union*

Among Soviet Jewry, which for over 50 years has been without communal life and cut off from Jewry in the rest of the world, there has been a national revival that has astonished the Soviet authorities, world public opinion and to a large extent the Jewish people in the Diaspora and the State of Israel as well. Individuals and groups sprang up after the Six Day War and began to demand their right to return to their homeland and join their people. This immigration started even before the period under review, mainly as a result of the limited response of the Soviet authorities to allow immigration within the framework of the reunion of families. In the wake of the Six Day War, but following energetic public pressure on an international scale, and in the main as a result of the pressure of local Jews, who were not deterred from repeatedly demanding their rights, the gates were reopened and immigration from the Soviet Union began to flow. The monthly immigration figures showed sharp fluctuations in the period under review, and some-

times exit visas were concentrated in certain areas only. All in all, however, it is already clear that 1971 will be the year with the largest immigration from the Soviet Union. It is becoming increasingly evident that the intentions of the Soviet authorities to suppress the desire to emigrate through oppressive measures, dismissal from work, trials, arrests and placing other difficulties in their path—has failed. Also, the provision of exit visas to the activists in this field has not reduced the number of people demanding emigration among Soviet Jews. The Soviet authorities are learning with reluctance that the desire of masses of Jews to immigrate stems from a natural and just aspiration for a national framework of their own in their own land, in whose building and defence they wish to play a part, together with their brethren and relatives, who immigrated before them.

### *Immigration from Latin America*

Immigration from Latin America in the period under review totalled 12,008 people. Here too, there has been a considerable rise after the Six Day War, although not so markedly as in North America. The political and economic fluctuations in Latin American countries wielded influence on the increase in immigration, but not to a great extent. In the period under review, immigration increased mainly from Chile, Argentina, Brazil, Uruguay and Mexico. Following the change of regime in Chile, the Department was prepared for an accelerated rate of immigration, but the wave of immigrants arriving was less than expected.

### *Immigration from Britain, South Africa and Oceania*

As in all West European countries, there was an impressive rise in immigration from Britain in the period

under review. In the train of the Six Day War, it jumped from an average of 600-700 immigrants a year in the late 60's to a peak of 1,905 in 1970, while the average over the whole period was upwards of 1,700.

In South Africa too, the influence of the national reawakening after the Six Day War was considerable, and the extent of immigration almost doubled. Immigration soared from an average of 450 in the year prior to the war, to a record 901 in 1969. Since then the figure has somewhat declined.

The flow of immigration from Oceania (Australia and New Zealand) has also increased in the last four years. Before the Six Day War, it amounted to no more than 120 people a year; since then it has increased to between 400 and 500 per annum.

#### IMMIGRATION FROM BRITAIN, SOUTH AFRICA AND OCEANIA 1968—JUNE 1971

	1968	1969	1970	1971 (till June)	Total
Britain	1,509	1,828	1,905	567	5,809
S. Africa	564	738	857	346	2,505
Oceania	400	439	491	206	1,356

#### *Immigration from France*

France heads aliyah from West European countries, but after a rising tide in the first three years after the war, there has been a slackening off in the last two years. The influence of the Six Day War in France was enor-

mous. While in the years prior to the war, immigration did not exceed 900 annually, its dimensions grew to 5,686 in 1969. The recent decline in immigration from France apparently stems from the absorption difficulties of large families, which are characteristic of the immigration from this country. The low income that these families may expect in Israel deters many families who want to join their numerous relatives in Israel from coming.

However, it should be noted that the percentage of professional people among immigrants from France is on the rise. The introduction of projects and aliyah programmes has brought variety and expansion of absorption methods.

#### IMMIGRATION FROM FRANCE 1968—JUNE 1971

<i>1968</i>	<i>1969</i>	<i>1970</i>	<i>1971</i> <i>(till June)</i>	<i>Total</i>
3,692	5,686	5,206	1,502	16,086

#### ABSORPTION CENTRES AND IMMIGRANT HOSTELS

The network of absorption centres, hostels and ulpanim directed by the Department is designed primarily to enable immigrants, who cannot be absorbed in work without a knowledge of Hebrew, to learn the language during a five month period without experiencing the anxiety of having to search for an apartment, employment and running a home.

Similarly, a considerable part of these institutions are intended to continue absorbing immigrants arriving in Israel during their first period in the country. This network, which has nearly 15,000 beds and through which nearly 30,000 people can pass annually, has been of basic importance to the absorption of immigrants in recent years. These transit institutions also contribute much to solving the immigrant's employment problem. The stay of immigrants in these absorption centres for nearly six months enables them to tour the country and find work and housing under conditions that no information provided from afar could supply, and enables effective meetings between immigrants and owners of firms and representatives of institutions and offices within the absorption centre. These centres were set up immediately after the Six Day War, partly in the cities and partly in development towns. They are spread out from Dimona and Arad in the Negev to Kiryat Shemonah and Carmiel in the north. New ulpanim have been set up in dozens of kibbutzim.

### *Absorption Centres*

In most absorption centres, an immigrant family receives a flat and maintenance, or only a flat. The immigrant and his wife study half a day in a Hebrew ulpan on the spot, while their small children (up to the age of three) are placed in the kindergarten at the centre; their older children go to kindergartens and schools in the vicinity.

The management of the absorption centre takes care to provide auxiliary lessons for the children of immigrants, regularly follows up their progress at school and employs youth leaders after school. During the summer vacation months, the Department maintains a holiday

camp ulpan for 13-17 year olds in order to prepare them for secondary school studies. Children of elementary school age are integrated in summer camps and immigrant ulpanim of the Ministry of Education.

Absorption centres operate a social and cultural programme to bring immigrants closer to the Israeli way of life and integrate them into Israeli society. Every centre maintains a club and a synagogue. Activity, apart from study, includes tours, parties, lectures and talks, study circles and meetings with Israelis in order to help the immigrant in settling down to the reality of Israeli life.

The personnel of the absorption centre provide all the immigrant's wants, help him with advice and guidance and sometimes also financially.

The immigrant stays at the centre for five months—the length of the Hebrew course that he undertakes to complete. In this period, the immigrant uses his spare time to find employment and housing. Nearly all the immigrants leave the centre at the end of this period, take up employment and a permanent abode. A tiny minority, mainly those without vocations or elderly people, have difficulty in finding work. The absorption centre is designed, according to regulations, for the absorption of academically trained immigrants, members of liberal professions and groups who come in accordance with a project, for whom a knowledge of Hebrew is an essential requirement.

For his stay at the centre, (including maintenance and all services), the immigrant pays up to IL. 460 a month (according to size of family, the maximum for five persons or more). For immigrants from countries of stress and those without means, loans are provided

through the «Idud» Bank of the Jewish Agency without interest and on easy terms of repayment.

### *Hostels*

The hostels were set up for a similar purpose, but they serve aims rather different than those of absorption centres. If the centre absorbs immigrants who must learn Hebrew before they can be absorbed on the labour market, the hostel is designed for immigrants of various professions, and middle class people, who have already found work or are due to receive employment near the hostel and have not yet found permanent housing. The hostel provides them with a temporary solution. While at the hostel, the immigrant generally works and even maintains his own household. The immigrant receives the same services provided at absorption centres: provision of education for children on the spot, or in the vicinity, social-cultural activity in a club framework, counselling and aid. In most hostels, there are ulpan classes, in which the immigrant can learn Hebrew, in various shifts according to his choice. Immigrants may stay up to six months in hostels, but many stay much less. They pay a low rent, since they work and earn salaries.

### *Scope and Operation of Institutions*

There are about 60 institutions of the types described above, operated by the Department (apart from ulpanim in kibbutzim) and in September 1971, some 10,000 immigrant stayed in them. The trend is to leave room for manoeuvre for immediate absorption in the event of large groups of immigrants arriving unexpectedly from lands of stress.

Absorption centres and hostels are operated by a staff of 5-10 people, according to the institution's size. These staffs undergo refresher courses 2-3 times a year, in order to train them for their task and to bring them up-to-date in work procedures, in accordance with the changes in the immigration situation or absorption methods. There were 18 such courses in 1970-71. The supervisors of the absorption centres section take care of the economic and organisational aspect, strictly maintaining residential standards and care, saving and efficiency. Three years' experience shows that these bodies are an appropriate answer to present immigration needs.

### *Work Ulpanim in kibbutzim*

The framework of kibbutz ulpanim was established on the basis of the rich experience of kibbutzim in handling *garinim* and *hachsharot* (pioneer training). The kibbutz ulpan is designed for young people between the ages of 18-35, individuals or couples, immigrants, potential immigrants or tourists. The absorption of families with children is possible only to the extent that the kibbutz is prepared to grant the appropriate residential and educational amenities. Recently, two absorption centres have been set up in kibbutzim, designed for families who want to be absorbed into kibbutz life permanently. A kibbutz ulpan course lasts five and a half months, and is conducted on the principle of half a day of study and half a day of work. In this way, the young people cover a considerable part of the cost of their upkeep, which the kibbutz has to bear, apart from financial assistance provided by the Department. The ulpanim were started over 20 years ago. At present, there are 65 kibbutz ulpanim providing two courses per annum, and attended by some 4,000 young people a year. The ulpanim are



distributed throughout the various kibbutz movements.

In the ulpan framework, special social and cultural events are conducted—lectures, study of folksongs and dances, cultural folklore evenings and tours throughout the country. In many places, an effort is made to bring ulpan members in contact with their contemporaries on the kibbutz and there are not a few kibbutzim which have absorbed immigrants as full members at the end of the ulpan course.

During his stay on the ulpan, the immigrant is looked after by the Ministry of Absorption, like any other immigrant: help in getting work, continuing studies, or vocational retraining, housing, financial aid, handling of belongings etc. Recently, the Department has operated a seminar for ulpan students at which they receive lectures in their mother tongue on topical and ideological questions. It is held at the Department's training centre at Atarot, and lasts three days.

## SOCIAL SERVICES IN IMMIGRATION AND ABSORPTION

Social work in the immigration and absorption services is designed to help immigrants to adjust to Israel. Every immigrant, or family of immigrants naturally goes through a «crisis» that is expressed in difficulties of adaptation to the new language, the new environment and living conditions. There are groups of immigrants (widows, divorcees, large families, the aged, the sick and disabled) for whom this crisis is especially difficult, and the efforts of the Social Services section are particularly directed to them. The work of the section is on two planes: the determination of policy concerning the overall nature of absorption services and the direct

treatment of the immigrant and his family. Work in the second field is hereby described.

Social workers operate at points of entry into the country, absorption centres, kibbutz ulpanim, immigrant quarters and through the central counselling office for the preparation of absorption conditions (mainly for immigrants from affluent countries), when a special social or health problem arises. The service includes: counselling and treatment (individual and group) of the social problems of the individual and family, including the adjustment difficulties of adults and children; economic help in the period of acclimatisation; the supply of vital equipment for running the household; special medical treatment and convalescence; economic rehabilitation for the self-employed or disabled; the absorption of children in day homes or educational institutions, etc.

### *Social Services in the Preparation of Immigration*

The social worker participates in the guidance of emissaries before they go abroad. The idea is that the emissary will help in detecting problems even prior to immigration and thereby ensure the appropriate preparation of absorption in Israel. There is also a permanent service of counselling and aid in the preparation of absorption conditions. In the first six months of 1971, the section dealt with 569 applications from abroad and 390 requests from Israeli residents for the intake of relatives experiencing difficulties.

### *Social Services at Ports of Entry*

Social workers are at the port of entry when a ship or plane arrives bringing immigrants from countries of distress in which there is no prior preparation for im-

migration. They try to detect special problems that are likely to make absorption more difficult. Their task is to hand over their findings to the social worker in charge of the area to which the immigrants are sent. Special cases, such as lonely immigrants in poor health, are transferred from the port of entry to a special framework, for a temporary stay.

### *Social Services at Absorption Centres, Ulpanim and Hostels*

The absorption centre, in which an immigrant family spends about six months, is itself a source of social problems, in addition to the problems that every family brings with it. Therefore, much importance attaches to the comprehensive first interview that the social worker holds with the immigrants at absorption centres. By learning the situation of the family in detail, the social worker can draw conclusions about the whole population in the centre and diagnose beforehand future absorption problems and propose solutions.

### *Social Services in Absorption Areas (Permanent Housing)*

In the first six months of 1971, the section provided individual treatment in housing estates and absorption areas for 2,955 families and 1,466 individuals, altogether a total of 4,391 family units composed of 12,355 persons. The handing of the new immigrant at his permanent residence is varied. It begins with a home visit and help in becoming familiar with the environment, school and kindergarten registration, Kupat Holim and labour exchange registration, etc., examination of what the immigrant lacks at home and the provision of his wants with initial equipment. Care is also taken to start the

process of adjustment of the breadwinner, the mother and the rest of the family.

### *Care of Special Immigrant Groups*

Certain groups of immigrants have shown special difficulty in adjusting to the conditions of life in Israel. Two programmes to ease these problems are hereby described:

*Programme for Immigrants from Iran.* At Neve Zahal, immigrant families from Iran were absorbed, who were in need of guidance in basic matters, such as nutrition habits, work habits, cleanliness, regular school attendance, use of home appliances, such as gas-rings and refrigerator, etc. Joint action was initiated with local health and social workers. A special Persian-speaking social worker was employed on the intensive care of six families for a three-month period. She was attached to the families, stayed in their homes for a long period and accompanied them to the Mother and Child Centre, school, etc. After about three months, the results were considerable: cleanliness in the home, a nutritious menu, regular attendance at educational institutions. The positive influence was also apparent on other families in the vicinity. The programme is now being developed and expanded.

*Programme for Immigrants from India.* In the last two years, 250 families from India have been absorbed in Beersheba. The health services noted a grave problem of under-nourishment, lack of knowledge of child care, backwardness in studies and frequent absence from work. On the initiative of the social worker, all the public bodies involved were convened to discuss the situation. The first stage was studying the problem at close hand

by meetings with members of the Indian Immigrants' Association Committee, visits to the synagogue, talks with employers, doctors, nurses, the Mother and Child Centre, and the staff of the local welfare office. It emerged that the «apathy and passivity» were apparently a form of partial acquiescence with the situation, stemming from a feeling of helplessness in the face of the new and strange environment. However, there was also a motivation for change. Two Indian women were employed as instructors and in a six-month period taught the mothers nutrition habits, hygiene and infant care in their homes. Similarly, permanent visits were made at their jobs and at school. In this way, and by a continual follow-up of the mothers and pupils, the instructors served as go-betweens for the immigrants with the education, health and absorption services. In the first stage, 40 families received care and there was a considerable improvement after several months. The section is operating through similar methods at two other places where there are Indian immigrants.

### *Social Services in Student Administration*

Among the students coming to Israel to study at University are many who are seeking personal identity and a social environment. Since they are far from their families and friends, they not infrequently get into situations in which they need help and guidance.

The social service is an integral part of the general service provided for the immigrant student, mainly in the following fields: a) participation in discussion concerning stipends for the period of study or vocational training; b) counselling for the staff in student hostels about treatment of the individual and social activity; c) individual treatment of social, health and psycholo-

gical problems; d) care of students who drop out of academic studies and direction to vocational training or employment. In the first half of 1971, there were 315 students receiving individual treatment, about 5% of all immigrant-students in the period under review.

### *Homes for the Aged*

The Social Services Section also maintains nine homes for the aged. They are designed for immigrants who come from countries of stress and do not have relatives in Israel. They are capable of looking after themselves, but are in need of semi-protected conditions. With the increase of immigration from Eastern Europe, there is an increasing demand for admission to these hostels, but the existing number of places does not meet the needs. Infirm aged, who need continual treatment, are absorbed in the special institutions of Malben or by foster families.

### ENCOURAGING IMMIGRATION

Prime importance is attached to the work of the Department and its emissaries abroad in the field of encouragement of immigration, reinforcement of the consciousness of immigration and dissemination of information on immigration and absorption among Jewish communities in the Diaspora. Over many years, we grew accustomed to immigration from countries of distress, which was in fact work of rescue. Today, the Department faces the challenge of increasing immigration from states in which there is no immediate driving force apparent for the emigration of Jews. In these communities, constant and strenuous educational work is required to stimulate immigration.

The Department's administration has instilled its emissaries with the knowledge that the existence of an immigration office and the presence of an emissary on the spot is not sufficient to overcome the vast ignorance about Israel, especially as regards immigration and absorption. In order that the question of immigration take its place at the head of the Jewish Community's affairs and become an active factor in the life of every Jew, there is a need for incessant effort by the emissary and all branches of the Department. After three years of strenuous work in this field, there are indications that work methods have been found that will bear fruit. Immigration offices, and each emissary individually are the bearers of the cause of immigration in the Diaspora. They take pains to disseminate the call for immigration through all communications media at all levels. There are assemblies and conferences of Jewish organisations and house groups and private visits. The extensive literature despatched from Jerusalem serves as a basis for information work. Wide space is provided in the local press, whether it be for an article or announcement on a demand for a certain profession in Israel. The Jewish press throughout the world carries a great deal of information about immigration and in many cases, the subject even reaches the general press. Other communications media—radio, television, announcements and placards—bring the subject of immigration to the notice of the Jewish public. Mobile exhibitions are held, activities in synagogues, «Immigration Weeks» by national organizations, such as Wizo, youth organizations or student associations. In all these activities, the emissaries are helped with films, slides and recordings sent from Jerusalem. The office in Jerusalem even sends articles to many newspapers throughout the world in the local language. Close and constant contact is maintained with foreign

correspondents in Israel and with journalists and television and radio men visiting the country.

### *Projects*

Prior organization in the framework of projects is one of the most important methods of encouraging immigration in the countries of origin. These activities are especially suitable for countries such as France and Latin American states, in which *garinim* for kibbutzim, moshavim, industrial projects, or tourist and services enterprises have been organised. In Britain, a group of youth is organizing itself for joint settlement in a development town. All these operations are carried out under the auspices of national Aliyah movements and in close cooperation with *Tur V'Aleh*. Other projects are: recruitment of candidates for the Israel police (mainly in France), recruitment of doctors and medical workers for Kupot Holim and Ministry of Health institutions (Western Europe, Latin America and the U.S.A.), recruitment of engineers and technicians for large Israeli industries, such as the petro-chemical industry, the iron industry, the aviation industry, and electronics and science-based industries. In many cases, the recruitment is carried out by a representative of the firm, who goes abroad and organises a week or month of intensive work under auspices of, and with the organization of the Immigration Department on the spot.

However, the most important part of the campaign to encourage immigration begins the moment the act of immigration has ended—namely, at the port of entry into Israel. Every hour of satisfaction, every family that is absorbed properly—reechoes in the country of origin. On the other hand, every failure, each disappointment, every



family that wavers or despairs, produce echoes that are much stronger and destructive.

## ALIYAH MOVEMENTS

The 27th Zionist Congress decided on the establishment of Aliyah movements in July 1968 «as a framework that would handle prospective immigrants among Diaspora Jewry.»

It should be noted with satisfaction, that in the wake of this decision Aliyah movements were set up in most Western countries. In accordance with the Congress decision, the Aliyah movements undertook to work within the framework of the Zionist movement and deal with anyone who undertakes to immigrate within three years, prepare him for immigration and aid in his preparations for appropriate absorption.

Aliyah movements were active in information and education, in the organisation of groups and individuals and in the creation of contacts between candidates for immigration who were interested in joining absorption programmes, especially in moshav settlements. Families of academic personnel, young couples, students, etc., organised in the framework of these circles.

Aliyah movements represented the ideal of immigration before the Zionist bodies and other Jewish organisations and in this way made contact with the general Jewish public in its various frameworks. Efforts were made to reach Jewish families outside any official framework, especially in Argentina.

Members of Aliyah movements, while still abroad, regard themselves as recruits for information work. Since they are prospective immigrants, their power to

influence others in immigration and absorption programmes is great. It should be noted that apart from secretarial work and technical services, all the work involved in Aliyah movements is voluntary and receives little financial assistance, in consideration of the scope of activities performed.

Occasionally, the active workers are convened after their immigration in order to hear their views on absorption methods and consult with them on special programmes for Aliyah movements in their countries of origin. In certain cases, Aliyah movement workers have been sent on short missions, especially to annual conferences, where they reported on their absorption and the absorption of families who immigrated with them.

In several countries, special emissaries operate alongside the Aliyah movements, in accordance with the decisions of the 27th Congress.

In the period under review, Aliyah movements consolidated and expanded and they now embrace over 140 circles in 24 countries. There are large movements with over 1,500 members in the United States, France, Argentina and Brazil. In Britain, Canada and South Africa there are movements with between 500 and 1,000 members. In the other countries, there are also circles connected with the centre in Jerusalem.

The number of members of Aliyah movements in all countries is about 15,000, and with their families embrace over 28,000 people. The estimate is that each about 3,800 persons attached to Aliyah movements immigrated—over 1,000 from France and about the same number from the U.S.

In the period under review, the moshavim that were

organized from among members of the Aliyah movement in France immigrated and settled at Ramot Meir, where there are about 50 families, Moshav Arnon in the Eshkol Zone and Kvutzat Nir Hen. A group of about 40 families from the United States Aliyah Movement also immigrated; they are due to settle at Neve Ilan and are at present in the Mevasseret Yerushalayim absorption centre. 12 families from Argentina have arrived at Moshav Kochav and families are on the way to Yad Nathan and Nir Moshe. The building of homes for the «250 Club» in Caesarea, founded by the Aliyah movement of South Africa has commenced.

In all the countries in which there are Aliyah movements or circles these frameworks serve as a main channel for disseminating the idea of immigration and reinforcing the consciousness of immigration. Aliyah movements are active in finding professional men for research institutions, industry and government service and in the organization of candidates for group absorption programmes.

Since 1969, seminars have been held in summer and winter in three languages: English, French and Spanish for Aliyah movement workers. Over 500 have taken part in them from all countries. Apart from this, a seminar has been held for Aliyah groups from the United States and French-speaking youth from Canada.

Tours of Israel have been conducted for a large number of members of Aliyah movements from France, Britain, Argentina, Brazil and Chile, in which several hundred members took part with their wives, with the aim of getting to know Israeli conditions and advance their aliyah plans. The seminars and pilot tours were an

important lever in instilling the idea of immigration among the Jewish public.

Aliyah movements hold widespread guidance and educational activities in their countries, by means of seminars, study days and conferences, courses for studying Hebrew and the geography of Israel, and professional lecturers and experts from Israel come to meet with circles of fellow-professionals among members of movements. Aliyah clubs were established, some of them in the framework of existing Jewish clubs. In Paris, there is an Aliyah movement club, which is open daily and organises regular programmes and seminars on special subjects and Hebrew lessons. In London, the Aliyah club meets weekly, with a regular programme of lectures, artistic performances, Israeli films and meetings between Israelis and local Jews. In Buenos Aires, the Aliyah club operates in the framework of the offices of the Immigration Department and holds study and educational programmes on most days of the week. In various cities of the U.S.A., Canada, France, Belgium and Latin American countries, members of Aliyah movements hold a rota of providing information in local Jewish clubs.

Hundreds of members of Aliyah movements from all countries take part in Hebrew lessons organized on the initiative of Aliyah movements, and in some places in cooperation with the Departments for Education in the Diaspora. Circles in Argentina, Chile and Brazil have been supplied with audio-visual educational systems.

Thousands of pamphlets have been distributed through Aliyah movements, reaching tens of thousands of Jewish homes, and constituting a first contact with the idea of immigration. Every month, the office in Jerusalem despatches information material to members

of their executives and heads of circles and to all those who have taken part in seminars in Israel.

Nearly every movement itself publishes and disseminates material and uses the Zionist and general Jewish press to publicise its works and impart information on the absorption possibilities in Israel.

### TUR V'ALEH

*Tur V'Aleh*, the bureau for immigration programmes of the Department, is primarily designed to handle Jewish tourists and meet their interest in the field of immigration and absorption, or even awaken such interest.

An important factor in the resurgence in affluent countries of the desire to immigrate, is the strong impression that the country implants in the hearts of hundreds of thousands of Jewish tourists who have visited the country since its establishment. The Tur V'Aleh office strives to strengthen these impressions by supplying the tourist with information on the possibilities of absorption in Israel, and thus arouses a direct interest in immigration. No comparison can be made between information work abroad and what can be provided for the tourist while he is in Israel. On seeing an absorption centre and hostel, by meeting new immigrants, or by conversing with employers in a certain occupational field, or examining the possibilities of a business investment, the tourist receives a tangible impression that no emissary can provide.

Representatives of Tur V'Aleh try and reach such places as hotels, travel agencies, air company offices, immigrant associations, etc. The attractive information pamphlets of Tur V'Aleh can be found at all of these places and at all immigration offices abroad and at other Israeli offices. At the Tur V'Aleh offices in Tel Aviv, there

is an automatic telephone exchange, which records the requests of callers even after office hours, so that the following morning first contact can be made with the tourist interested in immigration.

Tur V'Aleh operates in the following fields: business consultation (investment and purchase of businesses), advice on employment matters, legal advice, advice on insurance and loans, and housing. In fact, the office tries to answer every query addressed to it.

In the last two years, Tur V'Aleh has developed and encouraged pilot tours, immigration-tourism designed for serious immigration candidates who wish to clarify housing, employment and investment questions before liquidating their homes and affairs abroad. These tours are organized at a cheaper than usual price in cooperation with Aliyah movements and the Department's offices abroad.

## PUBLIC GRIEVANCES SECTION

The individual character of immigration in recent years and the rise in the number of complaints and personal problems, have created the need for the establishment of a section that will deal with all the public's requests, sort them out and aid in a solution of the problems. The main office of the section is in Jerusalem, but there are branches in Tel Aviv and Haifa. The section facilitates the work of the administration dealing with current problems and is also aided by it when the problem arises of clarifying a complaint or setting right misunderstandings or injustices.

It is difficult to measure the value of this section in figures, since in many instances a huge amount of work is invested in clearing up personal complications, for

which the immigrant is often responsible. In many cases, the section contacts the country of origin of the immigrant to clear up a mishap that occurred at the beginning of the immigration process. Many letters come to the section from all over the world, after word got around that there is an address for such complaints.

## COORDINATION WITH THE GOVERNMENT

The offices of the Immigration Division (desks) are situated in the Kiryah, in the building where the Ministry of Immigrant Absorption and the Ministry of Labour have their offices. This location enables the maintenance of regular and speedy contact with the bodies which are partners in the daily work of absorption.

Cooperation with the Ministry of Absorption is expressed in the prior allocation of housing to immigration candidates through the Department's offices abroad. The Ministry of Absorption provides information on the size of flats, rental and purchase conditions, etc. The Department informs the Absorption Ministry who are the immigrants to whom the apartments have been promised and the date of their arrival. Regular and quick coordination in this field enables the placement of immigrants in the flats promised them without hitches.

The provision of mortgages to immigrants buying flats on the private market, who must pay for the whole cost of the flat before immigration, is also coordinated with the Absorption Ministry. These mortgages are given under special conditions and are provided by the Absorption Ministry.

One of the most important questions in the joint work is the clarification of conditions of eligibility of

immigrants who were once in Israel, but stayed for less than three years and of immigrants married to Israelis. Dozens of questions crop up in the daily work of dealing with files and they are discussed quickly in daily contact with the staff of the absorption services. There is also coordination of procedures and of mutual, prior announcement of intention to make changes in procedures, which are then discussed jointly. This provides an opportunity to inform offices abroad quickly of all changes in methods of dealing with immigrants and helping them.

Absorption plans for employment are worked out in coordination with the Absorption Ministry, negotiations are conducted with firms who express readiness to ensure the absorption of candidates for immigration and the conditions for absorption of candidates are determined: the salary level in the period of vocational training, determination of residential areas, etc.

The main contact with the Ministry of Labour is through the Bureau for Academic Personnel. This bureau clarifies employment prospects for academic personnel who want to immigrate to Israel. There is daily contact with the bureau, which receives curricula vitae and which in reply sends the response of possible employers. This bureau together with the bureau for tourists carries out the pilot tours organized for academic personnel who are candidates for immigration, who come to the country to meet Israeli employers. The Ministry of Labour provides current information on the demand in the labour market in all fields of employment and on vocational courses.

In another branch of the same building is the Ministry of the Interior, to which the Department refers questions regarding the personal status of immigration



candidates. Occasionally, matters connected with the Law of the Return have to be clarified, questions of citizenship, etc. In these cases too, the close contact enables a quick solution of the problems.

There is also coordination with other Government offices regarding the absorption plans of immigration candidates, who have specialised in a professional field that interests the Government office involved. For example, in coordination with the Ministry of Education and the Ministry of Absorption, programmes have been prepared for the absorption of teachers from various countries, especially the United States. In coordination with the Ministry of Social Welfare, information is sent abroad on the work opportunities for social workers. There is a programme for the absorption of policemen (the Shfar'am programme) in coordination with the Ministry of Police and the Ministry of Absorption.

The Department of Customs and Excise provides the Department with precise and up-to-date information on customs questions, which are of interest to immigrants and the Department sometimes turns to the Customs administration to clarify specific questions of candidates for immigration from various countries.

The Ministry of Health serves as an address for clarifying the absorption opportunities for doctors and other medical personnel. The desks refer medical tests of immigration candidates who suffer from various diseases to the Ministry, which gives its view about absorption possibilities, hospitalization problems, etc.

## COOPERATION WITH OTHER BODIES

The desks also have close contacts with Immigrants' Associations. The various associations from time to time

take an interest in the absorption plans of certain immigrants and receive information on the subject, while the staff of the desks consult with the representatives of associations when special problems crop up which the associations can help in solving.

Of the other organizations and institutions, with whom close contacts are maintained, mention should be made of Kupat Holim, the Sick Fund of the Histadrut, which supplies information on the absorption opportunities for doctors and deals directly with the finding of employment for doctors who are candidates for immigration.

Similar work is carried out from time to time with large firms, who express readiness to send their representatives abroad in order to interview candidates for work in their enterprises and even to sign a work contract with appropriate candidates.

## APPENDIX II

### THE AGRICULTURAL SETTLEMENT DEPARTMENT

The OUTCOME of the Six Day War directly affected settlement in Israel.

The ceasefire lines left what were previously frontier settlements a long way from the border, with a consequent transformation of the nature of their problems.

The new wave of immigration made it possible to absorb a considerable number of immigrants in rural settlements.

These new objectives notwithstanding, work to put existing settlements on a sound economic footing had to be increased and accelerated so that in the period under review, the Settlement Department focused on the following:

The absorption of the younger generation of rural settlers in agriculture, services and industry and the absorption of new immigrants in existing settlements or the establishing of new settlements for them; developing the settlements in the hills, which because of their unique location, have always posed special problems; accelerating the economic establishment of existing settlements, with special emphasis on problematic ones; and in addition to all this, of course, the day to day routine activities in all fields.

## ABSORPTION IN AGRICULTURAL SETTLEMENTS

Absorption in rural settlements in the period under review falls under two main heads. First, the absorption of the younger moshav generation in new settlements, in existing settlements and in non-agricultural sectors. Second, the absorption of immigrants. After a relatively long period of restricted aliyah and little enthusiasm on the part of the immigrants for rural life, there was a noteworthy upsurge over the past three years in the absorption of western immigration, and in the number of requests from potential immigrants.

### *The Younger Generation*

As things are on the moshavim today, not all the children can look forward to their own farm within the framework of the moshav. The Settlement Department has given thought to the socio-economic problems facing the less fortunate. Will they be absorbed in a rural area, or will they be forced to seek their future in the cities. According to an assessment based on the age breakdown in the moshavim, about thirteen thousand members of the younger generation will have to earn living in areas other than farming.

An analysis of the family farm-unit in Israel since the establishment of the State shows a continued increase in agricultural output. This, as a result of the increased productivity of the settlers, improved agro-technical methods and greater reliance on mechanization. The phenomenon is a blessing for both the settler and the State, since it means increased income, higher standards of living, lower production costs and better export possibilities. But, there is no doubt that the

increased agricultural production and the gradual raising of living standards will lead in future to a greater allocation of the means of production to each farm unit. This in turn will bring about a reduction of the number of farms on the moshavim, and will make even slimmer the chances of the younger generation having their own farms. And if the number of families on a moshav drops below a certain minimum, the proper functioning of communal life could be threatened.

Another factor, which exacerbates the problem even further is the actual composition of the moshav population. Some have settlers of Oriental background, who are used to very close family ties, and any quick breaking up of the family could undermine their communal stability. In an attempt to prevent migration from the moshavim to the cities, the department intends introducing into the rural areas non-agricultural enterprises on a wide scale. This necessitates first and foremost, a concentration in the rural areas of services and factories for the handling and processing of agricultural produce. In addition, the department is developing other sources of non-agricultural employment, such as holiday resorts and suitable industrial enterprises.

This trend of bringing non-agricultural employment to settlements founded on a purely agricultural basis is fairly widespread throughout the world today.

In 1971, the younger generation on the moshavim numbered 6,600 boys and 5,800 girls. Israelis who took up vacant places in existing settlements between 1968 and 1971 numbered 1,550 families, of which 1,000 were moshav families. Israeli applicants were referred to six new moshavim and moshavim shitufiim within the pre-war borders and to ten settlements in the administered

NUMBER OF THE YOUNGER GENERATION  
ON THE MOSHAVIM  
1968—End of September 1971

<i>Year</i>	<i>Year of Birth</i>	<i>Boys</i>		<i>Girls</i>	
		<i>Total</i>	<i>Ages 21-25</i>	<i>Total</i>	<i>Ages 21-25</i>
1968	1943-1950	4,600	2,200	3,970	1,850
1969	1944-1951	5,240	2,500	4,550	2,140
1970	1945-1952	5,910	2,950	5,180	2,490
1971	1946-1953	6,620	3,400	5,870	2,880

NUMBER OF APPLICANTS ADMITTED  
TO SETTLEMENTS  
1968—End of September 1971

<i>Year</i>	<i>Origin of Applicants</i>				
	<i>Moshav youth</i>	<i>Moshav resident</i>	<i>Kibbutz mem.</i>	<i>City dwellers</i>	<i>Total (Fam.)</i>
1968	205	30	23	56	314
1969	261	47	18	89	415
1970	313	36	23	86	458
1971	215	28	35	86	364

areas. In its treatment of the younger generation, the department is trying to expand and deepen its activities

among the youth by establishing rural communal centers in conjunction with the Ministry of Education.

There are to be centers for education, culture and entertainment, and for the advancement of vocational and academic training in subjects vital to agriculture. The department, together with the regional councils, intends to set up joint funds to award stipends for higher education to boys and girls who want to find their place in the rural areas. The department hopes gradually to transfer the responsibility for education and culture to the regional councils.

## ABSORPTION OF IMMIGRANTS

With the wave of immigration that followed the Six Day War, many immigrants found their way to the rural sector. Of the two main types prevalent in Israel, the kibbutz absorbed more than the moshav. This, due not only to the name the kibbutz has, and the variation it offers, but—and this is the main thing—recruitment to the kibbutzim is an organized and deliberate operation in all countries with immigration potential, whereas, activity with regard to the moshavim is carried out in a piecemeal fashion and in two countries only. But wherever there was such a campaign, it was extremely successful. For example, in France, initiative taken by local Aliyah workers with the help of the Settlement Department led to the establishment of two new immigrant moshavim and the forming of nuclei to augment three existing moshavim. In Argentina, on the initiative of the Settlement Department, a nucleus was organized to enlarge a moshav, while others are now being organized to augment three more. And there is also a proposal to set up a new moshav to be inhabited entirely by

IMMIGRANT ABSORPTION IN AGRICULTURAL SETTLEMENTS ACCORDING  
TO SOCIAL STRUCTURE AND COUNTRY OF ORIGIN

Country	Already Absorbed			Being Absorbed				Total		
	In Kib.	%	In Mosh.	%	In Kib.	%	In Mosh.	Kib.	Mosh.	Total
Africa	704	11	—	—	200	9	—	904	—	904
Western Europe	1,408	22	760	69.0	460	21	350	1,868	1,110	2,978
North America	1,856	29	170	15.5	700	32	1,500	2,556	1,670	4,226
South America	2,112	33	120	10.9	750	34	300	2,862	420	3,282
Other Countries	320	5	50	4.6	90	4	80	410	130	540
Total	6,400	100	1,100	100.0	2,220	100	2,220	8,600	3,330	11,930

Total Absorbed 7,500.

Total in the Process of Absorption 4,430.



immigrants from this country (following the example of Moshav Kochav).

In the United States too, where one of the most outstanding features of aliyah is the search by the young Jewish generation for new life styles, there has been interest in the moshav. Young Judea has formed a gar'in to establish a moshav shitufi at Neve Ilan. Other gar'inim have been formed which have no connection whatever with any of the existing movements.

Some of these groups prefer the moshav shitufi (cooperative moshav), but they do not copy existing organizational patterns, trying rather to adapt the principle of the moshav shitufi to their special needs and to the personnel and professional composition of their group.

Absorption in settlement is accomplished in three major ways: a. absorption in existing settlements, in which small groups formed overseas are absorbed on kibbutzim and moshavim; b. the establishment of new agricultural settlements; c. the rehabilitation of existing ones. And in this type of settlement, too, the gar'inim are also usually formed overseas before aliyah. So far, four new immigrant settlements have been established: two kibbutzim (Gever and Admit) in which the settlers are immigrants from the United States, and two moshavim (Ramat Meir and Talmi Eliyahu) by immigrants from France.

## DEVELOPMENT OF THE HILL SETTLEMENTS

In the Jerusalem corridor and in the Galilee there are 83 settlements which fall into the category of hill settlements. Twenty five thousand people live in them,

in about 4,000 farm units.

They were established during the period of mass settlement after the establishment of the State. The main motives then were the need to create an agricultural hinterland for Jerusalem and to populate the Galilee. Most were established between 1949 and 1951.

**PROGRAM OF ABSORPTION IN AGRICULTURAL  
SETTLEMENTS IN THE NEXT THREE YEARS  
(1972-1974)**

<i>Native Countries</i>	<i>In Kibbutzim</i>	<i>%</i>	<i>In Moshavim &amp; New Settlements</i>	<i>%</i>	<i>Total</i>
Africa	700	10	—	—	700
Western Europe	1,400	20	800	20.0	2,200
North America	2,300	33	2,100	52.5	4,400
South America	2,300	33	9,005	22.5	3,200
Other Countries	300	4	200	5.0	500
Total	7,000	100	4,000	100.0	11,000

PROGRAM OF ABSORPTION OF IMMIGRANT  
FAMILIES IN MOSHAVIM, MOSHAVIM SHITUFIIM  
AND AGRICULTURAL CENTERS (1972-1974)

<i>Type of Settlement</i>	<i>Number of Settlements</i>	<i>Number of Families</i>
1. New Moshav Ovdim	3	210
2. Moshavim Shitufiim (Non Agricultural)	6	480
3. Existing Moshavim (Including Shitufiim)	13	250
4. Regional Centers	15	60
Total	37	1,000

The two main sectors which were to have formed the basis of the settlements were problematic; land suitable for the plantations was not to be found, and the poultry farming failed to meet the needs of the settlers because of planning problems. Poultry farming requires a relatively small labor force and it therefore could not provide sufficient employment. The poor economic state of the hill settlements led the Settlement Department to plan a course of action (to be implemented over a period of five years at a cost of IL. 125 m.) to boost the average income (the aim being IL. 12,000 per annum per family.). The planning was completed two years ago, and was approved by the Knesset's economic committee. The ideas are conventional, the increase to come largely from existing resources and from income from sectors like furbearing animals, flowers and the growing of seeds. Emphasis was also laid on developing industry and

holiday facilities in areas where it is impossible to expand agricultural production.

As part of this plan an irrigation network was constructed over 6,500 dunams for 21 settlements along the Lebanese border, 11 of them moshavim and ten kibbutzim. Semi-automatic networks were installed near the border, employing both spray, and drip systems. Two thousand dunams of deciduous trees were planted—1,500 in Galilee settlements and 500 in the Jerusalem corridor. The plantation target is for each settler to have eight to ten dunams. The new orchards were planted mainly in distant and concentrated areas.

Following the recommendation of the Knesset's economic committee of June 18, 1969, and on the strength of the decision of the joint committee for settlement of May 5, 1970, a special committee of directors general was activated. It has representatives from all the relevant ministries and its task is to accelerate the development of the hill settlements and to coordinate between different bodies. The members are the directors general of the Ministries of Finance, Tourism, Labor, Development, Commerce and Industry, Education and Culture, Interior, Housing, and the Settlement Department. The committee's aims: to find ways of improving the hill settlement's financial situation by looking into the possibilities of development in agriculture, industry, and holiday facilities; to reduce the difference between the income of the hill settlers and those on the plain; to find cheap ways of financing investments for renewing equipment and expanding; to reduce the costs of developing and maintaining municipal services; to find ways of absorbing the younger generation in the hill regions; and by all these means to create an atmosphere for healthy economic and social life for the hill settlers.

Among the committee's recommendations: giving top priority to the planting of deciduous fruit trees in the hills as opposed to other regions in Israel; adequate arrangements *for dividing the Hula lands*; financing the establishment of regional industries on easy terms; a thorough review of municipal taxes with an eye to reducing them; granting the same financing terms as those accorded to class A development areas for the establishment of industrial and tourist enterprises.

So far, the development department has invested IL. 75 m. for the development and advancement of the hill settlements, *with the main emphasis on the Lebanese border and the Galilee where settlements are relatively worse off economically and where security restrictions require investment and the quick implementation of projects*. The forecast is that the Department will complete the five-year plan on schedule and so ensure an average income of IL. 12,000 per annum per settler. Still, it should be pointed out that there are seven Galilee settlements which could not be based on agriculture. The Department is now making efforts to bring them industry, which together with agricultural production should bring the settlers up to the average income in the rest of the region, (see the section on Industrialization.)

## THE CONSOLIDATION OF THE SETTLEMENTS

The fact that hundreds of settlements have reached economic and social independence, and no longer need the intensive care of the settlement institution, is evidence of the success of the mass settlement project in the first years of statehood.

The Department set three criteria for granting a

settlement independence—economic independence, (a reasonable economic basis), organizational independence, (the ability of the group to run the village), and social independence, (the absence of serious social friction). In the period under review (1968-1971) considerable progress was made towards the consolidation of the agricultural settlements as is shown in the following table.

In Series A, IL. 28 m. were invested in consolidation.

In Series B, IL. 53 m. were invested, and another IL. 21 m. are needed.

In Series C, significant changes were made in the construction and maintenance standards of the settlements, in cooperation with the Ministry of Agriculture, in an attempt to meet the needs of a modern farm in the 1970's. This enables an individual examination of each separate farm unit on a moshav and investment according to the degree of specialization in one or two sectors. On the kibbutz too, the standards have been expanded and prices adapted to the 1970's.

The budget estimated for Series C, considering the changes in standard and prices, is IL. 150 m. To sum up, the three different series comprised 284 settlements, more than half the number handled by the Settlement Department. The remainder, about 230 settlements, require financial advancement before being granted independence, and the Department will deal with this in the next three years.

A thorough examination of all 230 settlements has been conducted to determine the size of the investment needed for each and their readiness for consolidation from an organizational and social point of view.

After reviewing the data, the Department came to the

conclusion that within the next three years, preparations can be made for the consolidation of 137 settlements. The breakdown is that, of the 163 moshavim under the Department's care, 97 will be prepared for consolidation, and of the kibbutzim, 40 out of 51. These settlements do not include those established after the Six Day War, which fall under the jurisdiction of the Zionist Organization's settlement division.

Once the program is implemented, 33 out of 68 moshavim in the hill region and 13 out of 41 in the Negev in addition to 31 settlements in other regions will remain in the Department's care.

The budget estimate for leading these settlements to consolidation is IL. 250 m. There is a proposal to put this budget into operation in the three years starting from the fiscal year 1972-73. Of the total, IL. 139 m. are earmarked for direct investment in the development of the various sectors, while IL. 66 m. will be allocated for auxiliary sectors and infrastructure.

With regard to the direct development of the sectors, there are two projects which the Settlement Department wants to carry out immediately by means of an advance budget of \$ 30 m. These projects are : a) Encouragement of animal husbandry, especially poultry and dairy farming, in view of the current shortage of meat and dairy products; b) Encouragement of all export sectors. The Department submitted full and detailed programs on the subject to the Founding Assembly of the Reconstituted Jewish Agency which approved them, and to the Jewish Agency's Executive at its last meeting in Jerusalem. The proposal to advance the budget for preparing settlement for consolidation and developing the relevant sectors, comes after consultation with the

# CONSOLIDATION OF AGRICULTURAL SETTLEMENTS

<i>Region</i>	<i>North</i>	<i>Centre</i>	<i>Negev</i>	<i>Jeru-</i>	<i>Gali-</i>	<i>Interme-</i>	<i>Total</i>
				<i>salem</i>	<i>lee</i>	<i>diate</i>	
						<i>States</i>	
<hr/>							
Series A							
Moshavim	7	14	4	—	—	—	25
Kibbutzim and							
Moshavim							
Shitufiim	7	6	6	—	3	—	22
Intermediate							
Status							
Settlements	—	—	—	—	—	18	18
Expansions	12	17	—	—	—	—	29
Training farm							
and Educ.							
Inst.	8	3	7	—	—	—	18
Total	34	40	17	—	3	18	112

## Series B

Moshavim	12	12	15	2	1	—	42
Kibbutzim and							
Moshavim							
Shitufiim	18	3	10	2	1	—	34
Intermediate							
Status							
Settlements	—	—	—	—	—	14	14
Expansions	—	2	—	—	—	—	2
Educ. Inst.	—	—	1	—	—	—	1
Total	30	17	26	4	2	14	93



## Series C

Moshavim	12	14	11	6	2	—	45
Kibbutzim	7	1	11	4	5	—	28
Intermediate Status Settlements	—	—	—	—	—	2	2
Expansions	2	—	1	—	1	—	4
Educ. Inst.	—	—	—	1	—	—	1
Total	21	15	23	11	8	2	80

## Total

Moshavim	31	40	30	68	3	—	172
Kibbutzim and Moshavim							
Shitufiim	32	10	27	6	9	—	84
Intermediate Status Settlements	—	—	—	—	—	34	34
Expansions	14	19	1	—	1	—	35
Educ. Inst.	8	3	8	1	—	—	20
Total	85	72	66	75	13	34	345

Finance Minister, and it will be considered in the preparation of the 1972-73 budget.

## ROUTINE ACTIVITY

Some of the Department's day to day activities were carried out in the framework of its central goals described above.

## *Planning*

As far as physical planning is concerned, settlement planning was carried out by regional architects and environmental engineers under the Department's supervision. Sixty comprehensive planning projects in the hill settlements and in other parts of the country were completed, as well as the planning of new settlements by the Zionist Organization's settlement division.

Most of the new moshavim were planned according to the new policy of the «indirect approach,» that is the separation of pedestrian and vehicular traffic.

The system stems from a desire to give a sense of intimacy to the living quarters of between 100-200 families.

The isolation of the pedestrians from motorized transport does not hinder services brought to the homes by vehicles and does not therefore contradict the future goal of each settler having his own car.

## *Production*

In the Department's effort to increase production, to introduce new sectors and to plan credit for the moshavim, short term plans have been drawn up, economic analysis for long term planning has been carried out and a credit program for consolidating the cooperatives on the moshavim has been worked out.

*The short term plan:* The production plans of the settlements for the current year are being examined. The economic program forms the basis for the department's work with consolidation credit.

*Economic Data and Long Term Planning :* The De-

partment is gathering all available data on production in the settlements under its jurisdiction. The analysis includes the percentage of the grants exploited and the lessons for the future in sectors where there are difficulties, as well as an examination of the viability of various sectors and possibilities for their development.

*Credit for consolidating the cooperatives on the mo-shavim:* In view of the Department's long experience in investing in the settlements it has been decided that the economy should be controlled, with regard to both credit and investments. The credit program enables each settlement to plan a year in advance. It is guided and approved by the Department and has an economic, financial and investment plan. The Department makes available the means for implementing the economic program. A committee composed of members of the settlement movement, the purchasing organization, the bank and the Department supervises the credit program in every settlement. The committee maintains a bi-annual follow-up to examine the correspondence between the program on paper and its implementation.

*Water pumps, Drilling and the Development of Irrigation Networks:* The Department built 69 pumping stations throughout the country at a cost of IL. 2.8 m. and carried out nine drillings. About 1,000 pipe lines were replaced at a cost of IL. 5.6 m. 164,000 meters of steel piping received an inner coating of cement at a cost of IL. 3.5 m. And eleven cathode defense systems were installed in the new steel irrigation networks.

### *Citrus*

The Department was concerned mainly with the development and advancement of the groves and their transfer to the settlements.

<i>Region</i>	<i>Total planted</i>	<i>Transferred up to 1.12.66</i>	<i>Transferred 1.12.67- 1.12.70</i>	<i>Held by the Dept. Fiscal year 71-72</i>
North	30,771	13,940	10,481	6,340
Center	39,782	18,105	12,737	8,940
Negev	41,133	9,192	16,212	15,790
Intermediate status	11,448	5,633	3,240	2,575
Total	123,134	46,880	42,670	33,645

The table shows details (in dunams) of the groves planted by the Department, showing which have been transferred to the settlements and which are still held by the Department.

In addition to the groves, the Department deals with about 2,100 dunams of other plantations (avocado, vineyards and some deciduous orchards). The Department's investments in citrus growing between 1.4.67 to 31.3.71 amounted to IL. 63 m.

Income from citrus marketing before transfer to the settlements amounted in this period to IL. 45 m. The total investment in citrus growing from the 1953 beginning reached IL. 229 m. and income from marketing, IL. 70 m. According to the profitability criteria laid down by the Ministry of Agriculture, over 90 percent of the groves planted by the Department are viable.

As a result of a detailed survey of all the groves

managed by the Department it was decided to change the strain in about 12,000 dunams of superannuated trees.

### *INDUSTRY IN MOSHAVIM*

Because of the relatively low income in the hill settlements, the Department has begun establishing industrial enterprises: the aim is to incorporate outsiders in the new factories.

The condition for industry in such a settlement is the acquisition of authorized factory status, which entitles the plant to grants and loans on easy terms.

Over the past three years the Department examined more than a hundred proposals for the establishment of industrial concerns. These proposals were extremely varied: food, textiles, wood, paper, leather, rubber and plastics, metal and metal products, electrical machines and electronics. Among the proposals, factories which could employ only few workers and others designed to employ more than a hundred.

Among the factories set up by the Department's industrial branch, or through its initiative and guidance, are the following: Mifal Pach-Srigim, a factory for producing cages and auxiliary implements for chicken coops, established at the Leon Center at a cost of IL. 610,000 (in 1967); a factory for the automatic processing of woodshavings at Kfar Etzion at a total cost of IL. 1,800,000; in 1970, a factory was set up at Moshav Kochav for producing sacks from poly-propylene, (the woven plastic sacks produced at the factory, will eventually replace the jute-sacks now in use); the factory for processing woodshavings «Shtulfelen» at Moshav Shtula, construction of which was completed in August this year at a cost of about IL. 1 m. (It will produce for both the defense establishment and the civilian market, with an

expected output of about IL. 500,000 per annum. The intention is to have three shifts at the factory and to employ about 35 people); another factory now being completed is the electronics plant «Ta'asiot Golan» being built on the Golan Heights near the Bnei Yehuda center. (About IL. 2.5 m. have been invested, and the factory will employ about 100 workers). And in addition to all these factories, three more, to be set up in the Galilee, are in the planning stage.

### *Orchards*

The two main regions in which orchards are being developed are the Galilee and the Jerusalem Hills, and to a lesser extent, the Golan Heights and the Negev.

Most of the planting was in immigrant moshavim and some in kibbutzim with about 60 percent of it in the Galilee. The total for the period was 8,906 dunams. The saplings were in the main prepared in the Department's nurseries—about 90 percent—and the rest were bought.

In the period under review, packing sheds and sorting centers in the various settlements as well as two regional packing houses which take in produce from clusters of settlements in quantities of several thousands of pounds were constructed.

The Department was also active in developing cold storage plants, most of them operating on the modern controlled air system. A new regional cold storage plant was constructed and operated in 1971, and the building of another has commenced. Regional and local cold storage plants were enlarged, and a number of new local plants constructed. In this period the Department introduced bulk-grain carriers which are far more efficient than the old crate system.

The annual harvests were about 44,000 tons which fetched a net market price of about IL. 22 m. a year.

Hostilities along the borders caused loss of life and heavy damage to property in some moshavim. To counter this, the Department equipped border moshavim which are vulnerable to mine attacks and ambushes, with automatic or permanent irrigation systems in their plantations.

Considerable expansion of the orchards is planned both for the local market and for export. As a first step, 10,000 dunams of various fruits for export are planned, including avocados, mangos, nectarines, grapes, and olives. The planting of apples for the local market will be increased to over 6,000 dunams. The 1971 figure will be close to 3,000 dunams. Besides this, more peaches, pecan nuts, European plums, and other fruit bearing trees are planned.

### *Supplementary Courses*

The Department makes available a wide range of supplementary courses. Over the past four years, about 3,000 workers spent 1,260 days studying. Workers from other Jewish Agency Departments also participated in the courses.

The Department is concerned also with the training of manpower from moshavim. This year settlers' children began studying at Haifa University, and will augment the skilled labor force on the settlements and in regional factories. In the future, this trend of specializing in technological and academic subjects related to agriculture should be encouraged.

## GENERAL DATA ON THE SETTLEMENTS MANAGED BY THE SETTLEMENT DEPARTMENT

The Department today has charge of 293 settlements of which 208 are moshavim and 85 kibbutzim and moshavim shitufiim. These figures do not include settlements across the old armistice lines.

The population of the settlements now numbers 82,000: 66,000 on the moshavim, and about 16,000 on the kibbutzim and the moshavim shitufiim. About 1,010,000 dunams are being cultivated by these settlements. Fifty four thousand dunams are under irrigation (30 percent of the irrigated areas in Israel), and about 470,000 dunams are unirrigated fields.

The amount of water used by the Department's settlements in the Jewish year 5730 was 287 m. cubic meters; the allocation for the period was 256 m. The allocation of fresh water for agriculture in Israel was 1,000 m. cubic meters. Water consumption according to the plans for 1971-72 could amount to about 290 m. cubic meters, of which 61 percent will be for field crops, 31 percent for the orchards, and 8 percent for use in the home and garden. The marketing of milk for 5730 amounted to 110 m. litres from the moshavim. At the end of the year, the settlements managed by the Department had 25,000 milk cows, 19,000 of them on the moshavim. In 1970, 320 m. eggs were marketed, 90 percent from the moshavim. There were 30,000 tons of meat from livestock, two thirds from the moshavim.

In the same year, field crops were spread over about 364,000 dunams, 95,000 under vegetables, 112,000 producing for industry, and the rest feed crops and seeds. The settlements managed by the Department grow about 40



percent of the vegetables and potatoes in Israel, and about 33 percent of the produce for industry.

The output of the settlements for the Jewish year 5730 was worth IL. 430 m., 25 percent of the entire Israeli agricultural output. Output by the moshavim managed by the Department was worth about IL. 280 m., 36 percent of the entire output of moshavim in Israel. The gross profit of the settlements managed by the Department amounted to IL. 180 m. Israeli pounds, of which about IL. 104 m. were from the moshavim.

### THE SETTLEMENTS MANAGED BY THE SETTLEMENT DEPARTMENT ACCORDING TO MOVEMENT AFFILIATION

<i>The Movement</i>	<i>Mosha- vim</i>	<i>Kibbutzim and mosha- vim shitufim</i>
Tnuat Hamoshavim	123	2
Igud Hamoshavim (Hapoel Hamizrachi)	42	1
Haoved Hatzioni	10	4
Hayichud Hachaklai	8	2
Poalei Agudat Israel	7	2
Herut	7	2
Hitachdut Haikarim	6	—
Mapam	2	—
Agudat Yisrael	1	—
Hakibbutz Ha'artzi	—	25
Ichud Hakvutzot V'hakibbutzim	—	24
Hakibbutz Hameuchad	—	18
Hakibbutz Hadati	—	3
No movement affiliation	2	2
Total	208	85

## THE SETTLEMENT DIVISION OF THE WORLD ZIONIST ORGANIZATION

After the Six Day War the government decided to establish settlements in the administered territories, in areas which it chose on security grounds. Within the framework of the Zionist Organization, a division was set up to deal with settlement across the old armistice lines, the funds being allocated by the government.

The new division had to face conditions different from anything in the past, to adapt and even to create new kinds of settlement utilizing the natural resources of the respective areas. Production was geared to export or to replacing agricultural imports which had to be paid for in hard currency.

The guiding line was to develop industry in sectors which could contribute to economic independence without adversely affecting production in existing settlements.

The new settlement activities were centered in four main areas : 1. The Golan Heights, 2. The Jordan Valley Basin, 3. The Etzion Bloc, 4. Sinai.

### *1. The Golan Heights*

Thirteen settlements have been established so far, with four in the process of being established. The Golan Heights are divided into three principal sectors:

*The Northern Sector*—in which there is a flat plateau about a thousand meters above sea level. In winter the temperatures are extremely low and rainfall is high. This climate is ideal for deciduous plantations of much higher quality than usual, as well as making possible the culti-

vation of seeds which previously had to be brought in from overseas. Also experiments in the growing of pecan nuts were carried out here on a large scale. The northern sector abounds with extensive pasture lands, having a unit food productivity three times greater than the pasture lands in pre-1967 Israel. In the first stages of settlement, the settlers were given meat-cattle. The plan is for fifteen hundred head on the whole of the Golan, which would considerably reduce the quantity of imported meat.

*The Southern Sector*—is an undulating mountainous area on the average four hundred meters above sea level. The temperatures are moderate and rainfall is relatively high. This climate is conducive to growing vegetables for industry with no irrigation, or with supplementary irrigation only. The canning industry in Israel uses irrigated crops. Exploitation of large areas of the southern Golan for vegetable growing could play a large part in reducing production costs. There are plans ultimately for the establishment there of independent plants for processing and conserving vegetables.

*The Southern Slopes*—this area is situated almost entirely below sea level and enjoys high temperatures in winter and can easily be irrigated because of its proximity to the Kinneret. In this area winter crops for export were developed, following the example of areas in Israel with similar climatic conditions.

The Zionist Organization's settlement division prepared a master plan for the Golan, including, apart from the means of agricultural production, development of services, holiday facilities and industry. The northeastern part of the Kinneret was set aside for the holiday makers, and the enterprises will for the most part be owned by the settlements. In the northern part of the

Golan investments were made to develop skiing facilities on Mount Hermon.

The master plan holds that a total of between 17 and 20 settlements can be established on the Golan, including the 13 that have already been set up. The plan also points to the possibility of building a regional town which would help populate the area quickly.

## *2. The Jordan Valley Basin*

The section stretching from Beit Shean to Kibbutz Ein Gedi is a geographical crater with a distinctly desert-like character. The temperatures are extremely high and in the summer months touch on the limits of human endurance. But at the same time, the Jordan Valley Basin is a natural hot-house for the growing of off-season vegetables. Drillings in various parts of the Basin have produced reasonable quantities of first rate water. Because of the salt content of the soil, large amounts of water are necessary.

The master plan provides for 15 agricultural settlements, (of which nine have already been established), capable of high production, enabling settlers to reap very high profits. Economic analysis shows that settlement in the Jordan Valley Basin could significantly affect the Israeli economy in the sphere of agricultural exports.

## *3. Etzion Bloc*

The Etzion Bloc is a mountainous region about 900 meters above sea level. There is virtually no fertile land in the vicinity, so the settlements have been given fields in the Adullam Zone between 20-25 kilometers away.

Industrial plants, religious-education institutes, and guest-houses have been established in the Etzion Bloc.

Under the master plan there can be a total of four settlements, of which three have already been set up.

#### 4. *Sinai*

New settlement in Sinai focused on two main areas: Northern Sinai and the Gaza Strip and the eastern shores of the Sinai peninsula.

In Northern Sinai, 11 settlements have been established in the Rafiah area south of the Gaza Strip, the aim being to have an unbroken line of settlements from the Eshkol Zone.

Pitchat Rafiah is a coastal region similar to Ha-Bsor Zone. It is admirably suited for winter vegetable crops for export. In the Gaza Strip one settlement has been established so far. The settlement division has blueprints for further settlements, which can be implemented as soon as the government gives the go-ahead.

Southeast Sinai is a strip of coast stretching from Eilat to Sharm el-Sheikh. Good weather and unique maritime sites and scenery make the area ideal for winter tourism. The settlement division is examining the possibility of further settlements in addition to the two already established. The planning has been coordinated with the Ministry of Tourism.

# SETTLEMENTS FOUNDED OR IN THE PROCESS OF BEING FOUNDED SINCE THE SIX DAY WAR

<i>Area/Name of settlement</i>	<i>Social structure</i>	<i>Movement</i>	<i>Founding date</i>
<i>Golan Heights</i>			
1. Snir	Kibbutz	Hakibbutz Haartzi	26.9.67
2. El Rom	Kibbutz	Hakibbutz Hameuchad	14.7.71
3. Merom Golan	Kibbutz	Hakibbutz Haartzi	15.7.67
4. Ein Zivan	Kibbutz	Hakibbutz Hameuchad	23.1.68
5. Nachal Geshur	Kibbutz	Hakibbutz Haartzi	8.4.68
6. Nachal Golan	Kibbutz	Ichud Hakibbutzim Vehakvutzot	17.12.67
7. Ramat Magshimim	Moshav Shitufi	Hapoel Hamizrachi	5.7.68
8. Nachal Al	Moshav	Tnuat Hamoshavim	21.1.68
9. Neot Golan	Moshav Shitufi	Haoved Hazioni	10.9.68
10. Mevo Chama	Kibbutz	Ichud Hakibbutzim Vehakvutzot	22.1.68
11. Givat Yoav	Moshav	Tnuat Hamoshavim	13.3.68
12. Ramot	Moshav	Tnuat Hamoshavim	5.5.69
13. Kfar Ginat	Industrial cooperative	Hapoel Hamizrachi	9.9.71
14. Bnei Yehuda	Block center		
15. Ramat Shalom	Moshav Shitufi		
16. Nov	Moshav	Haoved Hazioni	{ in process of being founded
17. Hispin	Area center	Hapoel Hamizrachi	

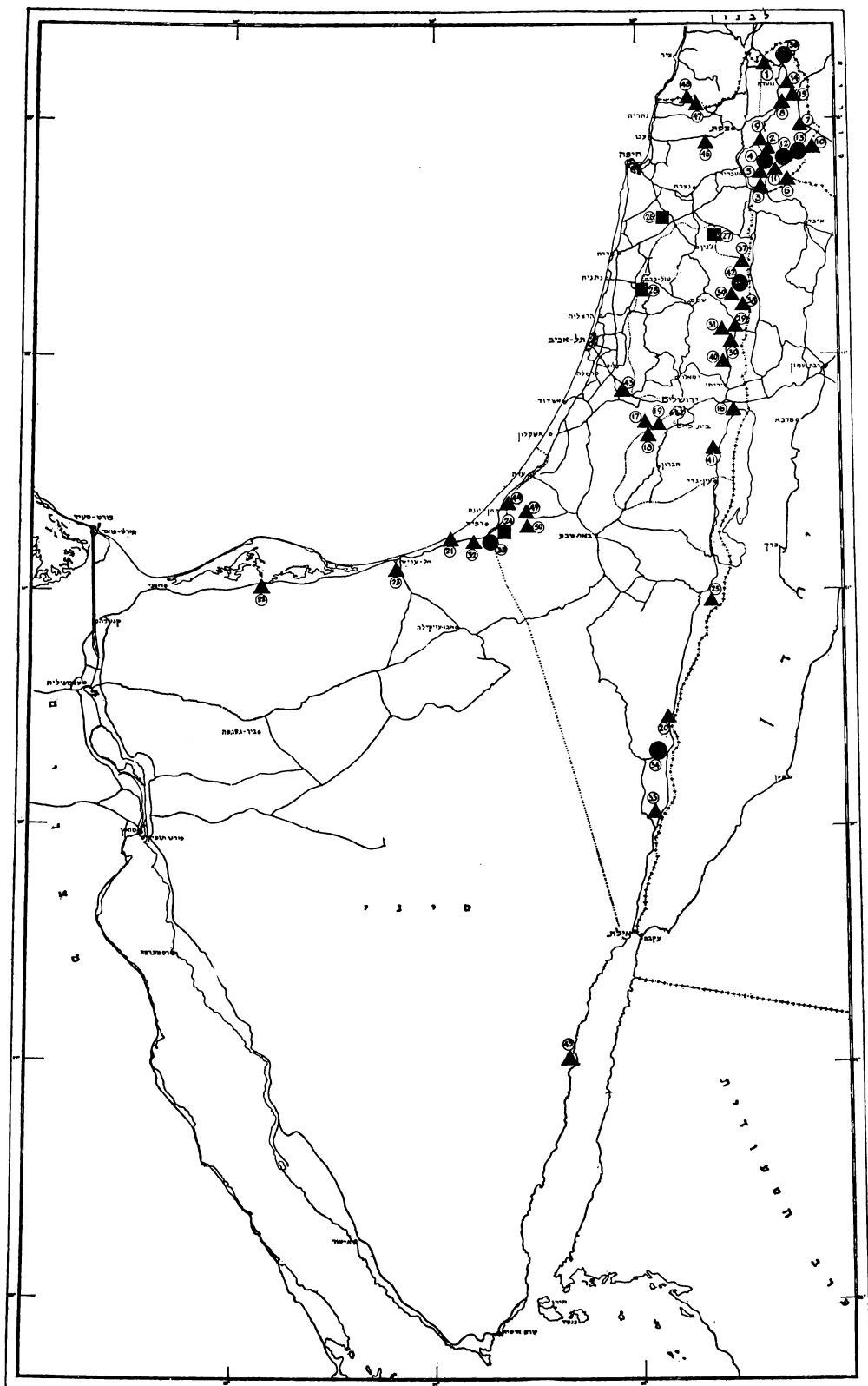
<i>Area/Name of settlement</i>	<i>Social structure</i>	<i>Movement</i>	<i>Founding date</i>
<i>Jordan Valley</i>			
1. Mechola	Moshav Shitufi	Hapoel Hamizrachi	6.2.68
2. Argaman	Moshav Shitufi	Herut Beitar	20.11.68
3. Nachal Masua	Moshav		
4. Hamra (Attarot)	Moshav Shitufi	Ichud Chaklai	5.5.71
5. Maale Efraim (Fatzael)	Moshav	Tnuat Hamoshavim	7.12.70
6. Nachal Gilgal	Kibbutz	Hakibbutz Hameuchad	15.1.70
7. Nachal Naaran	Kibbutz	Hakibbutz Hameuchad	24.12.70
8. Nachal Kalia	Kibbutz	Ichud Hakibbutzim	
9. Mitzpe Shilo	Kibbutz	Vehakvutzot	1.2.68
		Ichud Hakibbutzim	
		Vehakvutzot	17.12.70
10. Bokia	Moshav Shitufi	Ichud Chaklai	being founded
<i>Etzion Block</i>			
1. Kfar Etzion	Kibbutz	Hakibbutz Hadati	25.9.67
2. Rosh Tzurim	Kibbutz	Hakibbutz Hadati	30.7.69
3. Alon Shevut	Accommodation center		30.7.69

<i>Areal/Name of settlement</i>	<i>Social structure</i>	<i>Movement</i>	<i>Founding date</i>
<i>Ayalon Valley</i>			
1. Mevo Horon	Kibbutz	Poalei Agudat Israel	30.12.69
<i>Gaza Strip and Sinai</i>			
1. Nachal Kfar Darom	Kibbutz		11.10.70
2. Sadot	Moshav	Tnuat Hamoshavim	3.1.71
3. Dikla	Moshav Shitufi	Herut Beitar	3.7.69
4. Nachal Sinai	Kibbutz	Ichud Hakibbutzim Vehakvutzot	15.12.67
5. Nachal Yam	Kibbutz	Hakibbutz Hameuchad	8.10.67
6. Nueiba	Moshav	Tnuat Hamoshavim	1971
7. Rafiah B'	Moshav	Tnuat Hamoshavim	being founded

Total of Existing Settlements—32.

Total of Settlements Being Founded—6.





# SETTLEMENTS ESTABLISHED AFTER 1967



## HEAHZUIOT THAT HAVE BEEN TURNED INTO CIVILIAN SETTLEMENTS AFTER 1967



## SETTLEMENTS IN THE PROCESS OF ESTABLISHMENT



SNIR	KIBBUTZ	(1)
GIVAT YOAV	MOSHAV	(2)
MAYO HAMA	KIBBUTZ	(3)
BNEI YEHUDA	INTER - RURAL CENTRE	(4)
NEOT GOLAN	INTER - RURAL CENTRE	(5)
NAHAL GOLAN	KIBBUTZ	(6)
NAHAL GSHUR	KIBBUTZ	(7)
EIN ZIVAN	KIBBUTZ	(8)
RAMOT	MOSHAV	(9)
RAMOT MAGSHIMIM	MOSHAV SHITUFI	(10)
NAHAL AL	MOSHAV	(11)
NOB	MOSHAV	(12)
HISPIN	INTER-RURAL CENTRE	(13)
EL-ROM	KIBBUTZ	(14)
MEROM GOLAN	KIBBUTZ	(15)
NAHAL KALIA	KIBBUTZ	(16)
ALON SHVUT	INTER-RURAL CENTRE	(17)
KFAR ETZION	KIBBUTZ	(18)
ROSH TZURIM	KIBBUTZ	(19)
BEER TZOFAR	KIBBUTZ	(20)
DIKLA	MOSHAV SHITUFI	(21)
NEHAL - YAM	KIBBUTZ	(22)
NAHAL-SINAI	KIBBUTZ	(23)
KEREM SHALOM	KIBBUTZ	(24)
NEOT HAKIKAR	MOSHAV SHITUFI	(25)

MEI-AMI	MOSHAV SHITUFI	(26)
MAALE GILBOA	KIBBUTZ	(27)
TZUR NATAN	MOSHAV SHITUFI	(28)
NAHAL MASSUA		(29)
NAHAL GILCAL	KIBBUTZ	(30)
MAALE EFRAIM (FATZAEI)	MOSHAV	(31)
SADOT	MOSHAV	(32)
RAFAH B'	MOSHAV	(33)
FARAN	MOSHAV	(34)
NAHAL KTORA	KIBBUTZ	(35)
RAMAT SHALOM	MOSHAV SHITUFI	(36)
MEHOLA	MOSHAV SHITUFI	(37)
ARGAMAN	MOSHAV SHITUFI	(38)
HAMRA (ATAROT)	MOSHAV SHITUFI	(39)
NAHAL NAARAN	KIBBUTZ	(40)
MITZPE SHALEM	KIBBUTZ	(41)
BUKEIA	MOSHAV SHITUFI	(42)
MAYO HORON	KIBBUTZ	(43)
NAHAL KFAR DAROM	KIBBUTZ	(44)
NUEBE	MOSHAV	(45)
HAZON	MOSHAV	(46)
SHTULA	MOSHAV	(47)
KFAR ROZENVALD (ZARIT)	MOSHAV	(48)
OHAD	MOSHAV	(49)
TALMEI ELIAHU	MOSHAV SHITUFI	(50)



Price : 2 L.L.