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*The basis for a supreme effort*

*in 1954*

**BUDGETARY  
REQUIREMENTS**

of the constituent  
Agencies of the

**UNITED  
JEWISH  
APPEAL**



A summary of the 1954 Financial Requirements of the United Israel Appeal, the Joint Distribution Committee and the United Service for New Americans presented to the National Conference of the United Jewish Appeal, New York December 11, 12, and 13, 1953.

1954

BUDGETARY NEEDS

of the Constituent Agencies of the

UNITED JEWISH APPEAL

AMERICAN JEWISH  
ARCHIVES

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## The Role Of The United Jewish Appeal in 1954

The Annual National Conference of the United Jewish Appeal, which gathers in New York to assess American Jewish responsibility and to launch the UJA for 1954, convenes at a time when the tensions and pressures and problems of the State of Israel are at a peak. Tragic events arising out of the absence of peace and stability in the Middle East have served to increase the burdens which Israel has been carrying since its birth, and to impose upon its people even greater sacrifices.

It is the task of the UJA to help Jewish victims of war and oppression to rebuild their lives in freedom. This work must continue in 1954 in all the areas where the UJA is called upon to provide funds needed for the accomplishment of its great humanitarian purposes. When the people of Israel are faced, as at present, with serious obstacles to the full resettlement of the newcomers, assistance from the UJA obviously becomes more urgent than ever.

As we plan for 1954, we are confronted with high points of accomplishment and major areas of continuing need.

At last year's annual Conference we learned of Israel's success in eliminating the reception camps for able-bodied immigrants. These camps, often populated by 100,000 or more men, women and children, had given way to the maabaroth — transition villages. There newcomers could be usefully employed almost from the time of arrival, even though the only shelters were tents and shacks.

The delegates decided that 1953 should show a further advance — that the maabaroth should give way to permanent settlements and homes. Great progress has been made here. The tin shelters and canvas huts of the maabaroth are being replaced by pleasant, convenient and incentive-creating homes, many in new settlements. One of Israel's most inspiring sights near the Sea of Tiberias is a

maabaroah of 5,000 persons who are building on the hill above them a new permanent settlement. They will move into these cheerful quarters when the job is done and will then raze their present inadequate shelters.

But much remains to be done to provide permanent housing for tens of thousands not yet so fortunate. In 1954, the UJA will strive to provide the means to transfer many more into decent living quarters, especially in farm settlements.

Further advances have been made on the road to self-sufficiency in food. Intensive revitalization of the soil and an effective program to increase agricultural production in general, instituted with the help of UJA funds, has relieved somewhat the burdensome austerity in foodstuffs.

But the main focus of the 1954 program must continue to be on the full-scale utilization of the land. This involves the creation and expansion of many more farm settlements, further bold advances in irrigation, and the increased movement of newcomers to the soil.

Although there have been great forward strides, much still remains to be done in many fields before Israel can be considered self-sufficient. It is calculated that with the programs and plans now under way Israel should reach or come close to economic self-sufficiency in some seven years, and current efforts are directed toward achieving this goal.

All Israel's problems would be difficult enough under the best conditions but they are doubly so because of Israel's serious cash position. Frequent — almost daily — crises result from maturing of obligations incurred as a result of the unprecedented immigration during the first years of the nation's existence. Therefore, a steady flow of cash to the UJA is an absolute necessity if Israel is to keep its economic head above water. Thus, while the raising of a substantially larger sum is absolutely essential in 1954, sight must never be lost of the tremendous importance of providing cash, cash and more cash.

Israel's urgent needs must be met without neglecting vital programs in other parts of the world. For instance, the problem of the Jews who still remain in Europe continues to be acute. They include the aged, the chronically ill, and the incapacitated, many of whom have been moved to Israel for care under the magnificent Malben program for "hard core" cases. Most of those who remain cannot be moved and still require much help, which can come only from the American Jewish community.

In North Africa there is a large population of underprivileged Jews for whom the day-to-day struggle just to remain alive is difficult beyond description. With the limited funds available, assistance cannot be given to all of them but at least the children must be helped to rid themselves of the many diseases which afflict them today. Eventually many can be brought to Israel for a fresh start, but meanwhile we must not forget them. In the Moslem countries too there remain a number of Jews still living in fear and waning hope. Everything possible must be done to get them into Israel.

Newcomers who continue to arrive in the United States require help which is possible only with UJA funds. The American Jewish community's record since the days of Hitler is indeed a proud one, for not a single newcomer was permitted to become a public charge. The sums required for the newcomers in 1954 are not as large as those needed for Israel and for Jews in other parts of the world, but they are just as vital.

Delegates to the 1953 Annual National Conference gather with sober and full realization of their responsibilities as Americans and as Jews. They will give evidence of their solidarity with the people of Israel through all dangers, and will also make clear their determination to help every Jewish victim of war and oppression in the world wherever he may be and as long as they have the means to provide such help.

The decisions made at this Conference will be viewed by all free and democratic peoples, and indeed by all men of good will, as further evidence of the humanity and brotherliness of the American Jewish community. As the UJA goes into its sixteenth year, we will continue to serve our distressed and needy fellow Jews with dignity and with honor.



1954 Budgetary Requirements

of the

UNITED ISRAEL APPEAL

THE SHAPE OF THINGS

Borders Are Everywhere

From the farthest reaches of the northern Galilee mountains southward along the new Shuval pipeline and down to the glaring whiteness of the Dead Sea shores, Israel is building and living in the shadow of the gun and in the grip of a strained and troubled economy.

The settler who works his fields all day and, after a hasty meal, drags himself bone-tired to guard the same fields by night, mirrors the features of Israel today -- an eye cocked for danger, but the body alert and working for growth and life.

Actually the people of Israel are struggling against heavy odds in three vital sectors: absorption, finance and security.

The problems presented by any one of these would be weighty enough to tax the resources of any country. Yet Israel must grapple with all of them simultaneously. Failure to overcome the problems in any sector would endanger the viability of the Jewish State as a whole.

During the past months, the security of Israel's frontiers has been the most pressing problem of all. But it is hardly correct to say that Israel has frontiers, because today all of Israel is frontier. Throughout the land's 8,048 square miles, not one center of population is more than 30 miles from a dangerous border and most homes are within gun-sight of hostile territory. Farmers work the fields with rifles slung over their shoulders and cartridge belts strapped to their waists. Laborers and white-collar workers double as watchmen and frontier guards at night.



The need for the Government of Israel to finance large-scale security measures comes at a time when the country is adjusting to the impact of far-reaching fiscal reforms, while wrestling with problems of newcomer absorption. There is a bitter irony in the economic plight of the people of Israel who have endured the harshest austerity measures in order to direct every pound possible into productive investment, only to see large portions of their meager resources diverted, of necessity, to defense.

#### Pressures and Problems

During the first half of 1953, Israel for the first time achieved a substantial reduction in her foreign trade deficit. This stemmed largely from broad-scale agricultural and industrial expansion, the government's deflationary fiscal policy and the planned relocation of the labor force. But now the rapid-fire explosions of border tensions and the plague of marauding and infiltration threaten to sap this recently-acquired economic strength.

These developments affect the work of the United Israel Appeal agencies — the Jewish Agency and the Keren Hayesod — in two ways:

- a. The reduction in government services for immigrants, brought about primarily by heavy expenditures for security, has forced the UIA agencies to accept additional responsibilities;
- b. The program of agricultural settlement, which generally utilizes over 50 per cent of the Jewish Agency's budget, had to be revised to meet the deteriorating security conditions in border areas in 1953. Existing settlements had to be consolidated and new ones launched to stretch a "living chain" of Jewish villages along Israel's 594-mile frontier.

During 1953, despite the realization that they would be building their homes within sight of Arab guns, enough volunteers came forward to make possible the establishment of 46 new villages, or close to the total quota of 50 set for the year. Among these pioneers were immigrants from the maabarith, youngsters who combined military duty and agricultural training, and fathers of families who came to the soil under a "town to country" scheme carried on by the Jewish Agency.

At the same time, existing settlements expanded or increased the irrigated area by 30,000 acres. Work was also begun on the first stages of the projected All-Israel Irrigation Program, which by 1960 is expected to help make Israel self-sufficient in all areas of agricultural production, with the exception of wheat, meat and sugar.

In this project which, when it is finally completed, will change the face of the country and revolutionize its farming methods, is exemplified the spirit of the people of Israel: a small nation of fewer than 2,000,000 surrounded by 40,000,000 hostile neighbors, whose chief concern is not the construction of fortifications but the creation of irrigation canals to bring new life to arid wastelands.

#### The Threatening "Wasteland"

However, under the pressure of economic and political emergency, another wasteland threatens to develop in Israel: a wasteland of crippled, invalided and idle persons now in the maabaroth.

By now, the bulk of the younger and healthy immigrants have become integrated into the rural and urban areas of the country. Yet behind them in the tin and canvas shacks of the maabaroth (transition villages) they left the elderly and handicapped, the widowed mother with her children, the large family dependent for support on a single breadwinner. Already the age composition of the maabaroth inhabitants varies considerably from that of other sectors of the population. Unless the UIA agencies are in a position during the coming year to deal with the special problems presented by the rehabilitation of the maabaroth dwellers, an absorption backlog will develop which can only constitute a heavy drain on the economic and social resources of Israel for many years to come.

Today there are three groups in the maabaroth who need special assistance from the UIA agencies; the aged, young children and the handicapped.

There are still 3,000 elderly people in the Pardess Hannah camp maintained by the Jewish Agency, waiting their turn to be transferred to a proper home for the aged. It is hoped that the combined efforts of Malben (JDC) and the Jewish Agency during the next three years will provide a solution to this problem. Meanwhile, during the time that these men and women are in a very real sense on the "waiting list," temporary facilities must be provided for them by the UIA agencies.

Special temporary camps have been set up for the care of 2,500 invalids who are awaiting admittance to institutions. Each case requires individual attention, for each has physical, vocational and psychological problems that must be handled with ingenuity and patience. Selected job placement and retraining, sheltered workshops and constructive loans — each possible solution has to be carefully explored to fit the needs of the individual newcomers as well as the budget of the UIA agencies.

The program planned or already in operation for children and young people in the maabaroth has several facets. In 1954 the Jewish Agency must increase its participation in the provision of free hot meals for school children of all ages — a program which has increased fourfold since 1948, from 20,000 meals per day to 80,000 per day in 1953. Also, since the current government budget does not provide public funds for kindergartens, the UIA agencies have had to step in and finance operations of kindergartens for 9,000 boys and girls in maabaroth and immigrant villages.

Some groups of children and youth, including a number from North African and Middle Eastern communities, need special care and attention. The UIA agencies therefore, through trained social workers and teachers, are taking a definite hand in the rearing and education of these children. Pursuing modern concepts of education, their parents also are given thorough, careful instruction in the principles and practices of adequate child care — which, it is

stressed, include liberal application of the love and attention that all children need.

At present, although the new immigrants comprise more than half of the population of Israel, they constitute only 10 per cent of the student body in high schools throughout the country. Another item in the current UIA budget is scholarships for 2,000 youngsters from North African and Middle Eastern communities living in Israel which will enable them to attend high schools and other institutions of higher learning.

#### Bridging the Centuries

The variegated activities carried on by the Jewish Agency's Absorption Department through more than 25,000 social workers, teachers, youth leaders and agricultural instructors all over the country have one basic objective: to bridge the gulf between past and present wrought by many years of the grinding poverty, primitive housing conditions, illiteracy and disease which are so prevalent in the underdeveloped regions of the Middle East.

The situation in the maabaroht and the voluminous case-files on the desks of social workers and administrators in the transitional villages reflect in some measure the painful discrepancy between the task at hand and the funds available to accomplish it. Year after year the balance sheet of the UIA agencies has shown a looming deficit which in 1952 amounted to \$19,000,000. Despite the fact that from May 1948 through November 1953 the UJA has provided a total of \$260,000,000, the amount of new loans and unpaid accounts outstanding at the end of the budgetary year make it obvious that income from philanthropic sources is likely to fall far behind the needs in 1954.

#### THE BUDGET FOR 1954 - A WORKING MINIMUM

In the light of these facts the budget which the United Israel Appeal is presenting to the American Jewish community in 1954 through the United Jewish

Appeal has been cut to fit as closely as possible the income which the UIA can expect to receive in the coming year.

A budget of needs totalling \$122,000,000 has been requested by the various departments of the UIA agencies in Israel as representing their basic requirements for 1954. Against this, however, the budgetary requirements presented in this report total close to \$92,000,000 which is the irreducible minimum needed to finance the vital programs described here.

But it must be recognized that from the long-range point of view the constant process of patching up temporary housing accommodations, and the waste of relief funds and human energy incurred by postponing the rehabilitation of thousands of newcomers, is an expensive operation.

Newcomer Absorption — The Human Problems

Expenditures 1953.....	\$ 7,163,066
Minimum Budget for 1954.....	\$ 4,235,000

"Year of Strengthening"

In November 1953, David Ben-Gurion, the outgoing Prime Minister, in a cabled message to the United Israel Appeal's National Conference, urged that American Jews help make 1954 a "year of strengthening" for Israel.

This, then, is the theme of the UIA program for 1954: To strengthen Israel by helping its newcomers to acquire homes and jobs and to make their full contribution to the country's economy.

At the end of 1953, the number of immigrants in special camps and maabaroth totalled about 130,000. During 1954 it is expected that housing accommodations or some kind of placement can be provided for about a third of these individuals. Thus, without even taking into account the newcomers due to arrive during the next twelve months, the UIA agencies will have to maintain temporary shelter and social services for an average of some 100,000 persons during 1954.

The budget of the Absorption Department of the Jewish Agency is divided into three categories: 1. maintenance of maabaroth and special camps for the handicapped and invalided, 2. social services, 3. housing.

For the time being only 5 per cent of the total budget has been set aside for the reception of immigrants, since it is expected that most of the new arrivals will spend only one to two weeks at the Shaar-Aliyah Clearance Center before they proceed onward to maabaroth or agricultural settlements. As in previous years, provisions are made for initial cash grants and outfits of equipment and supplies for the new arrivals, as well as for health insurance which is provided free of charge for every newcomer during his first three months in the country.

#### Birth of the Slums

Three years ago, the flood of mass immigration made the available funds grossly inadequate to meet the needs. Then, as an emergency measure, the UIA agencies began building the transition villages (maabaroth). Their purpose was to bring the idle newcomers one step closer to productive integration. The immigrants, according to the plan, could live in the temporary shacks while seeking jobs in nearby cities or on farms and settlements.

From the viewpoint of 1950, the maabaroth were a step forward. But by the end of 1953 they had become a network of slums which pockmark the face of Israel. The basic trouble with the maabaroth is that although they were set up as a temporary emergency measure, the lack of funds has necessitated their continued use long beyond the time when they should have been scrapped. The flimsy and by now sub-standard tin and canvas huts were never meant to withstand the rigors of glaring sun and winter storms for more than a year, let alone three.

Two recent news bulletins sharply point up the situation:

Tel Aviv, Nov. 18. (JTA) — A cold wave accompanied by heavy rains and winds brought winter to Israel today and wrecked a number of temporary shelters, forcing their immigrant occupants to seek temporary cover in more permanent type homes.

Tel Aviv, Nov. 23. (JTA) — The rainstorm which lashed Israel and other areas of the Middle East last week eased off but left a trail of smashed huts and downed tents in immigrant work centers in various parts of the country. Jewish Agency work teams were busy today repairing damage and re-erecting tents and other shelters. The occupants of the shelters had been moved elsewhere temporarily.

During the coming year an average of 20,000 to 25,000 shelters must still be maintained and in the fall of 1954, prior to the rainy season, a new round of waterproofing and ditch digging will begin, to shore up the sagging huts and shacks and thus avoid total collapse.

UJA agencies expect to keep expenditures on the maintenance of the maabroth to a minimum of \$1,000,000. Here again, the action to be taken is obviously both costly and unsatisfactory, but — since funds are not available for sufficient construction of permanent homes — is the only possible course.

The UJA agencies have full responsibility for the management of the maabroth and the broad range of social services for immigrants there.

#### Milk, Steel and Housing

In a recent budget message Israel Finance Minister Levi Eshkol made the seemingly cryptic statement that "walls cannot be milked." Actually, he was announcing a cut in new housing projects, in favor of agricultural settlement.

This action dramatically reflects the chronic tension in Israel today between human consumption needs and long-range development projects — between such undertakings as housing on the one hand and irrigation programs on the other. A house is vital but its production is limited to the comfort of the family that dwells in it; irrigation, however, is an investment that ultimately produces a measurable yield in terms of food and foreign currency.

Since the establishment of the state, more than 80,000 permanent housing

units have been built. One of the major bottlenecks of the housing program from the very beginning has been the lack of foreign currency needed to purchase steel and timber.

Recently, however, Israel's engineers have been replacing the major portion of imported building materials with cement and stone produced in local factories and quarries. Today, only about 10 per cent of all building costs are expended in precious foreign currency.

### Blueprint for Housing

With the accent on productivity in the Israel government's new economic policy, priority must be given to agriculture and urban development. However, the immediately pressing human problems cannot be avoided and an over-all housing plan has been worked out to eliminate the maabaroth within the next two or three years.

In addition to eliminating the maabaroth, the plan aims at reducing dangerous overcrowding in existing immigrant quarters and providing suitable housing for persons now living in semi-primitive dwelling units, through the building between 1954 and 1960 of 42,000 housing units at a cost of about \$154,000,000.

The last eighteen months saw some 20,000 families transferred from tents to stone houses and wooden huts. But during 1954 not more than 8,000 maabaroth families will be provided with permanent homes.

(An additional 2,000 families of handicapped and similar social cases will be transferred from special camps to permanent housing.)

The budget has earmarked some \$6,000,000 for the UIA's participation in housing activities, partly in direct investments and partly in the form of long-term, low-cost housing loans to the immigrants. As in the past, emphasis will be placed on the erection of permanent housing in the agricultural settlements, especially in view of the precarious security situation.



Settlement — The Agricultural Revolution

Expenditures in 1953.....	\$43,535,175
Minimum Budget for 1954.....	\$51,050,000

Trend to Farming

The farms and fields of Israel are in the midst of a far-reaching agricultural revolution radiating into every aspect of the country's economy.

Since the establishment of the State, thousands of immigrant clerks, shopkeepers and artisans changed their orientation toward agricultural work, as the prospect of farming and settling on the soil was given a positive, attractive force. The response to the call for agricultural settlement — buttressed to some extent by the crowded and difficult conditions of city life — sent to the land more than 160,000 newcomers, or about 22 per cent of the 720,000 who came to Israel in five-and-a-half years.

These new farmers in Israel's 355 post-statehood settlements form the vital core of the country's agricultural economy. They are cultivating close to 300,000 acres of land and have made important contributions toward increasing the value of farm produce by 97 per cent since statehood.

As the proportion of new settlers from Middle Eastern and North African countries grew, the difficulties of turning newcomers into farmers also increased. Psychological as well as technical obstacles had to be overcome, as did a general resistance to the idea of working today for long-range returns. To teach the intricate ways of complex farming equipment, UIA agencies established a number of tractor stations where villages and even whole regions could be serviced in instruction and maintenance of machinery.

Immigrant villages at first specialized in vegetable growing to take the edge off austerity diets; today these settlements supply about 40 per cent of all the vegetables marketed in the country. Since Israel has reached self-

sufficiency in this area, future new settlements will be encouraged to develop industrial crops such as ground-nuts, sugar beets and flax to help reduce the foreign trade gap.

In 1953 the "town-to-country" project was born — a government-inspired plan to reverse the drift toward the cities and to bring people from the heavily populated urban areas to the farmlands where they were most needed.

The government's strong emphasis on shifting away from marginal and non-productive occupations to intensified efforts in industry and agriculture added a convincing argument to the "town-to-country" plan. During 1953, about 10,000 people packed up their belongings and moved to farms. Of the 46 agricultural villages established in 1953, 12 were built by former apartment house dwellers and traffic dodgers.

#### Focus on Food

One of Israel's chief sources of trouble is that it has grown in irregular spurts. Thus while the population increased by about 125 per cent, agricultural production — in spite of considerable progress — lagged drastically behind consumption needs.

One fact stands out, a looming danger sign in the food situation: In terms of nutritional value Israel does not provide even half of its austerity diet by local production.

The latest available figures on the daily average consumption per capita, and the percentage produced in Israel, point up the problem.

#### Food Production and Consumption (Daily Average Per Capita)

	<u>Consumption</u>	<u>% of Consumption Covered by Local Production</u>
Calories.....	2,600	27%
Protein.....	52 gms.	42
Animal Protein.....	30 "	53
Fats.....	75 "	16

### Target for 1960

The agricultural revolution through which Israel hopes to overthrow the oppression of deficits and foreign trade gaps is articulated in the new Farm Development Plan. Motivating force for the plan is the fact that food imports make up the costliest drain on Israel's meager foreign exchange resources. To close this breach it is imperative to develop and expand a farm network which will provide rehabilitation and resettlement opportunities for newcomers as well as a strong foundation for the national economy as a whole. Experts of the Ministry of Agriculture and of the Agricultural Settlement Department of the Jewish Agency have prepared a seven-year plan based on a population of 2,000,000 in 1960, of which 500,000 will live in rural areas.

Here are the principal targets of the plan by 1960:

1. Establish 42,000 new farm units,
2. Increase the areas under irrigation from 150,000 to 450,000 acres,
3. Expand agricultural production at least two and a half times,
4. Increase farming exports three-fold to a total of about \$60,000,000.

The all-embracing aim of the plan is to make the population in 1960 self-sufficient in most areas of agricultural production and to provide enough agricultural produce for export to cover whatever food imports are necessary. During the next seven years, investment in Israel's agriculture must total close to IL 300,000,000 plus \$180,000,000 in foreign currency to reach the main targets.

### A Place in the Plan

Within this profound germinal movement in agriculture, funds provided by the United Israel Appeal to the Jewish Agency will be enlisted in the task of developing and consolidating existing settlements. The consolidation process advances simultaneously on several levels. In this way, while some villages receive the final measure of aid to complete their development, new settlements at the same time are founded and launched on the long and arduous road to financial independence.

As part of this process, this is what will happen next year on the various levels of consolidation and development:

1. At a cost of \$6,000,000, 60 settlements are to be advanced to the stage of self-sufficiency and removed from the roster of those requiring further aid.

2. In more than 300 settlements, about \$23,000,000 will be spent to strengthen and expand some 22,000 farm units. Although this sum is not sufficient to put these settlements on the "independent" list, it will pay for urgently-needed farm buildings, livestock, planting of citrus groves and agricultural equipment. About one-third of the total is earmarked for local irrigation projects.

3. Since the major emphasis is on strengthening existing villages, the final budget for new settlements, has not yet been formulated. However, the sum of \$4,000,000 has been tentatively budgeted for the establishment of 25 to 30 new settlements, made up of 2,000 farm units.

Both these new settlements and those already in existence are expected to absorb at least 7,000 families, or about 30,000 persons, who will be brought to the land with the assistance of UIA agencies during the next twelve months.

#### "Fuel" for Farming

Water is the "fuel" for the agricultural settlement program, and UIA agencies are taking an active part in various water projects including the boring of wells and the construction of pipelines. The Jewish Agency will also participate in the extension of the Yarkon-Negev project (providing about 65 per cent of the budget) and in all of the irrigation operations carried out by Mekoroth, Israel's largest water company (with the Jewish Agency providing about half of the budget).

Generally, the importance of irrigation can be correctly gauged by these two facts: one dunam (one-quarter acre), dry-farmed, will sustain one person; the same dunam, irrigated, can produce enough food for four persons.

The water engineers who are preparing to revive Israel's wasteland take into account three sources of water: underground water from local springs and wells, winter flood water which must be stored with the help of dams and reservoirs, and river waters.

Israel's blueprint for water, the All-Israel Irrigation Program, will draw upon all three sources, including a project to divert part of the waters of the Jordan for the irrigation of the Negev. At its southern end, the Jordan-Negev scheme would be supplemented by two pipelines which will bring water from the Yarkon River (north of Tel Aviv) to the southern regions of the country. Since Israel's agricultural planners and water engineers realize that the country's development cannot be suspended for a decade until the total All-Israel scheme has been implemented, they have devised six so-called "satellite schemes" which can be completed in a shorter period of time and eventually will be integrated into the over-all plan.

In the decade before Statehood, the water supply in the Jewish sector of Palestine's agriculture was expanded at the rate of about 15,000,000 cubic meters annually. Since establishment of the State the annual rate of increase has been more than 75,000,000 cubic meters, that is, from a total annual supply of 250,000,000 cubic meters in 1948 to 700,000,000 cubic meters in 1953.

The over-all irrigation scheme is a vast undertaking. Final cost-estimates have not yet been established, but preliminary estimates indicate that the average cost per irrigated dunam will total approximately \$165.00 (at the current rate of exchange), comparing favorably with the investment of \$200.00 needed for one-quarter of an acre in the central basin of the United States.

The more immediate projects for next year call for an expansion of the irrigated area by some 40,000 acres. In the budget for 1954, UIA agencies are setting aside more than \$16,000,000 for a broad range of irrigation projects.

New Look For a Desert

It is little more than a decade since the first experimental stations were set up to explore the possibility of agricultural development in the arid Negev.

Today the Negev has fifty-nine agricultural settlements, five large farms which experiment mainly with the production of industrial crops, one agricultural school and four urban centers. Some 12,000 people derive their livelihood from farming the once-deserted stretches of the Negev, which is fast developing into Israel's granary. Altogether, some 175,000 acres of land are now under cultivation throughout the Negev.

At the beginning of this year the annual rate of water supply in the Negev stood at about 11,000,000 cubic meters. Meanwhile, work has proceeded on various reservoirs which by now have a total capacity of 55,000 cubic meters. Thus it will be possible to enlarge the area under irrigation in the Negev, which exceeded 3,000 acres at the beginning of this year, even before the large-scale Negev projects come into operation.

Youth - Reservoir of Tomorrow

Expenditures 1953.....	\$7,107,846
Minimum Budget for 1954.....	\$5,390,000

The marked changes that reverberate throughout Israel today are finding echoes in the Youth Aliyah movement.

Prior to statehood Youth Aliyah concentrated on rescue, maintenance and education of orphaned and semi-orphaned young refugees from all over the world.

Recently, however, the poor social and hygienic conditions in the maabaroth have made it necessary to include some maabaroth children and youth in the Youth

Immigration scheme. Yet, due to the shortage of funds, Youth Aliyah training groups and institutions can aid only a fraction of the total number of youngsters who are in need of vocational training and educational guidance. Therefore as an emergency measure Youth Aliyah has begun to operate a number of educational projects in the maabaroth proper.

The working budget for 1954 does not allow for any expansion of the Youth Aliyah program which at present cares for some 13,000 wards. However, the 4,000 to 5,000 trainees who are expected to graduate during the year will make room for an equal number of children and youth. At present more than 60 per cent of all Youth Aliyah wards come from underdeveloped areas in the Middle East and from the mellahs of North Africa. The majority have been placed in agricultural settlements but the younger children are maintained in educational institutions. Physically handicapped, backward and socially maladjusted children, who numbered about 5 per cent of Youth Aliyah wards in 1953, are cared for and treated in special institutions.

From its inception in 1934, Youth Aliyah has been a reservoir of trained pioneers for Israel's agriculture. During the past year 65 per cent of all Youth Aliyah graduates have settled on the land, while the rest joined their families, continued their studies or served their terms in the Defense Army of Israel. Only one out of every hundred Youth Aliyah graduates tried to find employment in the large cities or other urban areas of the country.

The budget of Youth Aliyah is covered in part by Hadassah and other women's organizations in the United States as well as by special campaigns throughout the world. However, the major part of Youth Aliyah's expenditures must continue to be covered from the general funds of the UIA agencies, which currently provide 60 to 70 per cent of the total Youth Immigration budget.

Immigration

Expenditures 1953.....	\$1,323,014
Minimum Budget for 1954.....	\$1,848,000

In view of the difficult financial and security situation, the policy of "selective immigration", which gives priority to able-bodied immigrants of working age and postpones the arrival of potential social problem cases, had to be continued in 1953. While final figures are not yet available, it is estimated that the total number of immigrants during the year was about 10,000 to 12,000.

Barring unforeseen emergencies, it is expected that during the coming year between 15,000 to 20,000 immigrants, mainly from North African countries, will arrive in Israel.

Education and Culture

Expenditures 1953.....	\$2,271,835
Minimum Budget for 1954.....	\$3,504,000

The educational and cultural activities of the UJA agencies cover two related areas. While some educational activities are carried on abroad to prepare prospective immigrants to Israel, the main emphasis of the program falls within the framework of the Absorption Department, which carries out special educational and cultural projects to facilitate the integration of the newcomers.

For a number of years, the UIA agencies have conducted Hebrew language seminars (Ulpanim) which offer intensive courses in Hebrew and related subjects for professionals and white collar workers among the immigrants. This year a large number of immigrant students is expected to take these courses.

The UIA agencies this year will also provide scholarships at a cost of about \$80,000 to enable children from North African and Middle Eastern communities to attend secondary schools.



### Other Activities

The UIA agencies are again budgeting, as they have in the past, a comparatively small sum for the absorption of immigrants in urban areas. The amount of \$115,000 has been earmarked for this purpose in 1954.

In accordance with the decision of the Jewish Agency in August 1951, the UIA agencies during the coming year will allocate \$3,257,000 to the Jewish National Fund to be used for land amelioration and drainage work on the future sites of new immigrant villages.

For interest on funds borrowed in previous years to cover expenses incurred in promoting the accelerated development of agriculture, the UIA agencies in 1954 will require \$3,210,000.

For the activities of the Information Department the sum of \$870,000 is being allocated in the present budget. These expenditures will cover supplementary activities such as literature and campaign material of the UIA agencies in Israel and abroad. The total administrative expenses of the UIA agencies in Israel and abroad are estimated at \$2,264,000.

Allocations to other organizations include \$77,000 for participation in JRSO (to recover heirless Jewish property for the resettlement of refugees). Allocations to a number of organizations engaged in constructive work in Israel, and payments to various Jewish groups which the Jewish Agency under the German reparations agreement will pay out of its share of German reparations funds during 1954, amount to \$2,963,000.

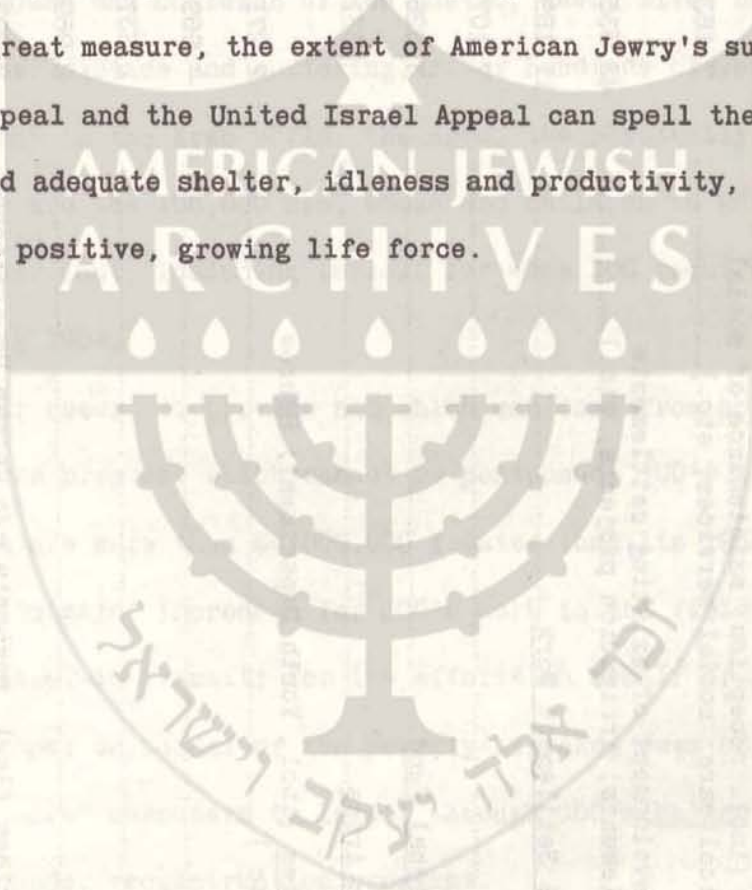
### Signs and Portents

The most accurate barometer of Israel's financial condition is its foreign trade deficit. Currently, the indications are for dangerous economic squalls due primarily to a short-term indebtedness of \$110,000,000 which must be paid within the next twelve months.

Another kind of barometer, which is a great deal more intangible, is the condition of the people — especially the newcomers who have striven so long and earnestly to reach Israel and now live, out of necessity, in a kind of half-way house between idleness and full-scale productivity.

These two central facts of Israel today, the condition of its people and its financial woes, are part of a single dynamic pattern whose design the Jews of America can play an important part in shaping.

In a very great measure, the extent of American Jewry's support for the United Jewish Appeal and the United Israel Appeal can spell the difference between slums and adequate shelter, idleness and productivity, dangerous stagnation and a positive, growing life force.



UNITED ISRAEL APPEAL AND CONSTITUENT AGENCIES

(Jewish Agency and Keren Hayesod)

EXPENDITURES IN 1953 AND BUDGETARY REQUIREMENTS FOR 1954

	<u>Expenditures 1953*</u>	<u>Budgetary Requirements in 1954**</u>
<u>Transportation of Immigrants</u> (incl. training abroad).....	\$ 1,323,014 .....	\$ 1,848,000
<u>Reception and Initial Absorption</u> (incl. reception; maintenance of social problem cases; maabaroth; medical care; social services, etc.).....	7,163,066 .....	4,235,000
<u>Agricultural Settlement</u> (incl. development of existing settlements and establishment of new settlements; irrigation projects, etc.).....	43,535,175 .....	51,050,000
<u>Deferred Payments on Agricultural Settlement Work</u> .....	11,189,348 .....	12,837,000
<u>Youth Immigration</u> .....	7,107,846 .....	5,390,000
<u>Appropriations to the Jewish National Fund</u> .....	3,526,250 .....	3,257,000
<u>Absorption of Immigrants in Urban Areas</u> .....	331,380 .....	115,000
<u>Educational and Cultural Activities</u> (incl. Youth Department; Hebrew courses; religious affairs, etc.).....	2,271,835 .....	3,504,000
<u>Information Service</u> .....	969,870 .....	870,000
<u>Administration</u> .....	2,337,796 .....	2,264,000
<u>Interest</u> .....	2,969,896 .....	3,210,000
<u>Appropriations to other Organizations</u> (incl. payments a/c German Reparations)..	2,093,067 .....	2,963,000
<u>Participation in JRSO</u> (to recover heirless Jewish property for the resettlement of refugees).....	<u>267,016</u> .....	<u>77,000</u>
<u>TOTAL</u> .....	<u>\$85,085,559</u> .....	<u>\$91,620,000</u>

\*Including estimates for November-December 1953

\*\*Budgetary requirements as adopted by the Jewish Agency Executive,  
pending approval by the Actions Committee of the Jewish Agency.

1954 Budgetary Requirements

of the

JOINT DISTRIBUTION COMMITTEE

Human beings in need, homeless and barred from every opportunity of finding homes; survivors of war and Nazism whose bodies still bear the evidence of their suffering; men, women and children of the ghetto, their lives bound up in poverty, ignorance, disease and suffering, after hundreds of years still unwelcome "strangers" in the Arab world; the aged, the physically handicapped and disabled — these are the 165,000 men, women and children in Europe, North Africa and the Near East, including Israel, for whom JDC requires a minimum of \$26,186,000 during 1954.

To meet their needs, to provide aid which can come from no other source, to initiate assistance programs which cannot be postponed, JDC's minimum requirements during 1954 are more than \$4,000,000 greater than its 1953 expenditures. This sum represents major increases for JDC's work in the field of emigration assistance and relief-in-transit; for its efforts on behalf of refugees, DP's and others in Europe; on behalf of the poverty-stricken Jews of the Moslem world; for "hard core" newcomers to Israel through JDC's Malben welfare program, and for expanded reconstruction programs.

In 1946 — the peak year of emergency post-war need — JDC aid was extended almost entirely to the uprooted who were living in the DP camps and to other victims of the Nazis on the continent of Europe. Today, the geography of need has changed.

During 1953 JDC relief, resettlement and reconstruction assistance went to some 160,000 persons in more than 20 countries on four continents. Included in

JDC's program of assistance were medical care for some 72,000 men, women and children; cash relief for 14,300; educational assistance for more than 80,000; feeding aid for 44,500; vocational training for 12,000; and, despite increasingly rigid immigration laws in most countries of the world, resettlement aid for some 3,500 homeless Jews.

JDC's program has always adapted to the movements and the requirements of the vast numbers of men, women and children in need of its aid. With the growth of the State of Israel, JDC's program there has assumed ever-greater importance.

Among the hundreds of thousands who had been aided by JDC to emigrate to Israel, there were tens of thousands of newcomers who still required medical aid and other types of assistance — including institutional care — which the Israel Government called upon JDC to provide. Thus by 1953 JDC was expending more than half of its over-all budget on Malben, the JDC medical and welfare program on behalf of aged, ill and handicapped newcomers to the new state. Two figures illustrate the increasing importance of this program: In 1951, JDC assigned nearly one-third of its appropriations to aid projects in Israel; in 1953, the amount was nearly 60 per cent.

Many persons in Malben homes for the aged, custodial care centers, hospitals and other installations had required JDC's aid from the very day of liberation. Others had turned to JDC for help four and five years ago in Morocco, in Libya, in Iran, in Yemen and other parts of the Moslem world, and had received help — food, clothing, medical care, even assistance in emigrating to Israel.

Also bulking large in the JDC geography, as it has ever since 1948, was the Moslem world, where JDC programs in 1953 at last began to make real headway against poverty, ignorance and disease. Although relief dollars meant far more in terms of purchasing power in Moslem areas than anywhere else in the world,

the depths of need were so great that it was a major achievement to find even the glimmerings of daylight in the distance ahead. Perhaps for the bulk of adults in these countries the daylight might come too late; but for the young people, for the boys and girls, JDC represents a hope for life and a decent future which has never been theirs before.

But while in 1953 JDC could note continuing and heartening progress in providing aid to the helpless newcomers in Israel and in combatting the ravages of poverty, hunger and disease among the Jews of the Moslem world, in Europe JDC came face to face with the realization that here only a long-term program of aid could advance Jewish survivors toward a peaceful and prosperous future.

It became clear too that, although some of these needy men, women and children would be independent of JDC aid in a relatively short time, others in this group would almost certainly require JDC assistance for many years to come — perhaps for the rest of their lives. Many are so-called "hard core" cases, to whom nearly all avenues of emigration have hitherto been barred and who, because of illness, disability, old age or physical handicaps are unable to survive without outside economic assistance.

The year 1953 saw JDC begin the attack on the problem of the "hard cores" through a variety of emigration plans and specialized rehabilitation and reconstruction programs, all aimed at ameliorating the tragic circumstances of so many persons throughout Central and Western Europe.

In 1954, JDC must therefore continue and advance the programs already begun and must call upon the American Jewish community through the United Jewish Appeal for the financial support which makes these programs possible.

Of JDC's total 1954 budget, \$12,445,000 or nearly 50 per cent, is required for its programs in Israel, including the operations of Malben, JDC's welfare agency in the Jewish state; some \$2,750,000 is needed for aid to Jews in Moslem

areas; \$4,296,000 for those in Europe; \$2,545,000 for emigration and relief-in-transit, and \$1,850,000 for reconstruction assistance.

The 165,000 men, women and children to be aided with these sums include:

About 30,000 — including thousands of "hard core" cases and their dependents — in Europe, who until now have found all roads to emigration closed or who must receive extraordinary assistance before they can be integrated into the economic life of the countries where they now are.

Nearly 100,000 men, women and children, of a total of 578,000 Jews in the Moslem world, who must continue to receive extensive feeding aid, medical care, vocational training and educational assistance, as JDC continues its battle against hunger and disease in Islamic lands.

Some 35,000 persons in Israel who must be given institutional care and reconstruction aid, vocational training and cultural, religious and educational assistance.

The group in Israel includes thousands of "hard core" cases. Malben, which has already aided some 35,000 newcomers to the Jewish state and is currently aiding 5,500 monthly, must expand its program to the point where its aid reaches 6,500 each month.

JDC has therefore set for itself the following goals for the coming year:

Establishment of special rehabilitation and reconstruction projects and continuing exploration of emigration possibilities for thousands of refugees in Western and Central Europe.

Intensification and expansion of JDC's feeding and medical aid programs in North Africa and Iran, particularly on behalf of children and young people.

Expansion of Malben facilities to care for thousands of "hard core" newcomers in need of aid.

Following is a detailed description of JDC's 1954 budgetary requirements:

MALBEN IN ISRAEL .....Requirements: \$11,750,000

During 1954 JDC must continue to spend nearly \$1,000,000 per month through Malben for health and rehabilitation services benefitting new immigrants in Israel. Malben's network of some 100 homes for the aged, custodial care centers, hospitals, sanitarium, sheltered workshops and other institutions, as well as its reconstruction loan department, must be expanded to provide aid for an estimated 6,500 persons per month. For some 5,000 aged men and women, chiefly in the Pardess Hannah reception camp, and for hundreds of other ailing and disabled men, women and children throughout the Jewish state, this expansion of Malben facilities provides their only hope for a decent life and a secure future.

Some measure of this continuing need are the 600 new applications for Malben care which are filed each month.

Malben's 1954 plans call for providing vitally-needed institutional care for 4,925 persons including:

2,400 aged men and women,

950 tubercular patients,

1,575 chronically ill and ailing men, women and children.

This represents an increase of some 30 per cent over the 3,800 receiving institutional care at the present time. To provide the facilities necessary for this expanded program of care, two major installations will be completed early in 1954 — a home for 500 aged people at Nathanya and a village for 1,500 aged men and women and persons in need of custodial care at Ein Shemer. In addition, Malben is planning the expansion of current facilities for the treatment, recovery and rehabilitation of tuberculosis victims.

Much of this expansion stems from a recent agreement between JDC and the



Jewish Agency in behalf of 5,000 aged immigrants now living under substandard conditions in the Pardess Hannah transient camp and other locations. Under this agreement the Jewish Agency will contribute to the cost of acquiring or constructing the necessary installations, while Malben supplies the balance of the capital cost, as well as maintenance and other services, and operates the institutions. Many of the group are to be transferred to the Malben installations in Nathanya and Ein Shemer as soon as room is available for them. Malben will also have to provide out-patient care for 5,000 persons during the year.

In the field of rehabilitation, Malben plans:

1. An increase in the number of sheltered workshops, from sixteen to twenty, for the training of amputees, post-TB cases and other physically handicapped individuals, increasing the number of those now working in these shops from 545 to 750.

2. Continued expansion in the number of loans provided to former Malben patients, helping them to set up shops and service establishments and to become economically independent. More than 2,150 families have been aided by these loans since 1950; today Malben's files contain requests for an additional 2,355 loans, nearly 1,000 of which will be granted during 1954, in addition to those still outstanding.

Malben must also continue to provide aid to hundreds of others, through such services as occupational therapy, clinical and dispensary care, the issuance of prosthetic and orthopedic appliances, through its unique Village of the Blind, Kfar Uriel, near Gedera, and through social services and welfare counselling.

DP COUNTRIES.....Requirements: \$1,900,000

In 1954 JDC must further develop programs aimed at finding "permanent solutions" for the 12,000 members of "hard core" families in DP Europe,

including the more than 3,000 still in five Jewish DP camps in Germany, Austria and Italy. More than eight-and-a-half years after V-E Day, major efforts are required to overcome severely restricted opportunities for emigration and equally limited opportunities for self-support and integration into the local economies.

An indication of the needs created by the DP "hard core" situation is provided by Camp Foehrenwald in Germany. Of the 2,000 men, women and children in this largest remaining DP camp, nearly 1,400 need cash aid in order to maintain themselves with decency. Nearly 900 of this group are "hard core" cases and their dependents.

In Austria, able-bodied Jewish refugees are barred from gainful employment because of stringent labor laws; in Italy the situation is complicated by a severe unemployment problem. Many hundreds in all three countries require continued medical care, feeding aid and other services. Some must be institutionalized for the rest of their lives.

To meet these needs, JDC expects to expand its activities in 1954 in two fields:

1. Emigration: Special schemes have been inaugurated for the resettlement of "hard core" families in countries willing to accept them and to provide needed medical care and other accommodations. The success of earlier emigration projects to Sweden and Norway has encouraged JDC to undertake discussions with various governments for the movement of small additional groups of refugees to Norway, Sweden, the United Kingdom, Central and South America and other areas.

2. Rehabilitation: A special team of highly skilled welfare workers, operating on a case-by-case basis with those who cannot or will not leave, has already had some success in encouraging DP's to quit the camps, find permanent housing and support themselves. In 1954 JDC must continue to provide social counselling and loans for economic aid aimed at helping refugees who can become

self-supporting. Special grants must also be made to enable aged persons and others to leave the DP camps and settle in more comfortable and permanent quarters. In a special project in Germany, 100 to 150 families will be provided with housing and living accommodations, tools and materials to help them become integrated economically into the life of the community.

Special aid must also be provided to the group of nearly 600 refugees from Eastern Germany who reached West Berlin and Western Germany with nothing but what they could carry, and who are still dependent upon outside aid for survival. JDC's programs in Germany will also be complicated by the return of some persons who had previously emigrated to Israel.

OTHER EUROPE.....Requirements: \$2,396,000

Some 18,000 Jewish men, women and children in nine countries of Europe outside the DP area will continue to require JDC aid in 1954. Unable or unwilling to emigrate, faced with almost impossible obstacles toward becoming self-supporting, many require cash aid, rehabilitation grants, medical and institutional care and other assistance.

More than 13,000 of this group live in France. Even though the French fund-raising campaign, the Fonds Social Juif Unifie, is increasing the extent of its aid to this group, JDC in 1954 must continue to provide self-employment opportunities for many families now on relief lists.

During 1954, these will be the highlights of JDC operations in other countries:

Belgium: Support of locally-sponsored Jewish welfare projects providing family relief, care for Jewish war orphans and assistance to sick and aged refugees.

Greece: Care of tuberculosis patients and grants to vocational trainees.

Portugal: Cash assistance and medical services for the last of a group of World War II refugees who found haven in Portugal.

Norway and Sweden: Support of community aid programs for "hard core" refugees, mentally ill and unemployable survivors of Nazi persecution.

Spain: Continued relief to aged, chronically ill and tuberculous refugees.

Switzerland: Cash relief, channeled through the Swiss-Jewish community, for sick and aged refugees, plus institutional service to those requiring custodial care.

Yugoslavia: Institutional care for more than 100 aged persons, transient care, religious and cultural aid and the provision of clothing and other relief supplies.

MOSLEM COUNTRIES.....Requirements: \$2,750,000

In 1954 JDC must aid a total of 53,800 men, women and children in French Morocco and Algeria, 23,000 in Tunisia and Libya and 17,000 in Iran, as well as smaller numbers in Spanish Morocco, Tangier and other Moslem areas. In one form or another, JDC aid will be given to more than one out of six of the 578,000 Jews living in conditions of extreme poverty, disease and ignorance in North Africa and Iran. The most extensive efforts will be directed to the health, medical and educational needs of young people and boys and girls. The significance of JDC's efforts can best be understood within the framework of these facts:

1. In North Africa and Iran, the number of Jews remains virtually the same from year to year, although the number requiring aid continues to grow. Natural population growth more than offsets the numerically few who emigrate to Israel. Moreover, there seems to be little hope for mass emigration in the near future.
2. Seeking maximum results with the limited funds available, JDC directs its efforts primarily toward establishing assistance programs on behalf of children and young people.
3. This aid is extended through programs which are financed and

administered largely by the local communities. Facilities of existing organizations in these countries, such as ORT, OSE, the Alliance Israelite Universelle and Ozar Hatorah, are utilized to the fullest. JDC also helps to extend local programs, improve services and establish satisfactory standards for feeding, medical and other activities.

4. The training of local staffs is essential in meeting the many welfare needs. Instrumental in this respect are the continuation and expansion of in-training courses in Tunis and Morocco by members of the staff of the Paul Baerwald School.

5. Current economic trends make unlikely any substantial increase in local support in the next few years. As a result, JDC will be called upon to provide an increased proportion of the funds needed for the expansion of existing programs. This is especially true with regard to capital investment for new buildings and equipment.

In 1954 JDC will continue and expand its feeding programs, its battle against trachoma (the eye disease often resulting in blindness), tinea (ringworm of the scalp), tuberculosis and other diseases, and its vocational training, educational aid and religious assistance.

More than 35,000 children will be given at least one substantial meal a day. In Casablanca alone, a newly-opened JDC milk-bottling plant will provide milk for 1,000 infants daily.

JDC must continue to help provide schooling for more than 55,000 boys and girls. Aid and support of various kinds will be extended to more than 275 educational and religious institutions of all kinds, including ORT vocational training schools.

In the field of medical care, the following projects stand at the head of the agenda:

In Morocco, JDC is now assisting in the construction of a 100-bed wing of the new French Government hospital at Ben Ahmed, which will provide the first facilities of this kind for Jewish tuberculars in that country. Construction will also be begun soon on a new clinic to provide intensive treatment for trachoma and tinea.

In Tunisia, JDC will soon undertake a mass health examination of 5,000 residents of the hara (ghetto) to measure — for the first time in the community's history — the incidence of disease and malnutrition. Plans for 1954 also include the construction of a new OSE dispensary to care for Tunis' ailing.

In Iran, JDC will undertake a sizeable extension of its health programs — emphasizing medical care for children — to hitherto isolated small towns and communities in the Persian hinterland.

EMIGRATION AND RELIEF-IN-TRANSIT.....Requirements: \$2,545,000

As many as 5,000 Jewish refugees in the DP countries, Western Europe and China may require JDC assistance during 1954 for emigration to the United States, Canada, Australia, Latin America and elsewhere.

The opportunities of these refugees to start anew after, in some instances, twenty years of homelessness, are extremely limited. The flow of mass emigration movements of the immediate post-war years has now dwindled to a mere trickle. During the coming year, however, JDC will continue to explore every possibility for resettlement in an effort to find homes for the homeless.

Major prospects for resettlement include these:

An estimated 3,700 Jewish refugees in Europe will require JDC assistance to reach the United States in 1954, including many to be admitted under the provisions of the Refugee Relief Act. The exact number depends largely upon the Act's administrative policies, which have not yet been promulgated. Whatever

the number to be moved during the coming year, JDC must bear a large share of the processing and service costs.

Through special arrangements with cooperating governments, some 250 persons, many aged or suffering from serious ailments and all hitherto denied entry to other countries, may be enabled to leave Germany and Austria for Norway, Sweden, Denmark, the United Kingdom, and other lands. Under such arrangements JDC must provide sizeable lump-sum payments to the host governments to help in the integration of these refugees during the first period after their arrival in their new homelands.

The end of a tragic odyssey that began twenty years ago in Europe and led to China may be in sight in 1954 for almost 500 Jewish refugees. The goal of these refugees, many of whom are now more than 60 years old, is Israel or the United States. For those hoping to enter the United States, even the last part of the journey is a long one, for they will be transferred either to consular areas in the Far East or to transit camps in Germany or Italy before being permitted to come here. Under these circumstances, we must be prepared to finance sizeable transportation and maintenance costs.

RECONSTRUCTION.....Requirements: \$1,850,000

During 1954, JDC will aid thousands of Jews in Europe and North Africa to take long strides toward self-support and economic sufficiency through

(1) vocational training assistance and (2) reconstruction loans.

Vocational training assistance, provided almost entirely through ORT training programs, will go to an estimated 12,000 men, women and young people in twelve countries, including Israel. As in the past, instruction will be given in mechanics, electrical repairs, carpentry, locksmithery, sewing and other trades.

JDC loan funds in half a dozen European countries will provide some 2,300 loans to Jewish professionals and artisans. In such countries as France, Greece,

Austria, Italy and Belgium, the size of the loans must be increased to keep pace with mounting costs. Free loan facilities must also be established in Germany.

In partnership with the Jewish Colonization Association, newly-established loan funds in Casablanca and Tunis will provide, for the first time, the means by which artisans in these areas can purchase tools, equipment and material which they have not been able to acquire up to now. In 1954, these loan facilities may also be extended to artisans in such large communities as Fez, Marrakech, Meknes and Sfax.

CULTURAL, EDUCATIONAL AND RELIGIOUS ACTIVITIES.....Requirements: \$695,000

Continuing a program which began in the earliest days of JDC's history, JDC must provide aid to some eighty-five cultural, educational and religious institutions and projects in Israel, to benefit some 10,000 people. (Similar needs in Europe and Moslem areas are provided for in the various country budgets.)

Among the beneficiaries of these programs are eighty yeshivoth which urgently require equipment and other maintenance assistance to continue the education of some 5,000 students including more than 1,000 married students and their dependents — a total of more than 8,000 persons who will be assisted through grants. Several hundred refugee rabbis also require supplementary assistance of various types. Also included in this program are special grants for study and research projects and publications.

OTHER.....Requirements: \$2,300,000

Under this general heading are included relief, rehabilitation and recovery programs in behalf of small numbers of Jewish refugees in such widely scattered areas as the Philippines and Central and South America. Included also are miscellaneous one-time grants which cut across geographical lines and cannot properly be listed either functionally or in country budgets. Such grants include Passover aid for some 50,000 men, women and children, a program under which JDC



annually buys hundreds of thousands of pounds of matzoth, matzoth meal, Passover wine and other supplies needed to celebrate the holidays in the traditional fashion; summer camp programs to provide essential health-giving vacations for some 15,000 undernourished children in Belgium, Italy, North Africa and other areas, and grants to special educational and cultural projects in Europe and North Africa and to various cooperating agencies.

A major item under this heading is support for the Paul Baerwald School of Social Work, which in 1953 gave up its permanent headquarters in Versailles, France, in order to "bring the school to the people." During 1954 the Paul Baerwald School will function as a field-training organization. Teachers will be sent to various areas in Europe, North Africa and Israel to train social service personnel, to help establish and maintain standards, to train supervisory and administrative staffs and to recruit and train social workers to carry out community assistance programs.

Included under this heading, finally, are funds to meet interest on bank loans, to defray the cost of an annual audit, and the total operating and service expenditures for JDC's New York and Paris headquarters, including overseas personnel.

1954 Budgetary Requirements  
of the  
UNITED SERVICE FOR NEW AMERICANS  
and the  
NEW YORK ASSOCIATION FOR NEW AMERICANS

The year 1954 marks an important anniversary in the Jewish refugee program in America. It is exactly twenty years - nearly half a generation - since the first Jewish refugees fleeing from German persecution began trickling into the United States. Since that time more than 300,000 refugees have found freedom in the United States through the magnificent efforts of the American Jewish community.

In 1953, owing to the legislative situation, Jewish refugee immigration to the United States reached its lowest point since World War II. But 1954 brings increased opportunities for Jewish refugees to find sanctuary here. The Refugee Relief Act of 1953, an emergency measure authorizing the entry of 209,000 European immigrants over and above normal quota limitations, will allow many distressed Jews to enter this country during the coming year and the two years thereafter. The new law has raised the hopes of many displaced persons in Europe who have despaired of ever coming to the United States.

To its eternal credit, the American Jewish community acted promptly twenty years ago in adopting a long-range, comprehensive and planned approach to the problem of aiding refugees. United Service for New Americans inherited the concept of the planned resettlement and integration of newcomers into our American culture from its predecessor agencies. From this inheritance, the agency has developed an orderly and humane pattern for the movement and productive resettlement of refugees which is considered a model both by government and other sectarian agencies.

Throughout the years, United Service has adapted its services and program

to the specific needs of the people it received and helped to resettle. This invaluable accumulation of experience, skill and technical "know-how" will enable the agency to serve with increasing effectiveness the immigrants who will arrive under the provisions of the new Act.

#### U.S.N.A.'S ACTIVITIES - 1953

As United Service began its 1953 operations, opportunities for Jewish immigration to the United States were cruelly limited. The McCarran-Walter Immigration Law, perpetuating the discriminatory national origins quota system and containing harsh deportation and denaturalization provisions, had just gone into effect. Jewish refugees born in Eastern European countries with quotas mortgaged far into the future by terms of the Displaced Persons Act seemed doomed to wait for years for visas to the United States.

However, in August of this year, the 83rd Congress, responding to President Eisenhower's urgent request for emergency refugee legislation, enacted the Refugee Relief Act of 1953. This law authorizes visas for 209,000 non-quota immigrants to enter the United States during a three-year period and allocates an additional 5,000 visas for aliens already here on temporary visas who need to attain permanent status. This new law, like the McCarran-Walter Act, is unduly stringent in its eligibility requirements, but it does have one important positive feature. For the first time since 1924, thousands of immigrants will be permitted to enter this country without being subject to quota restrictions. Among them will be many Jewish refugees who otherwise could not have obtained visas for ten, fifteen or even twenty years. United Service is already processing applications and preparing to receive and serve these new immigrants.

As was estimated by the United Service for New Americans, about 5,000 Jewish refugees were able to immigrate to the United States during 1953 under Section 3(c) of the Displaced Persons Act, which will expire next June, and under normal quota immigration.

NEW REGULATIONS - NEW CHALLENGES

The shadow cast by the McCarran-Walter Immigration Law on aliens and naturalized citizens deepened as 1953 wore on. The anxiety, fear and insecurity generated in hundreds of thousands of aliens and naturalized Americans was plainly evident in the many urgent requests for explanation and interpretation of the deportation and denaturalization provisions of the law.

United Service responded to requests from local communities for technical advice and aid in jeopardy situations by offering guidance and consultative services in individual cases, by carefully litigating cases involving new points of law which are becoming legal precedents, and by constantly working with government to obtain the most humane application of the immigration law.

The new basic immigration law, which for the first time in nearly thirty years radically changed immigration as well as naturalization and deportation procedures, required United Service to expand its informational, educational and training activities during 1953. In response to widespread requests, the agency has been conducting a series of technical training institutes for lay and professional immigration and resettlement workers in all sections of the United States on the new methods and procedures under the McCarran-Walter Immigration Law. Those completed so far have been highly successful and more are scheduled for 1954 which will also cover the technicalities of the new Refugee Relief Act. During the year the agency prepared and distributed a new and comprehensive manual on immigration as well as considerable other interpretive and explanatory material on the new Act and its implementing regulations.

United Service continued its regular program of international and national social welfare services to Jewish immigrants and their relatives. This range of services, beginning and ending in the local communities, includes the entire resettlement process, starting with pre-migration planning and ending with the

integration of the newcomer into American life. It encompasses reception services, temporary aid and shelter when required, and arrangements for transportation to the community of destination. United Service assists local communities with the development of programs of economic and social adjustment, including financial assistance, family casework, job finding, retraining, rehabilitation, naturalization, Americanization and other adjustment services, all geared to effect the most rapid and thorough integration of the newcomer.

Through its consultative services to local communities, United Service endeavors to carry out its objective of providing maximum service in the best interests of the individual, while at the same time helping communities to reduce the costs of their newcomer programs.

During 1953 more than 15,000 individuals received some form of assistance or service from U.S.N.A. Among them were between 10,000 and 11,000 persons in Europe who received pre-migration services, and from 6,000 to 7,000 who received services on and following arrival in this country. In addition to this, United Service processed some 5,000 new requests for location of relatives in this country and in Europe.

United Service for New Americans was able to settle more than half of its sponsored arrivals in 1953 in communities outside of New York City. However, termination of major sections of the Displaced Persons Act, which had enabled wider distribution of immigrants throughout the United States because of the availability of agency assurances, tended to increase the number of newcomers who remain in New York. Consequently, a majority of all the Jewish immigrants arriving in this country during 1953 remained in New York City.

The New York Association for New Americans, Inc., which provides a comprehensive, integrated service for newcomers in the Metropolitan New York area, must be prepared to help in varying degrees a large percentage of the Jewish immigrants settling in this area.

NYANA'S SERVICES - 1953

During 1953 a total of 2,440 family units, representing about 7,000 individuals, applied to NYANA for service. In view of the continuing large number of applications, NYANA concentrated its efforts on helping as many of the applicants as possible to secure jobs immediately or to utilize other resources. Only a small percentage of the total who applied or approximately one applicant out of five was given financial assistance.

Taking into consideration the caseload carried over to 1953 and including the new and reopened cases added during the year, a total of 915 family units representing about 2,740 individuals received relief, medical care, casework counseling and other related services from the Family Service Department in NYANA during 1953. In addition the Vocational Services provided vocational guidance, employment and individualized rehabilitative services to 1,430 people. Also, 1,265 immigrants were placed in jobs during the year. All of these diversified services helped to keep the relief caseload to a minimum so that it consisted of only about 950 people by the end of 1953. The problems remaining in the relief caseload now are as complicated and difficult as human situations can be, and continue to require intensive counseling, medical, vocational and other rehabilitative services.

The Business and Loan Services were completely integrated with the rehabilitation program in NYANA so that physically, emotionally and otherwise handicapped immigrants were helped to attain self-support through this special service. Loans for the purchase of small businesses or for special training were given to 41 families, most of whom would have remained dependent on the community for many years or forever had they not received this help. In the small business the handicapped person is able to utilize the help of other members of the family and does not have to depend upon his own efforts alone.

The special services for foreign physicians assisted 510 physicians during

the year. Also, 280 of these were placed in medical positions and practices in communities throughout the entire country. Many of them are working as internes in small approved hospitals which had been unable to fill these positions, others in state hospitals where many medical shortages exist, and still others in rural communities which had been without any medical coverage for years.

#### EXPENDITURES FOR 1953

As a result of developments during 1953 United Service for New Americans was able, for the first time since 1950, to maintain a comparatively stable staff and structure. Throughout the year the agency operated as economically as was consonant with its high standards of service with a highly versatile and flexible staff of about fifty people.

During the year, NYANA reduced its staff from 71 to 47 and further streamlined its operations to assure the most economical and effective use of the personnel remaining. The majority of personnel is engaged in rendering direct services to immigrants, thus enabling relief costs to be kept to a minimum.

During 1953 United Service for New Americans expended \$517,000 and the New York Association for New Americans expended \$1,251,000, a combined total of \$1,768,000 as compared to a combined expenditure in 1952 of \$3,296,000 and in 1951 of \$6,371,000.

#### NEEDS FOR 1954

Based on current knowledge, it is estimated that under the Refugee Relief Act of 1953, 15,000 Jews will enter the United States during the three-year period over and above normal quota immigration. Most of these are expected to come from France and Belgium, which today contain Western Europe's largest potential of Jewish immigrants. There is still a substantial potential in Germany and Austria and a smaller potential of Jews born in the Netherlands and in Greece who returned to those countries after surviving concentration camps, but who now find it necessary to emigrate.

It is estimated that a minimum of 7,000 Jewish refugees can be expected to enter the United States in 1954 under the basic immigration law, the Refugee Relief Act of 1953 and Section 3(c) of the Displaced Persons Act. Section 3(c) expires in June of 1954, but people who have qualified under its terms will continue to come until the end of the year. From past experience, which indicates that at least one year's time is required to get a new law operating, it is assumed that no sizeable number of non-quota immigrants under the Refugee Relief Act will begin to enter the United States until the middle of the year.

Operations of United Service, complicated last year by the McCarran-Walter Immigration Law, are already being affected by the Refugee Relief Act. New regulations and procedures are being studied, digested and explained to professional and lay immigration workers in local communities and the processing of applicants has already commenced.

During 1954 the agency must expand its program and processing services to prepare for the immigrants who will arrive under the new law. Much of the pre-migration processing for these people who will enter under the Act during the next three years will have to be accomplished during 1954. In the latter half of the year the new immigrants will begin arriving in the United States in steadily increasing numbers. A slight increase in staff will be required to handle the pre-migration processing, and later, the reception, resettlement and integration of these newcomers.

It is conservatively estimated that a budget of \$647,000 will be required for the operations of the United Service for New Americans in 1954.

The increased immigration under the Refugee Relief Act will also increase the intake and caseload in NYANA during 1954. As in 1953, it is expected that a majority of the Jewish immigrants arriving in the United States will remain in New York City.



NYANA's estimate of needs for 1954 is predicated upon a continuing favorable labor market so that most immigrants can be helped to secure employment quickly and not require relief. During 1954, some 5,050 individuals are expected to be served in the Family and Vocational Services of NYANA, although the number of applications for service will be much greater.

Staff and administrative services included in the 1954 estimate of needs are considered to be the minimum to enable NYANA to keep its relief expenditures as low as possible.

In addition to its own direct services NYANA will continue to grant subventions to other organizations which provide technical immigration and naturalization services and other special services to persons living in New York City.

To provide these basic essential services in 1954, NYANA will require a total of \$1,468,150, of which \$1,251,850 will be for its own direct services, and \$216,300 for subventions.

Since the war these vital programs, based on sound social welfare principles and techniques, have achieved the successful resettlement of many thousands of Jewish immigrants in the United States. It is a tribute to the devoted, unselfish work of countless individuals and organizations in hundreds of Jewish communities throughout America that these new Americans have been quickly assimilated into American cultural and economic life. They are becoming citizens as rapidly as possible and are contributing to America in many fields of endeavor - in business, the professions, the arts and the sciences. Many of these newcomers have founded thriving businesses, furnishing employment to thousands of Americans. More than 98 per cent of them are completely self-supporting and independent of any form of financial assistance.