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Conference on Human Needs in Israel. 1968-1969.

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הסוכנות היהודית לארץ-ישראל
THE EXECUTIVE OF THE JEWISH AGENCY

Telegrams: "JEVAGENCY" JERUSALEM

Telephone: 39261 (9 Lines)

Ref. No.

OFFICE OF THE EXECUTIVE

P. O. Box 92

JERUSALEM

March 31, 1968

Rabbi Herbert Friedman
King David Hotel
Jerusalem

Dear Rabbi Friedman,

At the request of Mr. L. A. Pincus I am sending you herewith a set of proposals on the 1969 Philanthropy Conference for consideration at the meeting scheduled for Thursday, April 4, 4.00 PM at the Jewish Agency building, Jerusalem.

Yours sincerely,



R. Stein
Assistant to the Chairman

add a fund-raising session

Summary of Preparatory Meeting
on June Conference 1969

held on April 4, 1968, 4.00 PM
at the Jewish Agency offices, Jerusalem

Present:

Louis Pincus (presiding), Chairman of the Jewish Agency, Dr. Israel Goldstein, Chairman of Keren Hayesod, Avraham Agmon, Director of Budget Bureau, Ministry of Finance, Edward Ginsberg, General Chairman of UJA, Louis Fox, President of CJFWE, Mrs. Elaine Siris, Chairman of Women's Division, UJA Greater New York, Herbert Friedman, Executive Vice-Chairman of UJA, Philip Bernstein, Executive-Director of CJFWE, Henry Bernstein, Executive-Director, UJA of Greater New York, Moshe Rivlin, Director-General of Jewish Agency, Ralph Goldman, Executive-Director of IEF, Zelig Chinitz, Resident Representative of UIA. Inc., Shimon Ben-Eliezer, Planning and Research, Jewish Agency, Miss Gail Chasin, Legal Department, Jewish Agency.

Name of Conference

The name "Conference on Immigrant Absorption" was considered too narrow. Other names suggested were: Welfare Conference, Social Development Conference, Social Welfare Conference, Conference on Human Resources. No decision was reached, but the consensus was that a name should be selected as soon as possible.

Sponsors of Conference

The Conference will be convened jointly by the Prime Minister and the Jewish Agency Chairman.

Date

June 16 - 19, 1969 (Monday - Thursday)

Opening on the 16th at 4.00 PM, and closing with a dinner on the 19th.

Venue

Jerusalem, Binyanei Ha'ooma (Convention Hall)

Delegates will be accommodated in two hotels. A sufficient number of rooms shall be reserved forthwith.

Number of Delegates

USA	50 - 60 (incl. professionals)
Other countries outside Israel	120 -150
Israel - including officials and experts	30
Total	<u>200 -250</u>

Size of Document

1. Full study - 250 pages or more, as needed
2. Precise - 20 - 30 pages

Scope of Document

1. Rescue Immigration and Initial Absorption
2. Welfare Services
3. General Education

Pre-kindergartens and similar programs
 Secondary education
 Vocational training
 Youth Aliya training
 Non-curricular youth activities, including sports
 Adult education
 (anti-illiteracy programs and community centres)

4. Higher Education
5. Health Services
6. Housing
 (new construction and slum clearing)

- 7. Agricultural Settlement
(new settlements and consolidation of earlier settlements)
- 8. Coordination of Services and Research
(with special reference to development towns)

Period of Planning

- 1. Detailed Five Year Plan for 1969/70 - 1973/74
- 2. General Forecast for subsequent five years.

Responsibility for Preparation of Document

Responsibility rests with Chairman of Jewish Agency, who will set up a planning and working committee representative of all interested bodies. A number of American experts will serve on this committee.

The major sources of information will be the Israel Government and Jewish Agency.

An Israeli expert will be invited by the Chairman of the Jewish Agency to start immediately on the necessary research for a two or three month period, on a contractual basis, devoting full time to the project. A suggested candidate is Mr. Nissim Baruch.

Time Table for Preparation of Document

Accumulation of data	Apr. 15 - Aug. 31.
Meeting of Planning Committee (Israeli and overseas members)	May 9 (Jerusalem)
Preparation of draft	Sept. 1 - Nov. 30
Joint review of draft	Dec. 1 - Jan. 14
Preparation of final document	Jan. 15 - March 14
Joint review of final document	March 15 - April 14
Deadline for printer	April 15
Distribution of document (by airmail)	May 15

Program of Conference

Monday, June 16, 4.00 - 6.00 PM:

Reception at President's Garden

Greetings by President

Mayor of Jerusalem

9.00 PM - Public Meeting

In the chair: JA Chairman:

Speakers:

Prime Minister

General Chairman of UJA

President of CJFWF

Chairman of Keren Hayesod

Choir and other entertainment

Tuesday, June 17, 9.30 AM - 4.00 PM:

9.30 AM:

Keynote address to Plenary by JA Chairman

10.30 AM - 4.00 PM:

Workshops with panels of experts.

(Recess for cold buffet lunch for each workshop separately.)

Evening free.

Wednesday, June 18, 9.30 AM - 4.00 PM:

Plenary, meeting as workshop (with delegates seated at tables in classroom form), to review topic by topic the subjects discussed by the individual workshops.

(Recess for cold buffet lunch on premises.)

Evening free.

Thursday, June 19, 9.30 AM - 12.30 PM:

Plenary, meeting as workshop, to conclude the previous day's program.

(Recess for cold buffet lunch on premises.)

1.30 - 5.00 PM:

Plenary session devoted to a discussion in depth on fundraising techniques the world over, with specific reference to the training of professional fundraising staff.

8.30 PM - Closing Dinner

Addresses by leaders of constituent bodies.



Phil

SUMMARY OF STEERING COMMITTEE MEETING ON JUNE
1969 CONFERENCE

held on May 9, 1968, at 3.00 p.m., in the Jewish-Agency Offices, Tel-Aviv.

Present:

Louis Pincus (presiding), Chairman of the Jewish Agency;
Israel Goldstein, Chairman of Keren Hayesod;
Avraham Agmon, Director of Budget Bureau; Ministry of Finance;
Giora Lotan, Director of Institute of National Insurance;
Edward Ginsberg, General Chairman of UJA;
Herbert Friedman, Executive Vice-Chairman of UJA;
Isador Lubin, Consultant on Programs to UIA Inc.;
Philip Bernstein, Executive Director of CJMWT;
Nissim Baruch, Economic Consultant;
Amos Miller, Budget Bureau, Ministry of Finance;
Shimon Ben-Eliezer, Planning and Research, Jewish Agency;
Harry M. Rosen, Planning and Research, Jewish Agency;
Zelig Chinitz, Resident Representative, UIA Inc.;
Yoram Hale, Budget Bureau, Jewish Agency;
Harold Trobe, Director of Malben;
S. J. Kreutner, Acting Director-General of Keren Hayesod;
Eliczer Shavit, IFF;
Gail Chasin, Legal Department, Jewish Agency.

Decisions Taken:

1. The name of the Conference will be:

"CONFERENCE ON HUMAN NEEDS IN ISRAEL"

The hebrew version has yet to be decided; it need not be a literal translation.

2. The present committee will continue to function as a General Steering Committee in charge of all matters of policy and arrangements relating to the Conference. It will be convened as needed. Additional members may be invited to serve.

3. Immediate contact will be made with the Prime Minister to assure the cooperation of his office, and through him, of the various ministries concerned.

4. An American expert in the field of community services (probably Sidney Vincent of Cleveland) will come to Israel for a period of several months to assist in the Conference preparations.

Other overseas experts in specialized fields will be invited to cooperate as needed.

5. With reference to the outline (see attached) submitted by Nissim Faruch on the data and programs to be submitted to the Conference:

- a: The overall needs of Israel will be reviewed. However, the focus and recommendations will be on the role of philanthropic projects.
- b: Western aliyah will not be treated as a separate item, but its requirements will be subsumed under the appropriate general topics.
- c: The needs of Arab citizens of Israel will not be treated as a separate item, but subsumed under the appropriate general topics.
- d: The historical background of the specific topics will be given only to the extent that it is relevant to an understanding of the existing problems and requirements for action.
- e: Subject to further review, the outline submitted was approved with certain technical reservations. However, it was understood that the treatment of the entire material should be such as not to give rise to a misapprehension as though philanthropic funds were intended to relieve the government of its legal obligations.
- f: Higher education will be treated as a separate section.
- g: Physical and other informal education will be treated as a separate section.

NOTES ON MEETING OF 9 MAY 1968 TO PLAN
CONFERENCE ON HUMAN NEEDS

Note to readers: These are not intended to be minutes. They are essentially a transcription of the longhand notes I took at the meeting. Where the first person is used, it is for purposes of simplicity in language, but is not intended to be an exact quote.

-- Harry H. Rosen

The meeting began at 3:30 p.m. and adjourned at 6:30 p.m.. It took place at the Jewish Agency meeting room in Tel Aviv.

Attending were: (get names from Dr. Ben-Eliesser)

1. OPENING REMARKS -- L. A. Pincus, presiding

Since the delegates to the conference will have to base their deliberations by and large on the data ~~unpublished~~ to be compiled for them in the conference "document", the major time of this meeting will be devoted to discussing the document outline (see attached) prepared by Hissia Baruch with the help of the Preparatory Committee.

2. PROGRESS REPORT BY CHAIRMAN OF PREPARATORY COMMITTEE -- E. Baruch

BARUCH -- He reviewed the document outline which had not been seen previously by those present (except for the committee members). All policy and program recommendations must receive the official approval of the particular ministry involved. We may not be able to get this in every instance, but we must try. The success or failure of the conference will depend in large measure on the cooperation the committee gets from the ministries and the experts.

MEIRIN -- The real work will have to be done by the subcommittees of experts.

-- It is preferable to have separate documents for each of the major topics to be studied; these can be combined later into a single volume.

-- There is too much history. We need to know where we are and where we are going; therefore, put in only such history as is needed to illuminate this, but no more.

-- I see targets, but no priorities. When money goals are set but not achieved, the tendency on the part of ministries and agencies is to make uniform, across-the-board cuts in budget. But real planning cannot be done this way; priorities of need must be established. Our job is to convince the ministries and agencies that priorities must be real and must be established in advance.

MILNER -- I agree that priorities are all important: priorities within a given sector, to be established by the appropriate ministry, and priorities among the various sectors.

-- I don't think separate documents are practical. Most of the subjects cross over from one sector into another.

AGNON -- We must be realistic. We are setting targets for the next five years, not detailed plans. Priorities are not the business of the conference. Priorities are those set by law; let the budget set the priorities. It is not logical or possible for the conference to decide within and among the sectors what the priorities should be. The people here in Israel know what needs to be done.

-- If we want cooperation from the ministries, the chairman (Mr. Pincus) should get in touch immediately with the Prime Minister to get him to send an official letter to all the ministries requesting them to cooperate with the Preparatory Committee.

LOTAN -- The job as reflected in the outline seems too ambitious for so small a group in so short a time. The real issue is: are we preparing a total program for all of Israel OR, should we deal only with the unfinished business in absorption of immigration? I favor the second approach. It is directed only at one part of the population, the part for which overseas Jewry has assumed responsibility. The first approach calls for cabinet level decisions, which is not really our business. But the second approach makes the job of setting priorities and doing the total job of collecting data and so forth much easier.

-- Nevertheless, we should collect all the background material on social problems and present this to the delegates with an abstract. From all this material, we should select certain areas which fall within the concern of the philanthropic organizations, and these should be the areas to be actually discussed at the conference itself, and for which we should develop plans.

BERNSTEIN -- Let's work this backwards. The bottom line is action. We don't want just a document, we want action. This means (1) programs for people, and (2) strengthened support in Israel and abroad for the services represented by these programs.

-- The government must see Israel's problems as a whole, and in the United States we must be able to see the total problem.

-- The document is only a mirror of program. Therefore, we are much more concerned with the planning that takes place in the coming year, and in what is feasible.

-- I miss year-by-year objectives in the document outline. The establishing objectives for each succeeding year makes for sound planning and for sound fund-raising.

-- I agree that we need history only to shed light on present and future needs.

-- I don't agree with the "uniformity" of level mentioned in the document outline. The focus should be on choices, choices based on urgencies, and these are not uniform.

KREUTNER -- I see the technique of the conference as problems, not achievements. We need a scientific analysis of problems so that we can match programs to them. I see this from a fundraiser's viewpoint. I don't think the delegates to the conference will be able to read and understand such a document as in this outline.

BERNSTEIN -- Replying to Dr. Lotan, we can't detach the unfinished business from the total job that needs doing, even though our focus may be on the unfinished business.

PINCUS -- I don't agree on limiting the conference program to immigrants. We can't delimit "immigrants". And what about the children of immigrants, those born in Israel?

-- There are many people who become social cases and remain so for years. Thus, ~~time~~ the chronological factor cannot be used as a definition of "immigrant".

-- We can't lay down priorities for the government. But, on the other hand, this cannot be a conference at large. Therefore, at the conference the Jews of the world can say: you have a host of problems here in Israel. We want to concentrate on problems A, B, and C. That is our decision about how to use our money.

-- We do need a document something like this. The ministries probably will not be able to come up with programs and priorities for the next five years. This document, then, will be an assessment of government policy. In sum, we need priorities of action, not priorities of assessment.

GINSBERG -- I thought this was to be a conference on the role of philanthropy, not to advise the government on what programs they should have for the next ten years.

PINCUS -- Yes, but to pick A, B, and C we must be able to look at D, E, F, and G as a basis for selecting our priorities. That's why we need such a document. The factors in deciding upon A, B, and C would be:

- the essence of the problem;
- attractiveness to contributors; and
- relation of the particular problem to the whole.

FRIEDMAN -- We should record:

- (1) What are the major social needs for the next five years?
- (2) How can they be met?

Some of these needs should be met by government, some by the private sector. Let's record the needs year-by-year to give some sense of direction. This will in itself be attractive because it says: "We are taking a look at the whole." This suggests to the giver not only a beginning, but that there will be an end, even if the end is in thirty years.

At this point, the chairman asked Mr. Friedman to lead a point by point review of the ~~xxx~~ suggested table of contents of the document.

POINT BY POINT DOCUMENT REVIEW (according to page and item number)

Discussions

Decision

page 7 - item 1.

Friedman: We don't need it. Too much work in assembling it.

Miller: We already have this data. It's just a question of abstracting it.

OK IN ABSTRACT FORM

page 7 - item 2.

OK

page 7 - item 3.

Friedman: This should be eliminated. The problems are implicit, and the story has been often told.

ELIMINATE (???)

page 7 - item 4.

OK

page 8 - item 5.

Miller: These are the problems of the development towns and we need it.

OK

page 8 - item 6.

Friedman: We don't need history.

Miller: We need it to evaluate future needs.

Pincus: We need it to tell the givers what we did with their money.

Friedman: But we don't need history in every section.

Bernstein: We need to know why these problems exist.

Friedman: The "Why" is only interesting to theoreticians. We need a pragmatic approach.

OK (???)

page 8 - item 7.

Pincus: In 7d., there is no need to differentiate between the public and private sectors.

Bernstein: "Jewish Agency" should be listed as private, not public.

Discussions

Decision

Friedman: We want to consider what the government is not committed to do by law. This establishes our automatic priorities.

Pincus: We don't need 7. at all.

ELIMINATE

At this point, the chairman asked the group to use the section on Education and Vocational Training as a model to determine how the other sections should be treated. The discussion continued, with emphasis on the problem of how priorities might be determined, if at all.

BERNSTEIN -- Let's take a look at what the government is not required to do "by law".

LUBIN -- This goes back to establishing priorities on the basis of "It's our money, and we'll spend it in accordance with how much we raise." The government would do the same.

PINCUS -- We have always presented the givers with a spectrum of need, and I favor this approach. This means that we must establish the cost of the total need, and we don't offer the givers a choice or choices of less. In this ~~mean~~ sense, priorities are not the business of the conference.

BERNSTEIN -- But we still have to look at the whole.

BARUCH -- Therefore, we should retain item 7 in order to see the whole.

BERNSTEIN -- We want to avoid seeming to tell the government what to do, and vice versa. But we must still look at the total problem.

FRIEDMAN -- Give us the total picture of needs. The government will tell us that over the next five years they ~~expect~~ must "by law" handle such and such problems, and will predict that over the next five years they will have so much or so much money. Then the conference will decide on what philanthropy can handle.

BERNSTEIN -- It is not enough merely to list quantitative needs. We need to know the feasibility of programs as well as the urgency.

BARUCH -- In the process of establishing goals, we will automatically be establishing priorities.

BERNSTEIN -- Using kindergarden education to illustrate an approach:

- What does Israel want: kindergarden education for all?
- What exists now, and where is it? Who are the children?
- What are the standards? Is Israel satisfied with this?
- What staff is available? Are more teachers needed?
- What are the facilities?

- Against the deficiencies we find, what programs are needed? With what priorities? At what cost?

MILLER -- And we need alternatives.

AGMON -- We must separate out that which is compulsory from the non-compulsory (e. g. as on page 8, under Education). We can't even create the impression of mixing funds.

PINCUS -- (Replying to question about whether or not we should discuss such controversial items as the "Reform Plan" for the schools:) Let's not get involved in discussing the plan of reform in the schools. We should limit ourselves to stating the facts and giving the costs.

-- Let's build up the ~~juvenile~~ adult education and anti-illiteracy programs.

FRIEDMAN -- Academic Education (page 9 - 8g) should be a section in itself.

DECISION: ACADEMIC EDUCATION WILL BE A SECTION IN ITSELF, AND WILL INCLUDE SCIENCE INSTITUTIONS FROM ITEM 8h. CULTURE INSTITUTIONS WILL BE DROPPED.

THERE WILL BE A SEPARATE SECTION TO INCLUDE SPORTS; PHYSICAL EDUCATION AND OTHER INFORMAL EDUCATION.

The discussion continued:

BERNSTEIN -- We need the Income Maintenance section (page 9 - item 3.). Income maintenance is central to relief, to the social services.

LUBIN -- If the data show that incomes are too low, we must do something about it.

TROBE -- We need to examine government needs in order to determine the areas where there are gaps. We need this in order to encourage philanthropy to take on certain other needs from the government so that the government can ~~then~~ do a better job in the gaps of its own responsibility.

PINCUS -- State only the facts on relief without getting involved in recommendations for action.

DECISION: INCOME MAINTENANCE SHALL BE TAKEN OUT OF THE MAIN TEXT AND TREATED AS AN ANNEXURE.

AGMON -- It must be clear that in item 5, page 10, the section "Rehabilitation" will not deal with soldiers, even if they are already out of the army.

PINCUS -- In item 7, page 10, again, distinguish clearly between that which is voluntary and that which is "law".

LUBIN -- Are we going to describe existing machinery and ask whether it is meeting the need? For example, Kupat Cholim: is it the best way to deal with Israel's health problems.

MILLER -- To be practical, we will have to avoid political issues.

GINSBERGH -- Are we free to criticize if we have a better way of doing things?

LOTAN -- If we get involved in questions of administrative policy, we are lost. I agree with Mr. Pincus: let's just state the facts.

BERNSTEIN -- We will have to look at the problems section by section to avoid these pitfalls. In some sections, we can get deeply involved, e. g. the aged, prekindergarden programs.

LUBIN -- There is nothing in this outline about self-help. This is an area where Israel already has made important achievements. We should study new instruments for self-help and also give examples of past successes, e. g. small loans, cooperatives, etc.

PINCUS -- Within the next few weeks, please study the document outline and send us in writing your new thoughts and suggestions.

-- And now, when do we meet again in this form?

After some discussion on the problems of involving other countries and other organizational problems, the chairman decided to constitute the present group as a STEERING COMMITTEE, to which other organizations will be asked to send representatives (e. g. Hadassah, OET). The time of the next meeting was left open.

Now, the rest of the agenda:

NAME OF CONFERENCE:

CONFERENCE ON HUMAN NEEDS IN ISRAEL

Each country involved will figure out its own title, coming as close to this is possible and taking into account the nuances of its language.

WESTERN ALIYA

We will not discuss it as a separate item. It will be discussed as part of the total discussion on aliya and immigration.

ARAB NEEDS

We will not discuss this as a separate item. They will be included in the discussion of the overall needs of Israel and in the particular localities where services are being rendered.

-8-

ADVISORY PANEL

Dr. Lotan is the chairman, and will proceed to set up his committee.

OVERSEAS EXPERTS

Mr. Bernstein reported that eight to ten specialist experts have already been lined up and will be available to review material in their respective fields.

In addition to the above, there is a possibility that Henry Zucker could make himself available for several fairly long visits, or that his associate Sidney Vincent could come over for a single stretch of several months. In either case, this person would work with the preparatory and advisory committees to give them the benefit of American thinking and approaches to the treatment of various questions, in the light of American community needs for information. Both men have excellent community background, both in the private as well as the public sectors. In addition, Mr. Vincent has a background in education which gives him a well-rounded background upon which to draw.

IT WAS AGREED THAT IT WOULD BE DESIRABLE TO HAVE EITHER ONE OF THESE MEN COME OVER TO WORK WITH THE ISRAEL COMMITTEES.

Dr. Lotan suggested that individual ministries and agencies might profit from the assistance of specific experts, as mentioned by Mr. Bernstein, even if only for very short visits.

Mr. Agnon suggested that we could use an expert on publication, so that the documents produced for the conference could fit American needs.

Mr. Pincus suggested that Mr. Vincent or Mr. Zucker could undoubtedly fill this last need. As to specialized experts, we would call upon them if and when the need arose.

LOGISTICS

Rooms at hotels have already been reserved for the conference.

The meeting closed with a request by the chairman that no publicity be given to the conference until further notice.

Jerusalem, May 15, 1968

To: Dr. Giora Lotan
From: S. Ben-Eliezer
Subject: Conference on Human Needs in Israel

To facilitate communication with our American friends I propose, with your permission, to address myself to you in this and subsequent correspondence in English.

The purpose of this memo is to draw your attention to a number of points of which you are doubtless aware in a general way, but which may warrant further joint study, clarification and possibly policy decisions.

1. All our preliminary discussions culminating in the May 9 meeting were based on one implicit assumption, which I consider should now be made explicit for guidance in our forthcoming work. It must be clearly understood that whatever major programs we shall eventually come up with must tie in with existing or prospective plans of the government departments concerned. It cannot be our purpose to propose operations involving heavy expenditures over and above those envisaged by the government. If this were the case, not only is it doubtful whether the various ministries concerned would go along with us, but we would be failing in what appears to me our main object - which is, as I see it, to ease the burden on the government.

In other words, there is not and cannot be any direct relationship between campaign income and operations. Favourable campaign results may enable us to widen the scope of philanthropic programs supported, but they will not (apart perhaps from exceptional cases) lead to a genuine expansion of programs. Conversely, poor campaign results will not involve cutting of programs: they will simply mean a heavier burden on the government.

It goes without saying that these considerations are strictly for internal use. The eventual presentation of our findings and recommendations is a public relations matter with which we need not concern ourselves at this stage. Notwithstanding the above, the studies now to be undertaken may well lead to streamlining, improvement and in certain instances enlargement of ongoing programs or programs in the making. Indeed, it is one of the purposes of the Conference to bring about such results.

2. It is axiomatic that nothing must be done which might prejudice the tax exempt status of campaigns. You will recall the very clear caveat expressed by Mr. Pincus on this issue at the May 9 meeting. There are two specific and distinct aspects to this matter. One concerns the selection of specific programs eligible as charitable operations under existing legislation (which, incidentally, is not the same in different countries). The second relates to the instruments through which such charitable operations are implemented. (To give but one illustration, neither INC nor the Society of Friends of Jewish Refugees has found it possible to allocate funds to such^a bona fide charitable project as school luncheons, for the simple reason that its implementation is in the hands of local authorities.)

It would therefore seem to me useful to go into this matter at an early stage and arrive at a clear and agreed understanding of what we may and may not include in programs to be submitted to the Conference. With this end in view I suggest two immediate steps:- (1) find out precisely what are government responsibilities, both central and local, in the areas of interest to us; (2) obtain authoritative information and legal advice with regard to tax exemption rules - (the source for the latter is Maurice Boukstein in US and Victor Mishcon in England; it may also become necessary to find out about Canada)

3. As to priorities, I take it that you, as chairman of the advisory committee, will play a focal role in determining what these should be in the field of philanthropic programs. (According to my understanding of the May 9 meeting, it will not be our job to make recommendations on priorities, as far as government programs are concerned.) In this connection I see two basic questions with which we will have to come to grips. First, will an attempt be made to establish a rational relationship between targets in different areas? For instance, it is conceivable that one particular ministry may be rather more ambitious in its projections and planning than another. In this case, is it to be the function of the advisory committee to narrow the gap between the two? If so, what are our criteria, what will be their common basis, who is to determine them?
- Second, I take it for granted that targets for social planning must be related to overall economic planning. Unless this is done our work will not be meaningful in any practical sense. I am not sure that such programs as at present exist in the various ministries are effectively geared to any overall economic development plan. Can the plan submitted to the Economic Conference be accepted as such? If not, what is to take its place?
4. I mention in passing that the present state of uncertainty with regard to Jewish Agency functions may create delay in evolving concrete programs in some areas of operations.
5. Obviously, one of the major purposes of the Conference will be to strengthen the fund-raising effort by taking a long-range view obviating the need for frequent changes of target. It therefore seems to me most important that our programs be spelt out in great detail, broken down by years, and with costs stated for specific projects. This will give campaigns a sense of direction and enable them to report periodically on progress made

or difficulties encountered or both. In approaching ministries and other agencies for information and programs we should therefore make it clear from the outset that their data and projections should be reasonably detailed.

6. At the May 9 meeting there seemed to be near-consensus that historical back-ground material should be confined to a minimum and presented only to the extent it is relevant to an understanding of present problems. On the other hand, Mr. Pincus felt that contributors might well ask what happened to the vast sums raised by the campaigns over the last two decades. It occurs to me that there might be a way out of this difficulty by preparing a separate report (about 20 pages or less) on the use of campaign funds in the past. This could be enclosed in the kit as a separate document, or regarded as an appendix to the book and bound together with it.
7. The book which will eventually be produced is likely to run into hundreds of pages. It would be unrealistic to expect that delegates to the Conference will seriously study such a tome —except for a limited number of professionals. It was accordingly decided at the April 4 meeting that some sort of precis (20 - 25 pages) be prepared of the book, which is likely to become the main conference tool for practical purposes. This seems to me an editorial and public relations job which should not concern us at all for the time being. It will have to be tackled only after the book shapes up much more clearly.
8. Finally, I have made an attempt to review and reconcile the different opinions expressed at the May 9 meeting and I have drawn up a pattern which might allow for a presentation consistent with the purposes of the Conference as well as the requirements of scientific integrity. The outline I suggest for each subject or item (after a general introductory chapter) would

be as follows:-

1. Factual Information

- a. Situation in 1948 (problems and services)
- b. New problems created as a result of aliya
- c. Services since developed to cope with these problems
- d. Present discrepancy between problems and service
("Unmet Needs")

2. Suggested Programs

- a. Overall targets
- b. Philanthropic programs, as agreed upon
- c. Government programs, as envisaged today
- d. Residual needs
(which cannot be expected to be met in third decade)

The above scheme obviously falls into two distinct categories. First, factual information, which can be gathered relatively easily and speedily, although I.D. is bound to call for a measure of evaluation. Second, suggested programs, which will have to be evolved by the advisory committee with your personal guidance. This will be the crucial part of our work, requiring a great deal of time. It will have to be based on plans originating in the ministries and other agencies concerned, analysed and evaluated by the expert sub-committees of the advisory committee and ideally be agreed upon eventually in joint consultations with the implementing bodies. The final outcome of this process might then lend itself to summary presentation in tabular form, as follows:-

Summary Table of Financial Requirements

(in IL million, at 1968 prices)

broken down by years

	<u>1969/70</u>	<u>1970/71</u>	<u>etc.</u>	<u>Total</u>
Philanthropic programs				
Government programs				
Residual needs				
Total Needs				

It may or may not be advisable to present the above Table in several versions, based on, say, three possible alternatives of immigration.

cc: Mr. L. A. Pincus
 Dr. I. Goldstein
 Dr. Y. Herzog
 Mr. A. Agmon
 Mr. S. Kreutner
 Mr. N. Baruch
 Mr. A. Miller
 Mr. Z. Chinitz
 Mr. H. Rosen
 Mr. Y. Hale

Mr. H. Friedman
 Dr. I. Lubin
 Mr. P. Bernstein
 Mr. G. Hammer
 Mr. S. Haber



SUMMARY OF STEERING COMMITTEE MEETING ON JUNE
1969 CONFERENCE

held on May 9, 1968, at 3.00 p.m., in the Jewish-Agency Offices, Tel-Aviv.

Present:

Louis Pincus (presiding), Chairman of the Jewish Agency;
Israel Goldstein, Chairman of Keren Hayesod;
Avraham Agmon, Director of Budget Bureau; Ministry of Finance;
Giora Lotan, Director of Institute of National Insurance;
Edward Ginsberg, General Chairman of UJA;
Herbert Friedman, Executive Vice-Chairman of UJA;
Isador Lubin, Consultant on Programs to UJA Inc.;
Philip Bernstein, Executive Director of CJFWE;
Nissim Baruch, Economic Consultant;
Amos Miller, Budget Bureau, Ministry of Finance;
Shimon Ben-Eliezer, Planning and Research, Jewish Agency;
Harry M. Rosen, Planning and Research, Jewish Agency;
Zelig Chinitz, Resident Representative, UJA Inc.;
Yoram Hale, Budget Bureau, Jewish Agency;
Harold Trobe, Director of Malbon;
S. J. Kreutner, Acting Director-General of Keren Hayesod;
Eliezer Shavit, IFF;
Gail Chasin, Legal Department, Jewish Agency.

Decisions Taken:

1. The name of the Conference will be:

"CONFERENCE ON HUMAN NEEDS IN ISRAEL"

The hebrew version has yet to be decided; it need not be a literal translation.

2. The present committee will continue to function as a General Steering Committee in charge of all matters of policy and arrangements relating to the Conference. It will be convened as needed. Additional members may be invited to serve.

3. Immediate contact will be made with the Prime Minister to assure the cooperation of his office, and through him, of the various ministries concerned.

4. An American expert in the field of community services (probably Sidney Vincent of Cleveland) will come to Israel for a period of several months to assist in the Conference preparations.

Other overseas experts in specialized fields will be invited to cooperate as needed.

5. With reference to the outline (see attached) submitted by Nissim Paruch on the data and programs to be submitted to the Conference:

- a: The overall needs of Israel will be reviewed. However, the focus and recommendations will be on the role of philanthropic projects.
- b: Western aliyah will not be treated as a separate item, but its requirements will be subsumed under the appropriate general topics.
- c: The needs of Arab citizens of Israel will not be treated as a separate item, but subsumed under the appropriate general topics.
- d: The historical background of the specific topics will be given only to the extent that it is relevant to an understanding of the existing problems and requirements for action.
- e: Subject to further review, the outline submitted was approved with certain technical reservations.

However, it was understood that the treatment of the entire material should be such as not to give rise to a misapprehension as though philanthropic funds were intended to relieve the government of its legal obligations.

- f: Higher education will be treated as a separate section.
- g: Physical and other informal education will be treated as a separate section.

C
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COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS, INC.

NATIONAL OFFICE: 315 PARK AVENUE SOUTH, NEW YORK, N. Y. 10010

May 27, 1968

TELEPHONE: AREA CODE 212. 673-8200

AIRMAIL

Mr. Louis A. Pincus
Jewish Agency
P. O. Box 92
Jerusalem, Israel

Dear Lou:

I am delighted that we have worked out final arrangements with Sidney Vincent to assist in the preparation of the 1969 Conference on Human Needs in Israel. He can be especially helpful, and all of us are highly gratified that the Cleveland Jewish Community Federation will make it possible for him to leave his responsibilities there for the time required in Israel.

I am enclosing a copy of my letter to him which outlines our understanding of his work and relationships.

He is a person of exceptional ability, and a wonderful human being, and I know that you will enjoy greatly meeting and working with him.

With warmest regards,

Cordially,

PHILIP BERNSTEIN
Executive Vice-President

P.S. Could you please have your staff arrange for office space for Mr. Vincent in the Jewish Agency while he is in Israel, and with such secretarial or clerical assistance as he may need? This arrangement obviously would be most helpful, working in the closest proximity to the other members of the planning and preparatory staff.

COPY

COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS, INC.

NATIONAL OFFICE: 315 PARK AVENUE SOUTH, NEW YORK, N. Y. 10010

TELEPHONE: AREA CODE 212, 673-8200

May 27, 1968

Mr. Sidney Z. Vincent
Jewish Community Federation
1750 Euclid Avenue
Cleveland, Ohio 44115

Dear Sid:

AMERICAN JEWISH

We're delighted that you will undertake the responsibility in Israel to give assistance in planning for the 1969 Conference on Human Needs in Israel. You will be most helpful in this basic planning, which can be a turning point in Israel's development and progress.

You will be working especially closely with Dr. Giora Lotan, Chairman of the Advisory Committee; and with Nissim Baruch and the staff committee which includes Shimon Ben-Eliezer, Rabbi Zelig Chinitz, Harry Rosen, and representatives of the budget bureau of the Finance Ministry of the Israel Government, among others.

As you know, the invitation for you to provide this assistance was affirmed by the Steering Committee for the Conference at its meeting on May 9 in Israel. The expense of your work will be shared equally by the major American organizations involved in planning and preparing the Conference, namely the United Jewish Appeal, United Israel Appeal, Joint Distribution Committee, and Council of Jewish Federations and Welfare Funds.

All of us are looking forward to the benefits of the special knowledge, skills, and experience you will bring to the planning in community organization, coordination, and in the major services. We are mindful of the unique background you have in the combination of welfare, health, and education.

Mr. Sidney Z. Vincent
Cleveland, Ohio

May 27, 1968
Page 2.

As we have discussed it, our primary concern is with the planning and programs that will deal with Israel's major human needs in the next several years, and that can be defined specifically enough to lead to meaningful action -- in the strengthened services within Israel and the strengthened relationship and support throughout the world. The document therefore will be the mirror of these programs and a tool for these purposes.

We understand that you will arrive in Israel not later than July 15 and will plan to remain at least two months for the basic preparatory period. The length of stay and plans for returning subsequently are being left open, depending on what develops in the initial period.

I am following up with Israel regarding your housing accommodations, and will ask the people there to be in direct touch with you.

We will continue to send you materials that will assist in the preparation.

As you know, too, the group which has been involved here during the past several months in the preparations to date, including especially the leaders of the four organizations noted above, will continue in the closest relationship with the responsible leaders and staff in Israel. This group is readily available to you for every assistance. (It will also be augmented with the participation of leaders of other groups with major responsibilities in Israel, as noted in the reports you have received.)

And you know, of course, that you can count upon every assistance I can personally give.

With warmest appreciation,

Cordially,

PHILIP BERNSTEIN
Executive Vice-President

October 28, 1968

MEMORANDUM

To: Herbert A. Friedman
From: Abraham S. Hyman
Subject: Conference on Human Resources

As you undoubtedly know, Nissim Baruch, owner of a research institute in Jerusalem, was engaged to do the basic research on all the problems that will be dealt with at the conference. When I came to Israel he had already initiated work on higher education by sending some questionnaires to several of the universities. He asked me to make the studies on Tel Aviv University, Beersheva University, and Bar-Ilan. Last Friday he added the Weizmann Institute. He also indicated that he would turn over to me answers he had gotten on the institutions he had approached and requested that I assume the responsibility for the development of all the material on higher education.

He also asked for my help in editing his entire report.

The pre-holiday season and the holidays slowed down matters considerably. Baruch has set for himself the goal of producing a first draft of his all-inclusive document before the General Assembly meets. He plans to attend the General Assembly and take the document with him. I cannot imagine what purpose that document will serve at this time.

The material on higher education will certainly not be ready by then. Thus, I know that the material I will present to Baruch for inclusion in the report has gaps which will have to be filled by further study. This all the more so of the material on the institutions he himself approached, since his questionnaire called for less information than the one I prepared (of which he approved).

Consequently, if his draft should reach you, you should know that the material on higher education is at this juncture far from adequate. At the same time I want to assure you that, unless on critical issues the institutions will be less cooperative than they have been to-date, in the final draft the subject of higher education will be adequately covered.

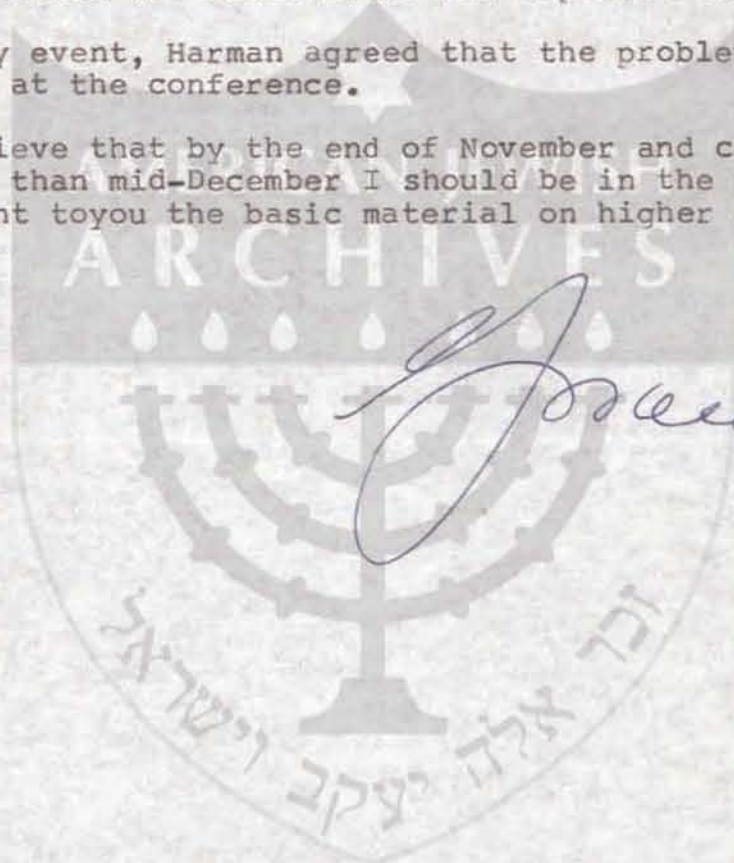
Harry Rosen (the replacement for Ben Elizer in the Jewish Agency), Zelig and I (along with Sidney Vincent) have discussed the matter and have tentatively reached the conclusion that two basic papers will have to be produced for the conference: one, the document being prepared by Baruch which will contain the detailed statistics, forecasts, evaluations of the trends, etc. and two, a document which will be based on Baruch's work but which will present the problems that the conference participants will be asked to discuss. Harry Rosen and I believe that it will be our responsibility to produce document number two, in view of our familiarity with what we may reasonably expect community leaders to be able to digest.

As we go along in this effort I will send you drafts. We (at least I) consider your personal evaluation of the material well in advance of the conference indispensable.

I realize that it is your hope that the conference will suggest a ~~more~~ rational approach to fundraising for higher institutions than the one now in effect. On this issue I repeat what I told you in person; namely, that Harman is, apparently, opposed to central fundraising for Israel institutions for higher learning, on the ground that it will give the impression that the UJA is "looking for business" at a time when the UJA has plenty of business by addressing itself to the emergency (whose extent cannot be exaggerated) and by doing more on prekindergarten schooling (to close the gap between the two Israels). I understand that when Ted Commet was here several months ago he explored the matter with Weisgal who, likewise, looked with disfavor upon the proposition (at least so it was reported to me).

In any event, Harman agreed that the problem should be aired at the conference.

I believe that by the end of November and certainly no later than mid-December I should be in the position to present to you the basic material on higher education.



[Handwritten signature]

COUNCIL OF JEWISH FEDERATIONS AND WELFARE FUNDS, INC.

NATIONAL OFFICE: 315 PARK AVENUE SOUTH, NEW YORK, N. Y. 10010

TELEPHONE: AREA CODE 212, 673-8200

November 26, 1968

TC: Samuel L. Haber
Gottlieb Hammer
✓ Irving Bernstein

Enclosed is a summary of our discussion with Nissim Baruch
which I have sent to him and to Shimon Ben-Eliezer.

I'll greatly appreciate your sending me a copy of any further
comments you send Baruch directly.

PHILIP BERNSTEIN



SUMMARY OF COMMENTS on
"SURVEY AND PROJECTIONS OF ISRAEL'S SOCIAL SERVICES"
-- First Draft Prepared by Staff
Under Direction of Nissim Baruch

1. We recognized that this document is an incomplete compilation and very much in the nature of a "first draft"; and we accepted at face value Nissim Baruch's own statement in the introduction that "The draft is being submitted at this time in order to give interested parties the opportunity to examine the document in its formative stage, and to evaluate the material it contains against the aims and objectives of the forthcoming conference. It is hoped that the recipients will indicate what portions are entitled to further development, what additional information is desired, what might be deleted and, in general, what basic revisions should be made. The succeeding drafts will take into account the comments that will be made on this draft."
2. Even this compilation represents prodigious work. The stimulus that the project gave to people to put down their thoughts and project plans is in itself welcome and helpful.
3. There is a manifest unevenness in the material. The difference in quality in the different sections is apparent. It reflects in part the varying levels of planning. Some sections are entirely missing, and these gaps need to be filled.
4. A primary need is for focus. All of the material must be related to the purposes of the conference. What might be important for another purpose would be irrelevant for this conference and should be omitted. Each item should meet the test: What relationship does it have to this conference? To what extent does it clarify and assist in the understanding and work of the conference? What aid does it give to the definition of priorities of need, programs, costs, responsibilities? Especially to what extent does it aid in defining the role of philanthropy?
5. The document is too bulky, and this drawback will be increased further with the addition of missing sections unless there is streamlining and elimination of extraneous material. The greater the bulk the more the key material tends to get lost, the more the focus is lost the less attention will the important items get.

We suggested that the sections in part A should be reduced -- retaining only those elements in population, manpower, the economy, standards of living, social changes and social integration that contribute to the core purpose of the conference. Entire tables can be eliminated, others can be reduced greatly to essential items. Other materials can be

eliminated or reduced. This applies also to the chapters in part B. For example, there is far too much information for our purposes in the section on housing.

6. The crux of our concern, which should be reflected in the document, is the following:

The needs in each of the 8 areas on which task forces will work, and on which there will be workshops in the conference;

The causes of the needs -- since solutions must be related to causes;

Definition of programs to overcome these problems;

The costs of such programs;

The requirements of the programs in facilities, personnel, etc.;

The responsibilities for the programs -- governmental and voluntary;

The division of responsibilities in the voluntary sector among the major Jewish communities of the world.

In connection with the latter we here are, of course, particularly concerned with what American Jews can do with contributed dollars to make the greatest impact on the most important needs in Israel.;

7. It is not enough for the program to be defined in three-year objectives, five-year objectives, or ten-year targets. For as many as possible we need year-by-year programs and costs -- for 1970, for 1971, for 1972. This is essential in order for the conference to serve its purpose of enabling us to carry out our responsibilities as fully as possible.
8. As noted, it is very important to keep the preparation for the conference in line with the areas of concern -- so that the documents, task forces, and workshops all relate to each other. This means that the document should be organized to deal with the following: social welfare; education; higher education; agricultural settlements; development towns; housing; health.

We understand that immigration will affect all of these concerns.

9. There is a manifest need to correlate and integrate the information in the various sections, to eliminate inconsistencies and contradictions wherever possible.

10. We understand that there will not be agreed upon programs for all sections. In such cases the alternative programs should be presented with the assets and liabilities, the losses and gains in the alternatives presented for consideration by the conference.
11. We agree that we are concerned with real plans in contrast with unrealistic, ideal, "dream" plans. In that regard we need to know what current plans are actually under way, and at what stage of implementation.
12. An overall comprehensive summary will be essential.
13. Each section should have its own summary -- especially noting the central thrust of the programs and plans which should be carried out. Nissim Baruch began to do some of that even here with the enclosure, particularly on education.
14. As an example of what we had in mind for each section we used housing, and asked that he do the following:
 - a. Define what now exists in housing, particularly for the immigrants already in Israel.
 - b. What are the assets, liabilities, and needs in the existing housing.
 - c. What are the causes of the housing needs.
 - d. What programs are required to overcome the current deficiencies.
 - e. What will be the cost of such programs.
 - f. What impediments are there to carrying out such programs -- manpower, materials, other national priorities, etc.
 - g. Whose responsibility will it be to carry out and finance such programs.
 - h. What are the priorities.
 - i. What housing will be required for new immigrants in the years ahead.
 - j. What costs will be involved for such new immigrant housing.
 - k. Who should carry the responsibility for such new immigrant housing.

15. The development towns are of special interest. This section should note the differences among the development towns, should indicate clearly what further information is required in order to understand what programs should be developed, and project programs insofar as possible to overcome these clusters of immigrant absorption deficiencies.
16. It is of central importance that the Baruch document set forth clearly the role of the Jewish Agency, JDC-Malben, and other major voluntary organizations and programs. This must be clearly understood by the reader. It should not be lost in overall totals or confused with governmental responsibilities and operations. Baruch said that he would have to depend upon Shimon Ben-Eliezer and others to help clarify these programs and finances.
17. This clarity with regard to the Jewish Agency and other voluntary efforts is required not only for the central purpose of the conference but for our legal requirements in tax exemption and tax deductibility.
18. Each of the men in our small working committee here will write Baruch further to add any additional comments he may have, beyond our group discussions. For our part we will undertake to give him a list of questions for each of the sections, to indicate the particular concerns of American Jewry.
19. We recognize that not all questions can be answered by the document. Where further research or formulations are required, this should be indicated. The conference itself should set some of this in motion.

ISRAEL SOCIAL SERVICES - 1968-1973MAIN NEEDS, PROGRAMS, AND FINANCE SHORTAGE

BASIC BACKGROUND FACT:

DEFICIT IN REGULAR BUDGET OF
ISRAEL GOVERNMENT

\$200 MILLION DOLLARS per year

This is after freezing and cutting back of various services. Health, education, welfare, housing, etc. are an important part of the total complex of all government operations. This is equivalent to one-third of the total of the Israel Government's foreign loans less reserves (net liabilities).

1) EDUCATION

A. Higher Education

- a) Capital needs now defined -- about \$100 million for three years
Libraries, science buildings, etc.
(Existing total yearly capital development -- about \$20-\$25 million, increasing every year by at least 20% - hence the \$100 million projection for five years.)
- b) Problem of ^{investment} allocation among institutions -- infrastructure investments not affecting increase of capacity, as in contrast to marginal and other investments affecting increased capacity. (Affects particularly decisions as between new and established universities.)
- c) Rough estimates of student increase -- 3,000 students a year. This estimate is being revised by the experience with Jewish students from abroad, who increased beyond any anticipation. (5,000 students this year; as compared to 3,000 the last year) High priority to this program.
- d) High priority for dwelling facilities for students. (Development program of Mount Scopus -- about \$10 million (?)).
- e) Operating cost for higher education -- about \$2,000 per student per year. Increasing standards is estimated at about 3% to 5% yearly.

2. HOUSING (see Table on page H-34) (costs on H-24)

Housing for immigrants was included in absorption of immigration. Slum clearance is the most important program. About 100,000 families are in slum areas. The planned budget, if resources are available -- \$30 to \$35 million annually (4,000 to 5,000 families per year). Existing performance covers 2,000 to 2,500 families. For complete performance of the plan, there is a need for an additional \$15, to \$17 million per year.

3. HEALTH

a) Needs-- (See Table in HE-14)

b) Implementation of minimal needs demand \$17 million capital investment per year. There is a shortage of about \$7 million per year. Operating costs for the additional facilities and services will reach in 1973 \$16 million.

4. INCOME MAINTENANCE - LARGE FAMILIES

a) Increasing poverty line - in debate. The amounts discussed are between \$3 to \$10 million. Problems:

1. The interrelations with wage structure
2. The need to find selective way to help Jewish large families
3. Organization and coordination of assistance programs.

5. AGRICULTURAL SETTLEMENT - \$10 million yearly

Includes consolidation of settlements, services and facilities for children of settlers, new settlements, etc.

6. IMMIGRATION AND ABSORPTION (Average 30,000 - 35,000 per year)
\$180 million per year

Estimate 30,000 - 35,000 per year
Average costs for transportation (one-sixth), initial assistance, housing (one-third), vocational training and creation of employment opportunity (one-third), social security, etc. - average \$5,600 per year per person.

7. SPECIAL PROGRAMS

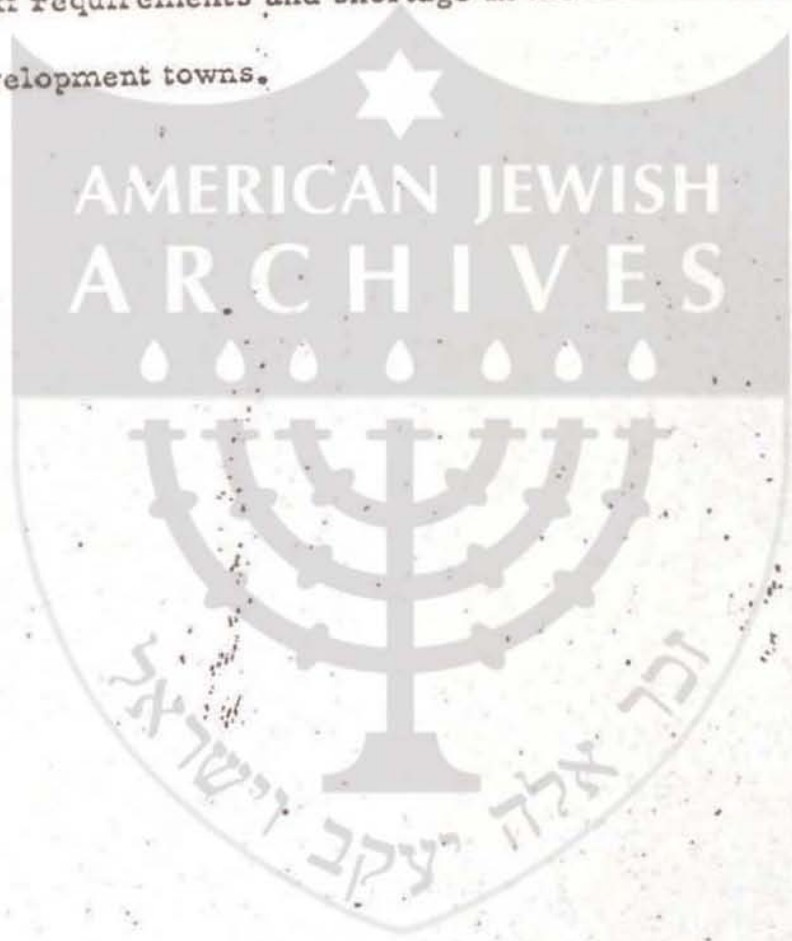
a) Encouraging immigration - additional \$10 million per year is in debate.

b) Programs for increasing the size of families:

1. Housing grants
2. Home services
3. Services directed to help the working mother (day institutions for children, etc.)

8. ORGANIZATIONAL PROBLEMS

- a) Organization of Health Services and National Insurance Schemes.
- b) Income maintenance problems and reorganization of social welfare.
One-stop service in community services.
- c) Policy problems of subsidy system in housing.
- d) Organizational problems in education.
- e) Staff requirements and shortage in the local level and field work.
- f) Development towns.



Proposals for Philanthropy Conference

submitted by

the Chairman of the Jewish Agency

NAME

Conference on Immigrant Absorption *too narrow ?*

This name is suggested because it immediately establishes -

- (a) the philanthropic character of the issues under consideration (tax regulations);
- (b) the delineation of responsibilities between Jewish Agency (care of newcomers and liquidation of backlog in absorption) and Israel Government (in charge of other basic tasks of social welfare).

DATE

Either: April 28 - 30, 1969 (Mon. - Wed.) (Independence Day will be on April 23)

Or: June 2 - 4, 1969 (Mon. - Wed.) *later if possible* June 17, 18, 19

DURATION

Three full days, starting with a morning session and ending with an official dinner

VENUE

Jerusalem *all 2 hotels*

K.D. - Intercontinental

Binyanei He'oma

DELEGATES

250 total

50-60

To ensure maximum effectiveness of the deliberations, attendance should be fairly limited. It is proposed to invite 250 delegates - (140) from the USA and 110 from other countries including Israel. Together with other Israelis who will attend ex officio, this would mean approximately 300 participants. The persons to be invited would be determined in the countries concerned by, or in consultation with, Keren Hayesod, except for the USA.

PROGRAM OF CONFERENCEFirst Day

(Purpose: to present the relevant information and clarify questions arising therefrom.)

Morning session (10.00 AM - 12.30 PM):

Greetings -

President of State

Mayor of Jerusalem

*Celebrational -
at cocktail party*

*→ most
all sessions
workshops -*

Govt

Keynote addresses

Afternoon session (4.00 - 6.30 PM):

8 workshops (of about 30 delegates each plus panel of experts)

Presentation by head of panel, followed by question and answer period

The workshops will deal with -

1. Rescue Immigration and Initial Absorption
2. Welfare Services
3. General Education (details see under Conference Document)
4. Higher Education
5. Health Services
6. Housing
7. Agricultural Settlement
8. Coordination of Services and Research (with special reference to development towns)

Second Day

(Purpose: to establish what ought to be done.)

Morning session (9.30 AM - 12.30 PM):

Workshops -

Evaluation (in executive session) of previous day's panel discussion

Formulation of guidelines for resolutions to be drafted by

subcommittees for submission to plenary

(Subcommittees to continue during lunch break)

Afternoon session (4.00 - 6.30 PM):

Plenary session -

Reports by chairmen of workshops

Evenings (9.00 PM):(Optional)

Entertainment by immigrant artists and troupes

Social meeting with performers

Third Day

(Purpose: to decide what will be done.)

Morning session (9.30 AM - 12.30 PM):

Plenary session -

Review (in the form of a summing-up address) of financial implications of findings of the workshops, as reflected in their resolutions

Floor discussion on scope of financial commitments by world Jewry

Afternoon session (4.00 - 6.00 PM):

Plenary session -

Introduction -by outstanding leader-of final resolutions, culminating in vote

Evening (7.30 PM):

Closing dinner -

Addresses by chairmen of sponsoring bodies

Speech by Prime Minister

CONFERENCE DOCUMENT

(1) Purpose

1. To analyse the problems and needs in the areas listed below under (2);
2. To present alternative courses of action for consideration and decision by the Conference.

(2) Scope

- 1. Rescue Immigration and Initial Absorption
- 2. Welfare Services
- 3. General Education

Pre-kindergartens and similar programs
 Secondary education
 Vocational training
 Youth Aliya program
 Non-curricular youth activities, including sports
 Adult education
 (anti-illiteracy programs and community centres)

- 4. Higher Education
- 5. Health Services
- 6. Housing
(new construction and slum clearing)
- 7. Agricultural Settlement
(new settlements and consolidation of earlier settlements)
- 8. Coordination of Services and Research
(with special reference to development towns)

(3) Size and Format

250 - 400 pages — printed, hard cover, quarto

precis 30 pages

(4) Period of Planning

Detailed Four-Year Plan for

- 1969/70
- 1970/71
- 1971/72
- 1972/73

Outlook for remainder of decade
 (no detailed forecasts and plans feasible)

Committee
Ben Eliezer
Chinitz
Harry Rosen
3 Americans
Agmon's man.

(5) Responsibility for Preparation of Document

Jewish Agency

(6) Author of Document

To be selected by agreement

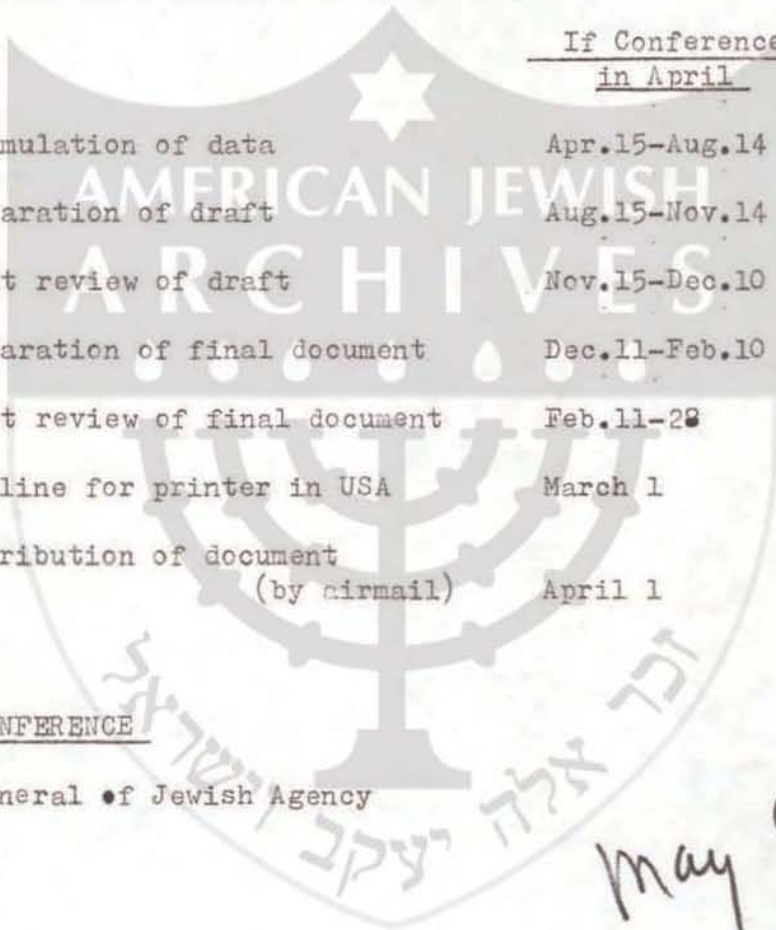
(7) Time Table for Preparation of Document

	If Conference takes place	
	<u>in April</u>	<u>in June</u>
Accumulation of data	Apr.15-Aug.14	Apr.15-Aug.31
Preparation of draft	Aug.15-Nov.14	Sept.1-Nov.30
Joint review of draft	Nov.15-Dec.10	Dec.1 - 31
Preparation of final document	Dec.11-Feb.10	Jan.1 -Feb.28
Joint review of final document	Feb.11-28	March 1 - 31
Deadline for printer in USA	March 1	April 1
Distribution of document (by airmail)	April 1	May 1

DIRECTOR OF CONFERENCE

Director General of Jewish Agency

May 9 - planning committee meeting



AGENDA FOR PLANNING MEETING ON JUNE 1969 CONFERENCE

1. Opening Remarks - L. A. Pincus (presiding)
2. Progress Report by Chairman of Preparatory Committee -
H. Baruch
3. Policy Decisions: *CONFERENCE ON HUMAN NEEDS IN ISRAEL*
 - a. Name of Conference (English and Hebrew)
 - b. Scope of Conference agenda:
 - (1) Will the conference consider Israel's overall social needs, OR
will the conference limit itself only to operations eligible for philanthropic funds?
 - ~~(i)~~ Western Aliya
 - ~~(ii)~~ Needs of Arab citizens of Israel
4. Progress Report on Advisory Panel - L. A. Pincus
5. Progress Report on overseas experts - H. Friedman and
Ph. Bernstein
6. Progress Report on logistics - Ch. Vinitzky

Draft - 1
9.5.67

Proposal for discussion

NAME OF CONFERENCE: Conference on Human Resources

PURPOSES: The conference will discuss the development of social services in the coming decade. It will consider:

1. Needs for social development and the services required

- a. Natural growth of services;
- b. Major social problems;
- c. Goals.

Determination of needs will take into account:

- a. Quantity - size of population involved; funds required; manpower and training; buildings and equipment; research.
- b. Quality - nature of services, manpower, buildings and equipment.
- c. Standards - standards of service to be attained by the end of the next decade.

2. Details of programs for meeting needs

In order to ensure an appropriate and uniform level of programs, criteria will be established (to be proposed in this draft) as a basis for determining the programs best suited to meeting specific needs.

3. Order of priorities of programs

- a. Within the framework of each service;
- b. Among the various services.

The above program priorities will be examined in the light of:

- a. The extent to which the program can meet the needs and attain the social objectives indicated for that program;
- b. The extent to which the program can contribute to economic development;
- c. Limitations of financial resources - number of alternatives;
- d. Time required to train manpower and to prepare buildings and equipment;
- e. Alternatives based on size and composition of immigration.

4. Division of functions and financial responsibility

The scope of needs and services will be determined on a national basis, and expressed in terms of the total national expenditures -- from all sources, public and private -- required. It will then be necessary to determine the division of functions and financial responsibility among the following bodies:

- a. Public (and quasi-public):
 - (i) governmental and local authorities
 - (ii) the Jewish Agency
- b. Philanthropic *non-profit making*
- c. Individual

In connection with the above, it will be necessary to determine what institutional and other operational changes will be required to assure the most efficient and economic functioning of the proposed programs.

5. Methods of operation

- a. To facilitate the conference deliberations, a document will be prepared which will include:
 - (i) development of Israeli society and social services in the past twenty years, in terms of:
 - problems solved, objectives attained; and
 - objectives not yet attained, unresolved and new problems.
 - (ii) general framework for social services, with program alternatives based on objectives and limitations outlined previously, for the periods 1969/70 to 1974/75, with schedules for implementation.
 - (iii) indication of needs and desired course of development of social services from 1975 to 1980.
- b. Since the conference will be relatively short, there must be maximum effort and participation in the preparation of the conference document and in the development of program recommendations. To these ends, it is proposed that:
 - (i) The professional committee preparing the document will establish an overall plan and schedule. If a particular agency or unit responsible for specific information does not adhere to the schedule or does not submit the required material, the document committee will attempt to fill the gap

itself, working with the particular unit involved. The document committee will examine the data and proposals submitted from the viewpoints of uniformity, background and level.

(ii) Reporting units will submit material in accordance with the purposes outlined in Section 1, including an historic review, projections for the future and specific program proposals. The reporting units are those responsible for the rendering of services, and include:

- Government ministries: Education, Health, Welfare, Labor, National Insurance, Housing, and the Prime-Minister's Office;
- Jewish Agency departments: Immigration and Absorption, Youth Aliyah, Agricultural Settlement;
- Histadrut;
- Local authorities;
- Philanthropic organizations.

Each reporting unit will appoint a liaison officer whose task it will be to collect and prepare the required data and obtain appropriate official clearance from his unit before submitting the material to the document committee.

(iii) The document committee will maintain regular contact with the overseas experts in regard to:

- a. listing of subjects;
- b. presentation of statistical data;
- c. ministries, agencies and other units to be included in the requests for data and proposals;
- d. listing of new programs;
- e. proposals suggested by experts outside the reporting units and submitted to the relevant units for consideration;
- f. overall preparation of the document.

(iv) There will be an Advisory Committee composed of representatives of the reporting units, and of local and overseas experts. The Chairman of the Advisory Committee will maintain regular contact with the Document Committee towards these ends:

- a. to present guide lines with respect to the clarification of values and objectives;
- b. discussion of proposals;
- c. appointment of qualified sub-committees in the following areas:
 - (1) education, training and upgrading of manpower;
 - (2) cultural and scientific institutions;
 - (3) income maintenance;
 - (4) community services;
 - (5) social and health services for the individual and the family;
 - (6) medical and hospital services;
 - (7) social and health services for the individual outside the framework of the family, including institutional care;
 - (8) housing, agricultural settlement and regional development.
- (v) The sub-committees will be made up of representatives of the ministries concerned and of experts from overseas. Their task will be to examine the programs submitted by the implementing bodies with a view to bringing them up to a suitable level and suggesting priorities.

PROPOSED TIMETABLE

- 15.5.68: Formal contact with responsible bodies; appointment of liaison officers of the responsible bodies.
Selection of Israeli and overseas consultants.
- To 25.5 Final schedule of subjects.
Schedule of statistical tables.
List of new program proposals.
- To 10.6 Determine framework of historical review.
Forward lists of subjects and new program proposals to overseas experts.
- To 25.6 Appointment of Advisory Committee.
Determine terms of reference, objectives and standards, by Advisory Committee.
Appointment of professional sub-committees.
- To 10.7 Receive comments on above schedules from overseas experts and distribute to the responsible bodies.
- To 20.7 Receive proposals for new programs developed according to criteria to be determined, and distribute them to the responsible bodies.
- To 1.8 Progress report and first draft of historical review and guide to future problems.
- To 15.8 Final draft of historical review and guide to future problems, and first draft for discussion by heads of the responsible bodies, and detailed outlines of programs for implementation.
- If material is not submitted by a liaison officer up to this date, a draft will be presented to the head of the particular ministry by the Preparatory Professional Committee by 1.9.
- To 1.9 (15.9) Conclusion of discussions by heads of ministries and other responsible bodies and preparation of programs for presentation to the Document Committee.
- To 30.9 (10.10) Examination of programs by Document Committee and preparation of material, by subjects. Distribution of material to responsible bodies concerned, to the relevant professional sub-committees and to the Advisory Committee. Preparation of first draft for general program-framework and forwarding it to Advisory Committee for comment.
- To 30.10 (10.11) Receive comments and amendments in writing.
- To 20.11 Preparation of second draft after distribution of comments and amendments.

- To 15.12 Three-day intensive discussion in Israel by professional committees. Overseas members of committees to come to Israel to participate.
- To 1.1.69 Preparation of final draft for consideration by Advisory Committee after recommendations by professional sub-committees.
- To 20.1 Intensive one or tw-day discussion in Israel by the Advisory Committee.
- To 28.2 Preparation of final document according to recommendations of Advisory Committee.
- To 1.4 Editing, translation, printing.



SUGGESTED TABLE OF CONTENTS OF THE DOCUMENT

First part - Conclusions.X 1. Economic development since 1948 and planning for the next five years

(according to periods)

- (a) National Product and National Income.
- (b) Employment.
- (c) Balance of payments.
- (d) Standard of living.

- (i) Income per family and by size of family.
- (ii) Standard of consumption per family and by size of family.
- (iii) Nutrition standard - general average and by size of family.
- (iv) Housing conditions - " " " " " " " "

(e) Economic progress and development of social services.

(f) Major goals and economic trends for the next five years.

(g) Social service requirements in relation to limitations set by economic planning.

- (i) Limitations of National Product and of increase in consumption.
- (ii) Other limitations.
- (iii) Manpower.
- (iv) Social security and mobility of workers.

✓ 2. The population and its natural increase.

- a. Sources of population growth since 1948 (divided in periods as above).
- b. Birth and death rates; natural growth.
- c. The descending trend of birth rate and resultant problems.
- d. Plans for a higher birth rate.
- e. Forecast of natural demographic growth for the next five years.
- f. Tentative demographic estimates according to assumptions on the immigration rate.

X 3. Social development, integration of communities, and social programs of the next decade✓ 4. Immigration and absorption

- a. Immigration and absorption since 1948 (divided in periods as above)
 - (i) Immigration from underdeveloped countries.
 - (ii) Immigration from developed countries. (Demographic composition; direct and related costs of immigration)
- b. Costs of absorption.
- c. Problems of immigration from developed countries.
- d. Tentative estimates of new immigration: composition; immigration and absorption costs.

5 ✓ Settlement and development regions.6. Social services - past development; planning for the next five years.

- a. National expenditures since 1961.
- b. Indicators of the efficacy of the services, and of their distribution.
- c. Qualitative problems of the social services.
- d. Goals and standards for the future.
- ✓ e. Principal plans to be implemented within the next years, and their priorities.
- ✓ f. National expenditures projected for social services - some alternatives.

7. The public sector.

- a. Services given since 1960.
- b. Expenditures and financing since 1960 (if possible an estimate will be presented for the preceding years).
- c. The planned changes in future services.
- d. The planned changes in the division of the financial burden between the public sector and other sectors - and within the public sector itself.

Second Part. - THE DEVELOPMENT OF SOCIAL SERVICES UNTIL NOW, AND THE PROBLEMS FOR THE FUTURE.

1. Education and vocational training.

- a. General - Trends in educational standards.
- b. Elementary education
 - (i) Prekindergartens (non-compulsory).
 - (ii) Compulsory kindergartens.
 - (iii) Primary schools:
 -The early grades
 -The higher grades
 -Enrichment plans.
 - (iv) Complementary education and special programs of primary education for adolescents.
 - (v) Special education.
 - (vi) Socio-medical services in the schools.
 - (vii) Administration of primary schools:
 -Administration and planning
 -Distribution of teaching manpower, equipment and buildings
 -Curriculum and textbooks
 -Supervision
- c. Secondary education:
 - (i) Academic schools
 - (ii) Vocational schools
 - (iii) Agricultural schools
 - (iv) Comprehensive schools
 - (v) Secondary schools- Yeshivas (Academic and other)
 - (vi) Specialized and boarding schools
 - (vii) Mercasei Noar (Youth Centres).
 - (viii) Miftanim
 - (ix) Other programs of secondary education
 - (x) Administration of secondary schools (see particulars in previous paragraph).

- d. Vocational training programs, and manpower adjustment.
 - (i) Apprenticeship schools
 - (ii) Industrial schools
 - (iii) Other vocational training programs for working youth
 - (iv) Vocational training for adults
 - (v) Vocational apprenticeship
 - (vi) Advanced vocational training

- e. Youth services.
 - (i) Youth clubs and special programs for after-school hours
 - (ii) Youth movements.
 - (iii) Youth work in development regions.
 - (iv) Other youth services.

- f. Adult education and anti-illiteracy programs.

- ~~g.~~ Academic higher education.

- h. Culture and Science Institutions.

- i. Manpower training.
 - (i) Primary teachers; secondary and highschool teachers.
 - (ii) School administration.

- ~~j.~~ Research

2. Health Services

- a. General
- b. Death and illness rates; projections
- c. Maternal and infant services
- d. Preventive services
- e. Sanitation
- f. Ambulatory services
- g. Adult and child psychiatric consultation
- h. Hospitals
 - (i) General
 - (ii) Mental
 - (iii) Chronic
 - (iv) Others
- i. Homes for the chronically ill
- j. Convalescent and rest homes
- k. Medical administration:
 - (i) Administration and planning
 - (ii) Financial administration
 - (iii) Manpower, equipment and buildings
 - (iv) Supervision and control
 - (v) Planning and development of services

- l. Manpower training
- m. Research

3. Income Maintenance

- a. Classification of the population in need of assistance.
- b. Norms of income according to the assistance classification
- c. The insured population:

Annex
3.



- (i) National insurance
- (ii) Pension Funds
- (iii) Other forms of insured income.

d. Indirect assistance to individuals and families

- (i) Education
- (ii) Health
- (iii) Housing
- (iv) Other aid from social services
- (v) Release from payments and service rates.
- (vi) Total expenditure for assistance payments, income insurance, and indirect payments, and the changes in income distribution.
- (vii) Institutions and administration of income maintenance:
 - 1. The institutions.
 - 2. Payments and expenditures
 - 3. Administration and planning.
- (viii) Research

4. Special services for the family, children and youth.

- a. Social care of the family
- b. Juvenile delinquency, probation and prevention services.
- c. Probation services for adults
- d. Institutions for child and youth care outside their families.
- e. Institutions for retarded children.
- f. Diagnostic services.
- g. Administration:
 - 1. Institutions for special services
 - 2. Administration expenditure
- h. Manpower training
- i. Research

5. Rehabilitation.

- a. Potential for rehabilitation
- b. The rehabilitated population - costs and issues
- c. Medical rehabilitation services; social and economic services.
- d. Diagnostic services, and vocational training for rehabilitation.
- e. Administration.
 - (i) Institutions for rehabilitation
 - (ii) Administration expenditure
- f. Manpower training
- g. Research

6. Community Services

7. Housing, Slums, and Regional Development.

N.B. The general data to be sought includes:

- a. Definition of the service or activity, and its aims.
- b. The recipients (by age, country of origin, sex, and other demographic characteristics; and geographic location of the service).
- c. The factors determining the size of the recipient population.
- d. Potential recipient population.
- e. Efficacy of the service - by quantitative and qualitative indices.

- f. Expenditures
- g. Distribution of the financial responsibility
- h. Related agencies

Third Part - NEW PLANS AND PROGRAMS

Before being submitted to the Conference, all proposals for new plans and programs will be studied and evaluated by the preparatory committee in accordance with the following directives:

- a. The aim of the program
- b. The expectation of the program - and its relation to problems in the field of service in question.
- c. Length of preparatory period and stages of the project
- d. Research - in Israel and elsewhere - which may aid in evaluating potentials of the project.
- e. Size of the population served.
- f. Unit and total costs
- g. Distribution of financial burden
- h. The institutions and bodies which are to participate in the project.
- i. Manpower needs, and structures and equipment necessary.
- j. Stages of execution, in accordance with manpower, equipment, and structure limitations.
- k. Potential reductions in parallel or similar services in other agencies and resultant potential economies.

Important proposals which, for whatever reason, are not feasible for implementation, will be added to the list of research studies.

A first list of known new projects

Activities of the Ministry of Labour

- | | |
|--------------------|--|
| Development: | 1. Establishment of Industrial Schools |
| | 2. Financing to ORT - erection of apprentice schools |
| | 3. Mercasei Noar in development regions. |
| Regular | 1. Employment projects for handicapped - mostly through the JNF (KKL). |
| | 2. Subsidies to Hameshakem. |
| | 3. Adult Vocational training |
| | 4. Youth training (in addition to compulsory apprenticeship). |
| National Insurance | 1. Improvement in social situation of the aged. |
| | 2. Payments to ensure eligibility of aged immigrants for old-age pensions. |

Settlement and water works.

Health

Development plan of Hospitals (around 600 million IL)

1. Child care: Maternal and child care clinics.
Psychiatric care for youth.
Hospitalization for crippled children (Alyn).
Pediatric departments and pediatric surgery departments in hospitals.
2. Mental health: Mental Health clinics - preventive care.
Hospitalization of mental cases.
3. General hospital services for the needy.
4. Health insurance for the needy.

Social Welfare.

Development: 1. Institutions for the retarded: about one million IL. per annum
Dimona - in execution
Rosh Haayin
Safed

Employment for the retarded (in various locations)

Day homes for the retarded (in various locations)

2. Homes for the Aged (jointly with Health and Malben) - a building plan amounting to 18 million IL.

Regular:

1. Minimum income maintenance plan - through children payments.
2. Development of community work in development regions and city slums.
3. Care for backward and other problem children:
day homes
institutions
work with street gangs
Miftanim.

Education

Development: 1. Construction of schools and kindergartens
2. Construction of culture, youth, and sport centers
3. Construction of buildings for higher education.

Regular:

1. Pre-kindergartens for the children of lower income families
2. Enrichment for the age groups covered by compulsory education (study groups, long school day).

3. Luncheons
4. Supplementary education for youth
5. Scholarships for secondary education.
6. Cultural and sport activities.
7. Higher education.

Housing.

1. Change in the form of support in public housing, according to income standards and size of family.
 - a. Influence upon the financial assistance given to the families.
 - b. Influence upon the scope of the building enterprise
2. Minimum norms of housing services according to the size of the family.
3. The plan for the rebuilding of slum quarters
4. Improvement of housing conditions of large families.

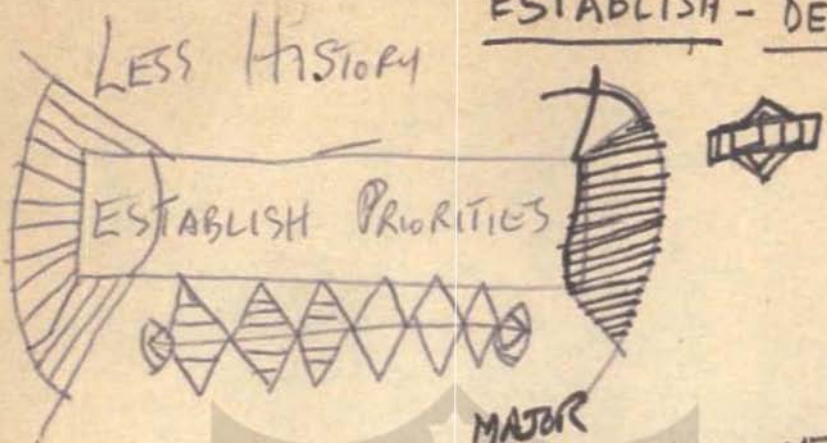
SECOND APPENDIX - The Preparatory Professional Committee

Mr. Nissim Baruch - Chairman, Economic Advisor
Dr. Shimon Ben-Eliezer, Jewish Agency
Mr. Zelig S. Chinitz, United Israel Appeal, Inc.
Mr. Harry Rosen, Jewish Agency
Mr. Amos Miller, Budget Division, Finance.
Mr. Yehoram Hale - Secretary, Budget Division,
Jewish Agency.

*add
Saef-Heef*

LEAD

ESTABLISH - DEFINE



LESS HISTORY

WHAT ARE THE MAJOR SOCIAL NEEDS?

HOW CAN THEY BE MET?

← WHO SHOULD DO WHAT? →

PROFESSIONAL COMMITTEE

ADVISORY " Expert Committee

ORGANIZATIONAL

Branch

LOTBAM

PROGRAM FOR

FIVE YEARS

Year by year

WORLD-WIDE SCOPE OF ORGANIZATION

FOR THIS CONFERENCE

STEERING COMMITTEE

invite ORT

Hidamah

COPY

Conference on Human Needs

June 1969

The purpose of the Conference is to plan the participation of World Jewry, during the third decade of Israel, in meeting the human needs related to the absorption of immigrants.

This will involve the following:

1. Presentation of the unmet needs of earlier immigrants since 1948 who have not yet become self-supporting members of Israel society.
2. Presentation of the absorption needs of new immigrants expected over the next decade.
3. Statement of the past activities of the Israel Government and Jewish Agency and projected plans for meeting the above needs, within the general framework of Israel's economic and social planning.
4. Selection of specific areas for world Jewish philanthropic support, whether as exclusive responsibilities or as supplementary aid.

It is expected that this approach will accomplish the following:

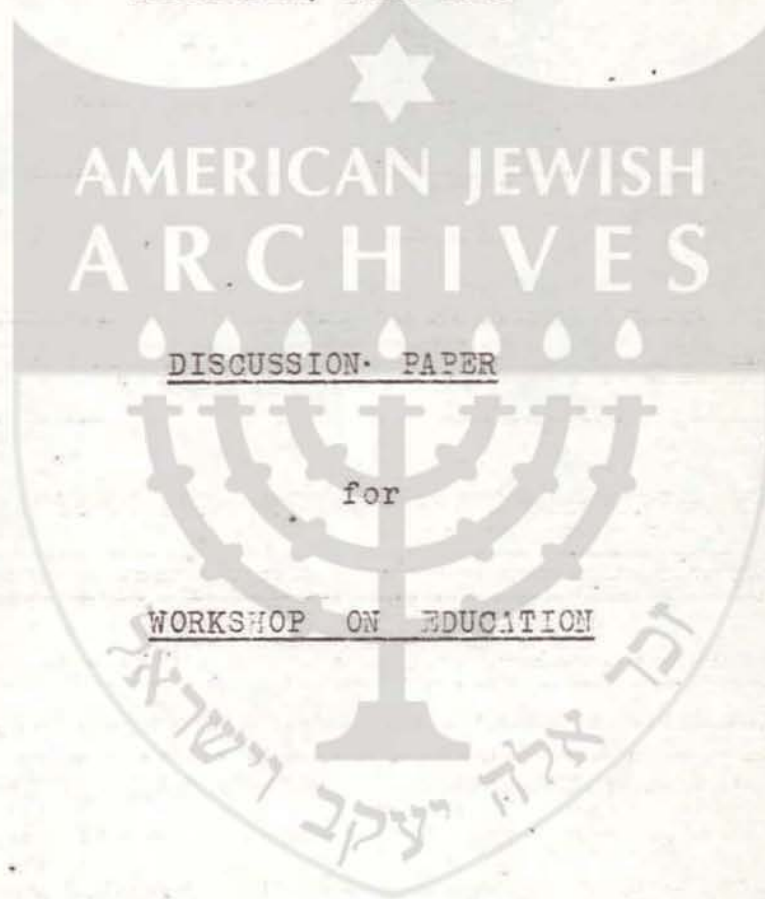
1. It will strengthen the fund-raising effort by providing clearly defined long-range objectives. This is, in fact, what the campaigns have long sought in order to overcome the handicaps of year-to-year improvisations and dependence on emergencies.
2. It will provide world Jewry with an opportunity to make a contribution to planning the building of Israel, over and above fund-raising alone. This again is what philanthropic leadership has been seeking increasingly, more particularly since the Six-Day War.
3. It will provide a further stimulus and focus for the social planning necessary to carry forward the planning processes set in motion by the 1968 Economic Conference.

There is no desire or intention to set up ideal standards unrelated to Israel's realities. Nor will the Conference concern itself with establishing priorities for the Israel Government. What it will do is to determine what shall and can be done by world Jewish philanthropy.

Draft No. 1

CONFERENCE ON HUMAN NEEDS

Jerusalem, June 1969



based on information
available at end of 1968

A. BASIC ISSUES

1. Basic Handicaps

- (a) Economic and cultural patterns of non-Western immigrants
- (b) Handicaps of poor housing and inadequate home motivation
- (c) High rate of drop-outs

2. Attempted Solutions

- (a) Provision of scholarships
- (b) Proposed re-examination of curriculum to make it more relevant to life of underprivileged students
- (c) "School Reform" - the 6-6 grade division and the comprehensive school

3. Problems of Expansion

- (a) Increased future costs, both because of greater numbers and greater expense of technical education.
- (b) Emphasis on vocational schools
- (c) Shortage of physical plant
- (d) Shortage of qualified teachers in underdeveloped areas

4. Role of Overseas Support

- (a) Substantial increase in support for non-government supported education after Six-Day War.
- (b) Growth of schools for pre-kindergarten children
- (c) Provision of scholarships, school construction, and equipment
- (d) Unmet needs of specialized education and libraries
- (e) Growth and new directions of work of Youth Aliya and Youth Centres
- (f) Continuing growth of Yeshivoth
- (g) Inadequate provision for informal programs for youth and adult education

B. PROBLEMS AND PLANS

1. The unique role played by education throughout Jewish history is reflected in the Talmudic maxim: Talud Tora k'neged kulam - (the importance of) study equals everything else. Although education is everywhere recognized as the key to material and social progress as well as security, education has two further basic functions: to create a nation out of the splinters of a dispersed people ("the merging of the exiles") and to fulfil the perennial tradition of Judaism: learning for its own sake.
2. Not surprisingly, therefore, a relatively great share of the national resources is devoted to education in its various forms, including higher learning. In 1966 it accounted for 8.1 per cent of the gross national product, as against 7.3 per cent in Soviet Russia (1965), 6.5 per cent in the United States (1965), 6.0 per cent in England (1964), and 4.6 per cent in France (1964). Although unavailability of statistics made it impossible to use the same basic year, it is clear that Israel ranks among the advanced countries, as far as educational efforts are concerned.
3. However, the picture is less encouraging as far as the average extent of education is concerned. Measured by university attendance of the age groups of 20-24 years, in 1966, Israel comes out much lower on the ladder. The comparative figures are: United States - 43 per cent, Soviet Russia - 24 per cent, France - 16 per cent, Israel - 11.2 per cent, and England 4.8 per cent (though in 1967 Israel rose to 14.6 per cent).

4. The reason for this, at first sight, puzzling discrepancy between relatively high financial input and disproportionately low output (if university training is considered to be the climax of the educational system) lies in the low base from which Israel had perforce to start in consequence of its ethnic composition.

Basic Handicaps

1. Close to 54 per cent of the immigrants to Israel up to the end of 1966 came from Africa or Asia. As a result, 45.3 per cent of Israel's total population in 1967 were born in families whose head originated from those continents and had grown up in conditions typical of underdeveloped Moslem countries. This basic fact had, and continues to have, a profound influence on the educational scene in Israel.
2. By way of illustration, the rate of illiteracy among that group of population came to 26.7 per cent of those aged 14 years and above in 1967; a further 9.6 per cent had no more than four years of schooling. Only 27.3 had over eight years of formal education, as against 54.7 per cent of those of European or American origin, and 74.1 per cent of the Israeli born.
3. A cycle difficult to reverse was established: The low educational standards of that large section of the population led to economic weakness, which in turn tended to result in pressures on children to leave school before completing their education. In addition, the problem is complicated by acute overcrowding. The average number of persons per room in Israel in 1966 was 2.1 in families of Asian or African origin, compared

with 1.5 in Israeli born families, and 1.3 for immigrants from Europe or America. In a great many individual cases the disproportion was and is substantially worse. Another aspect of the same problem may be found in the relatively large size of Asian and African born families. In 1967, 48.9 per cent counted five persons or more, as against 18.7 per cent of the Israeli born and 11.5 per cent of immigrants from Europe and America.

4. Obviously, these fundamental differences make for an exceedingly heterogeneous population, culturally as well as socially. They present an educational challenge of the first order, and one for which few precedents exist in advanced countries. They are highlighted by the fact that 30.7 per cent of the population aged 14 and above did not use Hebrew as their first everyday language in 1966.
5. As early as 1949 compulsory education on the primary level was introduced in Israel. The system today provides one year of kindergarten and eight grades of elementary schooling. Beginning in the 1969/70 school year, free and compulsory education will also be provided for the first post-elementary grade in development areas, including Jerusalem; and it is planned to provide two post-elementary grades throughout the country by 1975. Though secondary schools have not hitherto been financed by the government, they are under the supervision of the Education Ministry, (as are nursery schools for the age groups below five) and follow its curricula, examination standards and the like. It may therefore be said that Israel

has a basically ~~xxxxxx~~ ^{uniform} education system, if allowance is made for some differences in curriculum between the general and the religious schools.

6. Paradoxically, the very uniformity of this system makes for difficulties in achieving its paramount object - the welding of the native-born, oldtimers and newcomers into a united nation. While justice would seem to dictate equal requirements for all, experience shows that such rigidity is apt to militate against a large proportion of the culturally underprivileged referred to above, since they do not have the background or, in some cases, the home motivation to compete on equal terms with children from more educationally-oriented families.
7. One indication of this unevenness is the ^{high} drop-out rate in post-elementary education of children of Asian or African origin. This group accounted for 53.6 per cent of the school population in grade 8 (primary), 43.9 per cent in grade 9 (secondary) 21.4 per cent in grade 12 (secondary), and around 12 per cent in the universities in 1967/68. The reason for this trend does not lie in lack of scholarships, which are available for such children, but rather in the handicaps of their home conditions, cultural background, and economic pressures on the family. For better or worse, Israel's education is European-oriented and often hard to assimilate for pupils of Asian or African origin.
8. Many attempts have been made to cope with this problem through a variety of enrichment programs, but true equality of educational opportunities still seems a distant aim. Much thought

is also being given to the desirability and feasibility of different curricula and requirements for different groups, but again no agreement is yet in sight on this subject. The most recent and hotly debated step in this direction may be seen in the school reform which has been launched in 1968/69. Its object is to provide for much greater flexibility than in the past through replacing the traditional system of eight primary and four secondary grades by six primary grades to be followed by six secondary grades in comprehensive schools, allowing for a wide choice of academic and vocational trends in accordance with the aptitudes and inclinations of pupils. It will take years before the merits of this attempt can be judged on the basis of experience. In any event, to the extent in which these reforms fall within the purview of compulsory education and must therefore be financed by the government, they are beyond the scope of the present Conference.

9. One special aspect of the drop-out problem should however be mentioned as amenable to voluntary action. According to informed estimates - no comprehensive statistics are available - around 10,000 youngsters aged 14-17 receive no formal education of any kind. They live for the most part in development towns working at whatever unskilled jobs are available, if any, in the fluctuating labour market. Their plight constitutes a blatant waste of human resources and, if not corrected soon, will delay the ethnic, social and economic integration so requisite to the country's progress.

Problems of Expansion

1. The built-in long-term handicaps sketched above are compounded by a set of short-term problems more readily capable of solution,

Given the necessary funds. Their common denominator is rapid expansion of the educational system, inadequately supported by financial and human resources. Mass immigration, compulsory schooling and Jewish eagerness for learning generally, all contribute to the dramatic growth of the school system.

2. The development is summarized in the following table:-

<u>Hebrew Education in Israel</u>				Average per capita Exp. in 1964/65 (1957 prices in IL)
	<u>No. of Pupils</u> 1948/49	<u>1967/68</u>	<u>Rate of Expansion</u> %	
Kindergartens	25,400	93,400	368	194
Primary schools	91,100	404,900	444	211
Secondary Schools	7,500	69,900	932	474
Vocational and Agricultural schools	2,000	48,900	2,445	1,100
Teachers (training) colleges	1,500	11,900	793	...
Universities	1,600	28,500	1,781	2,679
Other Institutions	600	34,000	5,666	...
Total	129,700	691,500	533	

The above figures show that the higher the level of education, the greater was the expansion, and the more costly per capita. Lack of funds and lack of the more highly trained teachers resulted in a lag of qualitative as against quantitative progress.

3. An immediate outcome of this trend is a severe shortage of physical plant. For many years unsuitable buildings had to be used and a two-shift system became necessary in many places until relatively recently. Lack of equipment and sports facilities was still more acute. Perhaps most serious of all has been

the inadequate level of library services. Advanced countries not only usually have fully developed public library systems extending into all neighborhoods but each individual school has its own library, catering to its particular needs. As a center for study, a source of enrichment, and a fundamental tool for learning, the place of the library in education is vital, and its lack is sorely felt in Israel. Even today the situation is far from satisfactory. It will probably deteriorate again with the projected extension of compulsory secondary education mentioned above.

4. Another major problem was lack of qualified teachers for primary schools, more particularly in development areas. A variety of stop-gap solutions therefore had to be used to deal with the situation, including the assignment of but partially trained girls in army service. In the last two or three years the worst has been overcome, although in 1966/67 the proportion of uncertificated teachers was still as high as 26.8 per cent. At present only qualified candidates are accepted. Inevitably, the uneven quality of the teaching staff, coupled with substandard premises and poor equipment, depressed the level of education, which was in any case weighed down by the cultural disadvantages of so large a section of the school population. In general, the better qualified teachers gravitate toward the urban centers; the areas most in need of skillful teachers tend to get what is left.

The Role of Overseas Support

1. Since primary schooling is financed by the state, it takes the biggest proportion of the education budget - IL 248.2 million, or

78.4 per cent of the total in 1968/69, leaving but limited amounts for the various other educational activities. In these circumstances it is natural for world Jewry to apply itself to those other fields unsupported by public funds. Historically, the major areas of support were vocational training, secondary education and kindergartens (apart from higher education, which is treated in a separate Workshop). Today, in terms of finance, the emphasis is preponderantly on secondary and vocational schooling. Since the Six-Day War, campaign funds have become available in substantially increased amounts for such purposes. In 1968/69 government allocations for education, other than primary and university, amounted to IL 63.2 million, including capital investments, as against Jewish Agency allocations of IL 107.6 million, to which should be added the expenditures of ORT and a variety of other programs financed in varying measure by gift funds from abroad.

2. On the level for children aged three or four (and sometimes two) voluntary efforts play a decisive role. In 1968/69 about 28,000 children were cared for in nursery schools completely or partially free of charge - mostly in development towns and immigrant quarters of the cities. This virtually covered the entire needs of the underprivileged population, though requirements are expected to grow, reaching 45,000 children by 1971/72. (Private, self-supporting institutions are not included in these figures.) The organizations operating these nursery schools are mainly associated with the Histadrut and other semi-political groups (60.4 per cent of the children served), and partly with other bodies such as WIZO (5.7 per cent); the remaining 33.9 per cent

being operated by local authorities. The overall expenditure in 1968/69 was estimated at around IL 12.5 million, to which the Jewish Agency contributed IL 8.0 million.

3. On the level of primary education the participation of gift funds is limited to the school feeding programs for children of underprivileged immigrant families. In 1967/68 hot luncheons were provided to 165,000 pupils and milk to 30,000 (kindergartens included). The total outlay for this came to IL 16.7 millions, of which less than one third was covered by payments of parents able to make a contribution. In 1968/69 the Jewish Agency's share in the program amounted to IL 9.8 million.
4. It should be noted that the educational, and sometimes emotional, handicaps of immigrant children of disadvantaged families require the provision of enrichment programs and specialized services for disturbed and retarded children in primary schools, not mandatory on the government under law. Allocations for such purposes, including capital investments, amounted to IL 35.5 millions in 1968/69. In this field campaign funds do not at present participate at all, although the full needs are far from met and might well qualify for aid from overseas.
5. Financially, the most important field of support from world Jewry is post-elementary education, academic as well as vocational. In this area campaign funds carry virtually the whole burden, other than that financed by local authorities. They are applied to three purposes - scholarships, the construction of schools, and equipment.
6. Scholarships in this context take the form of graded tuition fees. During the past decade a system has been developed under which

children of underprivileged families are partially, or completely, exempt from fees, depending on scholastic ability and the degree of economic need. In 1966/67 partial exemption was granted to 25.8 per cent of the pupils and full exemption to 44.4 per cent (including the entire secondary school population in development areas). Up to that year the difference between the full fees and the payments charged was made up largely by the State, partly by local authorities, and only marginally by campaign funds.

After the Six-Day War world Jewry took over a large share of the burden; in 1968/69 its participation, through the Jewish Agency, amounted to IL 63.3 million. To the extent in which the first two post-elementary grades will be included in free compulsory education (according to present plans by 1975), the need for campaign money in this area will decrease. Meanwhile, the grade tuition fee system, now financed largely by overseas funds, is making a crucial contribution to the growth of secondary schooling. The trend is particularly marked in regard to the school population of Asian and African origin, which increased by 38 per cent during the years 1960/61 - 1968/69.

7. The construction of post-elementary schools depends perhaps even more decisively on overseas support, emanating from the Israel Education Fund, which is operated through the Jewish Agency. Its sphere of activity is almost exclusively the development towns where local authorities lack the means to undertake building projects of this kind and virtually no private or volunteer bodies exist to fill the gap. Without its contribution such progress as has been made would have been inconceivable. During the first four years since its establishment in 1964 a sum of

\$24 million was pledged to the Fund, and \$10 million paid up. The operating budget in 1968/69 amounted to IL 17.5 million. In September 1968 a total of 60 schools had been completed or were under construction or in the planning stage, including 42 of the comprehensive type, 11 vocational, 4 special and 3 academic. (Other projects financed by the Fund comprise 8 libraries, 16 youth centres and 14 kindergartens.)

3. Additional campaign money has become available in the past two years for educational equipment and enlargement of existing vocational and agricultural schools. In 1968/69 the Jewish Agency allocated close to IL 8.5 million for such purposes. The growth of vocational and agricultural training has been most dramatic, expanding over 24-fold since 1948 (see the above Table on Hebrew Education in Israel). This extraordinary progress has come about largely through financial aid from world Jewry. Of the 40,300 pupils in vocational schools in 1967/68, almost 22,300 attended institutions set up entirely or mainly with overseas funds.
9. Specially intensive services are provided for underprivileged children under the Youth Aliyah program, which is financed exclusively by campaign money. In contrast to past practice, the main emphasis of the program today is no longer on new arrivals from countries of rescue, but increasingly on children of disadvantaged immigrant families already in Israel. As much as per cent of its 9,000 wards in 1968/69 had been here for more than two years when admitted to the care of Youth Aliyah, including born in the country. Also in contrast to earlier traditions of training the youth primarily for life in the kibbutz, the accent is now on vocational training and in some

measure even on academic schooling. Little over 30 per cent of the wards are at present brought up in kibbutzim and over 60 per cent in institutions. In view of the awakening interest in sending children from Western countries to Israel for part of their secondary education, it is conceivable that Youth Aliyah may yet have a role to play in this field. But meanwhile its chief concern remains a combination of educational and child welfare services. To re-appraise its functions with a view to optimal use of the resources at its disposal - IL 17.5 million in 1963/69 - Youth Aliyah is now in the process of a thorough-going self-examination.

10. The one facet of Youth Aliyah work which almost certainly calls for expansion is the so-called Youth Centre project. This cares for roughly 2,000 drop-outs from elementary schools in development towns whose low level of attainment bars them from ordinary vocational training. The curriculum combines pre-vocational training with supplementary education on the primary level and a variety of recreational activities. At least part of the 10,000 semi-jobless youngsters in development towns referred to earlier would appear to be obvious candidates for this program, possibly with suitable variations of the curriculum.
11. A further educational branch depending substantially on overseas support are the Yeshivoth. Their expansion has been astonishing in recent years and is still gathering momentum. In 1968/69 almost 18,500 students (1,500 from Western countries) were enrolled in 250 Yeshivoth, 12,900 of them in the 14-18 age groups. Slightly over half of the latter studied in institutions whose curriculum included secondary education up to matriculation

standard or vocational training leading to an appropriate certificate.

12. The annual operating expenses in 1967/68 were estimated at IL 28 million. In the case of traditional Yeshivoth, which accounted for 55 per cent of the outlay, budgets were covered mainly by donors in Israel and abroad. But also the secondary and vocational Yeshivoth, which depend largely on local public funds and fees, had substantial income from overseas. On an overall calculation it is believed that 50 per cent of the budgets of traditional Yeshivoth and 12 per cent of those of other Yeshivoth came from abroad. Malben-JDC, the foremost voluntary contributor, financed approximately 8 per cent of the entire operational budgets.
13. In contrast to its very substantial participation in the various educational branches described above, world Jewry contributed only negligible amounts to leisure time programs for youth as well as adult education. Important as these matters are, they do not seem to be accorded an appropriate share of public and semi-public budgets in Israel. No comprehensive data are available to quantify this impression, but the shortage of adequate services in these fields is obvious to every observer. Equally obvious are the absence of overall planning and the lack of coordination of on-going operations carried out by a large number of public bodies and voluntary organizations.
14. For want of a better indicator, the budget of the Education Ministry may serve as a yardstick to measure the extent of supportive educational services, although this does not reflect the entire relevant government expenditure, and not of course that of other bodies. In 1968/69 the budget of that ministry provided

for IL 350.6 million, not including capital investment. Of this total a sum of IL 12.0 million may be identified as roughly applicable to the areas here considered, including IL 2.0 million for anti-illiteracy programs, IL 3.0 million for Hebrew classes for adults, IL 3.5 million for other adult education and recreational programs, and IL 3.5 millions for sports. The almost total absence of financially significant contributions from world Jewry may be taken to reflect the low priority given to this area by public authorities, and possibly by public opinion.



C. PROPOSALS FOR CONSIDERATION

1. Explore means by which overseas support can help meet the needs of disturbed and retarded children. Although promising beginnings have been made in meeting these needs, both professional expertise and strengthening of the voluntary sector are required if effective programs are to be mounted.
2. Undertake a study of youngsters aged 14 - 17 who are not reached by any formal education. How many are there? Where? What programs can be developed?
3. In connection with the above, ask for an objective evaluation of the Youth Centre program (which is subject to debate, but seems greatly in need of expansion).
4. Examine, on the basis of its own present re-appraisal and other criteria, how Youth Aliya could best serve the needs of immigrant children in the present situation, which is substantially changed from the conditions at the time of founding the agency.
5. Undertake a study of informal, recreational youth activities and adult education, with a view to obtaining comprehensive, objective information, central planning and improved coordination that will help meet leisure time needs.
6. Review the present system of library services, still far from meeting the needs, to determine what programs can be mounted to develop this vitally important adjunct to education, particularly in the less developed areas.

COUNCIL REPORTS

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Report by Philip Bernstein

ISRAEL'S HUMAN NEEDS IN THE NEXT DECADE

I have just returned from a week in Israel, to share with UJA, UIA, JDC and Israeli officials in developing basic plans to deal with Israel's human needs in the next decade.

The meetings and conferences set the groundwork for analyses in depth, and for designing and coordinating programs during the next 12 months on immigration, absorption, welfare, health, education, housing and other crucial human needs. The facts and projections will be presented to the conference of world Jewish leaders June 16-19, 1969.

It will take a year of the most intensive work to develop the priorities of programs. The process and resulting action can be an historic turning point in Israel's development. After 20 years of responding to emergency after emergency, the purpose now is to set goals of achievement -- to overcome problems, to minimize dependency, to bring as many people as possible to self-support, and to decency and dignity.

The conference, to culminate the planning, will be called by Prime Minister Levi Eshkol and Louis A. Pincus, chairman of the Executive of the Jewish Agency for Israel.

The Steering Committee meeting last week for this purpose was chaired by Mr. Pincus. The participants included Edward Ginsburg, general chairman of the United Jewish Appeal; Rabbi Herbert A. Friedman, executive vice-chairman of UJA; Dr. Isador Lubin, consultant to the United Israel Appeal; Harold Trobe, director of JDC Malben; Dr. Giora Lotan, director of Israel's National Insurance Institute (Social Security), who will chair the Advisory Committee for the planning; Dr. Israel Goldstein, chairman of Keren Hayesod; Nissim Baruch, who heads the staff research and preparatory committee; Shimon Ben-Eliezer, of the Jewish Agency Treasury department (on his retirement from the Agency in July, he will become the CJFWF consultant in Israel); Rabbi Zelig Chinitz, UIA resident representative in Israel; Harry Rosen of the Jewish Agency staff; representatives of the Budget Division of the Israel government and of the Israel Education Fund of the U.J.A.

In addition to participating in this committee meeting, which defined the basic substance and processes for the planning, I had the privilege of conferring individually for these purposes with Prime Minister Eshkol; Dr. Yaacov Herzog, director general of the Prime Minister's Office; Avraham Harman, now president of Hebrew University; Mrs. Avraham Harman, director of Israel's institute on demography, dealing with projections of Israel's population, family size and related concerns; Dr. Moshe Kurtz, director general of the Welfare Ministry; Teddy Kollek, Mayor of Jerusalem; Dr. Israel Katz, dean of the Paul Baerwald School of Social Work; S. J. Kreitner, director general of Keren Hayesod; and with Dr. Lotan, Mr. Baruch, and others.

As a result of the preliminary discussions in April, on which we have previously reported, Dr. Lotan and Mr. Baruch have been appointed to undertake their key responsibilities in this planning, and the study staff has already begun its work. The purposes outlined a month ago have now been made much more specific.

The planning work during the year ahead will deal with:

1. Immigration -- Projections of unit and total costs for alternative possible immigration -- the differences depending on variations in volume and origin -- whether from North Africa, Eastern Europe, etc.; what will be needed in housing, employment, vocational training, social and health services, education, etc.
2. Development Towns -- Most of the unabsorbed previous immigrants are in the 20-odd development towns. That is where unemployment, social problems, illiteracy, other needs are concentrated.
3. Youth -- Education, employment, vocational training, leisure time needs, problems of delinquency.
4. Aged -- Projections for the growing number of aged; institutional care required in nursing homes and hospitals for the chronically ill; non-institutional facilities and services in communities; employment; social security and other support.
5. Education -- Most urgent needs, especially outside compulsory education; pre-kindergarten; secondary (high school); vocational; universities; coverage, quality, teachers, facilities, location, differentials among ethnic groups, etc.
6. Health -- Major physical and mental illnesses, public health and preventive services, priorities of needs and programs.
7. Housing -- Projections for future immigration; replacement and enlargement of previously built inadequate homes; slum clearance; relating welfare, health and educational services and facilities to housing.

8. Agricultural Settlements -- "Consolidation" (bringing to self-support) immigrant settlements which are dependent on philanthropic support.

9. Research -- Continuing analyses, research, planning for human needs.

10. Personnel -- Manpower and training to make possible quality services for all of these needs.

11. Organization and "delivery" of services -- Location and organization of services to be most readily accessible to people requiring them.

AMERICAN JEWISH

In other words, the planning will undertake to define for the next few years, insofar as conditions can be foreseen; what most urgently should be done; how much; when; where; by whom; at what cost; financed by whom.

The emphases will be on:

1. Goals and standards in dealing with each major type of need -- what we want to achieve.

2. Overcoming problems -- getting at the causes of the needs and problems, to deal with the roots rather than the symptoms, to overcome them, rather than only to alleviate them.

3. Concrete programs with timetables. Not just general "targets", but rather, wherever possible, specific, practical working programs -- what services should be provided, with what staff, what facilities, for each year -- 1970, 1971, 1972, etc., as well as the totals for five years or more.

4. Costs -- Specific costs of each program each year, as well as totals for longer periods.

5. Responsibility and auspices -- Who should operate each program.

6. Financing -- Who should meet the expense of each program. What parts are governmental responsibilities, what parts are voluntary responsibilities, within Israel, or to be carried by Jews in other countries. In that regard, the Conference will deal also with the most effective fund raising procedures.

The planning will relate services for immigrants to services for the "settled" population. Many must be served in common facilities -- hospitals, schools, youth centers, etc.

The planning will try to define priorities in terms of the urgency of needs, importance of services, and feasibility of programs (costs, availability of facilities and staffs.)

The projections will be set against the background of what has been achieved in the past 20 years in dealing with these needs, and how this has been accomplished -- especially as this experience throws light on continuing unmet needs, and on current and future requirements.

Where plans already exist -- and many do in the ministries and agencies -- they will be brought together. Where plans are lacking or only partial, the attempt will be made to fill the gaps.

Where there are alternative possible programs without clear preference in greater merit or feasibility to deal with a particular need, the alternatives can be presented to the conference.

The preparatory discussions in Israel last week stressed that the emphasis will be on action to flow from the conference and from the planning for it -- action in strengthened programs and services. The minds of the leaders at the conference, and of the staff committees and staff doing the preparation, will be on the impact to be made on the lives of people having these needs -- what benefits they will get from all this, and thus what benefits all of Israel, of which they are a vital part, will get.

The facts being gathered, and the analyses being made are not to produce a document for its own sake -- their purpose is to make possible better service -- with the best, most effective use of the money for those needs.

Presumably as was done by the recent Economic Conference, there will be the appropriate mechanism(s) after the Conference for follow-up on actions projected and on the further planning required.

The preparation will be made under the direction of the Advisory Committee. It will be composed of representatives of the agencies conducting the major programs. The planners will be those who must provide the services.

It will include Israelis and others -- among them, UJA, UIA, JDC, and CJFWF.

In addition, the views and guidance of foremost experts will be sought, both in Israel and outside -- top specialists who have studied the problems of Israel. Some will take part in the conference itself.

The Conference itself June 16-19, 1969 will be composed of about 250 world Jewish leaders. The Conference schedule and procedures should make possible maximum active participation. Approximately one-third of the number will come from the United States and Canada -- the foremost community leaders selected in consultation with their respective Federations and Welfare Funds, and including some professional executives. About 40 per cent of the attendance will come from other Jewish communities around the world, and the balance from Israel.

The facts, analyses, and plans will be submitted for review and judgment as the plans proceed in the months ahead, to help shape in advance what will be submitted to the Conference. For the CJFWF, this will involve especially the participation of the Overseas Services Committee and Board of Directors.

May 14, 1968

