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UJA BUDGET

1955 - 61

1955

17th Annual Campaign to Save and Aid Lives

AMERICAN JEWISH
ARCHIVES

BUDGETARY REQUIREMENTS

of the constituent
Agencies of the

UNITED JEWISH APPEAL



1955 Financial Requirements of the United Israel Appeal, the Joint Distribution Committee and the New York Association for New Americans presented to the National Conference of the United Jewish Appeal, New York, December 10, 11 and 12, 1954.

1955

BUDGETARY NEEDS

of the Constituent Agencies of the

UNITED JEWISH APPEAL

AMERICAN JEWISH
ARCHIVES

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The United Jewish Appeal in 1955

Nine years ago a new era began in American Jewish communal responsibility. Delegates to the Annual National Conference of the United Jewish Appeal, meeting in Atlantic City in December, 1945, voted to try to raise \$100,000,000 through UJA for the shattered Jews of newly liberated Europe, for Israel and for refugees to this country.

The 1946 campaign surpassed its goal, producing the first hundred million dollar amount ever raised in a single appeal by America's Jewish communities. That drive, and others that followed established thrilling records. New high levels of participation and of giving were established in American Jewish life. These became the standard of our period.

There is no need to look far for the basic reasons for UJA's successes. After World War II American Jews strove passionately to redress the terrible wrongs done the Jews of Europe in the Hitler era. The death of six million Jewish men, women and children, killed by the Nazi tyrants and by war, represented a catastrophe of unparalleled dimensions in modern Jewish history. When the opportunity came to aid their survivors, American Jews responded with an unmatched generosity.

Meanwhile, history was on the march. The post-war political decisions in the United Nations regarding Palestine soon dominated American Jewish attention. Then came the great events of May, 1948, and the establishment of Israel. Now, after a lapse of 2,000 years, a Jewish State existed again on the Holy Land's ancient soil.

To strengthen Israel, to help the new democracy gather the oppressed and distressed Jews of sixty countries and to aid it in winning economic independence as the surest guarantee of a hard won political independence — these goals have commanded the interest and energies of American Jews in fullest measure in recent years.

Now, in 1955, American Jews come into the final year of what is possibly the most dynamic decade of their three hundred year history. The course of events since World War II has nominated their country to leadership on the world scene. At the same time they have nominated their community to leadership on the world Jewish scene. The need of the moment is to exercise this leadership to the full.

The Annual National Conference of the United Jewish Appeal which convenes in New York to launch the UJA for 1955, therefore, has before it a great task: to set in motion a campaign that will represent a fitting tenth year to all that which American Jews have accomplished since December 1954.

The successes in which American Jews have participated through the UJA in solving great and age old problems are many. The DP camps are gone, whole Jewish populations have been re-established or brought to Israel; Israel exists and has made notable progress toward economic self-sufficiency. But these successes, when contrasted with the great tasks that remain, are added reasons for renewed and continuing effort. They must not be permitted to obscure the still existing great needs.

It is not fashionable now, as it was a few years ago, to use the word "crisis" in connection with campaigning. Yet in 1954 a real and bitter crisis affected the daily lives of a million and a half Jews in Israel, one that remained barely noticed or appreciated by American Jews.

That "hidden" crisis sprang out of the continued refusal of Israel's neighbor States to make peace, and their intensified use of every pressure, up to and including para-military ventures, to harass the young democracy and cripple its advance.

In response, the settlers and people of Israel had to adjust to a kind of "frontier" approach to both matters of daily living and long range planning. The safety of Israel's citizens became the primary consideration of the people and government alike and drained off funds and energy that under normal conditions would have gone to more useful ends.

At the beginning of 1955, another great problem faces the Jews of Israel — the difficult situation of the Jews of North Africa. Each passing day makes it plain that the time has come for Israel to find room for another large immigration. In Morocco and Tunisia Jews made fearful by recent developments call for the chance to leave. Israel has answered that call by a decision to take in a minimum of 30,000 North African Jews in 1955.

The people of Israel are keenly aware that what is vital in the situation is not that these men, women and children come from a backward area — but that once more there are Jewish lives to be preserved, and that time is of the essence.

These matters — Israel's progress and problems, the plans for welcoming the North African immigrants, as well as for advancing Israel's agricultural development, are arrestingly set forth in the budgetary presentation of the United Israel Appeal.

At the same time, the budgetary request of the Joint Distribution Committee makes clear that the movement of Jews from North Africa will not lessen the need in 1955 at any rate, for large expenditures are still required for relief, medical aid and educational help for both those who remain and those who will leave.

Those who have seen the work of the JDC at firsthand in Tunisia and Morocco know that miraculous strides have been made in its leadership against centuries old problems of disease, malnutrition and ignorance. The life expectancy of Jewish babies born in North Africa's ghettos has been greatly increased by JDC sponsored medical attention and health care.

Meanwhile the barriers of ignorance that once hemmed in most of the youth of the North African ghettos, in large measure, have been breeched. Jewish youth of the ghettos, once imprisoned by their lack of educational opportunities, have been aided by the thousands to acquire schooling and trades.

The individual costs of JDC's program in North Africa have, on the whole, been ridiculously low. A few pennies, for example, provides a school child with a nourishing lunch - usually his best meal of the day. It can be said that never has so comparatively little in the way of funds done so much for so many.

Meanwhile, in Israel, JDC's Malben program offering welfare care to aged and handicapped immigrants also faces enlarged demands. This remarkable effort has brought opportunity, peace and help to thousands of those Jews who suffered the most at the hands of the Nazis and other tyrannies. For an immigrant admitted to a Malben institution this represents a new chance in life - and thousands wait for such a chance.

In Europe, too, JDC still has vital work to do. Here the problem is one of dealing with the "hard core" - those who present the least likelihood of being able to meet their own needs.

The following pages also give a third budgetary request, related to the needs of Jewish refugees to this country. This request is presented in behalf of the New York Association for New Americans, which bears the brunt of the relief and other aid that must be given Jewish immigrants after they reach these shores.

Readers will recall that in recent years the budgetary application for aid to refugees to the U. S. was made in the combined name of the United Service for New Americans and NYANA. In 1954, the major part of these needs, in monetary terms, were NYANA's.

In 1955, USNA, joined together with the Hebrew Immigrant Aid Society, will function as a separate organization outside of the United Jewish Appeal, known as the United HIAS Service. This agency, which has also absorbed the Migration Department of the Joint Distribution Committee, will specialize in assisting the actual migration of newcomers, and the combining of the two agencies represents an important step forward in the coordination of services for prospective migrants. There is therefore, no provision in the UJA budget of 1955 for USNA. At least half of the new immigrants arriving in the U. S. in 1955, will as in previous years, remain in New York and will be the responsibility of NYANA.

Finally, it should be noted that the budgetary requests of the three constituents of the United Jewish Appeal for 1955 total \$119,521,275. However, it is expected that a sum of \$20,000,000 will be forthcoming from German reparations for the activities of the United Israel Appeal and the Joint Distribution Committee.

Hence, at this time, the agencies of the United Jewish Appeal, to carry on their important programs, are making budgetary requests of the Jewish communities of America that total \$99,521,275.

The urgency of these needs is such that they must receive the priority that went unhesitatingly to the UJA at the start of the present dynamic decade.

Now, as in every year since 1945, what is at stake is life, freedom and hope for oppressed, or once tyrannized, fellow Jews.

1955 Budgetary Requirements

of the

UNITED ISRAEL APPEAL

OUTLOOK FOR 1955

Hot and Cold

The Jerusalem Post of October 8, 1954, in a news story on North African immigration, quoted an immigrant stepping off the gangplank at Haifa:

"I have not experienced any 'hot' terror, but there is plenty of 'cold' terror in Tunisia."

On October 10, the New York Times reported Dr. Giora Josephthal, Treasurer of the Jewish Agency, as saying:

"The growing migration of Jews from North Africa to Israel could wreck Israel's economy unless funds are made available."

A day earlier Dr. Josephthal told a United Israel Appeal Board of Directors' meeting:

"Even if we will not have the funds required for the constructive absorption of these newcomers, I will not tell you that we will not take them in. We will take them in. This is our raison d'etre. But, if we cannot do something constructive with them, if we have to push them into camps as we had to in 1950 and 1951, this immigration can wreck the whole achievement of the last three years."

In these brief statements are contained the main conflicts and problems of Israel today. They outline tersely the prospects ahead for 1955 and pinpoint the areas of greatest difficulty.

On August 3, 1954, in the Moroccan town of Petitjean, there was a flare-up of mob violence. When order was finally restored, six Jews were dead. There has been no recurrence of this pogrom-like outbreak since then, thanks to the vigilance of the French authorities. However, the memory of it cannot be

erased, nor can the Jews now in North Africa escape the feeling that a "cold" terror shimmers in the hot sun of the cities and the remote mountain villages.

The threats of violence are aggravated by the fact that in North Africa, the vast majority of Jews live on the thin margin of a crumbling economy. A depression, such as the one currently plaguing Morocco, has a disastrous impact on the Jews who are pushed to the very edge of starvation and despair. Thus, the extremely difficult economic condition for most Jews in North Africa, the gradual constriction of their opportunities for earning even the most meager livelihood, make emigration a compelling necessity.

Moreover, the Jews are caught squarely in the tightening vise of the struggle between the Arab nationalists and the French. If Morocco and Tunisia become theocratic Moslem states the position of the Jews will be untenable.

In the Jerusalem Post of October 22, the British correspondent Maurice Carr, writing from Tunis, said: "The Jews of Tunisia are performing a tight-rope act with consummate skill. The only trouble is that the Nationalists are holding one end of the rope."

30,000 Israel-Bound

In this charged atmosphere, the offices of the Jewish Agency in North Africa are registering a growing number of applicants for migration to Israel. Currently at least 30,000 Jews wish to migrate as soon as possible and, barring unforeseen circumstances, are to be brought to Israel next year.

Present plans call for the transfer of about 22,000 Jews from Morocco and 8,000 from Tunisia. Priority will be given to Jews in outlying districts where the control of the French authorities is not strong and leaves Jewish life and property dangerously open to sudden attack. However, the mellahs, those crowded, airless ghettos of Morocco's cities, where for generations Jews have been born to hunger and bred to disease, will provide the largest part of Israel's new arrivals.

According to estimates of social workers on the scene, the North African influx promises a higher percentage of social problem cases than any of the waves of Israel's previous immigrations.

The people themselves as they step down the gangplank will be happy and excited. But, actually, many will be undernourished and ill, and all will bear the scars of ghetto life. Thus the immigrants from North Africa will require the utmost in terms of attention and help to heal and absorb them. Fortunately they come to a land where they will receive such aid.

Economy on the Upswing

Beset as it was by all manner of pressures in recent years, Israel took full advantage of an immigration decline in 1952-53 and worked feverishly to set aright an economy that had been distorted almost out of all normal proportions by previous waves of immigration.

Briefly, this is what happened during that precious breathing spell: The end of 1951 found 230,000 persons still living in the primitive conditions of immigrant camps and temporary settlements (maabaroht). Weather-damaged tent-cities seemed to be everywhere. When winter storms broke, these camps became scenes of disorganization and despair exposed to biting cold, lashing rain, flood and mud and the ever-present threat of epidemic.

Now -- fewer than 80,000 people live in the temporary settlements -- none of them in tents.

Within the last three years Israel's foreign trade gap -- the difference between exports and imports -- was narrowed by about a half, from \$342,000,000 in 1951 to about \$190,000,000 in 1954. Israel's exports climbed to nearly one-third of all imports during the first eight months of 1954. In 1951 exports came to only 14 per cent of imports. Meanwhile between 1951 and 1952 the cost-of-living index -- that revealing barometer of economic conditions --

leaped feverishly by 53 points. In 1954, however, the index showed little but the ordinary seasonal fluctuations.

A story current in Israel goes: "If, in 1948, our economic condition was as satisfactory as our political condition, we would have been very well off; now in 1954, if our political situation was improving the way our economic condition is, the state of the nation would be good indeed."

Shadow of the Gun

The truth of the matter is that politically, Israel is in serious straits. The evacuation by the British of the Suez Canal zone, the projected supply of arms to Arab countries, the provocative acts along Israel's borders, and the whole paraphernalia of hostility and aggression, have created a broad range of problems which affect every sphere of the country's life. Israel's Arab neighbors, in their official government budgets, show a total of \$500,000,000 for military allocations alone — exceeding Israel's entire budget.

Thus the menacing shadow of the gun has fallen across Israel's plans and work ahead, centering about the North African immigration. And the air is filled with threats of a "second round," by which the Arabs hope to drive the Jews into the sea.

But even more disturbing is the threat of an internal "second round" on Israel's economic front which could be brought about by an influx of refugees from North Africa and the lack of funds needed to resettle them.

Israel has made positive, forward strides at great cost in terms of personal sacrifice, belt-tightening and hard, gruelling work. American Jews, through the United Israel Appeal, major beneficiary of the United Jewish Appeal campaign, have helped make possible these advances by tremendous contributions of resources and energies.

Today, the immigrants arriving in Israel find a country where inflation

is being brought under control; new export markets are being opened; goods are becoming plentiful and the employment situation is improving.

Ship to Settlement

These facts will not be apparent to the immigrants, but what may strike them is the well organized program for their integration into Israel's economy. Unlike three years ago, they will avoid the discomforts and degradations of reception-center and immigrant-camp living. Instead, within five hours of their arrival, newcomers will find themselves in a ship-to-settlement operation that transfers them quickly to homes and jobs in new or recently established settlements.

The ship-to-settlement program started in early August 1954. Of the 5,000 North African immigrants who entered the country in the ensuing three months, some 44 per cent went directly to agricultural settlements, 52 per cent found employment as manual laborers in rural areas and only four per cent went into reception centers.

This process is possible now only because Israel is beginning to reap the benefits of years of hard work and planning. Since the establishment of the State, 420 villages were founded and the cultivated area more than doubled to a present total of close to 1,000,000 acres. The expansion of pipeline networks increased the irrigated area to some 200,000 acres in contrast with the 72,500 acres under irrigation when the State was first established. Israel's rural population spurted from 111,000 people in 1948 to about 350,000 by the end of 1954. Farm production doubled and, in 1954 alone, the value of Israel's food production increased by an additional 24 per cent.

One of the single, most dramatic accomplishments of Israel today is the huge pipeline which is diverting the course of the Yarkon River down to the thirsty settlements of the Negev. Thus, while the immigrants converge on

Israel, the giant pipeline pushes southward, opening for them new settlement areas which for past generations had been arid, desolate and uninhabitable.

Until now, the people, the land, and the plans have moved forward according to schedule. But at this time, two alternatives exist as indicated by Dr. Josephthal: First, the necessary funds will be provided and Israel will continue to develop along productive lines with the influx of newcomers absorbed; or, second, the funds will not be provided and Israel will slip back three years, its economic achievements lost and the country subjected to a "second round" of social upheaval and demoralizing depression.

Tragic Tug-of-War

Despite all of Israel's advances, there still exists a tragic tug-of-war between new projects and long deferred social needs. Officials of the UIA agencies, and other bodies concerned with the country's development, are faced with a taxing and difficult decision: Shall they allocate funds for immediate assistance to newcomers or shall these funds be earmarked for long-range development to advance the country economically and so ultimately integrate these same immigrants.

The situation of the maabaroth is an example of such a choice. In 1953 a plan was developed to close all of the maabaroth by the end of 1955, leaving only five temporary settlements with less than 3,500 inhabitants. Now this plan is back in the files for an indefinite wait. Tens of thousands of recent immigrants will have to spend another winter in the shacks of the maabaroth because priority must be given to the North African immigration.

1954 was a period of consolidation and strengthening of Israel's economy. Most of the \$42,860,000 spent for agricultural settlement was directed toward the improvement of existing villages and the expansion of irrigation projects. The number of immigrants in the maabaroth fell from 130,000 to 80,000 during the course of the year.

In the face of the compelling balance sheet of immediate needs and long-range projects, it must be realized that the reception of a minimum of 30,000 North African newcomers in 1955, plus a minimum of 5,000 immigrants from other areas, is a decision based on calculated risk. As Dr. Josephthal has said: "We will take them in. This is our raison d'etre... but this immigration can wreck the whole achievement of the last three years." Whether it does, or not, will depend to a great extent on the Jews of the United States and the funds they provide for the rehabilitation and resettlement of Israel's newest immigrants.

BUDGETARY REQUIREMENTS OF UIA IN 1955

Total Budget.....\$ 88,980,000

A functional budget should be based both on the needs of the program and a reasonable anticipation of the funds available to finance it. In view of the increased responsibilities in 1955 — needs raised to a new high level by the North African immigration — the UIA budget for the year could easily be twice that presented to the 1954 Annual National Conference of the United Jewish Appeal.

However, the budget presented here is based on an absolute minimal appraisal of the tasks that confront the UIA agencies in 1955. What follows therefore, is rather a schedule of priorities than a total picture of existing needs. On this basis the United Israel Appeal for 1955 requires \$88,980,000 to cover the following programs.

IMMIGRATION

Budget 1955.....\$ 3,580,000

Every time a ship with 700 to 800 immigrants sets out for Israel a team of three social workers is aboard. The team is composed of representatives of the Immigration, Agricultural Settlement, and Absorption Departments of the

Jewish Agency who interview, screen and help guide the newcomers while en route and assign them to their future settlements. Before embarkation, the immigrants have been channeled through special centers where the rehabilitation process begins.

The purpose of these procedures is to bypass the demoralizing and strength-sapping wait in dreary reception centers.

Of the \$3,580,000 to be spent during 1955 on immigration, \$2,965,000 will be allocated for transportation of some 30,000 immigrants, with the balance covering the cost of maintaining immigrant transit centers outside of Israel and the services of the screening and counselling teams.

ABSORPTION

Budget 1955.....\$ 5,452,000

Coping with an absorption backlog of tens of thousands of newcomers is a task exceeding the resources of any single agency in Israel. During the fiscal year 1953-54, the Israel Government, local authorities and public and semi-public bodies spent over \$20,000,000 on direct relief to social cases, about four times the total funds available for the diverse responsibilities of the Jewish Agency's Absorption Department during the same period of time.

The close relationship in immigrant absorption among the UIA agencies and these public and semi-public bodies makes it difficult to give a detailed picture of every phase of the Absorption Department's activities. However, the UIA budgetary requirements in this category for 1955 cover generally the five following areas:

Assistance Upon Arrival: Each immigrant family, on entering the country, receives household goods, free medical insurance for a period of three months, a small cash grant and, if enroute to agricultural settlements, enough food for the first few days. During 1955 such assistance will be extended to about 6,000 families at a cost of \$106 per family.

Maabaroeth: By the end of 1954, the number of immigrants in maabaroeth and in special camps for the aged and handicapped, totaled about 80,000 as against 130,000 a year earlier.

Plans for closing most of the maabaroeth by the end of 1955 now have been deferred, in order to free a maximum of funds for the absorption of the anticipated arrivals from North Africa. Current estimates indicate that the population of the temporary settlements during 1955 will average 60,000, and that total expenditures for maabaroeth and special camps will exceed \$1,000,000.

Meanwhile, increasing sums are needed for repair of the flimsy structures of the maabaroeth, forced to outlive their original "temporary" status. This constitutes an unfortunate but unavoidable expenditure in a budget that aims at providing positive assistance for newcomers and expansion of the country's productive potential.

The expenditures for the maabaroeth are, of course, essential, but within the broader framework of development planning they represent non-productive investment. Here again, the chronic shortage of funds necessitates half-way, temporary measures. Furthermore, the real "waste" cannot be measured in dollars and cents alone. Temporary settlements breed demoralization and apathy among the newcomers. While tents and huts can be replaced by permanent building and settlements, human hope and dignity, once worn down, cannot easily be rehabilitated.

Rehabilitation of the Handicapped: The rehabilitation of the handicapped is one area where the greatest amount of effort is needed to produce even minimal results. Each case taken up by social workers or vocational training specialists must be handled individually. Of a given group of 250 families enabled to leave the special camps for social cases during the first five months of 1954, twenty achieved complete self-support, 103 attained various degrees of self-support but 127 remained on full relief.

Care of the Aged: The maintenance of immigrants placed in permanent homes for the aged is the responsibility of JDC's Malben organization. But the UIA agencies will continue to operate a special camp at Pardess Hanna that serves as a temporary home for several thousand aged newcomers for whom, as yet, there are no permanent accommodations.

Included in the 1955 budget is a special allocation of \$307,700 by the Jewish Agency for Malben towards the erection of additional old age homes.

Housing: The UIA agencies do not engage in the building of housing units. But they have made efforts to make life in newly built immigrant quarters more tolerable. These activities, include allocations to the national housing company, "Amidar", for electrification, sanitary installations, and other projects. Public buildings, such as libraries, dispensaries and synagogues, have been built in 11 new immigrant centers during the past year and 40 similar buildings are planned for 1955 and 1956.

YOUTH ALIYAH

Budget 1955.....\$ 6,006,000

Youth Aliyah, which started 20 years ago as a program for rescuing and rehabilitating refugee children without families, recently has been changing its character and purpose. Currently, Youth Aliyah is planning along family lines. It seeks to involve immigrant youth in the rehabilitation and re-settlement of Israel's adult immigrants.

As part of this program, three specific projects are under way:

1. Attempts are in effect to bring youngsters from North Africa into the country, ahead of their families, so that when the rest of the family arrives at least one member will be oriented and can show the way to the others.

2. In maabaroth where North African and Middle Eastern newcomers are concentrated, Youth Aliyah has opened youth training centers where the youngsters

spend eight hours each day receiving vocational instruction and general education as well as hot meals and showers. Here again, the youth become "ambassadors" who help overcome the resistance of adult immigrants from backward areas to what they consider the strange forms of Western life.

3. A two to three-year intensive course in agricultural techniques and methods is given to the youth of new immigrant villages, or of families who plan to settle on the land. These youngsters become not only competent farmers but instructors to their families and neighbors.

Youth Aliyah's new approach has been yielding encouraging results. Parents who were at first reluctant to part with their children, beam with pride as the youngsters, well-fed and neatly dressed, return to visit their families in the maabarothe. Of all the efforts undertaken to bridge the gap between newcomers from backward areas and the Jews already settled in Israel, this new Youth Aliyah program has proven among the most effective and rewarding.

During 1955, Youth Aliyah plans to receive 1,250 youth immigrants, mostly from North Africa. An additional 4,400 youths for training, will be chosen from those already in maabarothe and immigrant settlements. Special courses and pre-vocational training centers will serve another 1,880 young persons. All told, Youth Aliyah will serve about 16,000 youngsters in 1955, or 2,500 more than were cared for in 1954. Costs will be covered in the following manner: about 40 per cent of Youth Aliyah's expenditures will be met by funds from Hadassah, Pioneer Women, Mizrachi Women and other organizations; about 60 per cent will be met by Jewish Agency funds derived from the United Israel Appeal.

AGRICULTURAL SETTLEMENT

Budget 1955.....\$ 48,741,000

Israel's farming program, the heart of the country's development, runs the gamut from the most primitive units to large industrialized farm enterprises.

During 1954 Israel's agricultural production rose in value by about IL 50,000,000 reaching a total of more than IL 270,000,000 for the year. Behind these figures is a story of broadly diverse activities which includes establishing new farms, changing the course of a river, consolidating existing settlements, opening new areas for cultivation, revamping an entire planting schedule, resettling immigrants on the soil, developing new cash crops, and generally building a strong farm economy to help make Israel self-sufficient.

Of the 420 post-statehood settlements under the care of the UIA agencies' settlement program at the end of 1954, few are in the same stage of development. Each has its different problems, its individual needs and its own potential.

The greatest single allocation within the agricultural settlement program is an amount of \$23,700,000. This sum will go for consolidating and expanding settlements already in existence, making possible the productive absorption of recent newcomers. Thus the settlements, at varying stages of development, will be advanced gradually towards self-sufficiency. At the same time the balance of the expenditure for agricultural settlement, \$25,041,000, will be allocated to irrigation projects, safety measures for border settlements and the founding of new agricultural villages.

Families on the Farms

Experience has shown that the days are gone when a man could be given a tent and a mule and left to fend for himself. The needs of the new arrivals differ greatly from those of the younger pioneers of earlier immigrations, who were ready to live on a tea-bread-hope diet and face endless hardships. Today's immigrant requires regular employment so that he may feed himself and his family.

To meet the specific needs of these newcomers, the UIA agencies, in conjunction with the Israel Government, have opened labor exchanges in the new

immigrant settlements. Those who cannot as yet subsist on the income of their own farms are given additional outside employment in reclamation work, road construction or on the so-called "farm factories" where industrial crops are cultivated by hired labor.

The average outlay for a farm unit totals \$9,000, of which \$2,500 has to be invested during the first year. The balance is paid out in four annual installments. However, in periods when mass migration affects the economy, these expenditures often fall behind well-planned schedules. By the end of 1954, about one-third of the total investment required for the full consolidation of the 420 post-statehood settlements still remained outstanding.

Irrigation — Israel's Chief Ally

Israel's greatest ally in the ever-present struggle for increased productivity is irrigation. Every effort is made to keep the irrigation program on schedule, because without it the whole economy begins to sag and long-range agricultural planning becomes impossible.

During 1954 some 200,000 dunam (one dunam equals one quarter of an acre) were brought under irrigation, thus raising the total irrigated area to 800,000 dunam. In 1955 at least 180,000 dunam are to be added to Israel's irrigated land area.

The Yarkon-Negev scheme, to be completed by the summer of 1955, is Israel's most ambitious irrigation project. Being built at a cost of \$42,000,000, the 70 miles of 66 inch pipe will channel 100,000,000 cubic meters of water annually from Rosh Ha'ayin, near Tel Aviv, to Mivtachim in the northern Negev. The UIA agencies are providing almost 62 per cent of the total cost of the Yarkon-Negev development, with the balance coming from other sources. Three underground pumping stations and three giant reservoirs will regulate the flow of water that will irrigate several hundred thousand dunam. In 1956,

the anticipated first harvest from this newly cultivated land will have an estimated value of IL 35,000,000.

The opening of the Yarkon-Negev line comes at a time when Israel is exploiting more than 70 per cent of its underground water resources. Geologists are already pointing out that further exploitation in this direction may lower the country's water table below the safety limit. Since 57 per cent of all arable land in Israel is located in the south, while her streams and rivers are in the northern part of the country, the Yarkon-Negev project is an absolute necessity for any further expansion of the agricultural economy.

For 1955, then, the UIA agencies have budgeted a total of \$8,865,000 for irrigation programs, including the Yarkon-Negev line.

Battle Against Desolation

If there is one fight that the people of Israel carry on relentlessly, it is the struggle to fill in blank, unsettled spots on the map of their country. As the pipelines push southward, new settlements spring up along the way.

A 1955 battleground in the fight against uncultivated acres will be the no-man's land around Beth Gubrin in the northern Negev. An area of some 750,000 dunam along the Israel-Jordan frontier will be ready for settlement as soon as the Yarkon-Negev pipeline is opened. More than 1,000 families will be settled there in 1955, with 4,000 more families to follow during the next few years. Between 30 to 40 villages will be established for these families using about one-third of the total water resources flowing southward from Rosh Ha'ayin. Some 280,000 dunam in the Beth Gubrin area will be used for intensive cultivation, while the rest will be set aside for pasture or afforestation.

In the north is the Ta'anach area, where more dunam await intensive cultivation during 1955. Water will be channeled to it from the Kishon River via the new reservoir near Kfar Baruch.

Apart from the 12 to 15 villages to be set up in the Ta'anach area in 1955 and an equal number erected around Beth Gubrin, additional villages will be founded along the Gaza border, the Jerusalem Corridor, Upper Galilee and the Beth Shean Valley. Altogether, the UIA agencies hope to establish some 50 new settlements by the end of 1955.

Accent on Decentralization

From the onset of mass immigration, there has been a tendency, growing out of urban traditions, for newcomers to drift toward the cities and engage in small business ventures, rather than enter agriculture and industry.

To counter this tendency, UIA agencies have drawn up a detailed program of resettlement in areas where farmhands and building workers are most urgently needed. Immigrants will be directed to these centers, where living quarters and jobs are prepared for them in advance. Of the 6,000 families who are expected to arrive in 1955, about half, it is estimated, will become farmers, while the rest will go to these development areas.

Trouble on the Border

A line from a recent Jewish Agency report reads: "Many of the settlements are miles from anywhere except the frontier."

On Israel's 594 miles of exposed border, trouble and harassment, infiltration and marauding have become almost daily occurrences. For the settlers and their families who plant, work and live within gunsight of the enemy, life is a day-to-day round of working and watching, with broken sleep and unrelieved tension.

The heads of the 32,000 immigrant families who have been settled on the land within the last six years, double as farmer-guardsmen. They carry on the old tradition of the gun wedded to the plough, which dates back to the first days of pioneering in Palestine. Today this tradition has been reborn now that trouble and hostility are on the rise in the Arab world.

The newcomers who have felt the tremors of anti-Jewish violence in their former homes are well acquainted with the temper of their Arab neighbors. They do not shrink from the prospect of setting up homes on a bleak, lonely piece of land "miles from anywhere except the frontier." But together, with the rest of the farmers in Israel's 230 border settlements, they expect a minimum of safety measures for their protection.

In 1953, some seven cents out of every dollar spent on agricultural settlements went for roads, electricity, fences, telephones and shelters in border settlements. In 1954, this figure rose to twelve cents per dollar and in 1955 about 15 cents of every dollar to be spent on agricultural settlements will go toward such safety measures.

The fact that these safeguards must be provided immediately regardless of the other requirements of the settlement, upsets the schedule of priorities which would ordinarily be drawn up solely on the basis of agricultural plans and considerations.

A Flexible Agricultural Program

Farming in Israel is becoming a highly technical and diversified industry geared to deriving the greatest possible yield from the stubborn soil.

Farmers the world over are known to be conservative, but in Israel they have developed a new kind of flexibility to adapt themselves to the country's fast-growing needs. Israel's agriculture has been transformed dramatically from one producing food staples to a system which yields industrial crops for consumption at home and abroad.

Apart from citrus, always Israel's number one export item, Israel in 1955 expects to export peanuts, vegetables, fruit and eggs, earning several million dollars. Meanwhile, at home, the new industrial crops can prove to be important in saving foreign currency. These include: tobacco, cotton, oil seeds and

flax. Among the new crops, cotton shows the most remarkable results, with one of the world's highest yields per acre.

During 1953-54, the value of Israel's agricultural production rose to IL 271,000,000 as against IL 223,000,000 in 1952-53. There was a 33 per cent increase in the yield of citrus; 50 per cent in grain; 25 per cent in potatoes; 20 per cent in fruit; 100 per cent in peanuts; 65 per cent in tobacco; 12 per cent in milk and 25 per cent in meat. While part of this increase went to the export market and to industry, the Israel consumer, too, came in for his share.

Apart from improving the economic structure of the country and moving it steadily toward a mature self-sufficiency, the farm program is having a radical effect on the character and nature of Israel's immigrants. It is changing traditional occupational patterns — peddlers and small shop keepers are being transformed into farmers and skilled workers.

Education and Culture

Budget 1955.....\$ 4,336,000

The cultural and educational activities of the UIA agencies' absorption and rehabilitation program cover a wide range of age groups and projects: from the toddler in a maabaroth kindergarten to the elderly accountant in a Hebrew language seminar, from scholarships for high school students to loans for the vocational retraining of handicapped family men.

Measured against the country's need for competent farmers, artisans, and skilled factory workers, the size of the UIA agencies' scholarship program is woefully inadequate.

During the past academic year 1954, some 1,750 scholarships were awarded to high school students, mostly immigrants of Middle Eastern countries. Additional scholarships will be available in 1955.

As in the past, the UIA agencies will again operate a number of Ulpanim,

(intensive courses in Hebrew for immigrant professionals and white collar workers). Since 1949, approximately 8,500 persons attended such courses, about half of them between the ages of 35 and 60. Also during 1955, the UIA agencies will contribute to a program of citizenship education for new arrivals.

Finally, as a result of discussions which took place in this country and in Israel among Dr. Josephthal, lay representatives of the CJFWF and executive directors of major welfare funds, the Jewish Agency has assumed financial responsibility for supplementing the income of Israel's schools of higher learning. This will make possible intensive training in the academic, professional and technical skills which are so vital to the development of the country.

Allocations for Organizations

Jewish National Fund.....	\$ 3,230,000
Other Organizations.....	\$ 2,297,000

In accordance with the decision of the Jewish Agency in 1951, the UIA agencies during 1955 will allocate \$3,230,000 to the Jewish National Fund for land improvement and drainage on sites of projected immigrant villages.

Allocations to other organizations engaged in constructive work in Israel will amount to \$2,297,000.

Other Activities

Budget 1955.....	\$ 6,124,000
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Owing to the chronic shortage of funds and the overwhelming tasks facing UIA agencies, obligations have been accumulated, since the establishment of the State by the UIA bodies, to help finance their minimal program. In 1955, for interest on those loans, the UIA agencies will require \$2,272,000.

For the activities of the Information Department the sum of \$1,540,000 will be allocated. This 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 and its agencies, including the UIA in the U.S. as well as the Jewish Agency and Keren Hayesod, are budgeted at \$2,312,000.

The Road Ahead

The Jerusalem Post of November 14, reported the following statement by Mr. David Horowitz, Governor of the Bank of Israel:

"We have lately been drifting into dangerous tendencies which may again destroy our monetary stability, but so far we have managed to keep out of the vicious circle of inflation and it is still possible to halt the drift..."

Thus, is again underscored the fact that the new wave of immigration bears within it the possibility of setting back Israel's advances. The alternatives are: can Israel provide homes, farms and other means of productive rehabilitation for the newcomers, or will the destructive triad of camps, idleness and inflation again endanger the country's economy?

On neither the economic nor military fronts does Israel desire a "second round." Israel wants peace. This is patently clear. Her leaders have said so; her diplomats have reiterated it at the conference table; her actions have backed the words with tangible proof.

However, Israel knows only too well that her trade balances are watched nearly as closely as her military potential. Economic weakness is a tempting invitation to military aggression and a "second round" on the economic front can easily be prelude to a "second round" of actual war.

Against this background Israel is beginning to receive a new wave of destitute newcomers, one that will severely test its hard-won economic equilibrium. How Israel will stand up to this test depends, in full measure, on the aid and support American Jews give to the United Jewish Appeal and the United Israel Appeal in 1955.

UNITED ISRAEL APPEAL AND CONSTITUENT AGENCIES

(Jewish Agency and Keren Hayesod)

EXPENDITURES IN 1954 AND BUDGETARY REQUIREMENTS FOR 1955

	<u>Expenditures 1954*</u>	<u>Budgetary Requirements in 1955**</u>
<u>Transportation of Immigrants</u> (incl. training abroad).....	\$ 2,138,355	\$ 3,580,000
<u>Reception and Initial Absorption</u> (incl. reception; maintenance of social problem cases; maabaroth; medical care; social services, etc.).....	4,632,436	5,452,000
<u>Agricultural Settlement</u> (incl. development of existing settlements; establishment of new settlements; irrigation projects, etc.).....	42,860,841	48,741,000
<u>Deferred Payments on Agricultural Settlement Work</u>	8,155,798	9,086,000
<u>Youth Aliyah</u>	5,910,123	6,006,000
<u>Allocations to the Jewish National Fund and other Organizations</u>	5,674,467	5,527,000
<u>Absorption of Immigrants in Urban Areas</u>	231,221	128,000
<u>Educational and Cultural Activities</u> (incl. Youth Department; Hebrew courses; scholarships for immigrant youths; religious affairs, etc.).....	3,071,047	4,336,000
<u>Information Service</u>	963,670	1,540,000
<u>Administration</u>	2,066,678	2,312,000
<u>Interest</u>	2,001,257	2,272,000
<u>TOTAL</u>	<u>\$77,705,893</u>	<u>\$88,980,000</u>

* Including estimates for the last 3 months of 1954.

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

1955 Budgetary Requirements

of the

JOINT DISTRIBUTION COMMITTEE

Men, women and children of the Moslem ghettos, facing increased insecurity and uncertainty as they are caught in the cross currents of a rising nationalism; human beings who survived war and Nazism only to find themselves helpless, completely dependent on outside aid for survival; others who may yet achieve independence if they receive aid enough, quickly enough; the needy, the harassed and the distressed of more than twenty countries — such are the 160,000 men, women and children in Moslem countries, in Europe, in Latin America and in Israel, for whom the Joint Distribution Committee needs a minimum of \$29,403,000 during 1955.

Even without provision for possible new and overwhelming emergencies, JDC's minimum 1955 requirements for those who must have aid immediately, and who can look for this aid to no other source, are more than \$3,800,000 greater than in 1954. These funds will make possible major expansions in JDC's Malben program on behalf of aged, ill and handicapped newcomers to Israel, in its efforts on behalf of the poverty stricken Jews of the Moslem world and on behalf of refugees, DP's and others in Europe.

In 1955, JDC must once more call upon the American Jewish community through the United Jewish Appeal for the financial support without which programs already begun must grind to a halt. In addition, it must look to the Conference on Jewish Material Claims Against Germany for sizeable assistance.

JDC in 1954

If 1954 was in some ways a year of stability for the Joint Distribution Committee and its overseas assistance programs, it was stability on the edge of a volcano.

It was heartening that no major emergencies developed to call forth large-scale relief or rescue operations. But at the same time no area of JDC operations was able to show any marked decrease in the number of men, women and children who require the Committee's aid.

Meanwhile in Moslem lands, which contain the largest groups of Jews dependent upon JDC's help, the rumblings of possible new eruptions brought a new concern.

1954 was a year marked by great political upheavals throughout the Moslem world. Though in most cases these did not evoke anti-Jewish violence directly, a growing sense of insecurity came to pervade the lives of the nearly 600,000 Jews who live in the vast expanse from Morocco to Iran.

However, 1954 was also a year in which JDC enabled more and more of those it aids in Europe, in Moslem lands and in Israel, to reestablish themselves — through emigration, through reconstruction loans, through vocational training and medical rehabilitation. Yet the total numbers requiring aid did not fall, and the emerging picture indicated that many would continue to need assistance for long periods to come.

It was a year, then, in which JDC help went to more than 150,000 men, women and children in 22 countries; a year in which JDC continued to add positive achievements of the kind that have marked its path from the day it was founded. It was the fortieth year in the life of an agency born in crisis, and for which emergencies and crises have been the normal order of the day.

40 Years of History-Making

In 1914 the cry for help which arose from Eastern Europe and from Palestine brought a swift response from American Jewry. The answer was the creation of a lifeline of aid — the establishment of the Joint Distribution Committee for Aid to War Sufferers.

The world-wide mission of mercy in which this new organization found itself engaged soon made of JDC a mirror of history — the history of world Jewry in the Twentieth Century. But so completely was JDC accepted from the very beginning as the universal agency of aid to needy Jews abroad, a kind of Jewish Red Cross, that it became not only a mirror of history, but a participant in, and, to an extent surely undreamed of by its founders, a maker of history. It has remained a maker of history for most of its forty years.

Between 1914 and 1954 JDC helped entire Jewish populations overseas to leave their lands of origin for new and safer homes elsewhere; it revived communities which persecution and war had decimated; it established new communities where none existed; it negotiated with governments and nations; its budgets, its operations, its programs equalled and surpassed those of many countries of the world; it was extolled, honored, denounced, expelled, aided and appealed to by premiers, generals, presidents, dictators, high commissioners and kings.

Yet in all these years the making of history was never the purpose, but only the means, by which JDC fulfilled its mission, a mission which has seen aid extended to more than three and a half million men, women and children and has witnessed the expenditure of more than \$525,000,000 in seventy countries of the world.

Of all the aspects of JDC's operations during 1954 perhaps the most remarkable was that there were still more than 150,000 in vital need of aid — including many for whom JDC assistance was literally the only hope of survival — despite the previous aiding of millions and the expenditure of vast sums in their behalf.

Not only that, but the needs were on the increase: in the first ten months of 1954 JDC's appropriations were nearly \$20,650,000, as compared with

\$18,271,000 for the same period in 1953. And JDC's aid was as varied as before: cash relief for 13,240, feeding assistance to 49,915, care for 2,410 aged, medical aid for 40,875, institutional or special care for 10,400 children, educational aid to 58,885, cultural assistance to 27,490 and vocational training aid for 11,160.

The 1955 Budget

Of JDC's total 1955 budget, \$14,364,000, or nearly 49 per cent, is required for its programs in Israel, including the operations of Malben, JDC's welfare program in Israel for aged and handicapped immigrants; some \$3,750,000, an increase of \$1,000,000, is needed for aid to Jews in the Moslem world; \$4,856,000 is required for those in Europe; \$2,250,000 is needed for emigration and relief in transit, and \$1,720,000 for reconstruction assistance.

The 160,000 men, women and children to be aided with these sums include:

About 90,000 Jews, of a total of 593,000, in Moslem areas from Morocco to Iran, where Jews have for hundreds of years lived a marginal existence under the triple handicaps of poverty, disease and discrimination. Here, the threat of anti-Jewish outbreaks may at any time call for large-scale emergency measures. But without waiting for such threats to materialize, JDC must extend its feeding and medical programs, must continue to provide full vocational and educational opportunities, and must be ready to give vital medical services, relief and clothing in aid of the large-scale emigration now being planned for North African Jewish communities.

Some 40,000 persons in Israel, who must continue to receive institutional care and reconstruction aid and who must be provided with vocational training and cultural, religious and educational assistance. In addition to these there are the thousands of newcomers to Israel who urgently require institutionalization and other care, but who have to wait until JDC's facilities in the

Jewish state have been expanded to make room for them.

About 30,000 Jews in Europe, including thousands of disabled refugees and their dependents, to whom virtually all emigration opportunities have been barred, or who must receive sizeable financial assistance before they can achieve economic self-sufficiency in the countries where they now are.

These are the minimum numbers requiring JDC's aid during 1955. In a troubled world, the possibility cannot be ruled out that thousands of others may suddenly require large-scale aid in order to survive.

Following is a detailed analysis of JDC's 1955 budgetary requirements:

MALBEN IN ISRAEL.....Requirements: \$13,704,000

During 1955 JDC must spend more than \$1,100,000 per month through Malben for health, welfare and rehabilitation services in behalf of new immigrants in Israel. A major emphasis in this JDC program during the year will be on reducing the list of those presently waiting for places in one of the 100 Malben-owned or subsidized old-age homes, custodial care centers, hospitals, sanatoria, sheltered workshops and other institutions. A continuous building program, including the erection of new installations and the expansion of old ones, as well as an extensive program of reconstruction loans, will bring Malben aid to an estimated 6,300 persons per month.

The expansion of Malben's facilities during 1955 will make it possible to provide vitally-needed institutional care for some 5,440 persons monthly, including:

<u>Type of Service</u>	<u>Number</u>
TB Cases.....	715
Care for Aged.....	3,150
Custodial Care	840
Mental Care.....	400
Children.....	160
General.....	150
Other.....	25
Total.....	5,440

This increase over the number receiving Malben institutional aid in 1954 — 4,540 — will be primarily the result of carrying out an urgently needed expansion in the number of beds available for the aged. The total present bed capacity of 2,200 will be increased to 3,150, or more than one third.

Institutions which will be put into complete or partial operation will include an old age home in a kibbutz, Givat Hashlosa, which has been purchased by JDC and is now being changed into a home for 450 aged; additional facilities for the aged and for custodial care cases at Shar Menashe, Rishon le Zion, Acre, Haifa and Beersheba; a 1,000 bed old age home at Pardess Hanna and the improvement of other existing facilities.

In addition, Malben will explore the possibility of providing care for aged persons outside of institutions. It is expected that such a program will be begun during 1955.

Nevertheless, despite this proposed expansion, the total number on Malben's waiting list for old age care is not expected to decline during the year because of new applications for such aid.

This waiting list at the present time numbers some 2,500 aged persons, more than half of them living in transition camps under the most primitive

conditions. The list is a backlog from the days of Israel's large-scale mass immigration, when the country was totally unprepared to meet the special needs of large numbers of aged newcomers. At the inauguration of the Malben program Israel had only 800 places available for the aged in all institutions. JDC has, therefore, had to develop and build additional bed capacity and must continue to do so until all those in need have been provided for.

Smaller but equally urgent expansions must take place in other Malben facilities. In addition, JDC must continue to provide such auxiliary services as occupational therapy, dental care, social services, cultural and recreational activities, and medical appliances and prostheses.

In the field of rehabilitation, Malben must:

1. Continue to underwrite the cost of its 20 sheltered workshops, in which some 500 handicapped persons are employed — men and women who could not find work elsewhere. The shops already have a sales volume of some \$900,000 a year but they still operate at a deficit.

2. Continue its program of reconstruction loans to handicapped heads of families to help them establish small businesses. Since June 1950, some 3,400 such businesses — benefitting more than 13,000 persons — have been set up, but there are now 2,300 applications pending for this service. So successful has this project been among those who have received loans, including 400 persons with arrested TB — that in 1955 JDC expects to provide loans to an additional 100 persons per month.

In addition, JDC has joined with several other organizations in establishing a fund for granting loans to municipalities for the construction of shops to be made available to Malben clients. To date 600 units have been approved for construction in growing population centers.

MOSLEM COUNTRIES.....Requirements: \$3,750,000

In 1955 the JDC program in Moslem lands deals with uneasy Jewish populations whose positions have been made considerably worse during the past year by growing Arab nationalism and discrimination against Jews and Jewish-owned businesses. These in turn have not only increased individual needs, but have made it more difficult for local Jewish communities and communal organizations to assist in local programs.

In 1955 therefore, JDC must intensify and improve its welfare activities in Moslem lands and must extend them into interior regions and villages which are not served now. Even if conditions in these areas do not get worse, it is anticipated that one million dollars more than in 1954 will be required for JDC's aid here. A considerable portion of this increase will reflect intensified medical aid through OSE, local medical organization.

During the year JDC must continue to feed some 35,000 children daily in Moslem countries, including 21,000 in French Morocco, 6,500 in Tunisia, 4,500 in Iran and smaller numbers in Tangier, Algeria and Spanish Morocco. In this program JDC will rely to a great extent on surplus food such as butter, cheese and powdered milk, donated by the United States Government. Primary objectives in 1955 include the broadening of the feeding programs so as to reach children in areas as yet untouched and the improvement of feeding standards in existing installations.

Even more extensive will be JDC's medical program in this area, under which 35,000 persons, principally children, are now provided with medical treatment and care through OSE and other JDC-supported organizations. With the permission of the local authorities, it is planned to extend these medical services to some of the smaller villages of the hinterlands of Tunisia and Morocco in 1955. This will be all the more vital to help prepare the residents

of these isolated villages for the large-scale emigration to Israel which is now contemplated. In the field of educational, cultural and religious assistance, JDC is currently helping to support the schools of the Alliance Israelite Universelle, Ozar Hatorah, Lubavitcher and other organizations, with some 70,000 students. Increased aid during 1955 must be provided to the Alliance, which currently has some 45,000 children in attendance in more than 100 schools, and which must consider an expanded program to meet the constantly growing need for additional classrooms. This need is most critical in Morocco, where it is estimated that space is lacking for at least 7,000 school children.

Not shown under this budgetary item, but rather under "Reconstruction" is JDC's aid to the vocational training centers operated in North Africa and elsewhere by ORT - Organization for Rehabilitation through Training.

It must be emphasized that over both the continuation and expansion of all JDC programs in the Moslem world hangs the Damoclean sword of constant danger and an uncertain future.

EUROPE.....Requirements: \$4,856,000

In 1955, in 12 European countries, JDC must continue to cope with the aftermath of Nazism and war. It must intensify its efforts both in the field of emigration and of integration, in the hope of at last achieving "permanent solutions" for the 30,000 still requiring aid. In addition to the problems of refugees, DP's and of the transient population generally, the needs of the settled communities in Europe must now be given increased emphasis. Programs on behalf of these settled communities received marked impetus from funds made available to JDC in 1954 by the Conference on Jewish Material Claims Against Germany for welfare, medical, religious and cultural programs. For 1955 JDC has again requested sizeable sums from the Claims Conference in order to continue these programs.

France: JDC's 1955 budget for France — \$1,667,000 — reflects the fact that nearly two-thirds of the Jewish population of continental Western Europe, or nearly 300,000, currently live in France. JDC provides some 60 per cent of the budget of the Fonds Social Juif Unifie, the French fund-raising campaign whose member agencies carry on a wide welfare program on behalf of French Jewry. Some 14,000 men, women and children in France will benefit from JDC's assistance during the coming year. The program will include the repair and improvement of a number of children's homes and homes for the aged and one-time grants to handicapped persons to help them achieve self-support.

Germany: Some 25 per cent of the 22,000 Jews at present in Germany receive assistance from JDC welfare, medical, legal, emigration or other services on a more or less continuous basis. These will continue to be the responsibility of JDC in 1955.

JDC's program in Camp Foehrenwald presents serious problems. Of the more than 1,600 persons in Camp Foehrenwald, about 30 percent have had some kind of TB history or other hospital treatment. It is estimated that there is at least one chronically disabled or handicapped individual in some 40 percent of the family units. A large percentage has been presented and rejected for emigration to the United States or Canada. JDC has set up a schedule of grants for families with emphasis on those emigrating for South America, where the local Jewish communities are incapable financially of assuming their integration. For those unable to emigrate, and who must remain in Germany, the local authorities have agreed to provide housing in various cities in Western Germany. While the German government has not yet begun to implement this program, it is expected that the Foehrenwald families will be installed in the communities in 1955 and 1956.

It is expected that approximately 200 families can be aided to leave

Foehrenwald in 1955. In the meantime JDC must continue with its program of welfare, medical, religious and cultural services in the camp.

In other German communities, JDC must continue aid to the aged where local authorities and restitution grants are insufficient, as well as aid to escapees from Eastern Germany.

Austria: The lack of emigration opportunities and the fact that a large part of Austria's 10,400 Jews is in the older age brackets will make it necessary for JDC to continue its aid here for some time to come. In the Vienna area, for example, where the Kultusgemeinde currently provides cash aid to 660, some 50 per cent of this group is over the age of 60 and an additional 25 per cent is classified as permanently unemployable.

In addition, JDC is also aiding a number of refugees in the Vienna area and some 350 in two DP camps — Asten and Glasenbach — in the U.S. Zone, and in the Rothschild Hospital. JDC must also continue to operate a canteen, now serving 180 persons, or about 7,000 meals monthly, and to give medical and dental services to those clients who do not have access to public facilities.

Intensified efforts must be made to find additional emigration opportunities from Austria. Permanent arrangements in institutions outside of Austria are being sought for those persons requiring life-time care.

Italy: In Italy, JDC must give its attention, long delayed, to the welfare needs of the country's settled communities as well as to the transient refugee population, which has been its primary concern in the past. The refugee population has been declining steadily until now it numbers about 1,500 persons, but it presents a case load not likely to be reduced in the near future. More than one third receive cash and medical assistance, and of this number many are chronically ill or aged persons in various homes and hospitals. Those who might be integrated into the local Italian economy are

barred from this possibility because, owing to its own serious unemployment problem, the Italian government does not extend work permits to foreigners.

Preliminary findings of a medical and social survey in the Rome ghetto have pointed up the widespread need for health services. JDC hopes to work out a systematic approach to the problems of relief, care of the aged, and medical and other social services, with local Jewish bodies during the latter part of 1955. In the meantime, JDC must strengthen OSE so that it can extend its health services to include urgent unmet needs. Among these are a family health service for the Rome ghetto, extension of immunization, development of an expanded summer camp program for needy children and a comprehensive school health program. It must also aid the Jewish community to replace a school building which is in serious danger of collapsing and provide temporary quarters for the school.

Yugoslavia: In addition to maintaining a home for the aged in Zagreb which gives permanent care to 100 persons, JDC must give supplementary feeding to indigent non-residents of the home; give assistance to 120 children and 150 additional aged, sick and other handicapped persons; aid transients and aid in special cultural and educational activities. It must also procure food, clothing and medical items. In 1955, JDC also expects to furnish and equip a new home for the aged for which the Yugoslav Government has agreed to provide funds. This will enable the community to give up the two separate rented buildings and will result in greater economy and efficiency.

Belgium: The JDC must continue to aid three local organizations which concern themselves with the welfare of refugee populations in Belgium. The subventions include sizeable sums for the operation of three children's homes, caring for 87 children.

Sweden: In addition to aiding "hard core" refugee groups and post-TB

cases admitted to Sweden, the JDC in 1955 must help the local Jewish agency (Mosaiska Foersamlingen) with the construction of a home for the chronically ill, deferred until now because of more urgent needs in Sweden and elsewhere.

Switzerland: Through the Swiss Jewish Community, JDC has been assisting refugees, many of whom are in homes for the aged. Additional sums must be allocated in 1955 for a loan fund and for the modernization of a home for the aged.

Norway: Another transport of post-TB cases, principally from Germany, is expected to arrive in Norway in 1955. JDC must assume the task of integrating these into Norway's Jewish population, and must also continue aid to the post-TB group already in Norway.

In Greece the JDC program includes vocational training aid and loans for families made destitute in the earthquake disaster of 1953. In Spain and Portugal medical aid and relief must continue to go to small groups of refugees.

EMIGRATION AND RELIEF-IN-TRANSIT.....Requirements: \$2,250,000

Although the United HIAS Service will henceforth be responsible for emigration to countries other than Israel, JDC, in order to further the negotiations for the establishment of a unified emigration service, undertook to cover any operating deficit, up to \$1,000,000, which United HIAS may incur in the next two years.

Other aspects of JDC's activities in the field of relief-in-transit are also included under this heading.

RECONSTRUCTION.....Requirements: \$1,720,000

In 1955, JDC's vocational training aid must be enlarged in Moslem countries to include many more than the nearly 3,000 trainees currently benefited and who are in ORT training centers in North Africa and Iran. Opportunities for acquiring skills in trades, services and industries must be provided for

increasing numbers of youngsters from the ghettos of these Moslem lands. JDC must also continue its aid in Europe and Israel, where 5,500 trainees are learning skills that will make them self-supporting.

During 1955 JDC must continue to make funds available to credit institutions in Austria, Belgium, France, Greece and Italy and to establish new credit facilities in Germany, Brazil and Switzerland so that the refugees who must remain in those countries may have the benefit of low-interest loans to establish themselves. Credit institutions have recently been set up in Berlin, Munich and Frankfurt and another has been projected for Hamburg or Dusseldorf. First priority will be given to Jews who have escaped from Eastern Germany and second priority to merchants, artisans and professionals from among the settled refugee group. In Greece funds must be provided for families left destitute as a result of earthquakes and to absorb the depreciation of the Greek drachma.

In Moslem countries, the program of loan facilities initiated by JDC in the cities of Tunis and Casablanca in cooperation with the Jewish Colonization Association (ICA) designed to enable artisans to buy needed tools and equipment, must be expanded. A program of technical aid to improve the output of the artisans is also being planned. A step in this direction has already been taken in Tunis, and it is planned to extend this activity to other parts of Tunisia and to introduce it in Morocco in 1955. The proposal envisages technical guidance, including the establishment of demonstration workshops, the number of crafts and trades depending on practicability.

CULTURAL, EDUCATIONAL AND RELIGIOUS ACTIVITIES.....Requirements: \$660,000

Additional support must go to a program which was one of the earliest in JDC's history, aid for some 80 cultural, educational and religious institutions and projects in Israel benefiting some 11,600 people. (Similar needs in Europe and Moslem areas are provided for in the various country budgets.)

Among the beneficiaries of this program are some 75 yeshivoth, with a total student body of more than 7,500. Five research projects now employing about 100 scholars must also continue to receive financial support in 1955. In addition, aid will be provided to a number of refugee rabbis, cantors and other religious functionaries and their families.

OTHER.....Requirements: \$2,463,000

Under this general heading are included relief, rehabilitation and recovery programs on behalf of small numbers of Jewish refugees in such areas as China, Latin America and the Philippines. Included also are a number of one-time grants for programs which cross geographical and functional lines. These include expenditures for Passover aid to some 50,000 men, women and children, a program under which JDC each year buys hundreds of thousands of pounds of matzoth, matzoh meal, Passover wine and other supplies needed to observe the holidays in traditional fashion; an expanded summer camp program to provide health-building vacations for 16,000 to 17,000 poor and undernourished children, mainly those from the ghettos of Morocco and Tunisia; grants for special educational and cultural projects in Europe and North Africa, and to various cooperating agencies.

An important item included here, too, is a grant for the field work of the Paul Baerwald School of Social Work, which in 1954 began to function as a field training organization. During 1955 the school's emphasis will be placed on the training of supervisory and administrative personnel and the recruiting and training of social workers to carry out community assistance programs.

Included also under this heading are funds to meet interest on bank loans, to defray the cost of an annual audit, to provide miscellaneous supplies not applicable to country budgets and the total operating and service expenditures for JDC's New York and Paris headquarters, including overseas personnel.



1955 Budgetary Requirements

of the

NEW YORK ASSOCIATION FOR NEW AMERICANS

Only a few years ago, Jewish immigrants were pouring into this country in a massive flow. The flow has diminished, but a steady stream continues to our shores in spite of the barriers presented by the McCarran-Walter Immigration Law.

It has become a cosmopolitan flow which finds its origins in more than 30 nations — some as large as Germany, others as small as the Dominican Republic. Thousands of Jewish eyes remain fixed on America as the goal of all their hopes. Approximately 6,000 Jews saw the dream of entry become a reality during 1954.

It is expected that substantially the same number will arrive here during 1955. A grim stability in Jewish immigration has been reached offering fulfillment to a few and denying it to thousands.

The last provisions of the Displaced Persons Act expired in 1954. The passage of the Refugee Relief Act of 1953 offers hope for displaced Jews to come to this country. The Refugee Relief Act, which expires in December 1956, authorizes the admission of 209,000 immigrants over and above the regular quota. The humane aspirations of the new Act have unfortunately been obscured by endless administrative red tape, but there recently has been encouraging evidence that this condition is easing and that the doors to America may open wider.

In 1955 it is expected that Jewish arrivals will continue at the same rate as in 1954, and will number about 6,000 for the year.

The New York Association for New Americans is the agency which is located at America's gateway — the port of New York. It serves the great metropolitan area which symbolizes America to the newcomer who knows little of the vast extent of our nation. Virtually every newcomer has relatives, friends,

"landsleit," or other personal ties in the nation's largest city. As a result, by far the greater proportion of the 6,000 Jews who are expected to arrive here in 1955 will settle in New York City, as was the case in 1954. It becomes increasingly clear, then, that a major responsibility for meeting the Jewish immigration problem in this country rests with NYANA.

NYANA'S ACTIVITIES — 1954

A brief review of NYANA's activities during 1954 offers a concrete concept of the task which lies ahead for NYANA in 1955. During 1954, NYANA dealt with 3,645 requests for information from immigrants, their relatives and friends. Some 2,890 family units, representing almost 8,670 persons, made direct requests for service and assistance from NYANA. About one-third of these applicants were new arrivals and the remainder were families previously known to NYANA. While all of the applicants received some service from NYANA, less than 20 per cent had to be referred to the Family Service Department during the year.

The Family Service Department provided services to 728 families representing 2,180 individuals during 1954. This group of cases represented the greatest charge on NYANA's resources because they required financial assistance, medical care, institutional care, casework counseling and a host of related services. Almost \$503,000, or 67 per cent, of NYANA's expenditures (exclusive of subventions) went for direct help to these families. Medical and institutional care alone accounted for more than 24 per cent of this help. To facilitate the movement of these families toward self-support, NYANA in 1954 continued its intensive program of rehabilitation. Even families that had been dependent for extended periods finally were enabled to support themselves. At the end of 1954, the relief caseload was about 270 families. Again, the year's end left NYANA with a group of complicated human situations

requiring highly skilled and individualized services.

NYANA's ability to help many immigrants move toward self-support without the need for any relief was in large part due to the well rounded program of its Vocational Services Department. This department provided guidance, job placement and other rehabilitative services to about 1,700 different individuals during 1954. Of this number, about 1,100 were new applicants and 600 had been served previously by the department. The total number of immigrants placed in jobs during the year came to 950, and these placements were made in spite of rising unemployment in some industries. By the end of 1954, some 560 individuals still required service from the Vocational Services Department.

During 1954 NYANA adapted its program to meet some of the new requirements of the Refugee Relief Act of 1953. Provisions for underwriting assurances permitted under the Act were made, and a vigorous effort was instituted for obtaining employment assurances for the prospective immigrants whose individual sponsors were unable to obtain them. This involved an intensive program of field visits, telephone solicitations, and the education of potential employers. Should the need of job assurances from the community increase, NYANA stands ready to accelerate even further. For only if the proper assurances are supplied can prospective immigrants qualify under the Refugee Relief Act.

Throughout 1954 NYANA's Business and Loan Services continued to be a basic part of its rehabilitative program. Loans for business enterprises were extended to those who, because of handicaps, were unfitted for competitive employment. Loans for the purchase of small businesses, or for financing special training, were extended to 19 families. The success of this service is reflected in the present independence of many families who otherwise might have remained dependent for years.

REQUIREMENTS FOR 1955

As previously stated, it is estimated that 6,000 Jewish immigrants will enter the United States in 1955. They will arrive under the basic immigration law and the Refugee Relief Act. The great majority is expected to settle in New York City, and as experience has shown, more than 80 per cent will inevitably turn to NYANA for help. Some can be served simply by providing the guidance which will orient them to their new surroundings. Others will need assistance in locating homes and jobs. But inevitably there will be a "hard core," numbering several hundred families, that will be dependent upon NYANA month after month, until rehabilitation is accomplished.

These "hard core" families still bear the scars of persecution and want inflicted on them in the last two decades of endless drifting from camp to camp and from country to country. They require the full range of NYANA's services and all of the skills which the staff of NYANA and its predecessor agencies have acquired during more than 15 years of specialization in adjusting Jewish immigrants to American life.

During 1955 the Family Service Department is expected to provide services to some 820 individual families, representing about 2,450 men, women and children. An increase is anticipated in the caseload of this department for the year as compared with 1954 because a larger number of new arrivals is expected to present complex problems. This anticipated increase in the caseload, in the main, accounts for the major increase in relief expenditures proposed below.

The Vocational Services Department, in turn, is expected to provide guidance, employment and rehabilitative services to approximately 2,300 individual immigrants during 1955. It is hoped that the labor market will be favorable so that most of the immigrants may quickly become self-supporting.

During 1954, NYANA expended about \$978,600 for its operations, of which \$757,380 was used for NYANA's own services and \$221,220 for subventions to other local agencies.

NYANA's needs for 1955 are estimated at \$1,138,275. Of this sum, \$920,975 is expected to cover the agency's own services and \$217,300 represents subventions to other local agencies. These agencies provide technical immigration and naturalization services to thousands of families and individuals. The services include counsel on problems relating to deportation, alien registration, change of status and preparation for American citizenship.

NYANA's proposed expenditures for 1955 is divided as follows:

Relief.....	\$ 612,040
Personnel.....	258,935
Administrative and Office Services.....	50,000
Subventions to Other Organizations.....	<u>217,300</u>
Total.....	\$1,138,275

During 1954 the majority of personnel was engaged in rendering direct services to the clients and this will also be true in 1955.

During the five and one-half years of NYANA's existence it has helped more than 53,000 newcomers to become part of America. In 1955 there must be no lessening of the sense of urgency which guides the approach to the problem of Jewish immigration to America merely because the number of immigrants is not as great as it was when the D.P. camps were being emptied. The human problems of today's immigrant are, if possible, even more acute than those during the period of mass immigration. He has suffered added years of privation and homelessness. He has grown older; his skills have rusted from disuse. In many cases his spirit has been completely broken. When Jewish immigration came upon us in a flood, America's concern for the newcomer found generous and immediate expression. Although the flow has lessened, this concern still must be applied to the problem of Jewish immigration to the United States.

IMMIGRATION

ABSORPTION

HOME BUILDING

IRRIGATION

AGRICULTURE

REHABILITATION

RELIEF

RURAL SETTLEMENT

YOUTH BUILDING

MEDICAL CARE

1956

18th ANNUAL NATIONWIDE CAMPAIGN

TO SAVE LIVES, AID ISRAEL'S PEOPLE, STRENGTHEN DEMOCRACY

AMERICAN JEWISH
ARCHIVES

BUDGETARY REQUIREMENTS

**of the Constituent Agencies of the
UNITED JEWISH APPEAL**



1956 FINANCIAL REQUIREMENTS OF THE UNITED ISRAEL APPEAL,
THE JOINT DISTRIBUTION COMMITTEE AND THE NEW YORK ASSOCIATION
FOR NEW AMERICANS PRESENTED TO THE NATIONAL CONFERENCE
OF THE UNITED JEWISH APPEAL, NEW YORK, DECEMBER 16-17, 1955

1956

BUDGETARY NEEDS

of the Constituent Agencies of the

UNITED JEWISH APPEAL

AMERICAN JEWISH
ARCHIVES

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The United Jewish Appeal in 1956

The past decade brought renewal and recovery for Jews in many lands, the greatest reconstruction of all coming with the rebirth and regeneration of the land of Israel. Yet at this moment the position of hundreds of thousands of Jews seems to have come almost full circle with the threat and grim potentialities of a decade ago.

The obvious question of what to do answers itself. The United Jewish Appeal, which was born to cope with emergencies, stands ready for action. Through it, American Jews can act to the fullest to help turn the tide that encroaches so ominously on Jewish hopes and Jewish lives.

There is this question: What will the cost be?

The answer, in large part, is in the pages that follow. They give the 1956 budgetary requirements of the UJA constituent agencies.

In 1956 these agencies require a total of \$153,146,035 to carry out grave responsibilities. The share that the UJA is asked to meet of this budgetary total is \$105,146,035. The difference between the full financial need and what is asked of UJA, \$48,000,000, is anticipated from German reparations, the Conference on Material Claims and other sources.

The 1956 fund-raising effort of the UJA will not be confined just to its regular campaign. It will also include the raising of a \$25,000,000 Special Fund, over and above the amount expected through the regular UJA. The \$25,000,000 Special Fund effort was set in motion on November 18, 1955 at an extraordinary meeting of leaders of the American Jewish community. On that occasion they called upon the Jews of America to "provide all the funds for immigration to assure a haven of refuge and safety for Jews who are in need of it, while the people of Israel gird themselves for the arduous tasks that lie ahead."

In creating the \$25,000,000 Special Fund in behalf of 45,000 immigrants to Israel who must be brought speedily from North Africa — the leaders of the American Jewish community took realistic cognizance of the fact that the people of Israel cannot be expected to share in emergency immigration, at a time when they are faced with the ominous challenge to their survival posed by the Communist arming of Egypt.

The effect of the 1956 fund-raising effort of the UJA, therefore, is bound to have the most fateful consequences for the future of Jews beyond our shores.

What now of the aims of the budgets contained herein?

The financial need is stated above. But in human terms there are 480,000 men, women and children who are dependent upon the UJA agencies — as an examination of the budgetary statements will show.

In addition to expenditures planned for the transportation, initial absorption and resettlement of 45,000 Jews from North Africa, the UJA constituent agencies have mapped a broad, vitally needed program of welfare aid and social reconstruction.

The expenditures that are budgeted by the United Israel Appeal concern not only the immigrants who are now arriving but the many thousands of immigrants who were brought to Israel in recent years and who are still in need of major assistance to assure their genuine integration as productive and self-reliant citizens of the Jewish State.

Major expenditures are also scheduled by the United Israel Appeal for that large number of agricultural settlements that have been established over the past seven and a half years — settlements that have contributed significantly to the advance of Israel's agriculture and that must be strengthened to make them fully self-supporting units of the Israel economy.

Meanwhile, the expenditure of substantial sums is required still for the sick, the aged and the handicapped among Israel's newcomers — and in this area the Joint Distribution Committee has been playing, and must continue to play, an outstanding role through that exceptional agency known as 'Malben.'

There are tens of thousands of Jews beyond the shores of Israel — in other lands — who also must be helped where they are. The JDC is confronted with the needs of at least 100,000 needy men, women and children in Moslem lands, and must continue to meet the welfare and rehabilitation needs of 30,000 in free Europe, constituting the "hard core" of those who survived the Hitler massacre.

Turning to home, there is the fact that refugees are still arriving from abroad, and aid for many of these must be extended in full measure. In view of the fact that the larger share of these newcomers are settling in the large New York Metropolitan area, the New York Association for New Americans must be helped to carry out the main burden of their adjustment and integration.

The budgets that are outlined in this booklet have been carefully drawn. Each of the constituent agencies of the United Jewish Appeal is agreed that the programs in Israel merit and must have full priority.

Even so, there are programs in Israel that will suffer. It had been planned originally to go forward in 1956 with the elimination of the maabaroth — the transitional settlements made up of tin huts and barracks. But this program has now been sharply curtailed. Of the 60,000 immigrants who live in the maabaroth — and in most cases they have been in them for at least three years — 40,000 will remain there throughout 1956. Budgeted expenditures for housing will permit the removal of only 4,000 families, of 20,000 persons.

The budgets that are contained herein reflect the spirit of sacrifice. In many cases, men, women and children living in conditions of acute need will be forced to give up an urgent hope and needed comfort. It is in this spirit that the 1956 United Jewish Appeal must go forward — with sacrifice on the part of American Jews — with, as was stated in the resolution of the 1955 UJA Study Mission in Israel: "Courage to Match Courage, and Giving to Match Giving."



1956 UJA ACTIVITIES AT A GLANCE

Number of Persons Requiring Assistance, by Agency

<u>Agency</u>	<u>No. of Beneficiaries (a)</u>
United Israel Appeal.....	305,000
Joint Distribution Committee.....	168,000 (b)
New York Association for New Americans.....	7,000
	<u>480,000</u>
<u>Welfare Aid Programs (c)</u>	
<u>Child Care</u> , including homes for children, nurseries, hot meals in schools	
<u>Youth Aliyah</u> centers, etc.....	127,000
<u>Medical Aid</u> , including infant care, antitrachoma meas- ures, specialized aid and preventive medical care	129,000
<u>Aged, invalids, chronically ill</u>	55,000
<u>Education</u> , including cultural and religious activities	91,000
<u>Maabaroth</u> (maintenance and upkeep).....	60,000
<u>Reconstruction and Rehabilitation Programs</u>	
<u>Agriculture</u>	
New settlements (40).....	12,000
Consolidation of existing farms.....	125,000
Housing (9,000 units for immigrants).....	45,000
(4,000 units for Maabaroth dwellers).....	20,000
<u>Technical Aid</u> , including agricultural guidance.....	180,000
<u>Irrigation</u> : 120,000 dunam (30,000 acres)	
<u>Economic Aid</u>	
<u>Loans</u> to artisans, storekeepers, merchants, etc.....	12,000
<u>Vocational Training</u> , including ORT (Organization for Rehabilitation Through Training) and Youth Aliyah.....	29,000
<u>Emigration</u> , Relief in Transient.....	50,000

(a) Unduplicated figures.

(b) Actually, JDC will care for 213,000 persons, including the 45,000 Jewish immigrants from North Africa. The latter group, however, will require continual aid from the Jewish Agency, hence it is listed under UJA activities.

(c) Inasmuch as the same person may benefit from various types of UJA-financed programs, the number of beneficiaries by type of welfare aid and rehabilitation programs exceeds the total number of persons aided.

1956 BUDGETARY REQUIREMENTS

<u>Agency</u>	<u>Amount</u>
United Israel Appeal.....	\$123,240,000
Joint Distribution Committee.....	29,200,000
New York Association for New Americans.....	706,035
	<u>\$153,146,035</u>
Less revenue from other sources (d).....	<u>-48,000,000</u>
To be provided by UJA.....	<u>\$105,146,035</u>

(d) Includes income from German reparations, grants from the Conference on Material Claims, philanthropic contributions outside U.S.A., etc.

1956 BUDGETARY REQUIREMENTS

of the

UNITED ISRAEL APPEAL

Anxiety and Action

If the story of Israel in 1955 were to be told as tersely and compactly as possible, it would be contained in the following news items --

A communique in the Jerusalem Post of August 31, 1955:

"Savage attacks by Egypt commando squads deep in Israel territory claimed the lives of seven civilians and wounded eight others. Israel complained for the second consecutive day to the U.N. Security Council in New York of the Egyptian attacks."

On July 20, 1955, New York Times correspondent Harry Gilroy filed a story from Tel Aviv which contained this paragraph:

"One of the most fondly cherished dreams of Israel came true today. The constant springs of the Yarkon River began to feed into the giant pipeline that will carry the water sixty-five miles south to the rich but parched farmland of the Negev."

Earlier in the year, on May 25th, the Jerusalem Post reported:

"The Lachish Settlement Scheme was initiated when the first families moved into their new homes at Otzem at approximately noon today."

More recently, on September 11, a New York Times dispatch from Thomas F. Brady in Casablanca, included this information:

"Houses, shops and goods of Moroccan Jews to the value of at least \$500,000 have been destroyed by violence this year. Eight Jews have been killed by mobs. The Jews' schools have been burned and their stores pillaged...There is a saying here that when a Moslem and a Frenchman fight, a Jewish head gets broken."

Thus are pointed up the anxieties and actions as they developed in Israel during the course of the year 1955. The nationalist disorders flaring up in North Africa bore a direct impact on Israel -- for these meant an accelerated rate of immigration which would bring tens of thousands of needy, fear-haunted Jews to the shores of Israel.

It was a year that saw fanatic Egyptian "fedeyun" (suicide commandos) penetrate as deeply into Israel territory as Rehovot. It was also a time of renewed outbursts against Jews in the tense, back-alleys of North Africa. And, most ominously, it was a year when the ever-present shadow of the gun across Israel's frontiers was enlarged, darkened and lengthened by the heavy Communist armor sent to Egypt.

Yet despite the compelling atmosphere of anxiety engendered by the threat of full-scale war — a threat more acute in the Fall of 1955 than at any time during the past seven years — Israel was able to carve out solid, significant achievement— and, indeed, to draft and begin fulfillment of the programs and blueprints for the steady advance toward self-sufficiency. The projects and plans spelled out on the following pages exemplify the spirit of the people of Israel who are determined to build and grow even in the face of possible war.

Major Question

Apart from other pressing problems, the major question mark for the UIA Agencies (Jewish Agency and Keren Hayesod) today is the future of North African Jewry, in particular, the Jewish community in strife-torn Morocco. The driving forces behind the rising demand for emigration from Morocco at this time are the acute fear stemming from the riots of the summer of 1955 and concern with the growing constriction of economic opportunities. Furthermore, according to Moslem law, the civil rights of Jews are severely restricted. Despite official French law which assures equality for all citizens of Morocco, many discriminatory practices have remained in effect and a large proportion of the Jewish population fears that, in the event of home rule, Jews might be forced to revert to their former status of second-class citizenship.

Because of this precarious, marginal existence, tens of thousands of Moroccan Jews during the past eighteen months have been seeking to emigrate to

Israel to find a new life of productivity and dignity for themselves and their children. In response to their plea for emigration help, the Jewish Agency Executive, in the summer of 1954, began to accelerate the over-all immigration rate to the limit of available resources. With top priority given to immigrants from Morocco, immigration gradually rose from a monthly figure of 950 in August 1954, to more than 5,000 in October 1955. For the year 1955, the total immigration reached approximately 35,000.

Careful planning and preparation for the North African migration has avoided the difficulties of the "unproductive stage," with prolonged periods in reception camps, which plagued Israel's previous "now-or-never" immigrations. Under a ship-to-settlement program, about 60 per cent of all newcomers during the past year was settled on the land immediately upon arrival while about 20 per cent was directed to semi-urban development centers.

Revolution at Lachish

A farming revolution has been one of the chief factors facilitating the speedy absorption of the North African newcomers. It has been taking the form of a complete revamping of agricultural planning and development techniques. Today, these basic changes are epitomized in the UIA agencies' "Operation Lachish."

The Lachish region — an area of about 187,500 acres of hills and north Negev flatlands — is one of the world's oldest battlegrounds. From Biblical times through the Israel War of Liberation, this strategic area has been scarred by invading armies, its irrigation systems destroyed, its productive soil abandoned to erosion. "Operation Lachish" is designed to restore some of the ancient fertility of the land and, at the same time, fill in a network of settlements behind what has been one of the emptiest and most dangerous stretches of Israel's frontier.

Operation Lachish is marked by a new system of regional coordination. In the past, new settlements were blueprinted as self-contained units each with its own public and social services. Operation Lachish, on the other hand, is structured along functional, regional lines. Under the plan four to six settlements will be grouped around a rural community center which provides such services as high schools, clinics and tractor stations. In turn, a number of these units will be grouped around central marketing and distribution towns, in which will be located technical high schools, hospitals, factories for the processing of local raw materials, administrative offices and similar services.

During the second half of 1955, two training centers and 20 villages were set up in the Lachish region and the first winter crops sown.

The majority of the Lachish settlers are recent immigrants from North Africa who go through a short but intensive training period at one of the area's two training centers. The transition from tradesman or artisan to farmer is not easy and modern farm machinery is bewildering for those who step from the Middle Ages in their former countries into the twentieth century. But there is a great eagerness to learn and, as one of the new arrivals put it: "Life is not easy for us here. But we cannot use silversmiths on farms and I will have to forget the past."

The Yarkon Flows South

Water will remain Israel's most precious natural resource for many years to come, even if Israel should find it possesses oil or iron ore deposits in commercial quantities. Especially today, when security problems are again overshadowing every facet of the country's development, it is clear that a high degree of self-sufficiency in major food staples is not only of economic importance, but is a matter of actual survival in times of blockade or war.

On July 19, 1955, the 63 mile, 66 inch Yarkon-Negev irrigation pipeline was opened. It is the first of two parallel lines; the second is now under construction. It took three years to complete the first Yarkon-Negev line at a cost of IL 45,000,000. The largest single portion of these funds -- about IL 28,000,000 -- came from the Jewish Agency, which receives most of its money from the United Israel Appeal.

The importance of the new irrigation line is that it marks the transition from a system of uncoordinated water works based on local wells and rapidly diminishing underground resources, to large-scale nationwide irrigation networks harnessing the country's rivers and winter storm floods.

A million man-workdays involving 2,000 workers and 60 engineers went into laying down the 63 miles of huge pipe from Rosh Hayin near Tel Aviv to Gevulot in the northern Negev. Three giant pumping stations and reservoirs raise the water gradually by over 750 feet from the coastal strip to the Negev area.

In its first stage of operation, the new Yarkon-Negev line is carrying 50 billion gallons of water annually. As soon as all the necessary branch lines are connected to the main conduit, the new line will make possible the irrigation of an additional 40,000 acres of semi-arid land. These, according to current estimates, can produce food for some 160,000 persons.

Steady Progress

Apart from the opening of the Yarkon-Negev line, whose full impact will be felt in the near future, Israel's irrigation network branched out considerably during the past year. The total amount of water supplied by the Israel water company Mekoroth (founded with the aid of the Jewish Agency) during the summer of 1955 rose to 43 billion gallons as compared to 29 billion gallons during the same period of 1954. For the past 12 months, the country's irrigated area increased by 25,000 acres to a total of 225,000 acres compared

to 75,000 acres under irrigation at the time the State was established.

This extension of the country's water "lifeline" was clearly reflected in rising farm production. Despite the severe drought which caused damage put at more than IL. 3,000,000, the total volume of Israel's agricultural production in 1954-55 was estimated at IL. 340,000,000, or about 5 per cent above the year before. Of special importance were gains made in industrial crops — an increase of 25,000 acres during the past two years in cotton, peanuts, sugar beets and tobacco. Forty percent of the country's raw cotton needs is now filled by local producers.

Nowhere is the rapid growth of Israel's agriculture reflected more dramatically than in the Negev. Where in 1948, 11 pioneer settlements with some 400 settlers stood as lonely outposts in the silent desert, today more than 70 villages, experimental farms and agricultural training centers with a total population of over 10,000, have brought life to what may well turn out to be the country's granary. In 1948, 2,000-3,000 cubic meters of water a day was the combined ration of the 11 pioneer villages; in 1955, even prior to the opening of the Yarkon-Negev line, a daily water quota of over 200,000 cubic meters served to irrigate 20,000 acres of vegetables, grapes and fruit trees. Today in this area, making up half of Israel, which only a decade ago was a little explored wilderness is the country's main promise of agricultural fulfillment.

Uphill Fight for Rehabilitation

Less dramatic, but far more complex, than the reclamation of Israel's wastelands has been the rehabilitation of the tens of thousands of newcomers who have made the transition from social welfare cases to productive, partially or wholly self-supporting citizens. A challenging job remains yet to be done: 60,000 immigrants are still in the "shanty town" settlements called maabaroth — some for five years or more — and there is a large number of aged and

handicapped for whom permanent homes still are needed. But a year ago more than 80,000 were living in the tin and canvas shacks of the maabaroth and the total of aged or handicapped in need of homes or vocational rehabilitation was around the 5,000 mark.

The tremendous achievements of Israel's rehabilitation program and the steady progress in the face of overwhelming odds can be fully appreciated only when evaluated against the total numbers involved. Of 780,000 immigrants who arrived in Israel since May 1948, about 111,000 were unable to support themselves independently. Many were in need of placement (temporary or permanent) in homes for the aged, TB hospitals, institutions for the physically disabled, chronically ill or emotionally troubled. Others, because of their age or state of health, could undertake only light work.

Under the heading of "rehabilitation," though with different problems and objectives, fall the various activities which deal with the children of the new arrivals. Shifting immigration and absorption patterns have been met by going beyond the traditional institutional setup of Youth Aliyah. Some 13,000 wards were accepted for full maintenance and extensive training in Youth Aliyah homes and training groups; in addition a whole network of new services was developed; workshops and recreational centers were established in maabaroth and semi-urban centers; short intensive training courses in agriculture and allied subjects were offered to the children of new immigrant farmers; scholarships were provided to help youngsters to continue their studies beyond the primary grades. These educational programs give young immigrants from Moslem areas full opportunity for growth and development in their new country.

Total Expenditures in 1955

Owing to the unexpected acceleration of immigration from North Africa, the expenditures of the UIA agencies in Israel in 1955 exceeded their original

budgetary estimates for the year. The departments which found themselves unable to operate within their set budgets during the past year were those most intimately connected with the transportation and rehabilitation of the newcomers, (that is, the departments of Immigration, Absorption and Agricultural Settlement). Expenditures for the year amounted to \$93,153,780 — about \$4,000,000 over the budget for 1955. The excess of expenditures over budgetary estimates had to be covered by loans contracted by the Jewish Agency.

BUDGETARY REQUIREMENTS OF UIA AGENCIES IN 1956

TOTAL BUDGET.....\$123,240,000

The budget drawn up by the UIA Agencies in Israel for the year 1956 and submitted to the UJA National Conference on the following pages, is different in structure from the budgets of previous years. While in the past budgetary requirements were listed by administrative units (Immigration Department, Absorption Department, etc.) the present budget has been developed in terms of categories of needs and projects.

The new budget categories indicate the scope of the responsibilities and problems which will face the UIA Agencies during the coming year.

- a. Resettlement of 45,000 newcomers (reception and initial absorption);
- b. Housing and elimination of the maabaroah;
- c. Support for 400 recent settlements not yet economically independent;
- d. Allocations for Youth Aliyah, vocational guidance and training,
grants to JNF and miscellaneous expenditures.

To meet their basic responsibilities in these major areas, the UIA Agencies in 1956 will require a total budget of \$123,240,000.

IMMIGRATION, RESETTLEMENT AND REHABILITATION

Waiting Lists

Jewish Agency Treasurer Dr. Giora Josephthal, addressing the UJA Study

Mission in Jerusalem in October 1955, said "What should we be ready to do in the event of a full-scale emergency in Morocco?...We are now buying a camp in the south of France for 5,000 people and we hope that we will never have to use it. We will try to prepare at least some tents in Israel in case the emergency should become greater."

Fortunately, the situation in North Africa has not yet gotten out of hand. But the demand for transfer to Israel is increasing steadily and the pressures on the screening and transit camps are mounting daily. In September 1955, Rabbi Herbert A. Friedman, Executive Vice-Chairman of the UJA, reported: "There are 4,000 persons bottled up in a camp in Marseilles, on the southern coast of France, run by the JDC. There are 1,200 to 1,300 persons in a camp 40 miles outside of Casablanca under the control of the Jewish Agency. There are several thousand people in various cities throughout North Africa who are literally homeless at the moment. Some are housed in school buildings, some are housed in municipal stadia, some are sheltered in any kind of temporary housing that is available to those who have no place to go."

Since that report was made, a special effort in October and November, 1955 brought 10,000 North African Jews to Israel, including many who had been made homeless by the July-August Arab riots in Morocco. Yet each month the number of applications received continues to exceed the number of those actually transferred to Israel.

By October 1955, over-all registration in Morocco and Tunisia was estimated to be about 100,000. Barring unforeseen developments, immigration in 1956 will total 45,000, a figure pitifully inadequate when seen from the vantage point of the Jewish Agency's registration offices in Morocco, yet representing a staggering task when viewed from the Treasurer's desk in Jerusalem.

The cost of preparing, transporting and re-establishing these 45,000 Jews and affording them rehabilitative aid for a year, will total \$45,000,000 — or \$1,000 per immigrant. In 1956 the cost of transporting these immigrants — \$3,760,000 — will be assumed by the Joint Distribution Committee. There remain, then, budgetary requirements of \$41,240,000 which the UIA Agencies must furnish for the following immigration needs:

SERVICES ABROAD CONNECTED WITH IMMIGRATION

Budgetary Requirements.....\$2,090,000

Unlike immigrants in other parts of the world the newcomer to Israel does not step off the gangplank a bewildered stranger. From the moment he registers with the Jewish Agency office in his country of origin and passes his medical tests, his future is planned and the conditions awaiting him in Israel are carefully explained. Jewish Agency representatives travel with the immigrants from North Africa to the Marseilles transit camp and from there to Haifa, seeking to get acquainted with each family group and to assign as many as possible to definite resettlement places in Israel.

In 1956, in addition to the actual transportation costs for 45,000 immigrants, expenditures for medical personnel, upkeep of transit camps and administrative staff will require about \$2,090,000. (It is estimated that expenditures for the operation of the transit camps at Casablanca and Marseilles including maintenance of the immigrants will amount to \$800,000.) During the past year, the capacity of the Marseilles camp was expanded from 300 to more than 1,000 persons, but even so, present facilities may soon prove inadequate.

Medical services and screening teams will require \$700,000 of the total sum in this category. While the screening of applicants in the larger urban centers presents few administrative problems, considerable difficulties are encountered in trying to contact isolated villages in outlying districts. It

is in these villages, which account for about one third of all North African Jews, that security conditions are most precarious and the evacuation of entire communities is most urgent.

In order to speed up screening procedures in those regions which have already been contacted, certain medical examinations, formerly concentrated at the Casablanca and Marseilles camps, are now conducted on the spot. To supplement the staff of doctors sent to North Africa by the Jewish Agency and the Israel Government Immigration Service, the JDC-sponsored OSE medical program has agreed to make available some of its local physicians for special surveys in rural areas.

AMERICAN JEWISH ARCHIVES

RECEPTION

Budgetary Requirements.....\$3,150,000

The change in the Jewish Agency's reception program is best illustrated by the budgetary requirements for this particular category.

In 1950 the newcomers were bottled up in transit camps, demoralized, idle, crowded together in sagging tents. That year, the UIA agencies spent close to \$10,000,000 on the operation of the camps alone, excluding costs of medical services, social aid, screening personnel, etc. Today, only a handful of new arrivals in need of medical treatment see the inside of a transit camp. The maabaroth are bypassed. The trip from dockside to new settlement has been changed from many weary months to a matter of a few crowded hours.

Now the main items under the "reception" category are the expenditures for health services, household goods and food supplies which will tide the newcomers over the first few weeks. Most of these supplies and goods are distributed at the settlement site, and the arrival of a truckload of newcomers is attended by all the excitement, hectic activity and orderly confusion which characterize moving day in any part of the world. Men carry

loads of tables, chairs and bedding; women kneel on the bare floor eager to fix the family's first meal from a bundle of groceries; children run in and out squealing with the delight of discovery while friendly neighbors drop in to lend a hand or to offer advice or even, a bit shyly, flowers.

Furniture and other household goods are standard equipment provided by the Jewish Agency and include beds, mattresses, two blankets for each settler, tables, chairs, oil stove, and other kitchen utensils.

IMMIGRANT HOUSING

Budgetary Requirements.....\$22,500,000

The provision of housing for newcomers is of the highest priority in the reception and rehabilitation process. While expenditures for farm equipment can be stretched over a number of years, housing facilities must be completed in advance or within the first few weeks. Consequently, housing costs are the largest single item in the absorption budget for the first 12 months.

Because of the increased immigration in 1955, the Jewish Agency decided to build new immigrant quarters of wood instead of concrete block, at an average cost per unit of \$2,500. Two thousand such units, which can be expected to last five years, were constructed during the last three months of 1955.

ECONOMIC REHABILITATION

Budgetary Requirements.....\$13,500,000

Of the 9,000 immigrant families (approximately 45,000 persons) who are to arrive during the coming year, about a third are expected to settle in new immigrant villages while the rest will be sent to towns and semi-urban settlements in development areas such as Kiryat Shmone in Galilee, the former maabara which is fast developing into a regional center, Migdal Askalon, Beersheba and Elath in the south.

To tide immigrants in new development areas over their first difficult

year, the Jewish Agency is earmarking \$1,500 per family for subsidies to public works and reclamation projects. Obviously, these amounts will not suffice to turn a new arrival into an independent artisan or a highly skilled and employable factory worker. But they will aid the newcomer to acquire some basic skills thereby increasing his ability to find work, and start his productive rehabilitation.

The anticipated expenditures on public works which come to about \$100 per family per month compare favorably to expenditures in 1949 when despite a lower cost of living index the Jewish Agency had to pay \$117.60 to maintain a similar family for one month in a transit camp.

HOUSING FOR MAABAROTH DWELLERS

Budgetary Requirements, Jewish Agency Participation.....	\$15,000,000
(Total Needs.....)	\$42,000,000)

There has been considerable progress in the Jewish Agency's efforts to liquidate the maabaroth. From an all-time high of 250,000 persons in canvas huts and corrugated shacks, the maabaroth population has declined to a total of about 60,000. In 1955 alone, 7,000 families or about 30,000 men and women and children, were taken out of these slum-like immigrant hut towns.

However, encouraging statistics hold little comfort for those who must still live, work and raise families in slum areas. Nor can such immigrants derive much encouragement from the fact that for years their sub-standard living quarters have been carried as "temporary" on the books of the Jewish Agency.

By now, most of the maabaroth have already been standing for four or five years. The canvas and aluminum dwellings no longer protect the people who live in them either from the storms of winter or the heat of summer. The clearance of the maabaroth is a stark, physical necessity.

At the rate of \$3,500 per standard housing unit, it will require a total

of \$42,000,000 to provide new homes for the 12,000 families now living a marginal existence in the decaying maabaroeth. But, a realistic appraisal of the UIA Agencies' estimated income in 1956, compared to their obligations in areas of priority, indicates that not more than about \$15,000,000 in UIA funds will be available for the construction of such housing units to replace the canvas shacks and corrugated tin huts. As to the rest, it is still too early to tell whether the hard-pressed Israel Government will be able to allocate additional funds for building activities or whether two-thirds of the maabaroeth dwellers will again be disappointed in their hopes for permanent homes.

AMERICAN JEWISH
ARCHIVES
AGRICULTURAL DEVELOPMENT

Budgetary Requirements.....\$33,000,000
(Including repayments of long-term loans)

The bulk of the expenditures of the Agricultural Settlement Department will go towards the development and consolidation of post-statehood settlements. The following excerpt from Dr. Josephthal's speech before the UJA Mission gives a comprehensive picture of needs and problems in the field.

"Our agricultural manpower has risen since the beginning of the State by 200 per cent, during a time when the Jewish population increased by 140 per cent. This gives great promise for our economy but it means an enormous burden in the initial period of their absorption.

"Last year 60 per cent of the immigrants went to agricultural settlements - new and old. It would be ideal if we could continue at this rate. The importance of those settlements is that they increase Israel's agricultural production, they increase Israel's security by closing the empty spaces against infiltration, and that they create the new type of Israel; two hundred and fifty of our settlements are in frontier zones such as the Galilee, the Jerusalem Corridor, the Darom and the Negev.

"An agricultural settlement is a living organism. You start with sixty families and five instructors. The first year they do not produce a thing. They are busy laying their irrigation lines, planting their groves, building their houses and the roads, We have to provide employment for them, partly outside the settlement, so that they may have an income. They have to get used to new work, and the division of their time between the various branches of preparation and adjustment.

"We need \$15,000 per family for settlement. This sum provides housing, farm buildings, installation of water supply, tools, livestock, plantation, roads, fences, electricity and working capital. We have invested, according to the present rate of exchange, roughly \$220 million. We need another \$100 million. Less than a third now remains to be invested.

"If you bear in mind that a large part of the investments made up to now in new settlements, provides only the bare framework of the farm, that is to say housing, roads, electricity, water supply and farm buildings, you will understand that it is the last \$100 million which we have not yet invested which will give the most important results. With those \$100 million we can raise the annual agricultural output of the settlements from roughly \$50 million today to \$110 million.

"The saving in foreign currency, that is to say the improvement in our export-import balance after the investment of the \$100 million, will be roughly \$200 million a year, partly through increase of exports (principally citrus fruits and peanuts) and partly by reduction of imports (oil products, sugar, cotton, meat, starch, wood and seeds.)

"The addition of those \$100 million is the best possible economic and social investment in Israel."

In addition to the investments to be made in these young farms themselves, \$7,250,000 will have to be spent on irrigation. Apart from the completion of

the Yarkon-Negev line, branch lines must be built to the various settlements along the road. At the same time, preparations will be made for the laying of the second Yarkon-Negev line which should be completed by 1959. Also included in the agricultural category is the sum of \$12,000,000 for repayment of long-term agricultural loans.

Annual expenditures will also have to be made in providing security measures for exposed border settlements. This will include: connecting the remaining 90 border settlements to the country's electric grid (all frontier settlements will then have electricity); building approach roads to 35 more border settlements; erecting fences around 70 more frontier villages; providing telephones for 50 more outlying settlements.

YOUTH ALIYAH

Budgetary Requirements.....\$7,000,000

A gradual shifting emphasis brought about by basic changes in the immigration picture has transformed Youth Aliyah from a training program for young European refugees into one of Israel's outstanding educational endeavors benefiting young immigrants of all backgrounds. To assist in the highly complex task of integrating 780,000 newcomers from over 60 countries, Youth Aliyah, through its variegated full and part-time program reaches into thousands of homes in the maabaroth and immigrant villages from Dan to Elath.

A recent summary by the Israel Central Bureau of Statistics disclosed that Israel has one of the most favorable age distributions in the world: out of every ten citizens, four are under 19 years of age. Yet this favorable distribution creates formidable problems. To begin with, educational facilities are overcrowded. Because of the extremely low standards of living in the countries of their origin, boys and girls from Moslem lands were unable to go beyond the primary school level. To bring about full integration of immigrants with a

variety of backgrounds, the Youth Aliyah Department of the Jewish Agency decided to extend fuller educational opportunities to increasing numbers of youngsters from Arab countries.

To meet the growing needs of Israel's immigrant teenagers, Youth Aliyah in 1956 will continue to operate a three-fold program: a. a full-time training and maintenance program for children and youths; b. intensive courses for young people from immigrant villages; c. clubs and pre-vocational training centers in the maabaroth and new immigrant housing centers.

Into the regular full-time training program, Youth Aliyah will continue to accept about 400 new wards a month, of whom about 100 will come from North Africa and pass through some preliminary training in special Youth Aliyah institutions operating in France. The rest will be selected from the children of immigrants already in the country. It is interesting to note that among the settlements accepting new Youth Aliyah groups for training, there are today many villages set up by former Youth Aliyah graduates who now play host and mentor to a "younger generation."

The intensive training courses are designed especially for immigrant youth whose parents are already working their own land in one of the post-statehood settlements. Upon completion of their training, these boys and girls will return to share their new skills and knowledge with their families and neighbors. In order to facilitate the youngsters' leaving the family farm, certain courses will be timed to coincide with the "slow season" in Israel's agricultural year. Currently, youngsters from some 100 immigrant villages benefit from this program.

The network of pre-vocational training institutions in the maabaroth and immigrant housing centers which was started last year will be expanded to include about 1,000 teenagers. In these centers, youngsters work part-time

in vocational training shops and devote the rest of the day to academic studies.

Youth Aliyah places great emphasis on special work with these youngsters to bring them abreast of the skills and level of education of boys and girls in older communities of Israel.

EDUCATION AND CULTURE

Budgetary Requirements.....\$4,800,000

The Jewish Agency will continue to subsidize the network of Hebrew language seminars for adults (Ulpanim), which since their inception in 1949 have been attended by some 9,000 students. During the past twelve months, a number of new Ulpanim were opened in communal settlements where students study for half a day and devote the rest of their time to farm work. In 1956, a special type of seminar will be offered in these settlements consisting of a one-year course which will combine language studies and intensified vocational training in farmwork or workshops. On leaving, graduates of these courses will receive a lump sum in payment of work performed on the farm during their period of training. Other Ulpanim combining language studies and vocational courses will emphasize bookkeeping and other clerical skills. The present enrollment in Ulpanim stands at about 900 persons.

As in the past, the Jewish Agency will continue to allocate subsidies to Israel institutions of higher learning which are accepting students from among the new immigrants at reduced tuition rates.

ALLOCATIONS FOR ORGANIZATIONS

Jewish National Fund.....\$3,200,000

Other Organizations..... 1,900,000

In accordance with the decision of the Jewish Agency in 1951, the UIA Agencies during 1956 will allocate \$3,200,000 to the Jewish National Fund for land improvement and drainage on sites of projected immigrant villages.

Allocations to other organizations engaged in constructive work in Israel will amount to \$1,900.00.

OTHER REQUIREMENTS

For the activities of the Information Department, the sum of \$1,600,000 is required. This will cover functional activities connected with campaign programs of the UIA agencies in Israel and abroad.

The sum total of all administrative expenses of the UIA and its agencies, including the Jewish Agency and Keren Hayesod as well as the UIA in the United States, is budgeted at \$3,500,000.

The Israel Paradox

In a statement before his death in 1955, Dr. Albert Einstein said: "It is a paradox that a state which was destined to be a shelter for a martyred people is itself threatened by grave dangers to its own security."

One of the dictionary definitions for paradox is - "something opposed to common sense but which itself is true." From its very inception, Israel itself, and what it has set out to do, has been a paradox. The country and its people have assumed tasks and challenges which common sense would seem to rule impossible. Yet Israel has rendered them true.

Israel again sets out to do the "impossible." In 1956, as in past years, the people of Israel will have a staunch ally to help turn the impossible into an actuality. This ally is the American Jewish community, which devotedly supports the humanitarian endeavors of the United Jewish Appeal.

In 1956, probably more than any year since 1948, the odds are mounting against Israel's people. But these higher odds impose upon us the responsibility for greater efforts, and greater efforts can result in shaping history instead of being the pawns of it, forging a stronger, more productive Israel to meet the challenges of the days and months ahead.

1956 BUDGETARY REQUIREMENTS OF THE UNITED ISRAEL APPEAL

AND CONSTITUENT AGENCIES (JEWISH AGENCY AND KEREN HAYESOD) (a)

<u>Purpose</u>	<u>Amount</u>
<u>Immigration, Resettlement, Rehabilitation of 45,000 Immigrants</u> (including housing, agricultural settlement, employment subsidies during their first year in Israel).....	\$ 41,240,000(b)
<u>Partial Elimination of Maabaroth</u>	15,000,000
<u>Allocations to 400 post-Statehood Settlements</u> (part of a three-year consolidation program)	33,000,000
<u>Deferred Payments on Agricultural Settlement Works</u>	12,000,000
<u>Allocations to the Jewish National Fund and Other</u> <u>Organizations for Constructive Work in Israel</u>	5,100,000
<u>Educational and Cultural Program</u>	4,800,000
<u>Youth Aliyah</u>	7,000,000
<u>Information Services</u>	1,600,000
<u>Administration (Jewish Agency, Keren Hayesod, UIA)</u>	<u>3,500,000</u>
	\$123,240,000

(a) Budgetary Requirements as adopted by the Jewish Agency Executive pending approval by the Actions Committee of the Jewish Agency.

(b) Because JDC assumed financial responsibility for transportation of immigrants from North Africa, \$3,760,000 was deducted from the amount of \$45,000,000 originally planned by the Jewish Agency for transportation, resettlement and rehabilitation of 45,000 immigrants.

1956 BUDGETARY REQUIREMENTS

of the

JOINT DISTRIBUTION COMMITTEE

The emergency is no longer the menace of tomorrow. It is the living reality of today.

Ever since 1948 the Jews in the Moslem world have lived their fearful days on the edge of a volcano. The fires began to rise when the State of Israel was established, and in the vast area from the Arabian Sea to the Atlantic Ocean small but fierce outbreaks took their toll. Though these subsided then, again and again in the ensuing seven years the spread of Arab nationalism added fuel to the flames, added menace and insecurity to the already precarious lives of Jews in North Africa and other Moslem countries. In the events which took place in the summer of 1955, thousands who had grown up in poverty and ignorance found further reason to clamor for an opportunity to leave -- to leave for lands in which they and their children, could hope to live and to grow as free men and free citizens.

It is to help meet this emergency that the Joint Distribution Committee has undertaken in 1956 to make available from its regular budget the sum of \$3,760,000 for the transportation of up to 45,000 North African immigrants to Israel, virtually the only country ready to accept them.

The major reason for this decision is clear: Israel and the Jewish Agency, already burdened with the enormous problems confronting the Jewish state, now additionally menaced by hostility on its frontiers, will be strained to the utmost by the necessity for absorbing the North African newcomers into the country's economy. To prevent the breakdown of the entire program, to rescue men, women and children before it is too late, to keep the lifeline strong, JDC has now moved to answer the urgent call directed to it for aid.

With this undertaking, JDC seeks to demonstrate its full agreement that the needs of Israel and the absorption of North African immigrants merit top priority.

But the cost — in human terms — is high. In order to find the funds — more than \$3,700,000 — for this transportation subsidy it has been necessary to cut to the bone JDC's programs and operations in other areas — in Israel as well as in Europe and North Africa. This has been true even in countries in which program expansions were, and continue to be, vitally needed. In effect, this means that needy Jewish communities all over the world are contributing their share to the top priority emigration program.

In 1956, JDC will require a minimum of \$29,200,000.

To obtain these funds, JDC joins with the other agencies of the United Jewish Appeal in directing its hopes to the American Jewish community for the main financial support which makes these programs possible. Furthermore, as in the past two years, JDC again must look to the Conference on Jewish Material Claims Against Germany for sizeable support.

Of JDC's total 1956 budget, about \$15,200,000, or more than 50 percent, will be spent on those programs concerned directly with Israel — immigration to Israel, Malben, ORT training programs, and cultural and religious programs there. Other major budgetary items will include some \$3,700,000 for aid to Jews in the Moslem world, \$3,200,000 for other emigration aid and relief in transit, \$1,540,000 for reconstruction assistance and \$3,904,000 for aid programs in 14 countries of Europe.

With these sums JDC expects to aid more than 200,000 men, women and children in some 25 countries of the world. These include:

— Up to 45,000 who must be helped to leave North Africa for Israel, the largest number from Morocco.

— Nearly 100,000 others in Moslem countries, who must continue to rely upon JDC for feeding and medical programs, for vocational and educational opportunities and for aid against the triple threat of poverty, disease and discrimination...

— More than 30,000 persons in Israel, who must continue to receive medical and institutional care, rehabilitation and reconstruction aid, vocational training and cultural, religious and educational assistance... (Thousands of other immigrants now on the long list of aged and chronically ill must wait varying periods for institutional placement and other aid. The elimination from Malben's budget of scheduled construction and expansion particularly means longer period of waiting for the mentally ill.)

— Almost 30,000 in Europe, including thousands of disabled refugees and their dependents, to whom virtually all emigration opportunities have been barred, or who must receive considerable financial assistance before they can achieve economic self-sufficiency in the countries where they now are...

These are the minimum numbers requiring JDC's help during 1956, the year of great emergencies. But if the volcano should suddenly erupt, there is no one anywhere who can say how many thousands of others might suddenly require immediate and large-scale aid in order only to survive.

Following is a detailed description of JDC's 1956 budgetary requirements:

EMIGRATION TO ISRAEL

Budgetary Requirements.....\$3,760,000

No one can with certainty estimate how many Jews there are today in North Africa who would depart for Israel or other lands had they the opportunity. What is known is that the number of those in North Africa who registered with the Jewish Agency for emigration to Israel reached approximately 100,000 by the end of October 1955. It is clear, too, that the problem is further complicated by the need to absorb the newcomers in Israel in orderly fashion.

But despite all difficulties, realistic planning must provide for the transportation to Israel during the coming year of up to 45,000 men, women and children from North Africa with JDC assistance. The costs of maintenance en route and absorption costs will continue to be borne by the Jewish Agency.

It is important to note that while current programs envisage the transport of a maximum of 45,000 to Israel from North Africa by September 1956 the progression of events might make it necessary to revise all estimates upward, and to appeal for even greater funds.

MOSLEM COUNTRIES

Budgetary Requirements.....\$3,700,000

Having discussed the need to rescue of up to 45,000 from North Africa, it is equally important to note the other side of the coin.

If 45,000 leave, there still will be more than 500,000 Jews in the Moslem lands of Algeria, Morocco, Tunisia and Iran. If 45,000 escape from the increasingly desperate circumstances in which they now find themselves, there still will remain hundreds of thousands of others in desperate need of help for survival.

For these, in 1956, JDC aid will be in all likelihood more vital than it ever has been. Therefore, JDC welfare activities must be continued in the areas currently serviced and, because of worsening economic conditions for Jews in Moslem lands, must be brought to some regions and villages not presently being served. In 1955, JDC's appropriations for Jews in Moslem countries were increased by nearly \$750,000 over those of 1954. And, despite all other expenditures proposed for 1956, and harsh budgetary economies in other areas, it is essential that an additional \$300,000 be made available for JDC's varied programs on behalf of those Jews in Moslem countries who, at least during the coming year, will not leave.

Besides its normal programs, JDC must be prepared to deal with emergency

situations such as those which developed in the summer of 1955 in Casablanca, Mazagan and elsewhere. Sizeable sums of money must be reserved for local emergencies stemming from the increased rate of immigration to Israel, particularly from Morocco, including the dislocation of entire communities. Special assistance will be required for heads of families, normally self-sufficient, who have suffered considerable hardship as a consequence of the disturbances and are now in need of economic aid.

The normal programs of JDC in Moslem countries consist primarily of services on behalf of children. In 1956, more than 35,000 children will continue to receive supplementary feeding in school canteens, children's homes and kindergartens. An average of 30,000 persons will require medical care monthly, many through JDC-subsidized OSE medical centers. It is estimated that more than 60,000 persons are treated annually in the various medical installations financed by JDC.

A substantial part of JDC's expenditures in Moslem countries, nearly 30 per cent of the total, is absorbed by grants for educational, religious and cultural activities. JDC covers an important segment of the budget of the Alliance Israelite Universelle's 121 schools, with an enrollment of more than 46,000 students. Other organizations aided include the Ozar Hatorah, which in Morocco alone has an enrollment of nearly 5,000 pupils, and the Lubavitcher schools, with 3,200. Altogether more than 73,000 children and young people participate in these programs.

Another item must be provided for in the 1956 budget: events in recent months have created economic distress for an appreciable number of Jewish shop owners in Morocco -- events such as the Arab boycott, destruction during riots and enforced shutdowns during Arab-led protest demonstrations. Special one-time grants must be provided in cooperation with local community organizations

in order to permit these persons to reestablish themselves or to tide them over temporary periods of difficulty.

In addition, beginning in 1956, JDC will be obliged to absorb the local handling costs of U. S. Department of Agriculture surplus foods which are distributed in kindergartens and school canteens in Morocco and Tunisia. Till now these costs have been met by the French Government. Since the butter, cheese and powdered milk distributed under this program have been of major assistance in raising the level of food intake of needy Jewish families, JDC will absorb the handling costs in order to continue to make these highly nutritive and welcomed commodities available. Based on present trends, it is extremely unlikely that even the emigration of 45,000 during the year will in any way lighten the continuing burden upon JDC to provide other types of assistance. Many of those who will emigrate are not now on JDC's rolls and do not receive its services. Others will be replaced by Jews in need coming into the larger cities from isolated villages where JDC does not operate.

MALBEN IN ISRAEL

Budgetary Requirements.....\$10,500,000

During 1956 JDC must continue to spend nearly a million dollars per month through Malben, its program of health, welfare and rehabilitation services for new immigrants in Israel. The marked increase in the rate of immigration into Israel from North Africa is bound to affect the demands for this service from JDC.

For the thousands of ill, aged and handicapped men and women who have entered Israel since 1948, Malben's aid is a dream become real. With no funds, with no close relatives or friends, unable to care for themselves, these newcomers found JDC their sole guardian. For the sick, Malben provided hospitals and sanitarium; for the aged, homes and shelter; for the handicapped, training, special equipment and reconstruction loans; for all, loving care and a life of dignity.

For the Government of Israel, Malben has meant the lightening of a burden, permitting it to turn its woefully inadequate resources toward the solution of even more pressing problems. And one thing more: not only has JDC undertaken to provide vitally-needed care, but JDC techniques have helped to transform thousands into productive, self-sufficient citizens. Today many who once felt condemned to the charity of others for life have achieved a proud share in building their own future.

The year past has seen a continuing expansion in Malben's assistance program, both in its network of some 100 old-age homes, hospitals, sanitarium, sheltered workshops and other institutions, and through its extensive program of reconstruction loans. A major development was the taking over by Malben of financial and administrative responsibility for about 1,800 aged men and women still living in Pardess Hanna, a former immigrant reception center.

At Pardess Hanna, as of December, 1955, Malben was constructing new buildings, or altering or modifying others which could be serviceable, to make available 1,000 beds for the aged. In addition, a 200-bed center for those with chronic diseases is expected to begin functioning in Nahariya in 1956. As a result of these and other expansions in Malben's facilities during 1956, by the end of the year vitally-needed institutional care will be given to some 7,710 persons monthly, including:

<u>Type of Care</u>	<u>Number of Cases</u>
Tuberculosis	1,035
Care for the Aged	5,100
Chronic Diseases	530
Mentally Ill	425
Children	150
Institutions for Infirm	415
General	<u>55</u>
Total	7,710

This represents a notable expansion in recent months. In mid-1955 Malben was providing institutional care for approximately 5,100. The major increase in Malben-aided persons is in the field of care for the aged, where the number is to be increased from some 2,500 at the beginning of 1955 to an estimated 5,100 by the end of 1956.

On the other hand it is quite clear that in 1956 the budget for the mentally ill should be doubled to deal more adequately with the requirements in this field. However, the budgetary limitations now arising by virtue of the added requirement of \$3,760,000 for immigration to Israel will necessitate deferring action on this.

Supplementing the institutional care which must be provided, JDC must also continue to make available such services as occupational therapy, dental care, social services, cultural and recreational activities and medical appliances and prostheses.

The rehabilitation activities of Malben, including sheltered workshops, special individual job placements and constructive loans, have succeeded in providing gainful employment for a substantial number of patients discharged from Malben institutions, and have also provided a means of income for a large number of other handicapped people among those newly arrived in Israel.

In the field of rehabilitation JDC must therefore continue:

- 1) To support and expand its sheltered workshops, which employ disabled men and women who cannot find employment elsewhere. In the first eight months of 1955 the number of employees in these workshops increased from 490 to 550, producing such varied articles as footwear, mattresses, woven articles, furniture, handbags and luggage. These items can only compete in the Israel market, however, as a result of a subsidy from Malben.

- 2) Its program of constructive or rehabilitation loans to handicapped

heads of families to help them establish small businesses. From June 1950 to August 1955, more than 4,200 businesses were created in various settlements, benefiting a total of nearly 17,500 persons. But there are currently nearly 2,000 applications which have been approved and which are awaiting implementation. In order to help develop placement opportunities, Malben is cooperating with other interested agencies in advancing funds for the construction of suitable premises throughout Israel. This will, by furnishing the physical space necessary, make it possible to maintain the present rate of about 100 shops and services which are being opened monthly.

CULTURAL AND RELIGIOUS ACTIVITIES IN ISRAEL

Budgetary Requirements.....\$660,000

In 1956 in Israel, JDC must continue to support a program which has been receiving its financial assistance for nearly forty years — aid to cultural, educational and religious institutions and projects. These benefit some 12,500 people. (Similar needs in Europe and Moslem areas are provided for in the budgets of these areas.)

Among the beneficiaries of this program are some 75 Yeshivoth, with a combined student body of approximately 7,500. Also included is assistance to refugee rabbis, cantors and other religious functionaries, who with their dependents number nearly 1,600 persons; and grants for research and publications.

EUROPEAN COUNTRIES

Budgetary Requirements.....\$3,904,000

In 14 European countries JDC's programs during 1956 will continue to serve as the major support for some 30,000 men, women and children who are the living aftermath of a war and a Nazi rule which ended more than ten years ago. The picture emerges of a situation in which the number needing aid shows virtually no decrease from year to year. Where once it was possible to speak

confidently of a secure future for the vast majority, today it may be that this is no more than a hope. In recent years, emigration has become a relatively limited device for solving the problems of the refugees still remaining in Europe, because of restrictive immigration laws in many countries and the social and medical handicaps of the refugees themselves.

During 1956, besides meeting the problems of refugees, help must also be continued to the settled communities. Over the past two years, major contributions have been made possible by the funds made available to JDC by the Conference on Jewish Material Claims Against Germany for welfare, medical, religious and cultural programs. In 1956 JDC will again require sizeable sums from the Claims Conference in order to continue these programs. The specific problems to be faced in various areas include:

France: JDC's 1956 budget for France — \$1,300,000 — highlights the fact that some 300,000 Jews currently live in this country. More than half of the JDC funds for 1956 programs in France will be expended through the Fonds Social Juif Unifie, the central local fund raising and fund distributing organization. JDC provides some 60 percent of the budget of the FSJU, whose principal agencies carry on a wide welfare program on behalf of French Jewry. Some 13,000 men, women and children in France will benefit from JDC's assistance during the coming year, including 4,500 receiving cash relief. In addition, this aid will include canteen services providing over 6,000 meals monthly, and 18 children's centers which care for more than 900 youngsters.

GERMANY: A survey of the Jewish population in the communities of Germany as of April 1955 reveals that nearly 30 per cent of the population was 60 years of age or over, nearly twice as great as the percentage for Western Europe. This is perhaps a major explanation for the fact that aid programs in Germany during 1956 must still be budgeted at \$850,000. With this sum JDC will con-

tinue to provide welfare, medical, legal and other services on a more or less continuous basis to some 5,000 of the 23,000 Jews at present in Germany.

Because so high a proportion of the Jews still remaining in Germany need special assistance, an important constructive program was initiated recently and is now well under way. Credit cooperatives have been established and are now fully operative in Berlin, Frankfurt and Munich. A fourth cooperative was established more recently in Hamburg. By the end of June 1955 the first three cooperatives had granted some 200 loans, totalling approximately \$120,000, to small merchants, artisans and professional people as an effective adjunct to the program of local integration of refugees.

Possibly the most unhappy of JDC's problems in Germany is represented by the last remaining Jewish DP camp -- Camp Foehrenwald. For the past several years a great deal of time, effort and funds have been spent on the effort to close Camp Foehrenwald through an exhaustive case-by-case study, in addition to the work being done on behalf of the entire group.

As a result of the resettlement opportunities developed in 1955 alone, the Foehrenwald population was reduced from 1,560 to 1,200, or a reduction of about 25 percent in one year. About 90 per cent of this reduction came about by emigration to the United States, Canada, South America and Israel and the remainder through resettlement in communities in Germany.

JDC is continuing to stimulate and encourage emigration by matching the grants established by the German Government, which are designed to give the migrating family adequate means with which to maintain itself initially in its country of destination. For those families who either elect to remain in Germany or for whom there are no other alternatives, housing facilities are being made available by various municipalities throughout Germany; in addition, JDC is providing sizeable integration grants to facilitate absorption within the local economy.

Austria: In 1956 neither the level of Jewish requirements of the Vienna Kultusgemeinde (the community Jewish welfare organization) and the much smaller like groups elsewhere in Austria, nor of the program carried out directly by JDC, are expected to show any sizeable reduction from the present. There will be a small number of ill and handicapped individuals for whom resettlement opportunities are being opened up in the Scandinavian countries; for a handful of additional cases other more or less permanent solutions may be arranged.

As an indication of the relatively static situation in Austria, some 660 persons are currently receiving direct cash assistance from JDC as compared to 670 a year ago. Other aid includes the serving of between 5,000 and 6,000 meals monthly in the JDC-operated canteen, as well as partial support for 145 persons in the old age home and another 50 in the hospital; and cash aid to just under 600 persons monthly, of whom 45 per cent are over 60 and an additional 20 per cent are permanently unemployable. These figures indicate little change in the number of those requiring aid during the past year -- it is likely that the same problem will remain for a number of years to come.

Italy: In 1956, some three-fourths of JDC's assistance in Italy will be directed toward displaced persons, as it was in the previous year. The rest of JDC's budget will be utilized for grants to the Union of Italian Jewish Communities and to the local OSE medical program.

The trend in Italy confirms the point noted elsewhere in Europe -- that the number of those requiring assistance is becoming relatively fixed. At the end of 1954 there were 607 receiving aid directly from JDC; six months later the number was 593.

JDC aid, channeled through local agencies, continues to be varied. The Union has a welfare program which reaches some 1,200 persons per month. Over 1,000 men, women and children are being treated in OSE dispensaries; about 1,000

school children benefit from the JDC lunch program; financial aid is provided for Jewish schools in Trieste, Milan and Rome. The subvention to OSE supports not only a medical program but a program of summer camp vacations for children.

Not even the most optimistic can predict any sizeable contraction this year in the requirements for JDC programs in Italy.

Belgium: Normal welfare services must be continued in 1956, as in other years, through subventions to local organizations. Here too the number of those requiring assistance remains static — the cash relief load of the largest local organization numbers 1,000, as compared with 1,050 a year ago.

In a considerable number of other European countries, JDC's 1956 programs will represent a continuation and extension of the services provided during the past year. These countries include Sweden and Norway, where major expenditures will cover integration aid and vocational training scholarships for newly-settled refugees as well as a follow-up on last year's successful summer camp program. They include also:

Portugal and Spain, where small groups receive cash grants;

Switzerland, where JDC aid takes the form of financial aid for refugee welfare programs;

Yugoslavia, where JDC funds help maintain a home for the aged and provide cash assistance for 330 persons monthly;

Greece, where cash assistance and medical aid is needed for some 500 persons; and Holland and Denmark, where grants are needed for certain essential repairs to community facilities.

EMIGRATION SUBSIDY AND RELIEF IN TRANSIT

Budgetary Requirements.....\$3,200,000

In order to facilitate the creation of a single Jewish emigration agency, responsible for emigration to countries other than Israel, JDC undertook in

1954 to cover any operating deficit up to \$1,000,000 which might be incurred by the United Hias Service in each of the two years following the merger. 1956 will be the second year to which this agreement applies, and \$1,000,000 has therefore been allocated for this purpose.

Included under this heading are relief needs in the European area which fall outside of any of the specific programs previously mentioned and which will require \$2,200,000.

RECONSTRUCTION

Budgetary Requirements.....\$1,540,000

Basically, JDC's reconstruction assistance today falls under two major headings: loan cooperatives and other credit institutions, and vocational training assistance.

Funds made available through JDC credit institutions have played a major part in post-war reconstruction. So successful has this form of aid proven in every part of the world in which it has been instituted that during 1955 new JDC subsidized credit institutions were established in Hamburg, Germany; Montevideo, Uruguay and Fez, Morocco. Also, a loan fund was established in cooperation with the Federation of Jewish Communities of Algeria in Orleansville. This brought to 22 the number of JDC-supported credit institutions; 14 in Europe, four in North Africa, one in Australia and three in Latin America. In the last eight of these, the financing is shared by JDC and JCA (Jewish Colonization Association).

During the first six months of 1955, these institutions granted 2,480 loans totalling \$994,320. The cumulative total of loans granted in the period from the end of World War II to June 30, 1955 numbered 30,000, with a cash value of about \$8,905,000.

JDC vocational training aid in 1955 consisted primarily of financial assistance to the training centers of ORT (Organization for Rehabilitation through Training) throughout the world. More than 16,000 individuals attended ORT vocational training courses in 1955 alone. Advance indications are that 1956 will see an even more urgent need for such training, particularly in the Moslem countries.

OTHER NEEDS

Budgetary Requirements.....\$1,936,000

This general heading covers, among other items, JDC relief, rehabilitation and recovery programs on behalf of small numbers of Jewish refugees and others in such areas as Australia, China, the Philippines, Central and South America. Included also are a sizeable number of one-time grants for programs which do not fit readily into country or functional budgets and are therefore best dealt with apart. One such item is Passover relief, the purchase each year of thousands of pounds of matzoth and matzoh meal as well as kosher Passover wine and other supplies needed to observe the holidays in traditional fashion.

Also covered are grants for special educational and cultural projects in Europe and North Africa, and to various cooperating agencies, an expanded summer camp program to provide healthful vacations for 16,000 to 17,000 needy and undernourished children, particularly in such countries as Morocco, Tunisia and Italy and grants for medical scholarships, and toward the establishment of a school for social work in Israel.

Included also in this category are funds to meet interest on bank loans, to defray the cost of an annual audit, to provide miscellaneous supplies not applicable to country budgets, and the total operating and service expenditures for JDC's New York and Paris headquarters, including overseas personnel.

BUDGETARY REQUIREMENTS OF THE JOINT DISTRIBUTION COMMITTEE

<u>PURPOSE</u>	<u>AMOUNT</u>
EMIGRATION TO ISRAEL.....	\$ 3,760,000
MOSLEM COUNTRIES.....	3,700,000
<u>MALBEN</u> IN ISRAEL.....	10,500,000
CULTURAL AND RELIGIOUS ACTIVITIES IN ISRAEL.....	660,000
EUROPE.....	3,904,000
EMIGRATION SUBSIDY AND RELIEF-IN-TRANSIT.....	3,200,000
RECONSTRUCTION.....	1,540,000
OTHER REQUIREMENTS.....	1,936,000
	<hr/>
TOTAL	\$29,200,000



1956 BUDGETARY REQUIREMENTS

of the

NEW YORK ASSOCIATION FOR NEW AMERICANS

Until recently post-war Jewish immigration to the United States was primarily a rescue operation. It arose out of the urgent need to empty the Displaced Persons camps and to provide homes for the homeless. Today the broad-scale emergency no longer exists, and yet there are thousands of Jews in Europe and in other countries who still wait hopefully for the chance to come to this country either as quota immigrants, or under the Refugee Relief Act of 1953. The tide of Jewish immigration may have ebbed, but it still runs toward our shores — in hundreds rather than thousands — in spite of delays and uncertainties. After all the years of waiting and wandering, those who wait still cherish the belief that something can yet be made of their lives, and the yearning to reach America persists.

In 1955 about 4,000 Jewish immigrants arrived in the United States — the smallest number since the end of World War II. As has been true previously, a large proportion of the new arrivals settled in New York City. Most of them came here under the regular immigration law — the McCarran-Walter Act. The hopes that had been invested in the Refugee Relief Act of 1953 were not fulfilled even in 1955. However, the operations of the Act have recently been accelerated and it is now expected that the greatest number of eligible immigrants will arrive during 1956 — the year of the Act's expiration. To date NYANA has processed over 450 assurances under the Refugee Relief Act of whom only a small number of immigrants have actually arrived in New York City.

The best current estimate indicates that in 1956 Jewish immigration to the United States will increase to about 5,500, with a proportionate increase in the number settling in New York City. This estimate is based on current

operations of regular quota immigration and the Refugee Relief Act. There is some possibility that certain amendments may be made to the Refugee Relief Act during 1956 which would liberalize the Act and increase the flow. If that happens, the present estimate will have to be increased.

The Jewish newcomer who will arrive on these shores in 1956 will not be able to make his way alone. Courage and hope will lead him to the New World; but here he has to reconstruct his life, earn a living, sustain a family and heal the ravages of fear. To help him reach these basic goals, NYANA must maintain its complex of skilled social services. Here in New York, the heart of Jewish settlement in America, NYANA must go on with its patient work of integration and sustenance for the newcomers.

NYANA'S ACTIVITIES — 1955

During 1955 NYANA served about 4,000 persons in its various departments. Over 2,000 were individuals who arrived during 1955 or the latter part of 1954 and applied to the agency for help.

NYANA has continued to concentrate its services on helping the newcomers become self-supporting as quickly as possible. The changes in the character of Jewish immigration, the presence of a favorable labor market, coupled with an accumulation of experience, skill and technical "know how", have enabled NYANA to serve most of the immigrants without the need to provide relief for them. In 1955 fewer than one third of the individuals served had to be given financial assistance.

The Family Service Department provided its intensive services to 500 families during the year, representing about 1,300 persons. These individuals required financial assistance for the essentials of existence — food, shelter and clothing. Many required medical and dental care and a variety of other special services.

The relief caseload continues to consist of those families who represent the most severe problems. A study of the caseload made in 1955 showed that about one-half of the total cases receiving relief were affected by serious physical, emotional or personality problems. Another 16 per cent needed help because they presented extremely difficult problems in job placement. Still another seven per cent were "too old" to work according to the standards of the current employment market. Four per cent needed help because their earnings were insufficient to maintain their families, even though the breadwinners were employed at their maximum capacity. Twelve per cent were dependent for miscellaneous reasons, and only 11 per cent were on relief solely because they were new arrivals who had not yet had the chance to find a way to support themselves.

In spite of these complex problems, the services rendered enabled the largest percentage of the families to become self-supporting so that fewer than 200 relief cases remained in the department by the end of the year.

Expenditures for direct relief and rehabilitative services in 1955 will total \$311,775. A glance at the following figures indicates how this money meets direct, essential needs:

- \$199,165 — For food, shelter and utilities
- 26,600 — For medical care
- 42,800 — For hospital and institutional care
- 4,200 — For clothing
- 16,000 — For furniture and household repairs
to help families establish a home
- 5,600 — For vocational training
- 8,165 — For the rehabilitation of the
clients in NYANA's Work Center
- 9,245 — For other relief expenditures

The comprehensive program of the Vocational Services Department remains a keystone in NYANA's ability to help move the immigrants toward self-support. This department provided job placement, guidance and other specialized services to almost 2,000 persons during 1955. This number was evenly divided between new arrivals and those who returned for additional services. The total number of immigrants placed in jobs during the year came to 1,100 with many of the placements involving intensive and individualized job solicitation. In addition, in a selected number of cases small loans were granted to families to enable them to establish or purchase a small business to become self-supporting.

In its effort to help immigrants become self-supporting and to rehabilitate the handicapped, NYANA established an unique kind of sheltered workshop in June of 1955. The "Work Center", as it is called, offers a protected work opportunity to immigrants who receive relief from NYANA, or who would need it if they were not employed at the "Work Center". The immigrants employed there cannot, for one reason or another, be served in existing sheltered workshops in the city.

The "Work Center" specializes in simple factory work, which is done on a contract basis for many different manufacturing firms. The employees all receive wages based on the number of hours of work they are able to do, and the products of their labor are distributed through regular commercial channels. It is anticipated that 35 individuals will have been employed by the Center by the end of the year.

The program has been in operation less than six months but its results have already been most encouraging. The direct and indirect savings in relief resulting from the Center's operation are expected soon to offset most of the cost of operating the Center. Even more important is the fact that for some old, disabled and chronically ill immigrants, the Center gives reassurance of their human usefulness and productivity.

To meet the essential needs of the immigrants served, NYANA during 1955 spent \$734,515 — of which \$533,366 was used for its own services and \$210,149 for subventions to other organizations serving immigrants.

REQUIREMENTS FOR 1956

During 1956 a total of 5,500 Jewish immigrants is expected to arrive in the United States and, as in the past, the majority will settle in New York City. The new arrivals will remain in need of the specific services that NYANA must provide for them so that they may be speeded upon their way to becoming self-supporting Americans. With the anticipated increase in immigration, NYANA expects to serve about 5,000 individuals in all of its departments during 1956. It is anticipated that the great majority of these can be served without requiring the outlay of relief expenditures.

The Family Service Department is expected to provide its specialized services to about 600 families representing some 1,800 men, women and children. With the relatively large number of outstanding agency assurances that NYANA has provided under the Refugee Relief Act, it may be expected that most of those families, on arrival, will require financial help from the agency. Agency assurances are given only when relatives or friends cannot be found to provide the full assurance. With the expected increase in immigration during the coming year, the estimate of needs therefore provides for an increase in the caseload of that department.

The Vocational Services Department in 1956 is expected to provide employment, vocational guidance and rehabilitative services for some 2,200 individuals. It is hoped that the favorable labor market will continue and that a maximum number of persons served by the department will be placed in jobs. The Work Center for the handicapped and older clients will be continued and its program will be modified or expanded as the need for serving additional clients arises.

NYANA's total needs for 1956 are now estimated at \$843,435. Of this sum \$137,400 represents a subvention to the Service to Foreign Born program of the New York Section, National Council of Jewish Women. This organization provides specialized and technical immigration and naturalization services to many thousands of families and individuals in New York City on problems dealing with deportation, alien registration and preparation for American citizenship.

The remaining \$706,035 required by NYANA for its own services in 1956 will be distributed as follows:

Family Services — relief and rehabilitation.....	\$543,610
Vocational guidance, training and employment.....	90,910
Reception and referral.....	17,330
Office and administrative services.....	54,185
Total.....	\$706,035

NYANA has ever been conscious of its responsibility to the United Jewish Appeal to make sure that its operations are administered effectively and economically in view of the major demands made on the UJA. It has therefore consistently reviewed its program and operations to make them as efficient as possible, consistent with the needs of the individuals served. NYANA's staff which numbered 41 at the beginning was reduced to 30 by the end of 1955.

During the six and one-half years of its existence NYANA has helped over 55,000 newcomers become independent Americans. These efforts to rehabilitate the American citizens of tomorrow have been made possible by the United Jewish Appeal. The continuing flow of Jewish immigration to this country and traditional mindfulness of American Jewry to help its newcomers, make NYANA's services vital still to the immigrant and the community alike.

IN AN HOUR OF OPPORTUNITY



BUDGETARY REQUIREMENTS

of the Constituent Agencies of the
UNITED JEWISH APPEAL

1957 CAMPAIGN TO SAVE LIVES OVERSEAS

AID ISRAEL'S NEWCOMERS, BUILD DEMOCRACY



Financial requirements of the United Israel Appeal, the Joint Distribution Committee and the New York Association for New Americans presented to the National Conference of the United Jewish Appeal, New York, November 30, December 2, 1956

HISTORY HAS AMENDED THIS BUDGET

A Special Notice to Readers

* * * * *

The Budget for the 1957 United Jewish Appeal presented in this book was shattered by the world-shaking events of the last days of 1956.

It originally was prepared and printed in time for presentation to the Annual National Conference of the United Jewish Appeal held in New York on December 1 and 2, 1956. But by the time the Conference convened, history had out-dated its provisions.

There is a great — and still valid — humanitarian program outlined in the pages that follow. All their life-saving and life-building objectives must be met. But a prophetic note was struck in the Introduction to the publication. And, unhappily, the grim warning in it was borne out almost before the ink was dry.

Noting that the "largest single item of need" is \$60,000,000 to rescue and resettle at least 60,000 Jewish refugees, Page 1 of the Introduction includes in its fourth paragraph this prophetic phrase: "and the number may be increased..." This restrained prediction developed into an ominous and foregone conclusion by the time of the Annual Meeting.

The 60,000 Jews referred to was the best estimate that could be made in early October, 1956 as to the number of refugees who would need to be saved in 1957. But the events of November forced a drastic upwards revision of this figure.

As the delegates to the UJA National Conference gathered, this was the new situation confronting them:

Hungary's anti-communist revolt had been crushed by the Russian army and tens of thousands of Hungarian refugees had fled into Austria. There were 8,000 Jewish refugees among these escapees. (This number grew to 13,000 by the end of December, 1956.)

Egypt had unleashed a Nazi-like terror against its 66,000 Jews. Hundreds already had been stripped of possessions and driven out of the country. No one could foretell how many thousands would share that fate. (Some 5,000 had come out by January 7.)

Israel's people had staved off a Pearl Harbor onslaught by a combination of Arab and Soviet totalitarian forces. But in order to continue to thwart those forces, Israel's people were finding it necessary to devote their resources in full to bolstering their security and freedom. They never yielded in their determination to keep their gates open to all endangered Jews, but they looked for massive aid in financing the reception and absorption programs for the hundreds of thousands of immigrants who already had found a haven in Israel and for the new influx of refugees.

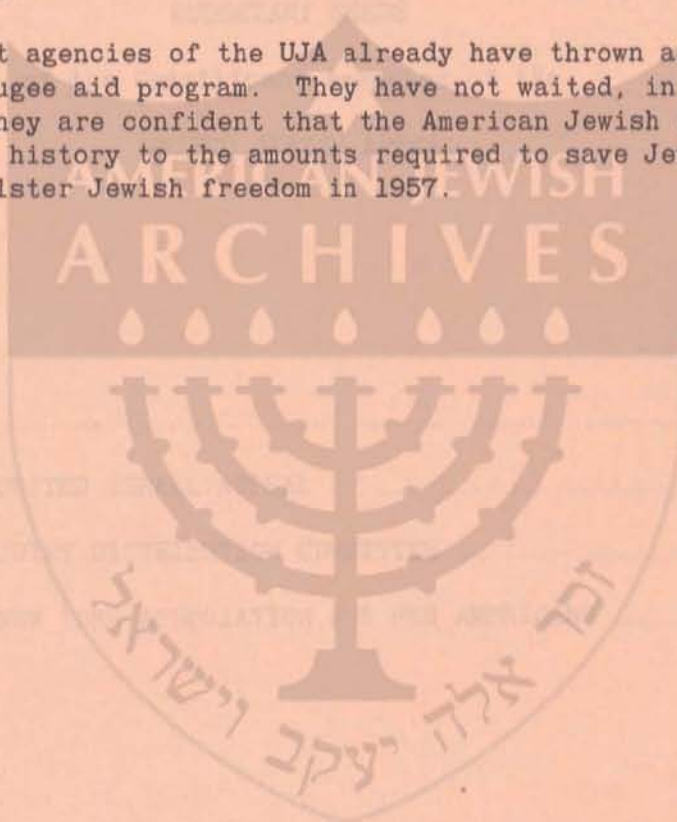
With international events producing the greatest refugee crisis since the Hitler era, the delegates to the UJA Conference dropped the ordinary agenda, gathered in an extraordinary session and took immediate action.

They drafted and adopted unanimously a resolution directing the United Jewish Appeal to call upon the American Jewish community to raise an unprecedented \$100,000,000 Emergency Rescue Fund to save and resettle in Israel, the United States and other countries of the free world at least 100,000 Jews coming out of lands of terror and oppression.

The resolution stressed that the Emergency Rescue Fund must be "over and above" the proceeds from regular community campaigns on behalf of the regular 1957 UJA. The needs for the regular effort - as may be seen here - total \$105,557,250, to serve 525,000 recent immigrants already in Israel and distressed Jews residing in Europe and Moslem lands.

The constituent agencies of the UJA already have thrown all their resources into the emergency refugee aid program. They have not waited, in Europe, in Israel, or in this country. They are confident that the American Jewish community will make good the amendments of history to the amounts required to save Jewish lives, insure Jewish survival and bolster Jewish freedom in 1957.

January 7, 1957



1957

BUDGETARY NEEDS

of the Constituent Agencies of the

UNITED JEWISH APPEAL

AMERICAN JEWISH
ARCHIVES

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The United Jewish Appeal in 1957

Rarely in the history of the United Jewish Appeal has it faced so many possibilities and opportunities for the lifting of Jewish lives from places of tension, crisis, danger and upheaval — and for transplanting them in an area of freedom. These possibilities and opportunities flow directly from a situation in the world that — after so many years of iron rigidity — has become one of ferment and fluidity. Regimes are changing, relationships are cracking, and the cry that pierces, spreads and grows is humanity's age-old cry for freedom. It is this circumstance that the United Jewish Appeal and its agencies now seek to deal with in behalf of Jewish populations yearning also to be free.

The budgets presented in these pages must be viewed, therefore, not only as the financial requirements of important and resourceful humanitarian agencies but as pleas to heart and conscience in a time of transformation and opportunity. Thus, even a cursory review of what is contained here would show that the quintessence of need is for "a taking out and a bringing in" of submerged, anxious, penniless and persecuted men, women and children by the tens of thousands.

The budgets published in these pages show that the UJA constituent agencies — the United Israel Appeal, Joint Distribution Committee and New York Association for New Americans — require a total of \$191,557,250 for their programs of refugee migration, resettlement, welfare and rehabilitation. But what emerges from these pages with acute dramatic force is that \$60,000,000 of this total requirement is needed for programs of immigrant rescue and resettlement alone.

That this should constitute the largest single item of need reflects in the sharpest way what is happening in the world and particularly what is happening to Jews. At least 60,000 Jews — and the number may be increased — need to be helped to reach Israel from countries whose doors were formerly thought closed. And Israel is willing that these shall enter, has its gates open for them, and is prepared to accept as many as the situation may warrant. Israel's people understand that immigration for most of these 60,000 Jews is a matter of now or never — of life or death.

Israel's people, of course, deserve our highest admiration for their splendid adherence to the principle that theirs is not merely another state in a constellation of many, but a state that gives the utmost priority to the sanctity of human life and especially to its rescue and regeneration. And how much more our admiration must be that, in times such as these — when one might expect them to think of nothing but their own security — their gates stay open wide to Jews in areas of distress and danger.

Far from open — closed, as a matter of fact — is the capacity of Israel's people to pay not only for this, but for the irrigation, agricultural development, housing and other programs so vital to the successful absorption and economic integration of both these immigrants and the many scores of thousands who came in the recent past. The stubborn, unblinking fact is that the people of Israel have no funds for these programs — and cannot assume even a small financial share of them, though they wish to.

But before we get to the question of where the money is to come from — it will cost, for example, \$1,000 per person to move 60,000 refugees to Israel and provide in the first year alone for their physical, economic and social absorption — it is important to note other aspects of the 1957 programs outlined here by the UJA agencies.

The budget of the United Israel Appeal, totalling \$164,254,000 — the largest in years — takes note of the fact that new housing for immigrants in maabroroth, once financed in large measure by the Israel Government, has had to be taken over by the Jewish Agency for the simple reason that other demands make governmental subsidies and allocations a sheer impossibility. If newcomers are not again to be sheltered in makeshift camps and temporary huts, the money for this must come from other sources.

The Joint Distribution Committee, now in its 43rd year, has a need for \$26,550,000 out of which very close to one-half — \$12,000,000 — has been budgeted for the operation in Israel of Malben, that truly exceptional and valuable organization for the care and medical rehabilitation of the sick, aged and handicapped among the immigrants.

JDC's operation of Malben will cost \$1,500,000 more than last year, taking into account the upsurge in immigration, and will run at a cost of \$1,000,000 a month. In terms of returning bent and broken human beings to socially useful lives, in overcoming the ravages of oppression and dictatorships, this is a modest cost, indeed.

Nor is this all that the JDC has set for itself in 1957. Fully 100,000 persons in Moslem lands are scheduled for its welfare, medical, vocational and educational benefits — and the great majority of these are children. JDC responded instantly to the events in Hungary by establishing a refugee aid station in Vienna for Jewish escapees, and is maintaining its vigilance. In addition, the JDC has mapped another year of full aid for what is surely one of the most agonizing areas of need — the continued care of the permanently disabled victims of the Hitler era, a "hard-core" numbering 30,000 dependents. If Hitler's murder of 6,000,000 Jews sometimes fades in memory, these 30,000 hard-core victims serve as a constant reminder of that vast tragedy — and of what the outcome would be if the forces of darkness ever befell the people of Israel.

The New York Association for New Americans, with a need for \$753,250 — and kept to this low level so that the greatest funds can go for programs in Europe, Israel and Moslem lands — expects to serve some 3,000 refugee newcomers, nearly half of them through its Family Service Department. Many of these undoubtedly will be recent refugees from Hungary.

Overall, these budgets have been drawn in behalf of 583,000 men, women and children in varying conditions of need — more than 400,000 of them in Israel.

The paramount questions are these: Who will fill these needs? What are the sources of income?

In 1956, the requirements of the UJA agencies were met from the following: from American Jewry's support of the United Jewish Appeal; from campaigns in other countries of the free world; from German reparations; from payments accruing to the Conference on Material Claims, and from other sources.

In 1957, the assistance that can be expected from outside sources has shrunk.

Last year the Government of Israel had to call on the Jewish Agency to absorb all the costs involved in meeting the immigration emergency.

Recently, Israel's Minister of Finance, Levi Eshkol, addressing UJA's 1956 Overseas Study Mission, indicated that the Government now would have to ask the Agency to meet even greater responsibilities. He put both the Agency and United Jewish Appeal on notice that Government help, once substantial, could not be expected in any area of immigrant rescue and absorption, a condition made necessary by the towering demands of the security crisis in Israel.

In 1957, then, the income the UJA agencies anticipate from German reparations and all sources other than UJA comes to \$36,000,000. This leaves a balance to be met of more than \$155,000,000 on urgent needs that total more than \$191,000,000.

What other conclusion can there be than that this gap must be filled by the Jews of America?

In 1956, American Jewry undertook to give the UJA a total of more than \$105,000,000 as its share in meeting that year's total requirements. In addition, it endorsed an extraordinary program for the raising of a Special Survival Fund to meet the emergency immigration, absorption and resettlement needs for the year.

In 1957, therefore, it is a question of how much and in what ways the Jews of America will fill the more than \$155,000,000 in needs.

If American Jews in 1957 assume the same burden they undertook in 1956 — of seeking \$105,000,000 through the regular effort — it will leave some \$50,000,000 to be raised in a way comparable to the extraordinary effort in 1956.

In the light of what is involved — the rescue and redemption of human lives and the great new opportunities that now prevail for this — the Jews of America must accept again the responsibilities that history, so often merciless, has thrust upon them as both a challenge to mercy and an opportunity for decisive action.

1957 UJA ACTIVITIES AT A GLANCE

Number of Persons Requiring Assistance, by Agency

<u>Agency</u>	<u>No. of Beneficiaries (a)</u>
United Israel Appeal.....	370,000
Joint Distribution Committee.....	210,000
New York Association for New Americans.....	3,000
	<u>583,000</u>

Welfare Aid Programs (b)

<u>Child Care</u> , including homes for children, nurseries, hot meals in schools, etc.....	156,000
<u>Medical Aid</u> , including infant care, antitrachoma measures, specialized aid and preventive medical care.....	170,000
<u>Aged, invalids, chronically ill</u>	57,000
<u>Education</u> , including cultural and religious activities.....	104,000
<u>Maabaroeth</u> (maintenance and upkeep).....	55,000

Reconstruction and Rehabilitation Programs

<u>Agriculture</u>	
Consolidation of existing farms (24,000 units).....	96,000
Grants and Aid to advanced farms (6,000 units).....	24,000
Housing (12,000 units for immigrants).....	60,000
(6,000 units for Maabaroeth dwellers).....	30,000
<u>Technical Aid</u> , including agricultural guidance.....	190,000
<u>Irrigation</u> : 120,000 dunam (30,000 acres)	
<u>Economic Aid</u>	
Loans to artisans, storekeepers, merchants, etc.....	22,000
Vocational Training, including ORT (Organization for Rehabilitation through Training) and Youth Aliyah.....	33,000
<u>Emigration</u> , Relief in Transit.....	65,000

(a) Unduplicated figures

(b) Inasmuch as the same person may benefit from various types of UJA-financed programs, the number of beneficiaries by type of welfare aid and rehabilitation programs exceeds the total number of persons aided.

1957 BUDGETARY REQUIREMENTS

<u>Agency</u>	<u>Amount</u>
United Israel Appeal.....	\$164,254,000
Joint Distribution Committee.....	26,550,000
New York Association for New Americans.....	753,250
	<u>\$191,557,250</u>
Less revenue from other sources (c).....	— 36,000,000
To be provided by UJA.....	<u>\$155,557,250</u>

(c) Includes income from German reparations, grants from the Conference on Material Claims, philanthropic contributions outside U.S.A., etc.

1957 BUDGETARY REQUIREMENTS

of the
UNITED ISRAEL APPEAL

For the Rescue and Resettlement Program
of the Jewish Agency

Introduction

For weeks, the history of Israel has been a matter of newspaper headlines and political communiques. The following report, however, is concerned with the people behind these headlines, or rather with a particular group of people caught up in the swift current of events: Israel's more than 800,000 immigrants.

These events, which began on October 29th after eight long years of economic boycott, border raids and other provocations, are a matter of public record and need not be recounted on these pages. But the saga of the hundreds of thousands who came from 72 lands to rebuild their lives and the life of their people, the hopes and prayers of those now waiting to follow in the steps of these earlier immigrants — this is the real story of Israel which will survive long after the last bullet of the last sniper has been fired.

If a journalistic truism may be pointed out, a country at war is news, a country building for peace is not. Thus, a group of people snatched from danger and degradation in the back alleys of Morocco, a few miles of pipe spelling new hope for a deserted region, another dozen settlements established in the Negev are not front-page news.

Yet, for American Jews who have dedicated themselves to the great humanitarian tasks of rescue and rehabilitation which have made Israel a beacon of hope for oppressed Jewish minorities throughout the world, every new home, every acre brought under the plow, every child trained in a worthwhile vocation

is good news indeed. It is the human story behind the headlines, YOUR story, because your efforts on behalf of the United Jewish Appeal account for these accomplishments.

Against Heavy Odds

Whatever euphemism one chooses to designate conditions along Israel's 594 mile-border during the past eight years, the fact remains that the Jewish Agency's rescue and resettlement program had to be carried out under extremely difficult conditions. Shortage of materials because of the Arab blockade, theft of livestock and irrigation pipe by marauding gangs, the danger to civilian transport on roads and highways, these are only a few of the host of problems which developed as a result of the lack of real peace in the Middle East. That much has been achieved, nevertheless, during these uneasy years is a tribute to the courage and dedication of the people of Israel, the patience and good-will of the immigrants, and the devotion and generosity of Jewish communities throughout the free world.

Last August, a report in the Jerusalem Post, Israel's English-language newspaper, noted that "Halting Oriental accents mingled with those of the veterans at the National Conference of Smallholders Settlements." New immigrant farmers are beginning to make themselves heard at conference tables and in regional meetings, wherever the pattern of Israel's agriculture is debated and planned. They realize that their fields, their orchards and vegetable gardens make a sizeable contribution to the nation's food basket and that they occupy an important place in the total economic development of the country.

Of the 720 agricultural villages in Israel today, more than 440 are post-Statehood settlements. Out of 50,000 farm families in the country, 32,000 arrived within the last eight years. These newcomers work about 43 percent of the total cultivated and irrigated area, and their combined output is

estimated at IL. 100,000,000 or close to one-third of the total agricultural production of Israel.

During the past year alone, 25 new villages were established. The agricultural production of Israel rose by more than 10 percent. The 'ship-to-settlement' program continued and approximately 36,000 of 51,000 new immigrants were brought to permanent homes in agricultural villages and development areas within 24 hours of their arrival in Israel. Month after month the shortage of funds threatened to impair the entire program and to force the Jewish Agency to direct all immigrants to emergency shelters. Only those who have visited the tent cities and shanty towns -- maabaroth -- which housed Israel's first arrivals can fully appreciate what it means that such a course was partly avoided.

A Rising Tide

The tide of immigration is rising rapidly.

In October, 9,000 newcomers arrived at Haifa port -- the largest monthly figure since 1951 -- and the crest of the wave is not yet in sight. In the 24 months ending September 30, 1956, approximately 90,000 immigrants arrived in Israel. Of this number, some 51,000 immigrants came in during the Hebrew year 5716. For the current Hebrew year, 5717 (approximately October 1, 1956-September 30, 1957) a minimum of 60,000 immigrants is expected to arrive.

What determines the tempo of this great movement of refugees from danger to freedom?

The people of Israel have only one terse answer: "We will take in all who come out."

During the past year, countries which previously had closed their doors to Jewish emigration have begun to issue exit visas. Others, whose doors have been wide open, suddenly clamped down on the movement of Jews from their

territories to Israel. The rescue program has become a grim game of checkers, where one opening appears while another threatens to close on the opposite side of the board.

In 1949, when 'Operation Magic Carpet' air-lifted some 45,000 Yemenite Jews to Israel, there was a few months grace to complete the evacuation process. In 1950-51, when 'Operation Ezra and Nehemia' brought 120,000 Iraqi Jews to Israel, there was nearly a year's grace. But today, the fate of 'life or death' immigration depends on the capricious turn of events. A tenuous route of escape opened at dawn may be closed before nightfall.

Last year, the Jewish Agency anticipated that some 45,000 newcomers would arrive in Israel from North Africa and other areas in the course of the Hebrew Year 5716. The actual number of arrivals exceeded estimates by some 6,000 persons. Because 6,000 more could 'get out', 6,000 more 'got in'. This is the simple arithmetic of survival.

At this moment, the flow of immigration is not determined by Israel but by those countries where Jewish minorities seek to escape from a hostile environment. If present trends continue, the Jewish Agency must be prepared to move and resettle more than the 60,000 provided for in the current budget.

A Matter of Semantics

When the newcomers arrive in Israel, the complex process of rehabilitation begins. It is a difficult undertaking which must be adjusted to the individual's background and capacities. "What you call absorption", a harassed Jewish Agency official declared, "is partly a matter of semantics. But wherever you draw the line, there are no shortcuts to it."

How many of Israel's immigrants have been fully absorbed into the life of their new homeland?

There are today 40,000 persons still living in maabaroth and an additional

40,000 to 50,000 in temporary or semi-permanent housing in various parts of the country.

There are some 30,000 post-Statehood farms which still lack necessary animal sheds, agricultural implements, livestock and adequate irrigation facilities.

There are thousands of youngsters on the streets of new immigrant centers in need of supervision, guidance and vocational training.

There are still many aged and handicapped who have not been placed in institutions where they can receive proper care.

The rate of illiteracy among the newcomers is high, but facilities for adult education are inadequate.

The majority of these people have been absorbed in the sense that they have a roof over their heads and a subsistence minimum of food and clothing. In fact, some of them are already better off than they were in the hovels they called home in their country of origin. Yet, they still have not reached that point of social and economic integration with their environment which the word "absorption" implies.

In the closing months of 1956, more than 90 percent of all post-Statehood immigrants were well on the road towards rehabilitation. Yet, pride in this record of achievement is mingled with a sense of urgency and anxiety because for every Jew who reaches the end of that road, there is another in turbulent North Africa or other danger areas throughout the world praying that his turn will come "while there is still time."

Developing the Negev

In its issue of November 12th, 1956, a prominent American magazine quoted Prime Minister Ben-Gurion as follows: "Ahead of us are the campaigns and the conquests, the splendors and the portents still to come." What the magazine forgot to mention was the context in which the statement had been made. The

"conquests" referred to by the Prime Minister were the reclamation and settlement of the desert and the "battles" referred to the struggle for economic independence.

October, 1956 marked a milestone in Israel's conquest of the desert: the tenth anniversary of the daring move in which eleven settlements were set up in a single night to form the vanguard of Jewish agricultural development in the arid Negev. In these ten years, Israel's pioneers, among them a considerable number of new immigrants, have chalked up a remarkable record in what was once thought to be a useless appendage to the rest of Israel.

Since 1946, the Jewish Agency has established 82 new farming communities in the Negev in which more than 17,000 farmers labor to restore the ancient fertility of the region. Of every 12 settlers in the Negev, 11 are post-Statehood immigrants. There are already close to 4,000 acres under cultivation producing fodder, grain, industrial crops and vegetables. Last year, a bumper wheat crop averaging 21 U.S. bushels per acre repaid the settlers for their persistent efforts.

But the conquest of the Negev has only begun. By 1960, the region is expected to supply, apart from bread grains and fodder crops, more than 21,000 tons of potatoes (one-quarter of the country's total), 50,000 tons of sugar beet for Israel's new refineries, 1,300 tons of cotton for the local cotton gins, 17.5 million litres of milk and tens of thousands of tons of vegetables, peanuts and other important crops.

This large-scale program of Negev development will require not only additional irrigation facilities but the construction of processing plants in which the Jewish Agency will participate on behalf of the new immigrants. Experimental farms and agricultural research stations which also benefit from special allocations by the Jewish Agency will assure a scientific and economic use of the area's resources.

A footnote to the Negev's irrigation problem illustrates the long way Israel has traveled from that fateful night of a decade ago when eleven new settlements suddenly appeared on the map. At that time, the only source of water was a line of secondhand six inch pipe which had been used in the streets of London to fight fires during World War II. Today, the giant 75-inch diameter pipe sections for the second Yarkon-Negev conduit are cast at Israel's own Yuval Gad factory near Ascalon by immigrant workers for whom, only yesterday, electricity was a major miracle.

Aid To Immigrant Villages

Along with immigration, the conquest of the desert has a high place in Israel's thinking and planning. Yet, the proposed budget of the Jewish Agency's settlement department does not make any provision for the establishment of new villages during 1957. Why this apparent neglect of one of its most important tasks?

Because the needs of so many existing immigrant settlements have yet to be met, the Jewish Agency has decided to devote its limited resources during the coming year to the development of these farms. Only after these needs are satisfied can the Agency proceed to a further expansion of the network of agricultural villages in Israel.

New Horizons

As these lines are written, the people of Israel are seeking permanent peace treaties with their Arab neighbors. Israel has said, again and again, that it not only wants peace but needs peace: peace to integrate its heterogeneous population, to redeem the wasteland, to build factories and homes, schools and hospitals.

If peace comes, some important but delayed phases of long-range agricultural development can be fulfilled on the basis of a coordinated country-wide

program. The national irrigation scheme, designed to bring the waters of the Jordan to the parched fields of the Negev, will cease to be a political problem and will become a working reality. The settlers in the country's two hundred border villages will no longer be part-time farmers but will be able to devote a full working day to their fields and livestock.

Should peace come, it must find the Jewish Agency ready to seize these new opportunities for the benefit of the immigrants. It must find it ready not only with the plans but with the means of implementing these projects.

Total Expenditures in 1956

Prior to proceeding with the financial requirements for 1957, it is noteworthy to point out that the three agencies included in this budget, the United Israel Appeal, the Jewish Agency and the Keren Hayesod, expended approximately \$120,000,000 in 1956, or \$27,000,000 more than in 1955.

The expenditures during the past twelve months have come close to the peak expenditures incurred during large-scale immigration of earlier years.

BUDGETARY REQUIREMENTS IN 1957

TOTAL BUDGET.....\$164,254,000

For 1957, the United Israel Appeal, Jewish Agency and Keren Hayesod require \$164,254,000 to carry out their programs of rescue, rehabilitation and agricultural development.

The budget presented here is drawn up in terms of categories of need rather than by administrative units. It is based on three essential programs:

- a) The reception of 60,000 newcomers and the provision of absorptive services in their first year at an overall cost of \$60,000,000.
- b) The replacement as quickly as possible by permanent housing of the rapidly deteriorating maabaroth.
- c) The further development of the network of existing farm villages.

Budgetary requirements for 1957 exceed those of last year by over \$40,000,000, indicating the widening scope of the United Israel Appeal's responsibilities. As pointed out by Israel's Finance Minister, Levi Eshkol, to the 1956 UJA Study Mission, the Government of Israel will be in no position to participate monetarily in any of these programs.

IMMIGRATION

(Transportation and Services Abroad)

BUDGETARY REQUIREMENTS.....\$8,250,000

On June 10th, a ship carrying 1,500 Jewish immigrants en route to Marseille received a radio message ordering it to return to Casablanca. This came as a shock, though not as a complete surprise. For in the fall of 1955, observers on the spot had warned that the time for the group transfer of Jews from Morocco might be running out.

Realizing the need for quick action, the United Jewish Appeal, in November 1955, called for a \$25,000,000 Special Survival Fund. This became a veritable lifeline for tens of thousands of Jews from North Africa and other critical areas.

What happened in Morocco stands as a warning of what may happen elsewhere in 1957.

As mentioned before, the number of immigrants to arrive in Israel in the next budgetary year is expected to reach 60,000. However, the following facts and figures indicate that the actual immigration may be even larger than anticipated.

The recent heightening of nationalist tensions throughout the Arab world has added a greater sense of urgency to the desire of Jewish families to depart. The number of immigrants from Algiers, for example, rose from 50 in June of 1956 to 500 in August, and to 1,400 in October. Urgent requests for speedy

transfer to Israel also have been received from some 15,000 Jews in Iran, and there is rising pressure for emigration from Turkey and other areas, including Europe.

Expenditures for transportation and services are rising. Often, prospective immigrants cannot be brought directly to Israel but have to remain for a time in camps in countries of transit.

Thus, in 1957, a total of \$8,250,000 is required for transportation and services abroad.

RECEPTION

BUDGETARY REQUIREMENTS.....\$4,200,000

"The wonderful thing about Israel", reports a recent visitor, "is the feeling that nobody is just a figure on a census card, but every individual is important." With its limited economic resources strained by complex and urgent tasks, Israel cannot afford to waste the productive potentialities of a single newcomer.

The 'ship-to-settlement' program of the Jewish Agency is designed to avoid unproductive waiting periods and transition stages. Within 24 hours after their arrival, all able-bodied men are engaged in construction or farm work; women are shown how to use unfamiliar household equipment; and children are gathered in classrooms and kindergartens. The whole process of allocating housing and employment for the immigrants, which in previous years dragged over many weeks and months, is now compressed into a single, hectic day.

To keep this program functioning, the Jewish Agency must prepare thousands of beds, blankets, food parcels and other household goods, tools, housing accommodations, and work projects. Teachers and guidance personnel must be ready for every group of settlers. Absorption plans for each immigrant family must be drawn up in advance in accordance with the over-all development plans of Israel.

The moment a new immigrant steps off the gangplank in Haifa port, he is not only automatically a citizen of Israel, but a man with a place to live and a job waiting for him. In the beginning, that job may be no more than part-time employment in afforestation or land reclamation work but it will see him and his family through the first difficult weeks and give him time to explore his new environment. No other country of immigration offers such conditions for unskilled, penniless newcomers.

HOUSING FOR NEW ARRIVALS

BUDGETARY REQUIREMENTS.....\$30,000,000

The housing problem presents one of the most difficult aspects of absorption.

From a strictly economic point of view, houses are a non-productive investment. They do not produce food. They do not turn out industrial goods. They do not boost exports.

Yet, in terms of the social and economic integration of the newcomer, houses are extremely important. A man with a house knows that he "belongs." He has a stake in the community. He begins to make a place for himself and his family.

This year, 15,000 out of 51,000 immigrants had to be accommodated in hastily assembled huts, because funds for an adequate housing program were not available. In the long run, however, these huts represent a real waste of precious resources because sooner or later they must be replaced by decent housing.

ECONOMIC REHABILITATION

BUDGETARY REQUIREMENTS.....\$14,250,000

During 1957, some 1,000 immigrant families will be settled on farms in existing villages while the rest will be directed to new development districts, such as Lachish, the Negev and the hill country of Galilee. The budget for

economic rehabilitation, therefore, includes initial investments for 1,000 farms as well as subsidies for the employment of the new immigrants in non-farming areas.

Apart from the elderly and handicapped, none of the newcomers will receive relief payments, but all will be given the opportunity to earn at least a minimum wage in public works projects. This approach is especially important as a means of training immigrants who have never known regular employment.

PARTICIPATION IN PUBLIC HEALTH, EDUCATION AND WELFARE

(For immigrants expected to arrive in 1957)

BUDGETARY REQUIREMENTS.....\$3,300,000

The reception and absorption of over 800,000 destitute immigrants would never have been accomplished without the generous participation of the people of Israel. Until recently, the public education, health and welfare services extended to the immigrants by the Israel Government were covered largely from regular tax income. However, as a result of recent developments, an increasing portion of Government funds has had to be directed to vital security responsibilities.

According to recent findings, an immigration of about 60,000 persons requires the addition of 600 elementary classrooms and the training of an equivalent number of new teachers. To maintain an adequate level of hospital and public health services, 360 new hospital beds must be provided and 48 new infant care stations set up. Additional social welfare services will be needed for thousands of families, and treatment facilities must be provided for disturbed immigrant youngsters. The financial burden for the above services must be borne by the Jewish Agency.

It can be seen from all the foregoing that the total funds required for bringing in 60,000 immigrants and providing them with absorptive services for their first year totals \$60,000,000.

ELIMINATION OF MAABAROTH

BUDGETARY REQUIREMENTS.....\$14,520,000

Since May 1948, about 35 percent of all investments in Israel were used for building activities. This is a high percentage for a young country in the early stages of economic development; even so, the available number of new housing units is grossly inadequate.

Because of growing security problems, the Government of Israel during 1956 had to curtail its public housing projects drastically, and in the first half of the year new construction fell by 30 percent as compared to the same period in 1955. Although the Jewish Agency tried to compensate for part of the loss through its own \$14,000,000 immigrant housing program, the general standard of such housing continued to decline.

At present, the housing situation can be summed up approximately as follows: There are about 1,500 persons in camps for elderly and handicapped immigrants who must be placed in institutions or homes. There are about 40,000 persons left in the old maabaroth who should be relocated as soon as possible, as should 15,000 immigrants of last year sheltered temporarily in tin hut villages in new development areas.

The proposed budget of the Jewish Agency covers more than \$9,000,000 for buildings now under construction, and about \$5,000,000 for down payments on construction to be started during 1957. When completed, this program will provide enough permanent homes to re-locate the immigrants now living in maabaroth.

AGRICULTURAL SETTLEMENT

During the coming year, the Jewish Agency's Settlement Department will concentrate on two main objectives in the field of agricultural development: the extension of existing farms and the growth of the country's irrigation

network. This will require a total expenditure of \$48,942,000 to be distributed as follows:

DEVELOPMENT AND CONSOLIDATION OF EXISTING SETTLEMENTS

BUDGETARY REQUIREMENTS \$35,376,000

Only a year ago, the regional development scheme for the desolate Lachish district was hailed as a "revolution in settlement technique". Today, the district's 20 training farms and agricultural villages, clustering around their new capital, Kiryat Gat, stretch as a continuous belt from the Hebron hills to the old Beersheba Road. An empty area has been populated and new methods of absorption have been perfected.

During Stage Two of "Operation Lachish", work on the 25,000 acres now under cultivation will be intensified. New branch lines will increase the irrigated area which until now has been limited to about 2,000 acres. New immigrant families will join the 4,000 settlers already at home in the district, and additional cotton will be planted to feed Kiryat Gat's new cotton gin.

A well-known Hebrew song tells of the pioneers who returned to the land "to build and to be rebuilt." Nowhere is this more true than in the re-awakened Lachish district where the faces of the people change faster than the face of the land. Men who in North Africa could not find adequate means of self-support are now proudly at work supporting themselves and their families. Women are eagerly learning modern ways of hygiene and home-making.

In addition to the Lachish district, three other development areas will be given special attention in 1957: the recently settled Ta'anach basin south of Afula, the hill settlements of Galilee, and the young villages in the Northern Negev.

Many schedules have been drawn up to determine the rate of consolidation of the new settlements. Yet, each time the limitation of financial resources

and the need to establish priorities for rescue immigration have upset the time-tables. Today, nearing the ninth year of Statehood, only a few immigrant settlements have received their full equipment.

Under the proposed budget for 1957, a total of 78 older settlements consisting of close to 6,000 farm units are due to receive their final allocations and to be removed from the Jewish Agency's assistance roster. Another 366 villages, with 24,000 farm families, will receive funds for buildings, tools and livestock, but will require further assistance in the years to come.

Three major problems overshadow the development of all immigrant villages in Israel today: water, employment and the need for qualified agricultural instructors, and guidance personnel. The following pages list expenditures for these three categories.

REGIONAL IRRIGATION SCHEMES

BUDGETARY REQUIREMENTS \$4,950,000

The major obstacle to speedy agricultural expansion in Israel today is no longer a lack of manpower but a threatening shortage of irrigation facilities. Everything now depends on the 'big pipes'.

For many years, the Jewish Agency has been in the forefront of water development in Israel and in 1956 about \$7,300,000 was spent on regional irrigation projects. (This sum does not include local irrigation facilities which average about \$3,300 per farm unit.) The present budget, however, shows a reduction in this expenditure category of close to one-third. This drastic cut, made necessary by other pressing demands on the limited funds of the Jewish Agency, will cause considerable set-backs in the field of irrigation.

Already, the country's water engineers and agricultural planners have reduced the goal of the current four-year plan from 635,000 acres of irrigated land in 1960 to 453,000 acres. Further reductions in their estimates may become necessary in the near future.

A cut-back in expenditures for irrigation projects has two serious consequences: it retards needed agricultural development and it postpones indefinitely the full economic rehabilitation of the new farmers who need a minimum of four acres of irrigated land to maintain themselves and their families. The absence of plans for additional settlements from the Jewish Agency program for 1957 is in part due to the fact that irrigation projects have already fallen behind schedule.

With a delay of over half a year, the first pipe sections for the second (Western) Yarkon-Negev line are now being cast by new immigrant workers at the Yuval Gad factory near Ascalon. The giant line will run south from Rosh Haayin, northeast of Tel Aviv, along a 40 mile route parallel to the first Yarkon-Negev conduit. It will carry Yarkon River water as well as purified sewage from the Tel Aviv area to the Lachish district and to the young villages in the Northern Negev. Total investments for this second line, which is to be completed in the spring of 1958, are estimated to exceed \$22,000,000.

The current irrigation budget of the Jewish Agency covers a debt to the Israel national water company, Mekoroth, on account of the first Yarkon-Negev conduit, as well as an initial installment for the construction of the second line. A number of smaller projects based on the utilization of local wells and storage reservoirs are also included in the proposed expenditures.

EMPLOYMENT, GUIDANCE AND OTHER SERVICES

BUDGETARY REQUIREMENTS.....\$8,616,000

Employment. There is a direct relationship between funds invested in the expansion and consolidation of agricultural settlements and monies needed to provide necessary outside employment for the new farmers. As the tempo of consolidation and expansion slackens more auxiliary employment has to be provided to make up the 275 work days which are needed to maintain one family on the land.

Guidance. According to the operational plans of the Jewish Agency, each new settlement should be provided with the following guidance personnel: 2 agricultural instructors, 1 social worker, 2 assistant welfare workers, 1 nurse, 1 administrator, and one or more teachers in accordance with the number of children in the village. At first glance, a staff of this size for a community of 100 to 150 families may seem exorbitant. Yet, one must remember that the immigrant's first year on the land is decisive. Not only must immigrants be helped to bridge a wide cultural gap in terms of hygiene, nutrition and technology, but they must be gradually brought to a point where they are able to take over a measure of self-government and develop a sense of civic responsibility. In addition, one must remember that only about 10 percent of all those who arrive in Israel today have had any previous experience in farming.

Because of the past rapid growth of agricultural settlement, the Jewish Agency was unable to recruit sufficient experienced personnel for the new villages. Often one overworked agricultural instructor combines the role of administrator, counsellor and representative of the settlement institutions in the village. The recruitment and training of new groups of agriculturists and administrators must now receive full attention.

Other Services. Roads, telephones, electricity and fences are a sine qua non for all immigrant settlements. Many of them are situated in remote development areas and miles from any doctor, health center or hospital. During the rainy season, poor roads make it difficult to bring in supplies or to market agricultural produce.

There are still 25 villages without approach roads; 50 settlements without proper wire fences; 35 farming communities without electricity, and 50 without telephones. How many of these communities can be provided with adequate communications facilities will depend on the availability of funds during the coming year.

YOUTH IMMIGRATION

BUDGETARY REQUIREMENTS.....\$6,428,000

In a setting of changing social relationships, Youth Aliyah is building a firm bridge between the bewildered immigrants and their new homeland.

Conceived originally as a means of rescuing orphans and semi-orphans from the European holocaust, the Youth Immigration movement today reaches into scores of new immigrant centers and new agricultural villages. Its highly flexible program has been expanded to meet not only the need of full-time trainees but to provide also part-time supervision and guidance for teen-agers who must already contribute to the family budget. Special intensive courses for the children of immigrant farmers supplement the work of the agricultural instructors in the new settlements. During 1957, some 4,000 young people will complete their training under the Youth Immigration program and an equal number of new trainees will take their places.

The age composition of the Moroccan immigration — about 55 percent of all North African newcomers are under 18 years of age — has forced Youth Aliyah to increase the scope of its educational network. During the coming year, 12,100 wards will receive full maintenance and training in 250 agricultural settlements and educational institutions, while 2,300 youngsters will attend pre-vocational courses in 12 special youth centers. Four new centers will be established within the next few months.

With the Youth Immigration movement now in its 22nd year, its graduates are today in the forefront of agricultural development in Israel. Former Youth Aliyah groups constitute the nucleus of many border villages. Others operate experimental farms in the Negev, developing new techniques for Israel's vigorous struggle against the desert. Youth Aliyah wards, too young to join the ranks of the settlers, take on additional farm work in their spare time

and contribute their earnings to the Israel Defense Fund.

In 1943, the late Henrietta Szold, founder and guiding spirit of Youth Aliyah, wrote to her charges: "Not with all of you could we speak in the language that fell from your lips when we first met; yet, there was one language we and you had in common - the language of the heart." This is the language which today greets thousands of sullen and often hostile youngsters from the Moroccan mellah, and through them will gradually reach into the homes of their parents.

Currently, about 52 percent of Youth Aliyah's budget is covered by the Jewish Agency mainly out of UJA funds. The balance is derived from contributions by Hadassah and other women's organizations in the United States and abroad.

EDUCATION AND CULTURE

BUDGETARY REQUIREMENTS.....\$6,306,000

In the field of education, Israel faces three crucial problems:

Overcrowded and understaffed elementary schools

Too few youngsters entering high schools

A heterogeneous and partly illiterate immigrant population

Under Israel's Compulsory Education Law of 1949, free schooling is provided for all children between 6 and 13 years of age as well as for those in the 14-17 year age group whose elementary education has not been completed. Secondary schools, however, charge tuition fees which are out of the reach of most immigrant parents. As a result, immigrant children account for 55 percent of all pupils in elementary schools but for only 11 percent of all students in secondary schools.

The North African immigration brought a further sharp increase in the need for educational facilities on all levels. Statistics compiled by the Jewish Agency reveal a high rate of illiteracy among the newcomers. For example, in one of the new immigrant villages it was found that out of 24

youths between the ages of 13 to 16, only two could read or write in any language.

The educational and cultural budget of the Jewish Agency for 1957 will provide high school scholarships for immigrant youths as well as funds for the operation of Ulpanim — intensive courses in Hebrew and allied subjects — for adult immigrants. Last year, about 3,000 high school scholarships were offered and a similar number will be provided during the next twelve months. Close to 6,000 adult students will attend Ulpanim in various parts of the country.

As in the past, the Jewish Agency will continue to allocate subsidies to institutions of higher learning enabling them to extend scholarships to students from among the new immigrants.

OTHER REQUIREMENTS

In accordance with an agreement concluded between the Jewish Agency and the Jewish National Fund in 1951, the present budget lists an allocation of \$2,508,000 to the JNF to be used for land amelioration and drainage work on the future sites of new immigrant villages.

Allocations to a number of organizations engaged in constructive work in Israel, as well as payments to various Jewish groups, which the Jewish Agency will pay out of its share of German Reparations Funds during 1957, amount to \$3,115,000.

For the information services of the three agencies included in this budget — the United Israel Appeal, the Jewish Agency and the Keren Hayesod — a sum of \$1,726,000 has been allocated to cover expenditures for supplementary activities such as literature and campaign material. The combined administrative expenditures of the three agencies are estimated at \$4,060,000.

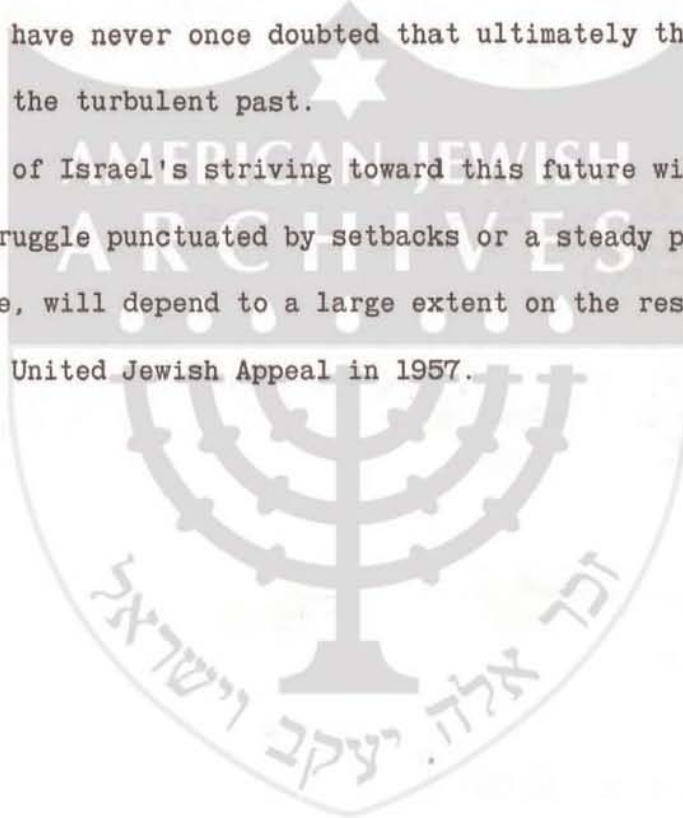
The budget also includes a sum of \$16,649,000 for deferred payments on agricultural settlement work.

Toward the Future

No budgetary analysis can hope to convey the full scope of the human drama which is rapidly unfolding in Israel today. Israel is not only rebuilding a country but recreating a people, and the anguish and joy, the hardships and victories of this dynamic process of reconstruction defy objective, factual reporting.

Through eight tortured years of border warfare and fedayeen murder raids, the people of Israel have never once doubted that ultimately they would wrest a secure future from the turbulent past.

What the nature of Israel's striving toward this future will be, whether it will be a slow struggle punctuated by setbacks or a steady progress towards economic independence, will depend to a large extent on the response of American Jews to the United Jewish Appeal in 1957.



UNITED ISRAEL APPEAL

Budgetary Requirements in 1957

For the Immigration and Rehabilitation Program of the Jewish Agency
(Including Keren Hayesod)

<u>Purpose</u>	<u>Amount</u>
<u>Immigration, Resettlement, Rehabilitation of</u> <u>60,000 immigrants</u>	\$ 60,000,000
<u>Elimination of Maabaroah</u>	14,520,000
<u>Allocations to 444 post-Statehood Settlements</u> <u>(Including Irrigation and Agricultural</u> <u>Services)</u>	48,942,000
<u>Deferred Payments on Agricultural</u> <u>Settlement Work</u>	16,649,000
<u>Allocations to the Jewish National Fund</u> <u>and Other Organizations for Constructive</u> <u>Work in Israel</u>	5,623,000
<u>Educational and Cultural Programs</u>	6,306,000
<u>Youth Aliyah</u>	6,428,000
<u>Information Services</u>	1,726,000
<u>Administration</u>	4,060,000
	<u>\$164,254,000</u>

1957 BUDGETARY REQUIREMENTS

of the

JOINT DISTRIBUTION COMMITTEE

This report is being written as the world enters a period of uncertainty, crisis and change unmatched since the end of World War II. Jewish refugees from Hungary find their way into Vienna, as Israel's people declare that -- no matter what -- their immigration gates will continue to remain open; as the question of Jews in North Africa and other even more isolated Arab areas remains one of doubt and uncertainty.

In the midst of such uncertainty, it is clear that the tempo of history has grown speedier. Who can be certain of the shape of the world six months from now -- or next month?

Who, therefore, can predict definitely what will be the nature of JDC's responsibilities in Europe, in North Africa, in Israel? Who can predict the nature and extent to which JDC will be called upon to provide the wherewithal for rescue operations? What calls will be made this week, next week, next month for medicines, food and clothing -- and from what areas?

How many will reach Israel in any given month? And of those reaching Israel, how many will be aged, ill, handicapped and require immediate care in one of the institutions operated by Malben, the JDC welfare agency in the Jewish State?

For more than 40 years JDC has dedicated itself to the succor of Jews caught up in catastrophe -- natural or man-made. To the best of its ability, to the limit of its capacity, JDC -- the lifeline of aid from the Jews of America to the Jews of other areas -- will continue to fulfill its mission.

In a period of crisis such as the present, needs are always greater.

UNITED ISRAEL APPEAL

Budgetary Requirements in 1957

For the Immigration and Rehabilitation Program of the Jewish Agency
(Including Keren Hayesod)

<u>Purpose</u>	<u>Amount</u>
<u>Immigration, Resettlement, Rehabilitation of</u> <u>60,000 immigrants</u>	\$ 60,000,000
<u>Elimination of Maabaroah</u>	14,520,000
<u>Allocations to 444 post-Statehood Settlements</u> <u>(Including Irrigation and Agricultural</u> <u>Services)</u>	48,942,000
<u>Deferred Payments on Agricultural</u> <u>Settlement Work</u>	16,649,000
<u>Allocations to the Jewish National Fund</u> <u>and Other Organizations for Constructive</u> <u>Work in Israel</u>	5,623,000
<u>Educational and Cultural Programs</u>	6,306,000
<u>Youth Aliyah</u>	6,428,000
<u>Information Services</u>	1,726,000
<u>Administration</u>	4,060,000
	<u>\$164,254,000</u>

1957 BUDGETARY REQUIREMENTS

of the

JOINT DISTRIBUTION COMMITTEE

This report is being written as the world enters a period of uncertainty, crisis and change unmatched since the end of World War II. Jewish refugees from Hungary find their way into Vienna, as Israel's people declare that -- no matter what -- their immigration gates will continue to remain open; as the question of Jews in North Africa and other even more isolated Arab areas remains one of doubt and uncertainty.

In the midst of such uncertainty, it is clear that the tempo of history has grown speedier. Who can be certain of the shape of the world six months from now -- or next month?

Who, therefore, can predict definitely what will be the nature of JDC's responsibilities in Europe, in North Africa, in Israel? Who can predict the nature and extent to which JDC will be called upon to provide the wherewithal for rescue operations? What calls will be made this week, next week, next month for medicines, food and clothing -- and from what areas?

How many will reach Israel in any given month? And of those reaching Israel, how many will be aged, ill, handicapped and require immediate care in one of the institutions operated by Malben, the JDC welfare agency in the Jewish State?

For more than 40 years JDC has dedicated itself to the succor of Jews caught up in catastrophe -- natural or man-made. To the best of its ability, to the limit of its capacity, JDC -- the lifeline of aid from the Jews of America to the Jews of other areas -- will continue to fulfill its mission.

In a period of crisis such as the present, needs are always greater.

Any needs indicated here may grow larger; any aid, of necessity, may have to be increased; any goals now established may shortly, perhaps tomorrow, prove to be far too small.

At the time of the JDC Country Directors' Conference in Paris in mid-October, 1956, before the events of the end of October and the beginning of November had taken place, it was estimated that JDC would require a minimum of \$26,550,000 for 1957 to aid more than 210,000 men, women and children in Europe, Moslem areas and Israel.

With the above sum the JDC hopes in 1957 to undertake the following:

In Israel, to operate and maintain — through Malben — nearly 7,000 beds for the aged, the chronically ill, the tubercular and others in need of institutional services; to provide vocational opportunities for 500 handicapped persons; to establish 1,000 dependent heads of families in income-producing shops and services; and to make available these and other services for handicapped newcomers in order to speed their adaptation and social adjustment and to relieve the government of Israel of the burdens these present.

In Moslem areas, to put at the disposal of 100,000 individuals, mostly children, such food, clothing, medical aid, vocational and educational facilities and other services as are required to combat poverty, disease and backwardness, and to help prepare them better for the future, either in their present countries of residence or in Israel.

In Europe, to provide welfare assistance to thousands in the form of cash assistance, medical care, care of the aged and other services; to initiate and support plans for long-term solutions through integration or emigration; to stimulate, guide and provide financial support for projects essential to the growth and strengthening of local Jewish communities in the expectation that one day these communities will be independent of outside assistance.

HOW MUCH FOR EACH NEED

Of the \$26,550,000 required by the JDC:

* 26 percent will be allocated for relief (in cash and in kind) to needy families, for supplementary feeding of children and adults, and for the maintenance of children's homes.

* 34 percent for medical care and care of the aged, chiefly in Israel;

* 10 percent for cultural, religious and educational activities in Moslem areas and Israel;

* 7 percent for reconstruction activities, including vocational training and credit institutions;

* 12 percent for building and equipping medical institutions and old-age homes in Israel as well as the development of facilities essential to European Jewry.

Various smaller programs and projects falling outside the broad categories enumerated above will absorb the remainder.

JDC's 1957 BUDGET IN DETAIL

MALBEN IN ISRAEL.....Requirements: \$12,000,000

The JDC welfare program in Israel — Malben — for handicapped new arrivals will require in 1957 an expenditure of \$1,000,000 per month. Approximately 55 percent of this amount will be employed in maintaining a network of homes and hospitals providing care for more than 6,900 persons by the end of the year. The variety of services to be provided is shown in the following table:

INSTITUTIONAL CASELOAD AS OF DECEMBER 31, 1957

<u>Type of Service</u>	<u>Number of Beds</u>
Homes for the Aged.....	4,710
Tuberculosis Service.....	475
Chronic Disease Hospitals.....	675
Institutions for the Aged Infirm.....	460
Mental Hospitals.....	400
Children's Hospitals.....	150
General Hospitals.....	<u>55</u>
Total	6,925

To reach this level of more than 6,900 beds by the end of 1957, it will be necessary to provide funds for the completion of some construction now under way: a new home for the aged at Acre, completion of a 200-bed hospital for chronic diseases at Nahariya and the completion of the Neve Avoth Home for the Aged.

Despite the fact that 4,700 beds, or more than two-thirds of Malben's total institutional facilities, are devoted to care of the aged, there will remain a very substantial waiting list of persons recently arrived in Israel for whom placement in a home is essential to survival. One program designed to meet this need is the establishment by Malben of 50 small apartments, each consisting of one room, plus kitchenette and other facilities, for aged couples who, in addition, will get a pension from JDC or other sources. Eventually this program will provide 200 apartments; in addition, the aged residents will be given adequate medical and welfare care through Malben visiting services.

While Malben's institutional services absorb the major share of its \$12,000,000 budget, other services include more than 20 sheltered workshops in which over 500 persons are employed in manufacturing such items as shoes,

mattresses, underwear, furniture, handbags, etc. Here the employees are partially disabled persons who otherwise would be totally dependent. The reconstruction loan program is another major service of Malben which aids large numbers to become socially useful citizens. With the aid of Malben funds, heads of families are being given an opportunity to establish shops and services in new settlements, housing developments and market places. By the end of 1956, more than 5,200 such businesses will have been established for the benefit of more than 21,500 persons (including dependents).

Malben in 1957 will furnish, as it has in the past, aid to hundreds of others through its various social services, its occupational therapy program and its clinics. Included will be the provision of prosthetic and orthopedic appliances. In addition, Malben will intensify its cooperation with the Israel Government in the fight against TB. An understanding has already been reached under which Malben will participate in a coordinated plan for preventive work in the TB field through chest clinics and home care. Implementation of this plan will be similar to the existing program for the coordinated treatment of TB cases in hospitals.

MOSLEM COUNTRIES.....Requirements: \$3,500,000

The political and economic disturbances in Moslem countries in 1956 are responsible for increased uncertainty among Jews in those areas and for JDC's increased responsibilities over and above planned programs. Without going into the details of the general political situation, which in all likelihood will be changed even further by onrushing events, it is of interest that the economic situation of the Jews in these areas has taken a rapid turn for the worse. For one reason, emigration to Israel left the least fit and least healthy behind in Morocco. Consequently, in some communities more than 50 percent of the Jews are on relief rolls.

To meet requests for help from many Jewish communities earlier in 1956, JDC was forced to undertake an adult assistance program which reached 6,300 persons each month in 20 communities.

By the end of 1956, it is anticipated that 7,500 persons a month will benefit from this program. In addition, small work projects are being planned in a number of communities to provide work for the unemployed.

The need for increased JDC financial assistance is even more likely. In Morocco, the Jewish communities formerly received substantial allocations from the French Protectorate. It is a question whether or not such grants will be forthcoming in the future. In Tunisia, governmental subventions to Jewish institutions have already decreased sharply. The Jewish community of Tunis received less than half of the subventions in 1955-56 that it received in 1952.

Finally, the numbers of those requiring aid are at the present moment, despite the fairly sizeable emigration, substantially the same as they were. A large part of the movement of the Jewish population consisted of families and individuals coming from regions in the interior and from layers of the Jewish population hitherto largely untouched by JDC services. As for those JDC beneficiaries who have emigrated, they have since been replaced by others who have moved into the larger centers of population. Thus, no actual diminution is likely to take place in the number of the needy to be helped by the JDC.

The operating principle of JDC for 1957 is the following: to continue and even to expand, wherever necessary, current programs of child care and supplementary feeding; of medical care for both children and adults; of educational, religious and cultural activities, and other relief and rehabilitation services.

There are an estimated 500,000 Jews in Morocco, Algeria, Tunisia and Iran of whom nearly 100,000 are reached in one way or another by JDC services.

These programs are largely oriented towards providing welfare services for children and youth. There are approximately 35,000 children receiving supplementary feeding through JDC-supported canteens and other central feeding establishments. Medical care is extended to about 22,000 through OSE institutions in North Africa and through direct operations elsewhere. Kindergartens, nurseries, orphanages and other such establishments assist over 7,000; schools, principally Alliance Israelite schools, but also educational facilities run by the Ozar Hatorah, local communities and the Lubavitcher, as well as separate Hebrew courses, are attended by more than 70,000 persons.

More than 5,500 persons receive vocational training through the JDC-supported services of ORT. U.S. Department of Agriculture surplus foods are widely employed to improve feeding standards in the canteens and are being used in a parcel distribution program to about 6,300 beneficiaries.

In Iran, where the situation is still somewhat more settled than in other Moslem areas, plans for expanded activities have been undertaken by a renascent Jewish community. Plans now call for the organization of mother-and-child health centers in Hamadan, Kerman and Yazd, where layettes have to be distributed, milk and special baby food provided. There will also be facilities for bathing babies; expectant and nursing mothers will be given advice and practical guidance. In Teheran, the establishment of a second kindergarten, in cooperation with the local Ladies Committee, has been decided upon. Shiraz will also get a kindergarten.

The 1957 budgetary requirements for programs in Moslem countries are estimated at \$3,500,000, the same amount that was allocated by the JDC for 1956. The amounts finally required may total substantially more.

WESTERN EUROPE.....Requirements: \$3,982,000

Ten years ago, JDC helped more than 300,000 persons in Western Europe to

cope with the immediate emergency problems of day-to-day living. This year the combined caseload for Western Europe numbers a little under 30,000, but the nature of the problems being dealt with is markedly different.

These 30,000 individuals represent a residual caseload of both native and DP Jews, a large percentage of whom will remain dependent upon Jewish communal funds for some time to come. A recent statistical survey of the JDC cash relief rolls in Western Europe, totalling about 15,000 beneficiaries, indicated that approximately two-thirds of the cases involve permanently handicapped persons.

Intensive efforts are being made by the JDC to provide long-term solutions to reduce the caseload. In cooperation with the United Nations High Commissioner for Refugees, lifetime care has been arranged for a number of aged persons in Italy.

Funds have been added to existing loan funds, and new credit institutions have been established, in order to make business opportunities accessible for hitherto dependent cases. The vocational activities of ORT (financially supported by the JDC) are expected to bear fruit in the long run when some of the younger members of dependent families become skilled and obtain employment, with all this means to making the family as a whole self-supporting. Integration grants are given to JDC assistees in order to help them in establishing themselves in local communities. By all these means, including the emigration, however limited, of socially assisted cases, there is some possibility of a reduction in the caseload. However, the rate of contraction is not likely to be sharp and its impact on the welfare requirements will be hardly discernible in 1957.

Since 1954, in cooperation with the Conference on Material Claims Against Germany, a special effort has been under way to develop local Jewish community

structures and organizations. Basic welfare services, such as homes for the aged, children's homes and hospitals, have received financial support. Funds have also been reserved for schools and religious institutions, and the development of community centers has played a significant role in this program of capital investments.

The JDC's 1957 relief and rehabilitation budget for Western Europe includes approximately \$600,000 for capital investments. The results of these investments are expected to make themselves evident in improved standards of care, in satisfying hitherto unmet needs for institutional services, and by strengthening and reinvigorating Jewish communal interest and Jewish communal life in the remaining communities of any size in Western Europe. It is hopefully anticipated that this long-range program will prepare the local communities to assume a larger share of the financial responsibility for their social needs and to that extent ease the burden on Jewish sources of funds from abroad.

In terms of numbers of assistees, and the amount of financial help called upon from the JDC, the principal programs are situated in the former DP countries, Austria, Germany and Italy; and in Belgium and France.

Austria - There are approximately 10,500 Jews in Austria, over 90 percent of whom reside in Vienna. Because the age composition is heavily weighted on the side of the aged, an unusually large segment in the foreseeable future is or will be in need of assistance.

Approximately 2,100 persons regularly receive aid either through the Kultus Gemeinden or through the direct JDC operation. The Vienna Kultus Gemeinde, subventioned by the JDC, provides assistance regularly to approximately 680 persons, of whom about 40 percent are more than 60 years of age and another 25 per cent are permanently unemployable.

Germany - The last remaining Jewish DP camp in Germany, Camp Foehrenwald,

will no longer be a significant factor in budgeting. Through the integration and resettlement scheme initiated some time ago, more or less permanent solutions were worked out for the residual camp population. With the aid of substantial grants made available by JDC, as well as matching grants and housing facilities by the German government, it is expected that the Foehrenwald families remaining in Germany will in time be absorbed and integrated into various Jewish communities. There are, however, a number of particularly difficult cases which will continue to require help, to be extended to them through the local Jewish communities.

The bulk of locally-needed welfare services will be assured by means of JDC grants to the Jewish Central Welfare Agency whose member communities now issue cash assistance regularly to about 1,900 persons; offer vocational training to about 90; maintain 13 homes with a population of 510 aged persons, and nine nursery schools caring for 220 children.

Italy - In the last few years JDC, in Italy as well as in other European areas, has given increasing support to the needs of the local, settled population. Through the Union of Italian Jewish Communities, aid has been extended for relief as well as related services. Most recent reports indicate that nearly 1,000 persons are receiving cash assistance, the funds for which are in part forthcoming from the local communities, the remainder from JDC. With the aid of JDC, the standards of relief are slowly being raised to a minimal but effective level.

Direct JDC aid in Italy reaches some 500 DP's and provides medical and other services for many others. An important share of the funds now expended for direct activities are employed in behalf of post-TB cases and their dependents, numbering about 120 persons.

Belgium - The assistance programs of the JDC are carried out in Belgium

through support of three local agencies, the most important of which is the A.I.V.G. of Brussels, which has a cash relief load of 1,046 persons. While in general the trend in the relief rolls of these agencies has been down, such savings as might be anticipated have been partly offset by rising costs.

France - France is reported to have a Jewish population of about 300,000 or two-thirds of the total for Western Europe. The number of assistees in all services which are supported by the JDC, and implemented through local agencies, is over 14,000.

The central fund raising and welfare agency for the Paris region - Fonds Social Juif Unifie - is responsible for carrying out the bulk of the services in behalf of both refugees and native persons. Its annual budget amounts to approximately \$2,500,000, of which the JDC share represents between 30 percent and 35 percent, the remainder coming from local, private, communal and governmental sources. The number of beneficiaries of cash assistance totals about 2,700; there are more than 800 children in 15 homes.

A program was begun in 1954, with the aid of Claims Conference funds, for the rebuilding, expansion or the establishment, wherever necessary, of essential communal facilities and services, including schools, medical establishments, canteens, children's homes and kindergartens. Concern has also been shown for the necessity of strengthening Jewish communal life both in Paris and in the provinces by allocating funds for the establishment of community centers.

A factor which may seriously upset the budget calculations for 1957 arises in connection with the emigration of Tunisian and Algerian Jewish families to France. While during the first five months of 1956 an average of 32 immigrant families turned each month to the local Jewish welfare agencies for assistance, currently this number has doubled. A further deterioration of conditions in

these countries will undoubtedly lead to a considerably greater influx and the financial pressures on the local welfare organizations will only be relieved by a larger measure of support from JDC together with the local community.

Sweden, Norway, Denmark, Holland - About 400 persons, many of them former TB patients, receive monthly welfare assistance in Sweden; a grant has been allocated for establishing a Home for the Infirm, in order to deal with unmet requests for this type of service; planning has begun for the establishment of a community center in Stockholm; wide-spread support is being given to various religious and cultural activities, particularly in behalf of recently resettled refugees finding themselves somewhat isolated in the smaller towns.

In Norway, a small assistance program, as well as a scholarship program destined to provide training opportunities for unskilled refugees, represent the services currently subventioned by JDC.

While the Danish Jewish community has supported local welfare requirements without calling upon JDC for aid, it has had to delay much needed repairs to various institutions for lack of adequate funds. It is for these specific purposes that some small allotments were made available for a home for the aged and for a synagogue in Copenhagen in 1955 and 1956 and it is planned to make small grants for similar projects in 1957.

The Dutch government has given approval to, and is providing two-thirds of the cost of, the construction of a much-needed Jewish mental hospital with a capacity of 76 beds. The remaining third of the cost is to be furnished by JDC over a two-year period, the first installment of which is included in the 1957 budget.

Switzerland - JDC covers about 20 percent of the budget of the central organization in Switzerland which concerns itself with aged, ailing and otherwise handicapped refugees. The cash relief load of this organization averages

about 350 monthly and the Home for the Aged houses about 120. While the number of persons requiring cash assistance has declined, the total budget cannot yet be met out of resources available from the government and from the Swiss Jewish community.

Portugal and Spain - Small residual caseloads will continue to require assistance.

Greece, Yugoslavia - The bulk of the funds reserved for Greece for 1957 is intended for the ongoing relief program conducted by the Central Jewish Relief organization, involving 340 beneficiaries of cash assistance and medical care.

In Yugoslavia, JDC funds in 1957 will cover the bulk of the operating costs of a home for the aged, which will care for 120 men and women and feed an additional 60 needy persons living outside the institution. Cash assistance will benefit approximately 300 persons regularly, and considerable support will be given to kindergartens and various cultural activities.

OTHER COUNTRIES.....Requirements: \$220,000

Relatively small numbers of refugees continue to require the aid of JDC in the Philippines, Central America and China, while \$100,000 is reserved for Australia, to enable local welfare societies to absorb the appreciable number of refugees who have found asylum on that continent. In time, because of the many economic opportunities which that country offers, they are expected to become self-supporting. In the meantime, during the transition period, new arrivals need help in their day-to-day living, in finding housing and in starting upon small business ventures. Currently, approximately 500 persons are being assisted regularly.

RELIEF-IN-TRANSIT.....Requirements: \$2,450,000

The very substantial relief needs which fall outside of the specific country programs described above are met through JDC's relief-in-transit services. In some respects, these programs are as important as any carried on anywhere by JDC.

RECONSTRUCTION.....Requirements: \$1,600,000

In 1956, the JDC grant to the World ORT Union totalled \$1,450,000 and constituted approximately 60 percent of the global budget of that organization. Through its vast network of schools in Europe and in Moslem countries, approximately 14,000 young people received training and instruction of varying duration, in a wide variety of skills and trades, the principal emphasis falling in the fields of mechanics, electrical repairs, carpentry, sewing, etc. In 1957, a grant of \$1,450,000 for the World ORT Union is again foreseen.

The credit institutions of the JDC have long played an important role in assisting Jewish professionals, artisans and small businessmen to meet emergency needs. In recent years, the programs have been widely extended and enlarged in Europe and in other areas such as Australia, North Africa and South America. They are proving to be particularly useful in assisting in the integration of newcomers in the countries of resettlement. There are 27 such institutions and they are issuing loans at a rate of over 4,000 per annum with a total value of about \$1,700,000. In order to continue and expand these programs further, a sum of \$150,000 is being reserved for 1957.

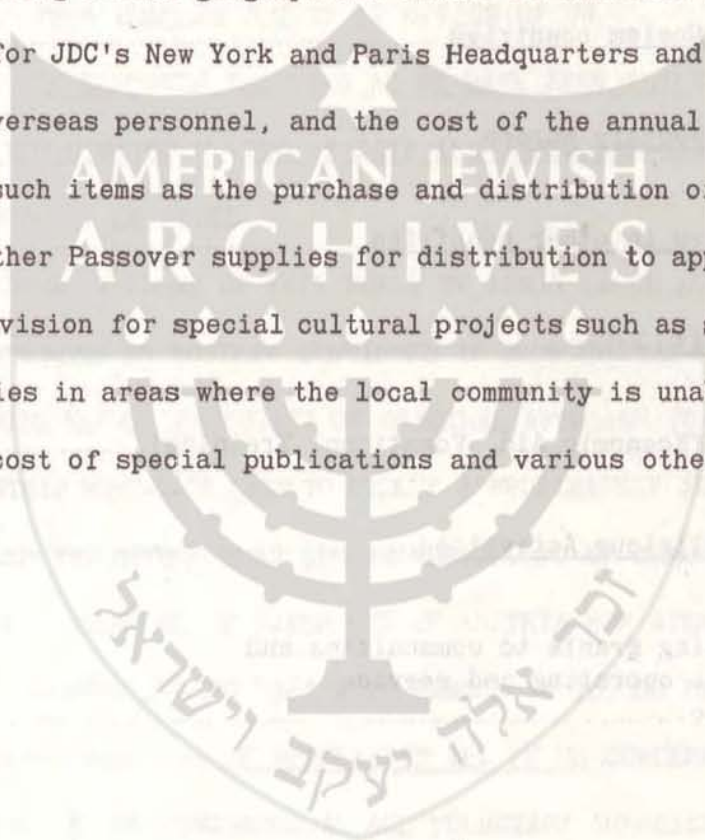
CULTURAL AND RELIGIOUS ACTIVITIES.....Requirements: \$660,000

For very many years, JDC has given financial assistance to various cultural and religious institutions and projects in Israel. Currently 80 yeshivoth receive regular monthly grants from the JDC and are given special assistance with respect to their central feeding establishments, where these exist.

About 1,700 refugees — rabbis, cantors and their dependents — benefit from regular monthly grants, and support is given to six research projects in which 100 individuals are employed. The continuation of this worthwhile program will require \$660,000 in 1957.

OTHER.....Requirements: \$2,138,000

This general category includes miscellaneous one-time grants for activities generally cutting across geographical lines: it includes the operating and service costs for JDC's New York and Paris Headquarters and its professional and other overseas personnel, and the cost of the annual audit. Likewise included are such items as the purchase and distribution of matzoth, matzoth meal and other Passover supplies for distribution to approximately 50,000 persons; provision for special cultural projects such as supplementation of teachers' salaries in areas where the local community is unable to bear the full expense, the cost of special publications and various other specialized services.



1957 BUDGETARY REQUIREMENTS
OF THE
JOINT DISTRIBUTION COMMITTEE

<u>Purpose</u>	<u>Amount</u>
<u>Support of Malben in Israel</u>	\$12,000,000
<u>Aid to Jews in Moslem countries</u>	3,500,000
<u>Aid to Jews in Western Europe</u>	3,982,000
<u>Relief activities in other countries</u>	220,000
<u>Relief-in-Transit</u>	2,450,000
<u>Reconstruction</u> (Economic Aid, Vocational Training).....	1,600,000
<u>Cultural and Religious Activities</u>	660,000
<u>Various</u> , including grants to communities and institutions, operating and service expenses, etc.....	<u>2,138,000</u>
	\$26,550,000

THE FOLLOWING CABLE FROM EUROPEAN REPRESENTATIVES OF THE JDC WAS RECEIVED FROM VIENNA ON FRIDAY, NOVEMBER 23, AS THIS BOOKLET WAS BEING READIED FOR THE PRESS

VIENNA

TO: JOINTDISCO

FORESEEING NO IMMEDIATE DECLINE INFLUX HUNGARIAN REFUGEES, JDC SETTING UP LONG RANGE PROGRAM IN AUSTRIA TO MEET NEEDS AND PROBLEMS NEW ARRIVALS.

CHARLES H. JORDAN, ACTING DIRECTOR-GENERAL OF JDC, IS MEMBER COORDINATING COMMITTEE ON REFUGEES FROM HUNGARY SET UP BY OFFICE OF UN.

"IT IS DANGEROUS TO CONTINUE THINKING AS WE HAVE BEEN THINKING TILL NOW OF AN EMERGENCY LASTING LIMITED NUMBER OF DAYS AND AFFECTING LIMITED NUMBER OF PEOPLE" JORDAN STATED. HE ADDED:

"DESPITE WILLINGNESS NATIONS OF FREE WORLD TO ADMIT LARGE NUMBERS OF HUNGARIAN REFUGEES, PROBLEM IN AUSTRIA CONTINUES TO GROW INSTEAD OF DIMINISHING.

"GLANCE AT FIGURES SHOWS INADEQUACY OF ORIGINAL APPROACH TO PROBLEM. COUNTRIES OUTSIDE AUSTRIA AGREED TO DATE TO ACCEPT APPROXIMATELY 35,000 REFUGEES; NUMBER ARRIVALS ALREADY FAR BEYOND THAT AND INCREASING AT AN UNPRECEDENTED RATE. OR PUT IT ANOTHER WAY, NUMBER BEING TAKEN OUT OF AUSTRIA NOW AVERAGES 1,000 PER DAY, NUMBER ENTERING COUNTRY DURING PAST WEEK RANGES TO 10,000 PER DAY.

"IN FACE OF THESE FIGURES IT IS IMPERATIVE ALL OF US CONCERNED THIS PROBLEM — GOVERNMENTS, INTER GOVERNMENTAL AND VOLUNTARY AGENCIES DEALING REFUGEES — REVISE OUR THINKING. WE MUST TAKE VIGOROUS MEASURES TO MEET SITUATION REALISTICALLY AND DEAL WITH IT IN FULL SCOPE OF ITS SIZE AND IMPLICATIONS. TO FAIL THESE PEOPLE IN THEIR SEARCH FOR NEW LIFE WOULD BE TRAGIC AND BEYOND DESCRIPTION.

WHEN REFUGEES STARTED TO POUR OVER BORDER 15 DAYS AGO, MAJOR RESPONSIBILITY FOR RECEPTION AND CARE OF JEWISH REFUGEES WAS UNDERTAKEN BY THE KULTUSGEMEINDE, OFFICIAL JEWISH COMMUNITY ORGANIZATION VIENNA, JORDAN REPORTED.

"AS INFLUX GREW, IT BECAME APPARENT THE SMALL JEWISH COMMUNITY WAS NOT EQUIPPED TO MEET THIS PROBLEM BY ITSELF, NO MORE THAN AUSTRIAN GOVERNMENT COULD BE ASKED TO MEET OVERALL SITUATION SINGLE HANDEDLY" HE STATED. HE EXPLAINED THAT:

"IN VIENNA, WORK IS STILL THE RESPONSIBILITY OF KULTUSGEMEINDE AND JDC WORKING HAND IN HAND WITH IT. WE NOW SUPPLY NECESSARY FUNDS AND ARE PROVIDING TRAINED PERSONNEL FROM OTHER COUNTRIES TO WORK WITH LOCAL PEOPLE. THE JEWISH AGENCY PROCESSING CANDIDATES FOR MIGRATION TO ISRAEL AND HIAS IN CHARGE OF MIGRATION TO OTHER COUNTRIES.

"WE ARE DIRECTING MORE AND MORE JEWISH REFUGEES AWAY FROM VIENNA TOWARD OTHER PARTS OF AUSTRIA. JDC TAKING FULL RESPONSIBILITY IN OFFICES SET UP IN SALZBURG AND LINZ. IN SALZBURG WE PROVIDED HIAS WITH ACCOMMODATIONS FOR PROCESSING MIGRATION OF JEWISH REFUGEES TO AMERICA."

DESPITE DIFFICULTY LOCATING ALL JEWISH REFUGEES, OVER 1,300 REGISTERED AS OF MIDNIGHT NOVEMBER 21 AND NEWCOMERS NOW REPORTING TO JEWISH AGENCIES AT RATE OF 150 DAILY.

1957 BUDGETARY REQUIREMENTS

of the

NEW YORK ASSOCIATION FOR NEW AMERICANS

The Jewish immigrant who comes to the United States today is, in many respects, different from the Jewish immigrant of the immediate post-war years. In one vital respect, however, they are similar: they both need help to gain a foothold in the new world.

The majority of those who come to the United States settle in New York City and apply to the New York Association for New Americans. This has been true since 1949, when NYANA assumed complete responsibility for the rehabilitation of Jewish newcomers making their homes in the metropolitan area. It will be no less true next year when, in spite of restrictive immigration laws, it is estimated that 3,000 Jewish immigrants will enter this country.

The largest proportion of these newcomers will make their homes in the Greater New York area, as has been the case in the past. It is essential that NYANA be prepared to offer these newcomers, as it did to its predecessors, the kind of help which has proven so effective since 1949 in guiding over 57,000 newcomers to economic independence, and to cultural integration into the mainstream of American life.

The pattern for NYANA's 1957 activities is based on the record of its achievements during 1956. In 1956, through its broad range of social services, NYANA helped 4,000 recent Jewish immigrants in the often difficult process of adjustment to life in a new land. More than 2,600 of these newcomers arrived in 1956 alone and settled in New York City.

According to present indications, the total number of Jewish arrivals to the United States in 1956 will be more than 5,000 -- an increase of 1,000 over the number of arrivals in 1955. Today's immigrants are arriving under the

regular immigration law -- the McCarran-Walter Act -- and the Refugee Relief Act of 1953. Although Jewish immigration has increased during this year because of the Refugee Relief Act, many who had hoped to arrive under this Act were unable to do so, due to its restrictive requirements. This Act will expire on December 31, 1956, but those who receive visas will be able to enter the country until April 1957. It is, however, clear today that the full immigration goal set by the Act cannot possibly be attained by its expiration date.

From the outset, NYANA's machinery was geared to bring in as many eligible refugees as possible under the provisions of the Act. More than 600 assurances, covering about 1,800 individuals, have been processed by NYANA under the Act. Many of the individuals for whom NYANA issued assurances have already arrived in this country, and there is a strong hope that a substantial portion of the remainder will be able to find refuge on American soil before the Act expires.

There is growing recognition that improvements in our immigration laws are necessary. For example, in the last session of Congress, the Senate passed a bill which provides for the continued use of the unused visas under the Refugee Relief Act. This bill also eliminated the mortgaging of quotas under the previous Displaced Persons Act, and contained other provisions. However, the bill did not pass in the House of Representatives. The platforms of both parties contain favorable planks for improvements in our immigration laws. It is hoped that the next Congress will enact remedial measures so that thousands of men, women and children who have set their hearts on migrating to this country will be able to do so.

At the time of this writing, the United States Government has agreed to admit 5,000 Hungarian refugees who fled to Austria as a result of the recent

uprisings in Hungary. They are to be admitted to this country under the Refugee Relief Act or through other provisions. NYANA has already issued additional assurances under the Refugee Relief Act to absorb those Jewish families who can enter under this measure and who will be settling in New York City.

NYANA'S ACTIVITIES — 1956

Over the years NYANA has developed a range of services and effective techniques to assist the newcomer. The first step in helping the new arrival to become a self-sufficient American is to assist him in the appraisal of his needs. In 1956 almost 2,500 families came to NYANA seeking various kinds of services. Careful evaluation by skilled interviewers determined that 75 per cent of the applicants required individualized help from one of NYANA's specialized departments, either Family Service or Vocational Service. Twenty-five per cent of the applicants were helped immediately through guidance, or were referred to an appropriate agency in the community.

For the family without any funds, with health or other complicated problems, and without relatives to whom it may turn, the Family Service Department continues to provide skilled casework help and the financial assistance to meet the basic necessities for establishing a home; for food, clothing, medical and dental care, and other needs. In determining how best to meet a family's particular needs, the department gives careful consideration to the immediate situation and long-term total adjustment. Many of the families receiving this help are the "hard core" of the agency caseload who require intensive and specialized care so that they may be rehabilitated and helped to become self-supporting. In 1956, about 1,700 persons required a wide range of assistance from the Family Service Department.

The caseload of the Department was 197 families on January 1, 1956 (the average family has about three members). During the year, 338 additional

families received help and the cases of 327 families were closed because they no longer required help. Thus, the services rendered enabled most of the families to become self-supporting, since only 208 cases are expected to remain in the department at the end of the year.

Expenditures for direct relief and rehabilitative services provided by the Family Service Department in 1956 totalled \$355,088. These funds were distributed as follows:

\$219,444 -- for food, shelter and utilities
23,436 -- for medical care
37,639 -- for hospital and institutional care
5,681 -- for clothing
37,639 -- for furniture and household repairs
to help families establish a home
7,101 -- for vocational training
14,918 -- for the rehabilitation of the
clients in NYANA's Work Center
9,230 -- for other relief expenditures

As with most Americans, a job is the keystone of independence for the newcomer. During 1956, NYANA's Vocational Services Department continued to direct its help to assist the immigrants to become self-supporting as soon as possible through vocational counseling and guidance, training and job placement services. Every activity of the department is directed toward ultimately placing the newcomer in a job whereby he can earn his own living and support his family. The department provided its services to 1,820 persons during the year. The total number of immigrants placed in jobs came to 1,400. Due to conditions beyond their control, many immigrants arrive here without a trade or marketable skill. Sixty newcomers were placed in special vocational training programs which covered 17 different industrial fields. Within eight to

ten weeks after completion of training, many of the trainees are able to support their families.

The sheltered workshop which NYANA established in June, 1955 to rehabilitate the handicapped and the aged served a total of 61 clients during its first year of operation. About three-quarters of those who attended daily are over 60 years of age. A number of the aged and handicapped individuals have been helped to secure employment in private industry. Others have been assisted to secure specialized training, which was previously unavailable to them without the workshop experience. For all, the workshop, or Work Center as it is called, has provided real assurance of their human usefulness and productivity.

NYANA'S EXPENDITURES — 1956

During 1956, NYANA spent about \$718,000 to provide the essential services described above. Of this sum, \$568,551 was used for NYANA's own services and \$149,449 for other organizations serving immigrants in New York City.

REQUIREMENTS FOR 1957

The estimate of needs for 1957 is based on providing services for the newcomers who are expected to arrive during the coming year and for those immigrants who are already here but will still require some help. It takes into consideration the fact that, for the first three months of 1957, immigrants will still be arriving under the Refugee Relief Act, the nature of the caseload for which the agency will be responsible next year, and the types of services that will be required to help as many families as possible become self-supporting. The estimate does not take into consideration any changes in legislation which may increase the flow of Jewish immigrants into this country, and thereby increase the amount of funds required.

NYANA expects to serve about 3,000 individuals in all of its departments

during 1957, and it is again anticipated that the majority of these can be served without requiring the outlay of relief funds.

It is estimated that the Family Service Department will provide services to about 472 families representing 1,416 men, women and children. The case-load of this department will continue to consist of difficult and complicated family situations.

The Vocational Services Department in 1957 will provide its specialized services to about 1,600 individuals. The Work Center for the handicapped and aged clients will continue its program for those who still require its services and for the new clients who may be found eligible for its program.

As always, NYANA will continue to review its program and modify or expand its services in order to best meet its specialized role in the community. NYANA's total needs for 1957 are now estimated at \$753,250. This sum will be distributed as follows:

Family Services — relief and rehabilitation.....	\$450,030
Vocational guidance, training and employment.....	90,630
Reception and referral.....	17,095
Office and administrative services.....	48,770
Subventions.....	<u>146,725</u>
Total.....	\$753,250

The subvention of \$146,725 is for the Service to Foreign Born program of the New York Section, National Council of Jewish Women. This organization provides specialized and technical immigration and naturalization services to many thousands of families and individuals in New York City.

Those who hope to come to this country in 1957 and settle in metropolitan New York can depend upon NYANA to act as their advocate and guide to speed them toward their goal of independence, with funds supplied by the United Jewish Appeal.

20th

CAMPAIGN FOR LIFE AND FREEDOM

AMERICAN JEWISH
RESERVES

1958

**BUDGETARY
REQUIREMENTS**

of the Constituent

Agencies of the

UNITED JEWISH APPEAL

To save and rebuild lives and help
Israel's people absorb newcomers



1958

BUDGETARY NEEDS

of the Constituent Agencies of the
UNITED JEWISH APPEAL

AMERICAN JEWISH
ARCHIVES

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THE UNITED JEWISH APPEAL IN 1958

In 1958 the United Jewish Appeal will conduct its 20th consecutive annual campaign to finance the major humanitarian programs of the American Jewish community. As it begins the effort that will round out its second decade, UJA can point to a magnificent achievement — more than 2,600,000 men, women and children aided and more than 1,300,000 lives saved — made possible by its hundreds of thousands of devoted supporters and campaign workers during the years since the first unified drive in 1939.

The UJA's 20th campaign year comes during the 10th year of Israel's Statehood. These two events have a profound relationship. The greatest achievement of Israel's people in this first decade has been their welcoming of more than 900,000 immigrants from lands of persecution or insecurity. This vast work of rescue and resettlement could not have been maintained without the massive financial support made available by the Jews of America through the UJA.

The following pages present the 1958 budgetary requirements of the UJA constituent agencies — the United Israel Appeal, Joint Distribution Committee and the New York Association for New Americans — to carry forward welfare, migration, resettlement and rehabilitation services benefiting more than 600,000 Jews in need in Israel, in more than a score of other countries abroad and in the United States.

Their combined budgets total \$237,031,800. But there will be an estimated \$35,000,000 made available to some overseas operations of the UIA and the JDC from sources other than the UJA (see note at bottom of summary table on Page 4), leaving the amount of \$202,031,800.

This is a heavy budgetary responsibility. But it is based on a realistic program to implement Jewish survival and Jewish renaissance. And in the light of American Jewry's record of dedication over the last two decades, the UJA takes up the great task of its 20th campaign with confidence that American Jews will want to meet the stern challenge of the year ahead.

The most extensive need revealed in the following budgetary presentations — both in terms of people to be helped and monetary requirements — is to keep the way open for the movement of refugee Jews to freedom and to speed housing and economic integration programs for newcomers in Israel.

Israel's people, it must be noted, are continuing to give haven to the overwhelming majority of Jews on the move from areas of insecurity and despair. But, struggling with ponderous economic and security problems, they cannot carry the vast immigrant absorption burden unaided.

This year's problem of transferring scores of thousands of refugees and giving them a new start grows out of the greatest dislocation of Jews in nearly a decade. During 1957, more than 120,000 Jewish men, women and children

sought to get out of lands where they could see no hope and no future. They fled from Hungary, Egypt and North Africa. Thousands were permitted to leave Poland. Close to 82,000 of the total entered Israel, with another 27,000 going to the United States, Britain and British Commonwealth nations, Western Europe, Latin America and a scattering of other countries. Additionally, some 15,000 Jews were repatriated from the Soviet Union to Poland, where they are now to be aided by UJA, through the JDC, which has been invited to resume its work in that country after an absence of eight years.

The 1957 experience must be kept in mind in considering the 1958 budgets outlined in the following pages. For 1958, budget items are based on an estimated migration of 80,000 Jews, chiefly from Eastern Europe, with up to 70,000 entering Israel and the remaining 10,000 going to other countries of the free world. But remembering last year's developments, it must be recognized that unforeseen international changes or political upheavals may produce new pressures for Jewish migration and create rescue needs which might far outdistance the budgetary allocations presented in this book.

The upsurge in Jewish migration went far beyond the budgetary estimates last year, but the extra proceeds of \$30,000,000 from the UJA Emergency Rescue Fund — while less than a third of the amount sought — kept the situation from getting completely out of hand. By utilizing available funds to the best advantage and by extemporizing many emergency procedures, the UJA agencies moved the swollen total of refugees to safety and helped resettle the majority. With Israel taking in most of the uprooted and far more than the original estimate, the main burden of the deficit fell upon the Jewish Agency and the Government of Israel. The outpaced immigrant absorption program in Israel, therefore, looms large in the 1958 over-all budget. The problem could grow to new crisis proportions if 1958 produces more unexpected international contingencies.

The budget of the United Israel Appeal, totalling \$207,200,000, reflects the critical immigrant absorption picture in Israel. The Jewish Agency was severely limited in its capacity to absorb the 81,000 newcomers who arrived from October, 1956, to October, 1957. Housing is now the most acute problem. Reception and welfare services for the sharply increased numbers of immigrants used up some of the funds needed to build new settlements and permanent housing. As a result, 22,000 families — some 100,000 individuals — continue to exist in the inadequate and demoralizing makeshift shelters of the ma'abaroth. In addition, the Jewish Agency must speed its vital programs to organize new communities and develop agricultural facilities as well as continuing technical and financial aid to consolidate the 460 post-Statehood settlements.

The Joint Distribution Committee budget, calling for a total of \$28,591,000, also reflects the increased needs springing from the widespread dislocation of Jewish populations. Some 200,000 dependent Jews in Israel, Europe, Moslem lands and other areas must be helped by the JDC in 1958.

A welcome new development is JDC's return to Poland after a nine-year forced halt in its long record of sustaining Polish Jewry. At the Polish Government's invitation, JDC is setting up aid programs for some 10,000 Jews who have recently been repatriated from the Soviet Union. All UJA supporters share in the emotional lift of this renewed contact with the remnant of a

great Jewish community which was a mighty well-spring of Jewish cultural and spiritual resources. The number of repatriates may be enlarged by another 15,000 to 20,000 returnees during the year, and JDC may be required to cope with greatly increased responsibilities in Poland before the close of 1958.

JDC also must carry forward its life-sustaining programs for some 100,000 Jews marking time in countries of their present residence or in refugee centers while waiting for permanent resettlement, and JDC must maintain its Malben program in Israel which cares for thousands of aged, ill and handicapped newcomers.

The New York Association for New Americans also is confronted with increased responsibilities growing out of the upsurge in Jewish migration. Its 1958 budget requires \$1,240,000 to aid 5,000 individuals. With responsibility for assistance to Jewish immigrants arriving in the New York vicinity — where most immigrants arrive in the United States — the NYANA operation must be highly flexible to deal with sudden changes in immigration policies and procedures.

The combined budgets of the UJA constituent agencies project global assistance programs to benefit more than 600,000 men, women and children — close to 450,000 of them in Israel. This great multitude of the unabsorbed, uprooted, underprivileged or dependent will find in 1958 — as Jews in need have found throughout the years — that the American Jewish community stands ready to accept its responsibility as the mainstay of all Jews who need help.

In 1958 the UJA counts on the demonstrated devotion of American Jews to make its 20th year a beacon of humanitarian service that can light the way to a life of dignity and a hopeful future for thousands who otherwise would sink into despair. And in 1958, too, the American Jewish community, through the UJA, will make Israel's 10th year of Statehood more meaningful by joining with Israel's self-sacrificing people to keep the gates of freedom open and to build a creative future for the oppressed and the driven.

1958 UJA ACTIVITIES AT A GLANCE

Number of Persons Requiring Assistance, by Agency

<u>Agency</u>	<u>No. of Beneficiaries (a)</u>
United Israel Appeal.....	410,000
Joint Distribution Committee.....	200,000
New York Association for New Americans.....	5,000
	<u>615,000</u>

Welfare Aid Programs (b)

<u>Child Care</u> , including homes for children, nurseries, hot meals in schools, etc.....	190,000
<u>Medical Aid</u> , including infant care, anti-trachoma measures, specialized aid and preventive medical care.....	183,000
<u>Aged, invalids, chronically ill</u>	71,000
<u>Education</u> , including cultural and religious activities.....	117,000
<u>Ma'abaroth</u> (maintenance and upkeep).....	80,000

Reconstruction and Rehabilitation Programs

<u>Agriculture</u>	
Consolidation of existing farms { 34,000 units.....	136,000
Grants and Aid to advanced farms {	
Housing (17,000 units for immigrants).....	70,000
(6,000 units for Ma'abaroth dwellers).....	30,000
<u>Technical Aid</u> , including agricultural guidance.....	210,000
<u>Irrigation</u> : improvement and expansion of water supply	
<u>Economic Aid</u>	
Loans to artisans, storekeepers, merchants, etc.....	26,000
<u>Vocational Training</u> , including ORT Organization for Rehabilitation through Training and Youth Aliyah.....	36,000
<u>Emigration</u> , Relief in Transit.....	80,000

(a) Unduplicated figures

(b) Inasmuch as the same person may benefit from various types of UJA-financed programs, the number of beneficiaries by type of welfare aid and rehabilitation programs exceeds the total number of persons aided.

1958 BUDGETARY REQUIREMENTS

<u>Agency</u>	<u>Amount</u>
United Israel Appeal.....	\$207,200,000
Joint Distribution Committee.....	28,591,000
New York Association for New Americans.....	<u>1,240,800</u>
	\$237,031,800
Less revenue from other sources (c).....	<u>— 35,000,000</u>
To be provided by the United Jewish Appeal.....	\$202,031,800

(c) Includes income from German reparations, grants from the Conference on Material Claims, philanthropic contributions outside U.S.A., etc.

1958 BUDGETARY REQUIREMENTS
of the
UNITED ISRAEL APPEAL

For the Rescue and Resettlement Program
of the Jewish Agency

Introduction

In an age in which technological progress has given man awesome stewardship over the means of total destruction, it is sometimes difficult to affirm the sanctity of each individual human life. Yet, the Biblical command 'Thou Shalt Choose Life' is as imperative today as it was 2,000 years ago. On the following pages, the United Israel Appeal on behalf of the Jewish Agency presents the story of more than 80,000 men, women and children who could choose life in 1957 and of the tens of thousands whose future is up to us in 1958.

In submitting the budgetary requirements to the National Conference of the United Jewish Appeal, the UIA realizes that no set of figures can fully reflect the hopes and fears, the suffering and courage of those whose chances to 'choose life' depend to a large extent upon the generosity of American Jewry. To do full justice to the humanitarian aspects of the Jewish Agency's immigration and resettlement work, to present it within the proper context of all the complex economic conditions and political tensions which affect the Agency's program, would require a far more extensive survey and a more complete analysis than can be given on these pages.

The following report, therefore, does not attempt to convey the full impact of Israel's dynamic growth, the ever-present sense of 'history in the making' which has spurred her people to telescope the achievements of generations into a single decade. At a time when the future of tens of thousands of

Jewish men, women and children may depend on the deliberations and resolutions formulated by this year's UJA conference and on the speedy implementation of these resolutions by Jewish communities throughout the United States, a program of action must take precedence over historical analysis.

To offer a factual basis for the formulating of such a program of action, the UIA presents the following summary of current trends and developments as they are reflected in the activities and budgetary requirements of the Jewish Agency.

The Shadow of Unmarked Graves

"Jews who have been living in the shadow of thousands of unmarked graves are today turning their eyes to the one land which for them spells dignity, life and hope." In these words, an American visitor describes the feeling of a Jewish community behind the Iron Curtain which after long years of isolation has renewed its contacts with the rest of World Jewry.

The influx of new arrivals from Iron Curtain countries has been the outstanding feature in this year's immigration to Israel. Out of some 75,000 who entered the country during the first eleven months of 1957, some 40,000 hailed from Eastern Europe. The remnant of what was once the greatest flourishing center of Jewish life is striking new roots in the Jewish homeland.

Since May, 1948, over 900,000 immigrants have come to Israel from 72 lands. Yet, in this heterogeneous human tide, the newcomers from Eastern Europe stand out as a poignant reminder of the most devastating decade of terror and persecution in the annals of the Jewish people. In Poland alone, a thriving Jewish community of more than three million has been reduced to less than 50,000. For every Jew who walks the streets of a Polish city today, the shadows of sixty Jewish martyrs walk beside him.

Yet, the growing desire to emigrate to Israel which is manifest among

Jewish communities behind the Iron Curtain, is spurred not only by the haunting memories of the past, but also by the fact that these communities face a bleak future.

Anti-semitism, which has been endemic in these areas for centuries, dies hard. In Poland, for example, even the Gomulka regime has not been able to prevent scattered incidents of Jews being molested or even physically assaulted in public places. Housing and employment opportunities for Jewish repatriates from Russia are grossly inadequate.

One of the most tragic aspects of Jewish life in Eastern Europe, however, is the problem of Jewish youth. Today, the same Jewish communities whose physical existence was dealt a near-death blow by Hitler's henchmen are faced with the threat of spiritual atrophy because they are losing their children to an alien way of life. As one immigrant mother reports: "My daughter was on the verge of conversion to Christianity because she did not dare absent herself from religious instruction in her Catholic school. She felt that she did not dare admit that she was different. She began to hate us, to hate herself for being a Jew. This is why I came here. I want my child to grow up among her own people."

At this moment, the UIA agencies do not have any direct representation in Eastern Europe. Yet, the report by JDC (p. 25), which recently renewed relief operations in Poland, gives some indication of conditions in what is probably the most liberal of the Iron Curtain countries. If, even under the Gomulka regime, many Jews cannot see a future for themselves and their children in their present country of residence, it can be readily understood that pressure for emigration has been rising among other Jewish communities behind the Iron Curtain.

Reception Around the Clock

During the past year, immigrant reception around the clock has often been the order of the day. Israel's gangplanks to freedom were not pulled in at sundown.

The reception of the newcomers with its rounds of milk, smiles and DDT — the Jewish Agency's prescription for the tense and tired arrivals — has developed into a fast-paced, smooth-working routine. Yet, each boatload of immigrants re-enacts the dramatic story which one American reporter called 'the man-made miracle of Israel.' The stage props remain, but the actors are always new.

One of the outstanding features of the latest immigration wave is recorded on the immigrants' registration sheets under the heading 'occupation'. During the past twelve months an increasing number of new arrivals have listed such professions and technical skills as physician, engineer, architect, geologist and mining expert. Many of them have completed advanced training in their specialized fields and are experts in the most up-to-date methods of research and technology.

This shift in occupational background spells many potential economic advantages for Israel; yet, it also points to a formidable array of new problems. On the one hand, the newcomers' skills could make significant contributions to Israel's social and economic progress. On the other hand, however, the group-approach to resettlement which has proved effective in the past must be replaced by selective and individual treatment. Housing facilities often must be found in crowded urban areas and employment opportunities must be carefully investigated to assure that each newcomer will be able to utilize his valuable professional training and experience to the fullest extent.

Israel's Share in the Absorption Program

The complexity of the immigration and rehabilitation process in Israel is compounded by the international situation and the country's own economic problems.

In 1957 the people of Israel did more than their share. Their taxes contributed towards immigrant housing and agricultural development. Their children shared already crowded classrooms with immigrant youngsters. Their sick were crammed into hospitals inadequately equipped to cope with the rising need for medical care.

But despite all the sacrificial efforts on the part of Israel's people, their financial resources were too meager to assist in all aspects of immigrant absorption.

Unavoidable defense spending and heavy budgetary outlays caused by mass immigration, led to a renewed upward turn in the inflationary spiral. Computed on the basis of September, 1951, as 100 points, Israel's consumer price index rose from 254 points in January, 1957, to 269 points in August of that year. In this sense, the 'pangs of absorption' are felt not only by the new arrivals themselves but are experienced by every housewife who finds that inflation is playing havoc with the carefully balanced family budget.

Too Little Yet Not Too Late

While the people of Israel are caught between mounting defense needs and rising prices, the Jewish Agency's rescue and resettlement program has been further hampered by the fact that UJA's Emergency Rescue Fund has failed to keep pace with the tempo of immigration.

According to current estimates, the rescue and initial absorption of one refugee during a twelve-month period requires an average expenditure of \$1,000. On the basis of these estimates, Israel alone needed \$80,000,000 to receive and assist 80,000 newcomers in 1957. Yet, total receipts of the Emergency

Rescue Fund, including receipts used for rescue and resettlement outside Israel, did not reach even half that figure.

Had the Jewish Agency decided to cut the immigration program to fit her share in the Emergency Fund, more than 50,000 refugees who came to Israel during the past eleven months would still be waiting behind the Iron Curtain, in Egypt, North Africa or Austrian DP camps. Yet, operating on the principal that too little is better than too late, the Agency arranged for the transfer of these refugees regardless of financial considerations. Though 'too little' implies severe hardships for the newcomers, past experience has shown that in the Agency's immigration program it is only the 'too late' which must be avoided at any cost.

What does 'too little' mean in terms of the 80,000 who did arrive in Israel in the course of 1957? Because of the critical shortage of philanthropic funds, 35 to 40 per cent of the newcomers must be accommodated in huts and other temporary housing units. Welfare cases, which account for about 15 per cent of the year's immigration, cannot receive proper attention and care. Instead of full economic integration, auxiliary employment for new settlers in development areas averages only three days a week per head of family, barely enough to provide food and other basic necessities.

Yet, it is not too late to make up for what could not be achieved in 1957. The gifts of American Jews in 1958 can still turn the ingathering of the refugees into a homecoming in the fullest sense of the word.

Mounting Backlog

The above outline of unmet needs points to what at first glance may be considered a paradox. Despite the fact that total receipts of UJA in 1957 registered a significant advance over previous years, the backlog of deferred projects on the books of the Jewish Agency continued to pile up.

The explanation for these contradictory trends will be found in the fact that the Agency's program is cumulative. The full rehabilitation of 900,000 newcomers and the consolidation of 460 post-Statehood settlements is a complex process which cannot be completed in a single budget year. The extent of the current absorption backlog can be gauged by the fact that the elimination of the remaining ma'abaroth, which have a total population of more than 100,000 individuals, would require close to 90 million dollars. Investments needed for the full consolidation of 32,000 post-statehood farms (about 60 per cent of all farm units in the country) are estimated at around 270 million dollars.

Taken by themselves, these figures may cause grave concern. Yet reviewed against the background of past achievements they are far from discouraging. Compared to the total of 900 million dollars which the Jewish Agency spent on the rescue and rehabilitation program since May 1948, the above figures show that despite the constant pressure of mass immigration, about two-thirds of the job has already been done.

BUDGETARY REQUIREMENTS IN 1958

TOTAL BUDGET.....\$207,200,000

The combined budgetary requirements of the Jewish Agency, the United Israel Appeal and the Keren Hayesod in 1958 are estimated at \$207,200,000. These estimates take into account funds needed for the rescue and rehabilitation of 70,000 Jews from depressed areas in Europe and North Africa; allocations due to 460 post-Statehood settlements; investments in housing for immigrants who arrived within the past nine years; and payments for other pressing obligations which must be met in the course of 1958.

RESCUE AND INITIAL ABSORPTION

BUDGETARY REQUIREMENTS.....\$70,000,000

Immigration in 1958

The main consideration in determining the Jewish Agency's immigration program in 1958 is not 'who will want to come to Israel' but 'who will be allowed to come'. The difference between the number of prospective immigrants and those who will actually be permitted to leave their country of origin is likely to run into the hundreds of thousands.

In 1958, the Jewish Agency will require a total of \$11,270,000 for the transfer of immigrants, including costs of transportation as well as services en route. As in the past, a number of transit centers will be maintained in France, Italy and Greece, where immigrants will be assembled, screened and given medical care if needed. Jewish Agency representatives will continue to accompany transports, acquainting travellers with conditions they will find in Israel and mapping absorption plans for them.

Initial Assistance

It is estimated that initial assistance for newcomers in 1958 will require a total of \$13,930,000. As in previous years, this sum will include expenditures for the distribution of household goods such as beds, blankets, chairs, tables and kitchen utensils; the services of trained social workers and vocational guidance teams; and health insurance for all new arrivals for a period of three months. However, the bulk of the funds marked for initial assistance in 1958 will be spent on the following projects:

Absorption of Professionals and Skilled Workers. As indicated in the introduction to this UIA budget, immigration from Eastern Europe brings to Israel a relatively large number of professional and skilled workers whose absorption problems must be dealt with on an individual basis. In addition to assisting these new arrivals in finding suitable employment, the Jewish Agency will grant special loans to those who require a transitional period of retraining (lawyers and teachers, for example) before they can return to their previous professions.

Loan Funds. For a number of years, the Jewish Agency has provided special loan funds which enable immigrant artisans to acquire tools and other essential equipment. During the coming year, these funds must be increased to include loans to physicians, dentists and other professionals who will establish themselves in development areas where there is a growing demand for their services.

Social Welfare Cases. As rescue immigration is by its very nature non-selective, it is anticipated that social problem cases and their dependents will constitute about 10 to 15 per cent of all arrivals in 1958. While JDC's Malben organization is relied upon to care for aged, sick or handicapped newcomers, the Jewish Agency must make special arrangements for 'employment problems', i.e. elderly people or widows with small children.

Absorption of Immigrants in Agriculture

Because of pressing obligations in other areas, the Jewish Agency in 1958 will establish only 10 to 15 new farm villages. However, a plan has been worked out which will make possible the settlement of about 20 per cent of all new arrivals (about 3,500 families) mainly in existing communal villages and smallholders' settlements. The following features of the agricultural absorption program for 1958 present a noteworthy departure from earlier techniques:

Lower Costs. By utilizing openings in existing villages, the Jewish Agency expects to lower total settlement costs from \$20,000 to less than \$12,000 per farm unit, or about \$40,000,000 for 3,500 units. Initial investments in 1958 are estimated to amount to \$10,800,000, with the balance to be distributed over a three-year period.

Hired Labor on Farm Estates. Since most of the new arrivals have no previous experience in agriculture, the Jewish Agency will settle about 700 families near large farm estates operated by contracting companies which will employ the newcomers on a 'earn as you learn' basis. In this way, the prospective farmers will not only have a reliable source of income during their first months in the country, but will also have gained considerable experience in many branches of agricultural work before the consolidation of their own holdings has been completed.

One-year Trial Period. For a number of years, Israel's kibbutzim (communal settlements) have suffered from a shortage of labor. However, new immigrants were often reluctant to join villages where communal dining halls and other aspects of a closely knit cooperative brought memories of DP camps and communist-style collective farms. In order to give new arrivals an opportunity to appreciate the true nature of the kibbutzim which could offer substantial economic advantages to many immigrants, the Jewish Agency has arranged for a one-year trial program for newcomers in communal settlements.

Housing.

The guiding thought of every Jewish Agency plan is the phrase 'no more huts'. Yet year after year, the shortage of philanthropic funds has forced the Agency to accommodate thousands of newcomers in temporary housing units.

Investments in temporary accommodations which, sooner or later, must be replaced by permanent structures, constitute a tragic waste of scarce resources.

While the average cost of a permanent housing unit for one immigrant family is estimated at \$4,000, total housing expenditures for the same family will rise to \$6,000 or more if the newcomers must pass through an initial phase of temporary settlement.

Between 1950 and 1955, the Israel Government assumed full responsibility for immigrant housing. Since 1956, however, other pressing demands on the Israel Treasury have forced the Jewish Agency to assume an increasing share in the financing of this program.

It is estimated that new arrivals in 1958 will require about 17,000 housing units. As the Jewish Agency must provide at least 50 per cent of all housing costs in 1958 (or an average of \$2,000 per unit), the current budget includes a figure of \$34,000,000 for housing.

PARTIAL ELIMINATION OF MA'ABAROTH

BUDGETARY REQUIREMENTS.....\$15,700,000

According to Webster, the origin of the word 'slum' is uncertain. This note serves well to characterize the basic nature of slums. Nobody builds slums. Their origin is uncertain. They develop by default not by design.

The Hebrew language has as yet no precise term for slum. The near-slum settlements which pockmark some sectors of Israel are known as ma'abaroth, a term derived from the Hebrew word ma'avar, that is, "transition".

The word ma'abaroth first appeared in the Israel vocabulary in 1950 to designate the clusters of tin and wooden huts which were set up as "temporary" accommodations for new immigrants. However, in rapidly changing Israel these transition settlements are assuming a disturbing air of permanence. Is it possible that a future Israeli lexicographer will enter the notation:

Ma'abaroth; eng.: slums; origin uncertain?

Fanciful though this question may seem, the harsh truth is that at this moment it cannot be answered with an unequivocal no. Year after year, the pressure of new immigration waves has forced the Jewish Agency to postpone the construction of permanent homes for ma'abaroth dwellers, of whom many have spent four or five years in substandard living quarters.

At present there are some 22,000 families (about 100,000 persons) living in transition settlements with an equal number accommodated in semi-permanent housing units in development areas. For the coming year, the Jewish Agency's share in a country-wide construction program which will provide permanent homes for at least one-third of the families now living in ma'abaroth will amount to \$15,700,000.

AMERICAN JEWISH ARCHIVES

EDUCATION AND HEALTH

BUDGETARY REQUIREMENTS.....\$15,500,000

During the initial period of mass immigration, the Jewish Agency did not allocate special funds to provide health and educational services for the new arrivals. Yet, over the years, it has become increasingly difficult to expand public services at a rate commensurate with the mass influx. If one remembers that last year alone the ratio of newcomers to settled population in Israel was equivalent to an immigration of close to 7,000,000 in the United States, it can readily be understood that ordinary means of financing the expansion of schools and hospitals in Israel have failed to keep pace with spiralling needs. As the Israel Government, burdened by heavy defense expenditures, is unable to provide for an accelerated expansion of public services, the Jewish Agency's budget must include special funds for these activities.

Elementary and Higher Education

During the coming year, Jewish Agency subsidies will help to expand

elementary schools in immigrant villages and newly developed townships. In addition, the Jewish Agency in cooperation with the Israel Government will provide some 4,000 scholarships for gifted immigrant youngsters whose parents cannot afford the relatively high fees in secondary and vocational schools. The Jewish Agency will also make allocations to institutions of higher learning, such as the Hebrew University, the Haifa Technion and the Weizmann Institute of Science, which accept students from among the new immigrants at minimal tuition rates.

Adult Education

As in any immigration country, Israel's student population ranges from six to over sixty. To offer accelerated adult education courses in Hebrew and allied subjects, especially for professionals and white collar workers among the immigrants, the Jewish Agency in cooperation with the Israel Government organized special seminars which employ the most up-to-date methods of language teaching. These seminars or Ulpanim which were first set up in 1949, have by now grown into a network of 61 centers with a total student body of more than 13,000.

Health Services

The widening gulf between increasing population figures and existing hospital facilities in Israel is causing grave concern. Warning that "hospital corridors are overcrowded with extra beds" the head of one of the country's largest hospitals reported that his institution operates continually at 10 per cent above capacity. In one instance, a regional hospital in one of the outlying development districts had to be closed for lack of operating funds.

Fully aware that mass immigration is one of the major causes of Israel's hospital problem, the Jewish Agency in 1958 will contribute towards the upkeep

of a number of Government sponsored clinics and hospitals. Though these contributions may not be sufficient to expand existing facilities, they will assure the continued operation of hospitals in those parts of the country which are far removed from other medical centers.

AGRICULTURAL SETTLEMENT

BUDGETARY REQUIREMENTS.....\$54,800,000

Throughout Israel, the bleak young settlements of yesterday are turning into flourishing farming communities. This process of maturation and consolidation, which has taken place slowly, often imperceptibly, is beginning to show very gratifying results in rising production figures, well-stocked stores and declining expenditures on food imports. During the past year, the value of agricultural produce in Israel increased by 10 per cent while the value of agricultural exports increased nearly 18 per cent.

Yet production figures and favorable trade balances offer little consolation to newcomers who day after day struggle with inadequate equipment because the Jewish Agency's allocations to new settlements have fallen behind schedule. Of 32,000 immigrant families who have been settled on the land since May 1948, few are as yet independent full-time farmers.

During 1958, the Jewish Agency will require more than \$35,000,000 for allocations to immigrant settlers in 460 post statehood villages.

Regional Development Schemes

Lachish Success Story. Integrated regional development schemes, introduced by the Jewish Agency with the start of 'Operation Lachish' in 1955, have come to be recognized as the most effective and economic means of settling sparsely populated sectors of Israel.

Within two years, 23 villages have been established in the once-deserted

Lachish region. During that period of time, over 25,000 acres of land have been brought under the plow and the value of agricultural produce during the first year has been estimated at over \$3,300,000. A regional center has been established at Kiryat Gat with a population of about 6,000 persons. Over 2,000 housing units have been built in the region, and an additional 1,000 units are now under construction.

Among the 5,000 settlers in Lachish's farm villages are newcomers from three continents and 17 countries, including Poland, Rumania, Hungary, Morocco, Tripoli, Yemen, Iraq and Brazil. The average income of the settlers, including value of food grown on their own land, is estimated at \$100 a month, a modest sum yet fully adequate to cover all basic necessities.

The Adullam Project. The success of the Lachish project has encouraged the Jewish Agency to embark upon a similar regional settlement scheme in the Adullam district, a 25,000 acre tract in the Judean Hills southwest of Jerusalem. According to the Bible, it was in a cave in the Adullam area that young David hid from the wrath of Saul. Now, the hills which once offered refuge to a king of Israel will become the site of new homes for many refugees.

According to present plans, 12 settlements — each accommodating about 50 immigrant families — will be set up in the Adullam district. Each village will have about 1,500 acres of land of which part has been earmarked for afforestation and pasture. Since most of Adullam's soil is covered by brush and rocks, the settlers will be employed initially in land reclamation work to be carried out by the Jewish National Fund. Eventually, Adullam's main cash crops will be tobacco and grapes.

During 1958, the Jewish Agency will require about \$6,000,000 for regional development projects.

During the past year, Israel's irrigated area expanded by 25,000 acres. Because of the shortage of funds, no definite plans have as yet been set up for expansion of irrigation schemes in 1958. Yet, there can be no doubt that without adequate expansion of the country's irrigation network agricultural development will soon come to a standstill.

A recent report by Mekoroth Water Company, an enterprise established with Jewish Agency funds and charged with the implementation of all Agency supported irrigation projects, highlights potentialities for the expansion of existing irrigation schemes. According to this report, the ultimate capacity of thirteen regional schemes operated by the company will be close to 940 million cubic meters as compared to actual output of only 572 million cubic meters in 1955. This figure does not take into account the proposed country-wide irrigation scheme which would be based on the waters of the Jordan River.

One of the priority projects on Mekoroth's agenda, a project in which the Jewish Agency must participate on behalf of the ultimate consumers, i.e. the new immigrants, is the broadening of the Yarkon-Negev scheme. In 1956, the first pipeline bringing the waters of the Yarkon, north of Tel Aviv, to the semi-arid south was put into operation. However, funds are urgently needed to construct a second, parallel line which will make possible expansion of agricultural production in the Lachish district and other parts of the Northern Negev. In emphasizing the need to implement this project at the earliest possible date, Mekoroth's report notes that while in the North of Israel irrigation can increase the yield of land four to six times, in the semi-arid south "it can make the difference between no crops at all and two bumper crops a year."

YOUTH IMMIGRATION

BUDGETARY REQUIREMENTS.....\$7,800,000

One of the most heart-warming aspects of the 1957 rescue and resettlement program — and one that underscores the high purposes of life-saving and life-building — is the fact that of the 81,000 immigrants entering Israel, 51,000 were children.

Infants and youngsters of primary school age generally were cared for within the family group. The orphaned were placed in child-care homes.

Immigrant children between the ages of twelve and sixteen are eligible for Youth Aliyah's four-year program, which offers full maintenance, instruction in academic subjects and vocational training. Orphans and semi-orphans as well as children of parents living in ma'abaroth may be accepted from the age of ten. During the past year, some 6,000 new wards were accepted by Youth Aliyah and in October of this year, the total number of trainees was about 13,500.

About two-thirds of Youth Aliyah's present wards came from North Africa and other Moslem lands. Because of the high degree of illiteracy among teenagers from these areas and because of the many social problems presented by these ghetto-bred youths, Youth Aliyah instructors had to develop new teaching methods and new approaches to the gradual integration of the distrustful, hostile youngsters.

Recently, however, Youth Aliyah has accepted an increasing number of young people from Iron Curtain countries. During the first half of 1957, some 25 per cent of all children and youth accepted into the Youth Aliyah scheme came from Eastern Europe as compared to 10 per cent who came from that area during the previous six-months' period.

The arrival of trainees from Eastern Europe presents a unique challenge for Youth Aliyah. Here are young people who have been conditioned to look upon all things Jewish as antiquated and second rate. They cannot conceive of any form of communal living except in terms of the kolhoz. Many of them are torn between the desire to express their own individuality and the fear that authority will punish such 'rebellious' attitudes. It will take a careful, patient process of re-education to help these newcomers to adjust to a community whose institutions are patterned after the traditions of Western democracy.

In addition to the full-time Youth Aliyah program, which is financed jointly by Jewish Agency funds and contributions received from special Youth Aliyah campaigns throughout the world, the Agency will operate day centers for young immigrants in various development areas. These centers, which offer pre-vocational training and recreational facilities, will serve young people between the ages of 16 and 18 who are no longer attending school but have not yet found full-time employment.

OTHER REQUIREMENTS

In accordance with an agreement concluded between the Jewish Agency and the Jewish National Fund in 1951, the present budget lists an allocation of \$2,881,000 to the JNF to be used for land amelioration and drainage work on the future sites of new immigrant villages. Allocations to a number of organizations engaged in constructive work in Israel, as well as payments to various Jewish groups, which the Jewish Agency will make out of its share of German Reparations Funds during 1958, amounts to \$3,819,000. Thus, total allocations to other organizations under the Agency's 1958 budget will amount to \$6,700,000.

For the information services of the three agencies included in this budget — the United Israel Appeal, the Jewish Agency and the Keren Hayesod — a sum of \$2,300,000 has been allocated to cover expenditures for supplementary activ-

ities such as literature and campaign material. The combined administrative expenditures of the three agencies are estimated at \$4,800,000.

The budget also includes a sum of \$29,600,000 for payment of obligations on account of services received in previous years.

Towards the Third Million

Since its inception in 1939, the rescue and rehabilitation of Jewish victims of terror and oppression has been the major concern of the UJA campaign. Within the span of a decade, UJA has helped to bring one million Jewish refugees to Israel. In the Negev desert and the eroded hills of Galilee, UJA funds have been instrumental not only in the redemption of the long-neglected soil but in the reclamation of a man-made wasteland — the arid, fear-ridden world of the dispossessed.

This year, as Israel's population nears two million people, one question is uppermost in everyone's mind: "Will there be room, not physically but economically, for the third million?" The answer to this question will not be found in the corridors of the UN or the financial centers of the world. Only American Jews through UJA can provide an affirmative answer.

UNITED ISRAEL APPEAL

Budgetary Requirements in 1958

For the Immigration and Rehabilitation Program of the Jewish Agency
(Including Keren Hayesod)

<u>Purpose</u>	<u>Amount</u>
<u>Immigration, Resettlement, Rehabilitation of Immigrants</u>	\$ 70,000,000
<u>Partial Elimination of Ma'abaroth</u>	15,700,000
<u>Allocations to 460 post-Statehood Settlements</u> (Including Irrigation and Agricultural Services).....	54,800,000
<u>Obligations</u>	29,600,000
<u>Establishment of New Farm Villages and</u> <u>Allocations to the Jewish National Fund</u> <u>and Other Organizations for Constructive</u> <u>Work in Israel</u>	6,700,000
<u>Education and Health</u>	15,500,000
<u>Youth Aliyah</u>	7,800,000
<u>Information Services</u>	2,300,000
<u>Administration</u>	4,800,000
	<u>\$207,200,000</u>

1958 BUDGETARY REQUIREMENTS
of the
JOINT DISTRIBUTION COMMITTEE

A WHEEL TURNS

In 1958 the Joint Distribution Committee is returning to Poland.

It was nine years ago that the Polish Government asked JDC to terminate a program which had been in almost continuous existence for 35 years. Yet in the fall of 1957, in another day and another climate, JDC received, and accepted, the invitation of the Polish authorities to return to resume its humanitarian activities. The wheel had turned.

In the coming months some 10,000 men, women and children, recent repatriates from the Soviet Union, will get the life-giving aid of the JDC. "Home" again but still homeless, they will come once more to know "Joint," to know the institution so significant in the history of Polish Jewry. In the days ahead, as so often in the past, the aid of the American Jewish community will bring life and hope to needy Jews on the soil of Poland. Nor can the end be foretold, for already there are signs that an additional 15,000 - 20,000 repatriates may be expected in 1958, and these, too, will be in great need.

But there are others, outside Poland, who cannot be forgotten, other refugees in many lands. These are the men and women who have been forced into helpless flight by persecution and war and anti-Jewish harassment — from Hungary, from Egypt, or from North Africa — and their needs are equally as great and as urgent.

And there are the tens of thousands — in Israel, in Europe, in Moslem countries — who are the victims of no new and sudden "emergency" — but who

Throughout the world there are some 200,000 Jews in such great need that they must have the aid of the Joint Distribution Committee in 1958. And the minimum sum which JDC will require in order to provide this aid is \$28,591,000.

Estimated Global Requirements - 1958

The 1958 budgetary requirements of the Joint Distribution Committee, totalling \$28,591,000, are as follows:

1. Emergency Aid to Refugees (including Poland).....	\$ 1,000,000
2. Malben in Israel.....	12,000,000
3. Moslem Countries.....	4,100,000
4. Europe.....	3,693,600
5. Other Countries.....	402,400
6. Relief-in-Transit.....	2,500,000
7. Reconstruction.....	1,800,000
8. Cultural and Religious Activities in Israel.....	660,000
9. Other.....	2,435,000
<u>T o t a l.....</u>	<u>\$28,591,000</u>

With this sum JDC hopes in 1958:

To provide emergency relief and immediate care for 20,000 to 25,000 refugees and migrants, the bulk of them Polish repatriates, but including substantial numbers of refugees from Hungary and the continuing exodus from Egypt and North Africa.

In Israel, to support and maintain, through Malben, a network of institutions for aged, ill and physically handicapped newcomers containing 7,000 beds; to operate sheltered workshops for more than 500 handicapped persons; to grant some 1,000 rehabilitation loans to new arrivals in Israel; to continue to make available these and other services for handicapped newcomers in the country in order to help in the process of adaptation and social adjustment; and to relieve the government of Israel of the burdens which these unfortunate people would otherwise present.

In Moslem countries, especially North Africa, to provide life-giving aid to some 100,000 individuals, mostly children, including supplementary

feeding, medical aid, vocational training and assistance to their religious, educational and cultural activities.

In Europe, to develop programs for the economic and social integration of the new refugees in local economies; to continue to support local relief services, to assure adequate care for all, including the needy among native Jewish populations; to initiate and encourage the development of permanent solutions for those dependent families for whom such a possibility exists; at the same time to build and strengthen local communities so as to enable them to become self-reliant and independent of outside aid.

In translating 1958 needs into dollar terms, it is important that allowance be made for the inflationary trends of varying degrees manifest in practically all JDC's areas of operation. This inflation is reflected in the rising costs of carrying out welfare and other services. Moreover, the economic and political situation in some countries has also adversely influenced the amount of support available both from local governments and from local communities to these JDC-supported programs. The net effect resembles a treadmill. During 1958 JDC will need to appropriate more funds in certain areas merely to maintain — not to expand — its programs.

Following is a detailed description of JDC's 1958 budgetary requirements:

EMERGENCY AID TO REFUGEES.....Requirements: \$1,000,000

Once again in 1958 the world sees growing numbers of Jews on the move, forced to seek haven in other, sometimes alien, places. Each event, every catastrophe, leaves behind it its measure of human debris, men and women whose sufferings speak out to the world through their anguished eyes.

Ranking first in this group are the approximately 10,000 Jews who have returned to Poland after many years in Russia. Only the men and women among them are actually "returning"; many of the children were born in Russia and

are meeting not only a land which is strange to them but a language which is alien to their ears.

It is questionable how many of the 10,000 who have returned will resume their lives permanently in Poland; many, surely, will move on to other places. But now, as they return, they find a country whose economy is unable to absorb them even temporarily. Housing has been supplied to them, but it is far from adequate. There are few jobs and, in spite of what the government is doing, approximately 50 per cent of the repatriates are unemployed. In addition, in many cases they face, as well, the familiar, well-remembered hostility of their neighbors.

The immediate needs to be dealt with — the minimum which JDC must provide — will necessitate the establishment of feeding programs in the schools; day nurseries for children, to permit mothers to supplement family incomes by working; the distribution of household supplies to families lacking even the essentials for hygiene, sanitation and comfort; the granting of loans to artisans; and the establishment of small cooperatives. In addition, the repatriates will look to JDC for the support of religious and cultural activities which they have long lacked.

JDC has agreed to conduct this program at the request of the Polish authorities and with the full knowledge of the United States Government. For the moment, no provision is made for assistance to the other 40,000 Jews living in Poland, many of whom may also be in need. Nor, it should be noted, is there provision in this budget for the additional 15,000 to 20,000 Jews who are expected to return to Poland from Russia during 1958.

In some respects the plight of the Hungarian and Egyptian Jewish refugees

dispersed in a number of countries but permanently settled in none of them. The problems of integration and resettlement are not easily overcome. Even for those who have taken up permanent residence, the integration process is a long one and many will remain dependent upon assistance from JDC for considerable periods of time.

Housing and emergency care must be provided. To prepare them for employment, the refugees must frequently be given language instruction and vocational training or retraining. In circumstances where self-employment is to be encouraged, loans or capital grants are needed, to enable the head of the family to establish himself in a business of some kind. Through support of credit institutions and of ORT's vocational training activities and other related services, JDC is helping the refugee to find his niche in society.

Whether they remain where they are, or whether they leave for other lands, these refugees — until they are able to stand on their own feet — must also look to JDC. Of great concern too — and unpredictable in terms of its possible effect upon this budget — is the situation of Egypt's remaining Jews. In addition to the humanitarian assistance now being provided to them, the questions remain: how long will they want, or be permitted to stay in Egypt? And the other side of the coin: will there be others in the months ahead who will find themselves part of another Exodus? And what aid will they require?

As far as the movement of North African Jews to France is concerned, it may be that this does not, by accepted definition, represent an emergency rescue program; nevertheless, for many reasons it warrants inclusion in this grouping. During long or shorter periods, as they remain in France, bewildered, helpless and without permanent roots, Moroccan and other North African Jews require

amount and the length of JDC aid to this group will depend on Israel's absorptive capacity.

MALBEN IN ISRAEL.....Requirements: \$12,000,000

Of the \$28,591,000 which JDC will require in 1958, its Malben program on behalf of aged, ill and handicapped newcomers in Israel will absorb nearly 40 per cent, or \$12,000,000 (\$1,000,000 per month).

The beginning of 1958 finds Malben institutional services providing more than 7,000 beds, with by far the major number in homes for the aged. Malben, in caring for TB's, the chronically ill and the infirm, contributes significantly toward meeting the medical needs of newcomers who, because of the general shortage of facilities in Israel, might otherwise go without care.

The variety of services provided is shown in the following table:

Institutional Caseload as of December 31, 1957

<u>Type of Service</u>	<u>Number of beds</u>
Homes for the Aged	4,700
Tuberculosis Service	540
Chronic Diseases Hospitals	550
Institutions for the Infirm	460
Mental Institutions	520
Children's Institutions	170
General Hospitals	80
<u>T o t a l</u>	<u>7,020</u>

The recent influx of immigrants from Hungary, Egypt, Poland and North Africa has brought with it a considerable number of handicapped individuals. Malben services are beginning to feel the pressures stemming from this new wave of immigration. It is still too early to predict whether existing Malben facilities will meet the needs of the newest arrivals or not. Should the latter prove to be the case, an appreciable expansion in Malben bed capacity, not foreseen in the estimated 1958 requirements of \$12,000,000, may be the sole alternative for coping with a critical situation.

Various Malben auxiliary services are being developed which are expected to provide some measure of aid and comfort to aged men and women, without having to resort exclusively to costly institutional services. Small housekeeping units are being obtained for the use of aged couples able to take care of themselves. A number of clubs have been established in the principal cities of Israel where the aged may gather and find companionship and recreation. There are many aged men and women, now caring for themselves or living with their families, who might otherwise seek admission to a Malben home, if for no other reason than a desire to escape loneliness and idleness.

In the treatment of tuberculosis, Malben has in a measure attained its objectives. By pooling its resources for the treatment of TB with those of other agencies in Israel some time ago, Malben took the lead in exploiting to the maximum existing facilities. In addition, a wide-range control program was created for the early detection of the disease. Thus, barring an unforeseen number of TB's among the new refugees, the situation in Israel with regard to TB care is thought to be well in hand.

As a consequence, JDC has entered into an agreement whereby the Israel Ministry of Health has now assumed administrative responsibility for the combined TB program and will, over a period of several years, assume financial responsibility as well. However, such savings as may result in 1958 will have to be employed for the expansion of other services, particularly those involving the mentally ill. There will be a little over 7,000 fully occupied beds in the Malben program at the beginning of 1958. Almost 10,000 persons are cared for annually in the old-age homes and hospitals, since more than 2,000 are discharged from Malben institutions each year. In addition, the outpatient department treats about 1,800 persons and medical appliances are issued to nearly 400 annually. Thus, the care and maintenance aspects of the Malben program will in 1958 absorb roughly two-thirds of the \$12,000,000.

carried out by Malben. In a network of some 22 sheltered workshops, over 500 handicapped persons are employed under protected conditions, as determined by a qualified medical and vocational staff. They are engaged in the production of clothing, footwear, mattresses, woven goods, metal and wood products and a variety of other projects for which there is a market within the country. Thus, gainful employment is made available to people who might otherwise be entirely dependent on others, and a total loss to the productive output of the Israel economy. Including dependents, some 2,000 persons are thus made self-supporting.

In June 1950 Malben initiated a program under which handicapped heads of families are established — with the aid of loans — in small shops in various cities and towns throughout the country. In addition to these loans, assistance is given in equipping and stocking the shops, and training in the rudimentary elements of business operation is provided where needed. By the end of 1957 over 6,250 such units will have been established.

Including family members, this program alone has aided more than 25,500 men, women and children. It is anticipated that in 1958 this project will succeed in placing between 75 and 100 additional families monthly.

Pending greater knowledge of the impact of the Hungarian, North African, Egyptian and Polish immigration on Malben waiting lists, Malben construction plans for 1958 are largely confined to alterations and repairs of existing installations, rather than to the building of new ones. The cost of operating the vast complex of Malben institutions and services is mounting markedly under the influence of the sharp rise in prices and wages taking place in Israel. In estimating the requirements for 1958 at the rate of \$12,000,000, it is assumed (1) that inflation will not further increase costs; and (2) that

installations at high cost.

MOSLEM COUNTRIES.....Requirements: \$4,100,000

In no other areas of the world in which JDC is active are its programs more sensitive and more responsive to political changes than in the Moslem countries, particularly North Africa and Iran. In Iran, relative political stability has prevailed in recent years. The same cannot be said for North Africa and no one can predict what the next several years will bring.

While there are different conditions in each of the Moslem countries in which JDC serves, common to all of them currently is the sharp increase in the total cost of operation. The amount of aid which JDC must provide is steadily increasing, simply in order to assure the continuation of the programs at present levels, let alone realize much needed expansion.

In Morocco and Tunisia, local governmental contributions to educational, medical and other activities are steadily falling off; and the gradual impoverishment of the community as a whole has likewise led to a lessening in its contributions as well. If the noteworthy gains in the fields of health, education, vocational training and elsewhere, which are the result of the impressive JDC programs in these countries, are not to be lost, this fall-off of income from other sources will have to be compensated for by JDC.

The budgetary requirements for Moslem countries for 1958 total \$4,100,000. With this comparatively small sum, more than 100,000 adults and children will be regularly aided in one way or another, through supplementary feeding, medical care, religious and educational activities, summer camp programs, youth activities, kindergartens, nursing homes and vocational training. With relatively little money much can be accomplished in these countries — the standards

in underdeveloped areas are lower, personnel and other operating costs are less than elsewhere, and farm surpluses freely donated under the U.S. Department of Agriculture programs are readily employed in large quantities in the kind of programs carried out in these countries by JDC.

Morocco: Nearly half the budget for Moslem countries is to be allocated to Morocco, where about 30 per cent of an estimated total Jewish population of 200,000 receives JDC assistance every day. Some 26,730 children and nearly 10,000 adults receive supplementary feeding. Approximately 39,340 children regularly attend schools and kindergartens financially supported by JDC. Of this group, more than 27,000 are to be found in the 83 schools of the Alliance Israelite Universelle, 5,000 in 33 centers operated by the Ozar Hatorah and a little over 3,300 in the 40 units of the Lubavitcher.

The battle against such common diseases as tuberculosis, trachoma, tinea and others is carried on through JDC support for the operating budget of OSE, the medical agency which operates about 30 clinics and dispensaries with a monthly patient load of nearly 12,000. JDC funds have also made possible the establishment and functioning of infant, child care and maternity centers.

In the field of economic rehabilitation, JDC helps support the vocational training program of ORT in Morocco which trains nearly 2,800 young people yearly. Loan funds have been created in Casablanca and other cities with the cooperation of the Jewish Colonization Association; 539 loans were granted during the first six months of 1957 to artisans and small businessmen, whose livelihoods have been seriously threatened by the general economic decline in Morocco.

Tunisia: JDC-supported feeding, child care, educational, medical care and related programs in Tunisia regularly reach about 20,000 out of a total estimated Jewish population of 70,000. These activities include canteen feeding for a daily average of 4,500 children and a well-rounded medical service,

largely carried out by OSE, which provides various kinds of care and treatment for about 4,600 patients monthly.

Other activities include two loan funds which have been granting about 500 loans annually; ORT schools with 2,700 boys and girls attending yearly, and secular and religious education for about 5,700 persons. Mention should also be made of the community center in the city of Tunis — to be completed shortly — toward which JDC has made a large financial contribution.

Algeria: The prolongation of the conflict between Arabs and French in Algeria has had its effect upon the local Jewish population, particularly in areas outside the city of Algiers. It is leading to a growing need for JDC assistance, and the possibility is that an expanded program of basic relief similar to that in other North African areas may soon be required. With the worsening of political and economic conditions in Algeria, increasing numbers among the poor and marginal-income families will find themselves in need of JDC assistance.

Until now JDC's program in Algeria has been of relatively small magnitude: the child feeding program has about 600 beneficiaries, seven schools have an attendance of about 1,000 children, and there is a continuing ORT program.

Iran: In Iran, with a Jewish population of 80,000, JDC's various relief services have been developing steadily over the past few years against a background of relative political stability. Feeding programs now serve some 5,700 children; medical aid is made available through 22 centers to about 11,500 persons; through nearly 50 schools of the Alliance and Ozar Hatorah more than 11,000 children are receiving an education; some 1,190 are receiving vocational training through ORT; in the course of the school year clothing and shoes are distributed to about 7,000 children.

The lack of physical facilities has seriously impeded JDC activities up

to now. To overcome this lack, construction has been begun in various parts of Iran. In Tehran, where more than half of the country's Jews live, an additional wing of the local Jewish hospital will shortly be completed. At present the hospital has a children's ward with 42 beds, a maternity ward with 14 beds and an out-patient clinic which treats 6,000 monthly. The new wing will provide for the expansion of existing facilities, including a maternity and child health clinic and other out-patient services. Also in Tehran a new kindergarten, recently constructed, will enable the local operating committee to double the present number of children — 500 — under its care.

In cities outside of Tehran facilities are likewise being improved or expanded. In Shiraz, a kindergarten is under construction and the local Ozar Hatorah school is being remodeled; in Shiraz and Isfahan bath-houses are being established as part of a general hygiene program. In a number of towns and cities essential equipment is being furnished to local kindergartens.

EUROPE.....Requirements: \$3,693,000

In all of western continental Europe there are roughly 500,000 Jews. Except for the City of Paris, with an estimated Jewish population of 175,000, they are widely scattered throughout different countries.

For several years JDC has had a stabilized caseload in Western Europe of some 30,000 men, women and children. In this area JDC has directed its efforts for a number of years not only to providing immediate assistance, but toward assisting local Jewish welfare agencies to reach the stage where they can take over full responsibility for the local needy. JDC has also assisted in a program to improve, expand or establish essential facilities, including homes for the aged, children's homes, vacation colonies, hospital facilities and community centers — much of this with funds made available by the Conference on Jewish Material Claims Against Germany.

It is impossible to estimate at this point what effect the new influx of refugees from many areas will have on needs and programs in Europe.

Austria: The Jewish population of Austria currently numbers about 12,500, including about 2,500 Hungarian refugees.

Not including this latter group, about 2,100 persons are regularly receiving assistance from the JDC-supported program, many of them aged and chronically ill. This includes about 1,200 receiving cash grants and 200 in the old-age home and hospital in Vienna. A kosher kitchen in Vienna provides meals regularly to nearly 300 persons. JDC also supports educational and religious activities.

Because of the large number of sick and aged in this group, there is little likelihood that any drastic reduction will take place in 1958 in the numbers requiring aid.

Germany: As a result of the closing of Camp Foehrenwald, JDC is no longer obliged to carry out a direct operation in Germany. Now JDC funds are channeled through a central welfare agency to the communities; by this means aid is furnished to the settled Jewish population, including hundreds of former Camp Foehrenwald residents. About 1,600 persons regularly receive assistance, chiefly in the form of cash grants. In addition, JDC supports 13 homes for the aged with a population of nearly 560, 11 nursery schools for about 260 children and other medical, vocational and cultural and religious activities.

Italy: About 4,000 persons regularly receive assistance, more than half getting cash grants. OSE, with a subvention from JDC, provides medical services regularly to more than 3,000 patients, and operates a summer camp program and other services.

Because the teaching of Catholic doctrine is an integral part of the public education system in Italy, the communities have, with the aid of JDC, made

serious efforts to establish acceptable, separate, full-time Jewish schools. Schools in Rome and Milan serve about 500 students each; it may be that additional requests for admission will require their expansion.

Belgium: The caseloads of the three JDC-assisted agencies in Belgium have been stabilized at about 2,000 persons, many of them primarily in need of short-term assistance. More than half are currently receiving cash assistance; other JDC programs, in Brussels, Antwerp and other communities include medical programs, children's homes, a home for the aged and a canteen feeding program.

France: The sudden influx into France in 1956 and 1957 of various groups of refugees required the diversion of funds allotted for continuing programs. Apart from the current emergency, the programs continue at about the same rate as in recent years, aiding about 13,000 to 15,000 persons in one manner or another.

There are some 6,000 or 7,000 persons receiving cash assistance. The canteens serve some 15,000 meals a month. Cooperating agencies run a total of 15 children's homes with about 900 children. About 3,500 individuals get medical care, largely through OSE institutions. The three full-time schools have had to increase their admissions, particularly in order to accommodate children of North African origin, and now total over 600 pupils. Both the schools and the summer camp program — which in 1957 reached 5,500 children — will require further expansion in 1958.

These programs are carried out very largely in cooperation with a central fund-raising-and-allocating agency. While local communal funds and government support cover much of the financial requirements of the various Jewish agencies, JDC will nevertheless be called upon to contribute more than 40 per cent of the substantially increased operating budgets which the new conditions necessitate.

Capital improvements include the rebuilding of children's homes, vacation colonies, homes for the aged and similar institutions; in addition, a number of community centers have been or are in the process of being constructed in Paris and in smaller outlying communities.

Sweden, Norway, Denmark, Holland: The regular relief caseload in Sweden of about 350 persons has been increased due to the arrival of Jewish refugees from Hungary, of whom about 100 are in need of assistance. In addition to aiding continuing programs, JDC will continue to provide subsidies toward completing the construction of a home for the infirm aged and for centers in smaller communities.

In Norway, the JDC grant for 1958 will be used exclusively for the development of a vacation camp and completion of a community center in Oslo.

Although the Jewish community of Denmark has not called upon JDC for aid in meeting its local relief requirements, it has requested assistance to help carry out much-needed repairs to various communal institutions for which there are insufficient local funds. Small grants have been made in recent years, and will again be made in 1958.

For Holland there is little change in JDC-supported programs. Funds are needed to help initiate or complete various installations, including a psychiatric hospital, an old-age home and some small community centers.

Switzerland: JDC covers about 20 per cent of the budget of the central relief organization in Switzerland. This agency has a cash relief load of a little under 300 persons monthly, a home for the aged with about 125 persons and a small medical aid service. In 1958 JDC aid will help make repairs to the old-age home and to enable one of the smaller communities — with a large proportion of refugees — to construct a combined synagogue and community center.

Portugal, Spain: Small residual caseloads will continue to require assistance.

Greece, Yugoslavia: The major share of funds allocated for Greece will provide cash grants to about 300 persons. In addition, 135 children will receive supplementary meals in school canteens and about 150 individuals will be provided with medical aid. Small amounts will also be made available for synagogue repairs and for small community centers in the provinces. A sizeable sum is earmarked for low-cost housing for the victims of the recent earthquake in Larissa, who were left without shelter as a result of this disaster.

The largest single item in the 1958 budget for Yugoslavia is the operating cost of a new 120-bed home for the aged, completed at the end of 1957. JDC provided part of the funds for erecting this new institution.

JDC also supports a cash assistance program for a little over 400 persons monthly, half of whom are aged or chronically ill. There are four JDC-supported kindergartens with an enrollment of about 100 children and a summer camp for about 350 youngsters. As in previous years, small amounts will be set aside for various religious and cultural activities and for repairs to some of the synagogues damaged during the war.

OTHER COUNTRIES.....Requirements: \$402,400

Requirements for small numbers of refugees in outlying areas, such as the Philippines, China and Central America, remain relatively unchanged. The amount required for Australia in 1958 is considerably increased, because to the regular relief load of about 1,500 persons have been added a very substantial number of the Hungarian Jews who have been resettled in that country and for whom integration assistance is needed. This is particularly true in the light of the acute housing problem existing in Australia. The outlook,

however, is promising, since the country offers many economic opportunities, and most of the newcomers should become self-supporting within a relatively short period of time. In the meantime, substantial outside support will be needed by the local welfare agencies to permit them to extend the necessary help required by the refugees already in Australia and the several hundred others expected shortly.

RELIEF-IN-TRANSIT.....Requirements: \$2,500,000

Over and above the urgent needs to which JDC addresses itself through the country programs which have been described above, life-saving aid is being extended to thousands of others by means of other channels, designated as relief-in-transit services. These programs are considered to be as important as any carried on anywhere in the world by JDC.

RECONSTRUCTION.....Requirements: \$1,800,000

Under this heading are included the vocational training activities for which JDC provides subventions to the World ORT Union, as well as the credit institutions. Frequent reference has already been made to the prime importance of both these programs as measures of economic rehabilitation.

During 1957, more than 20,000 students received training and instruction in the ORT schools supported by JDC. This vast network of trade schools, occupational and workshop courses and apprenticeship training programs throughout the world has an average monthly enrollment of between 12,000 and 13,000 boys and girls. In Israel and the Moslem countries, major emphasis is on three or four-year professional trade schools in the fields of mechanics, carpentry, electrical and needle trades. In Europe, on the other hand, there are large numbers of adult trainees taking various short-term instructional and manual training courses. In 1957 JDC granted World ORT Union \$1,500,000; in 1958 a similar subsidy is expected.

The economic aid provided through the facilities of JDC-sponsored credit institutions to many thousands of Jewish artisans, merchants, tradesmen and professionals — both among the refugees and the indigenous population — has continued to be an important factor in JDC's overall rehabilitation scheme. Some 30 loan funds are now functioning in Europe, North Africa, South America and Australia, providing more than 400 loans monthly for the purchase of materials, machinery and equipment. While a number of these institutions have been in existence since the end of the war, many others were established in recent years in cooperation with the Jewish Colonization Association and are still in the initial stages of development and expansion. This is especially true outside of Europe. In the case of Australia and South America, the loan kassas constitute an effective instrument toward the integration of new arrivals, including the recent influx of large numbers of Hungarian and Egyptian Jews. To permit the further development and growth of this aspect of JDC's economic rehabilitation program, it is estimated that \$300,000 will be required for the year 1958.

CULTURAL AND RELIGIOUS ACTIVITIES IN ISRAEL.....Requirements: \$660,000

For many years — virtually since 1914 — JDC has given financial assistance to various cultural and religious institutions and projects in Israel. About 80 per cent of the funds earmarked for this purpose in 1958 will be absorbed by grants to some 80 yeshivoth with a combined student body of roughly 7,000, including contributions toward improved feeding programs in these institutions. Assistance to refugee rabbis, cantors and other religious functionaries (who together with their dependents number about 1,700 persons) is also included in the budget, as well as grants to research projects and publications.

OTHER.....Requirements: \$2,435,000

Under this general heading are grouped a number of items cutting across geographical lines, as well as administrative costs. Some of the items include the procurement of matzoth, matzoh meal and other Passover supplies for approximately 50,000 persons, special cultural projects such as supplementation of teachers' salaries in areas where the local community is unable to bear the full expense; and a variety of miscellaneous one-time grants. It also includes operating and service costs for JDC's New York and Paris headquarters, including the professional overseas staff, and the cost of the annual audit.

The \$28,591,000 which the Joint Distribution Committee requires in 1958 will provide only for those 200,000 Jews who are already known to be in need. It does not, nor can it, provide for tens of thousands of others — those who may, through disaster or the hostility of their neighbors, or through a simple desire to live as free men in a free land, turn to JDC as their last and only hope.

Never in JDC's 43-year history has the American Jewish community failed to respond to the cries of the helpless. Through the United Jewish Appeal, American Jewry has continued to furnish JDC with the weapons and the ammunition it must have for the battle against need. And in 1958, as before, JDC will continue to carry out its mandate — that no Jew in need be turned empty-handed from the door.

1958 BUDGETARY REQUIREMENTS

of the

NEW YORK ASSOCIATION FOR NEW AMERICANS

The year 1957 was unique in the history of American immigration. By no means the year of largest immigration, it was markedly different from other years in two respects: the sudden and unplanned nature of the Hungarian refugee emergency, and the quick response of the United States Government and the American people.

The voluntary agencies primarily charged with the welfare and settlement responsibility of refugees had to act with equal rapidity and gear themselves to handle the situation overnight. It was imperative for the good of the newcomers themselves and for the total international situation that the refugees be cared for expeditiously.

One year ago, at the 1956 Annual National Conference of the United Jewish Appeal, NYANA projected a year of quiet and orderly aid to approximately 3,000 newcomers, of whom 1,960 would actually be arriving in the city during 1957.

Instead, NYANA had passed the mark set for new arrivals for the entire year by the month of February 1957.

It was no easy task to serve the daily influx of Hungarians, arriving without prior notice. Without the backing of American Jewry through the United Jewish Appeal, it would have been impossible. The knowledge that the necessary funds would be available made it possible for NYANA to concentrate on the immediate humanitarian job with the greatest efficiency, and with gratifying results.

Just a little over one year ago Hungary's fight for freedom became a reality. The revolution in Hungary broke out — suddenly, unplanned and unorganized. Streams of Hungarian families fled across the border to Austria. With the United States decision to admit thousands of Hungarian refugees they were hopeful that they would be able to come to this country. In November 1956, the first Hungarian escapees entered the United States. Thousands of the escapees have since been admitted; some received the last immigration visas available under the Refugee Relief Act, but the majority were admitted as "parolees" which does not grant them permanent status in the United States.

During 1957, NYANA has provided a variety of services to over 1,300 Hungarian Jewish families representing about 3,200 individuals. Less than 200 of these families still require financial help today; some of them because they arrived only during the last few months. The adjustment of Hungarian families has been especially rapid due to a combination of their own strengths and efforts, NYANA's services and the general community's response to their plight. Most of them are already contributing to our social, cultural and economic life.

The Hungarian escapees' need for a haven of freedom and safety highlighted the gaps in our basic immigration laws. Efforts to bring about basic changes in the McCarran-Walter Act during the last session of Congress were not successful, but a law which provides some measure of relief for the remaining refugees in Europe and other countries was passed and became effective in September, 1957.

Among its other provisions, the new law eliminates the mortgaging of quotas under the former Displaced Persons Act and the Refugee Relief Act, and it authorizes the issuance of 18,656 special non-quota immigrant visas which remained unused under the Refugee Relief Act of 1953 when that Act expired at the end of 1956. It is hoped that thousands of Jewish individuals who have

been waiting to come to this country, including some of the new refugees from Egypt, will be able to benefit under this new legislation. It is now estimated that about 6,000 Jewish immigrants will arrive in the United States during 1958 under the new law and under the basic immigration law. As in the past, the greater proportion of the new arrivals are expected to settle in New York City.

There is even a possibility that Congress will enact additional immigration legislation in 1958, but NYANA's estimates for the coming year are based entirely on existing immigration laws. Any legislative changes for the better would obviously affect the estimate of needs for 1958 projected by NYANA at this time.

AMERICAN JEWISH
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NYANA'S ACTIVITIES — 1957

In 1957, NYANA through all of its departments provided financial aid, medical care, casework, vocational, rehabilitation and other essential services to 1,960 Jewish families representing about 5,880 individuals; 2,863 of these newcomers were Hungarians who arrived during the year. NYANA continued to concentrate its efforts on helping the newcomers become self-supporting as quickly as possible.

Not every newcomer requires all of the services that are available in NYANA. The length of time that an immigrant must depend upon help from the agency may vary from one week to a year, or longer in situations where there are many problems. The basic services provided by NYANA for newcomer families include:

A Home - minimal furnishings and household necessities.

Clothing - as needed to get the newcomer started in the community.

Medical and Dental Care - utilizing clinics and other free facilities wherever practical.

Maintenance - for food, rent, utilities and other basic necessities. Individual budgets are worked out according to each family's needs, based on accepted living standards in the New York City community.

Supplementation - in cases of large families where there is only one wage earner.

A Job - utilizing the newcomer's skills wherever possible.

Vocational Training - to adapt the newcomer's skills to American methods.

Sheltered Workshop - to provide work for elderly and handicapped newcomers.

Business & Loan - to provide loans for the purchase of small businesses by newcomers unable to support their families for reasons of health, or lack of industrial skills, and where retraining is not feasible. Also provides loans for the purchase of necessary work tools, union dues, and for some professionals, such as doctors, to enable them to establish themselves in practice.

Counseling - a staff of trained social workers and vocational counselors assist the newcomers with their initial adjustment problems and work out individual plans for living arrangements, jobs, vocational training, etc.

During 1957 these services were provided through a number of specialized departments.

The Family Service Department provided intensive services to 3,288 different individuals during 1957. These individuals required financial aid to establish their first home, to buy food, clothing and other necessities. Many also required medical, dental and other specialized services. The activity of this department is reflected in the fact that on January 1, 1957 its caseload consisted of 281 family units. During the year 789 new cases and 118 reopened cases were added so that it served a total of 1,188 family units. During this same period, 953 cases were closed. The department is expected to finish the year with just about the same number of cases with which it began, but with a turnover of close to 1,000 families who were provided with the services that enabled them to become self-supporting in a remarkably short period of time.

Expenditures for direct relief and rehabilitation services in 1957 will total \$815,961. The following figures indicate how this sum was used to meet the essential needs of the newcomers.

\$568,321 for food, shelter, utilities.

\$ 37,602 for medical care and dental care.

\$ 16,570 for hospital, institutional and foster care.

\$ 17,726 for clothing.

\$144,526 for furniture to help families establish homes.

\$ 15,792 for vocational training.

\$ 15,424 for rehabilitation of the clients in NYANA's Workshop.

The Vocational Services Department continued to play its important role in helping the immigrant become self-supporting as quickly as possible and in rehabilitating the handicapped. This department provided vocational counseling, job placement and other rehabilitation services to 3,045 individuals during 1957. Of this number, 2,096 were new applicants and 949 had previously been served by the department and returned for additional services. The total number of immigrants placed in jobs during the year came to 2,105. Many of the placements made required intensive, individualized job solicitation due to language handicaps, lack of trade or marketable skills in the American labor market, or other problems. A total of 222 persons were assisted to secure vocational training courses which covered 31 different industrial fields. Many of these individuals are able to support their families in full after short periods of training.

The sheltered workshop which NYANA established as part of its program for the rehabilitation of the elderly and handicapped immigrants served a total of 120 different individuals since it was established in 1955. This shop provides a protected work opportunity to persons whose problems are such that they cannot be placed in private industry. As a result of their experience in the workshop some have been assisted to secure employment and others have become

eligible for specialized training in rehabilitation centers which previously have been unavailable to them. The workshop has also provided direct and indirect savings in relief. One of its most important contributions, however, has been the opportunity for the elderly and the handicapped to continue to lead productive and useful lives.

NYANA'S EXPENDITURES -- 1957

To meet the essential needs of the immigrants served during 1957, NYANA spent \$1,338,299, of which \$1,186,599 was used for its own services and \$151,700 was granted in the form of subventions to other organizations providing specialized services to immigrants in New York City which are not included in NYANA's own program.

NYANA'S REQUIREMENTS FOR 1958

As indicated previously, about 6,000 Jewish newcomers are expected to enter the United States during 1958 with the majority settling in New York City. These new immigrants will require the same essential services from NYANA as their predecessors have received so that they too may become contributing members of our community in as short a time as possible.

NYANA expects to serve 5,000 individuals in all of its departments during 1958. Barring any emergency, it is anticipated that a major percentage of the newcomers can be served without requiring the outlay of relief expenditures.

The Family Service Department is expected to provide its specialized services during 1958 to 1,065 families representing close to 3,195 men, women and children. Many of the cases which this department will carry over on its caseload on January 1, 1958, as well as some of the cases to be added, will represent the "hard core" type of case which requires extensive rehabilitation services in order to help the individual become partially or fully self-supporting.

The Vocational Services Department in 1958 is expected to provide employment, vocational guidance and rehabilitation services to about 2,755 individuals. It is hoped that a favorable labor market will continue so that the majority of persons served can be placed in jobs rapidly. The workshop for the older and handicapped clients and the Business and Loan Department will continue to serve those immigrants who need their services and to adjust their programs according to the needs of the new clients.

As is evident from NYANA's past experience, the majority of newcomers continue to be independent after they have been helped to establish a home, to secure their first job and to obtain essential medical or dental care. Every new immigrant is informed that NYANA is here to help him if he has problems even after his beginning adjustment in the community. He is enormously proud of being on his own. Those who return for additional help do so only when they are overwhelmed with problems beyond their control. Frequently these problems can be solved through professional counseling without the outlay of cash expenditures for direct relief.

NYANA's total needs for 1958 are now estimated at \$1,240,800, divided as follows:

\$ 849,308	Family Service — relief and rehabilitation.
143,626	Vocational guidance, training and employment.
33,682	Reception and referral.
62,134	Office and administrative services.
152,050	Subventions to other organizations for specialized
<hr/>	services to immigrants (not included in NYANA's services).
\$1,240,800	Total

NYANA has maintained and will continue to maintain an operation which permits expansion to meet any crisis, and a determination to cut down as quickly

as is commensurate with the needs. The New York Association for New Americans is highly conscious of the necessity to conserve every possible dollar for the overwhelming needs which UJA and its agencies must meet in Israel and other parts of the world. At the same time, NYANA will continue its conscientious assistance to every Jewish newcomer in need in New York City, knowing that the American Jewish community, through the United Jewish Appeal, is determined to give the required aid to all who need it.



TO SAVE LIVES—TO MEET GREAT HUMAN NEEDS



1959
BUDGETARY
REQUIREMENTS
of the Constituent
Agencies of the
UNITED JEWISH APPEAL

- ▶ *To finish the job of absorbing Israel's immigrants*
- ▶ *To rescue and resettle more refugees*
- ▶ *To aid Jews in need in other overseas areas*



1959

BUDGETARY NEEDS

of the Constituent Agencies of the

UNITED JEWISH APPEAL

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THE UNITED JEWISH APPEAL IN 1959

The nearly one hundred community leaders of the 5th UJA Study Mission unanimously passed a resolution on November 9, 1958, in Jerusalem, recommending community support of another special fund in 1959 for the UJA. They also recommended a review by each local Welfare Fund of its allocation to UJA "so that a just and fair allotment of funds may be made to the Appeal."

The detailed budgets of each UJA agency — the United Israel Appeal, the Joint Distribution Committee and the New York Association for New Americans — describe the conditions which led these responsible community leaders to call for additional funds in 1959 to aid more than 630,000 Jews in need.

The combined Agency budgets total \$238,065,060, of which an estimated \$33,000,000 will be contributed by sources other than UJA. (See note at bottom of summary table on page 4.) This leaves the sum of \$205,065,160 which can only come from American Jews through the United Jewish Appeal. These budgets are based on a realistic appraisal of critical needs which cannot be postponed.

They include:

- 1) Rescue and settlement of Jewish immigrants from Eastern Europe and other areas.
- 2) 10,000 permanent housing units for a large part of Israel's 110,000 earlier immigrants still in ma'abarot (shanty towns).
- 3) Helping 89 of the 482 farm settlements established by the Jewish Agency to achieve self-sufficiency.
- 4) Welfare and rehabilitation services for previous immigrants to Israel.
- 5) The regular programs of aid to Jews dependent on UJA agencies in Europe, Moslem lands, other areas, Israel and the U.S.

Rescue and Settlement from Eastern Europe

The recent renewal of heavy immigration to Israel took every one by surprise. Primarily, this resulted from the unexpected granting of exit visas from one East European country. There was no way of knowing — nor is there still — how long this immigration will keep up.

In October, 1958, nearly 4,000 arrived in Israel. And it was known that by October more than 60,000 Jews already had registered for exit visas in one country of exit alone, with 4,300 registering in a single city in a single day.

There is, then, considerable reason to believe that the monthly immigration rate set in October will continue. And so long as the opportunity exists for

them to reach Israel, funds must be available for the transportation, initial absorption and settlement of these immigrants.

Housing for Ma'abarot Dwellers

The plight of the immigrants living in the ma'abarot — some of them for as long as six and seven years — is more than deplorable. Their situation represents a waste of human talents and resources which Israel can ill afford. And in the long run, it is uneconomical to maintain tin huts and shanties which are in constant need of repair.

Not all the 110,000 ma'abarot dwellers can be rehoused in 1959, but a start must be made to eliminate these slums. Those living in the most dilapidated shanties will have to be moved out in 1959 to modest, but permanent quarters.

Self-Sufficiency for 89 Farm Settlements

The Jewish Agency has established 130,000 immigrants on the land in 482 farm settlements in the last ten years. These new farmers today produce 40 per cent of the country's total agricultural products. At no time has the Agency had enough money to provide these settlements with proper equipment to reach top productivity. Most of the farmers have to seek part-time outside work to support their families.

But 89 of these settlements are close to self-sufficiency. Given the immediate extra help they need in the way of machinery, water, livestock and other farming necessities, the immigrant farm families can be completely on their own within a year or so. Their additional produce will make a substantial contribution to the country's food basket and to its export trade.

Special Welfare and Rehabilitative Services

There are at least 3,000 social cases among families living in the ma'abarot who could be rehabilitated, given the necessary funds. At present, they must be maintained and their idleness is a drain on Agency funds and social resources.

A variety of other services, including additional scholarships to secondary schools and colleges for talented immigrant youngsters, health and medical services, and vocational training, must be expanded for immigrants already in Israel and those expected to arrive in 1959.

Regular Programs of the UJA Agencies

The United Israel Appeal, which remits funds to the Jewish Agency, the philanthropic body carrying out the program for absorption of Israel's newcomers, has a total budget of \$207,313,000 for 1959. Of this amount, \$50,000,000 is for new immigrants from Eastern Europe; \$50,000,000 for partial elimination of the ma'abarot and other special immigrant absorption needs, and \$107,313,000 for the Agency's regular program of immigrant care and absorption.

This sum includes the important work of Youth Aliyah with immigrant youngsters; aid to 393 farm settlements to bring them closer to independence; support of 60 Ulpanim — rapid language Hebrew schools; a variety of social, health, medical, educational and other welfare services, and payment of obligations on account of

services received in previous years. (See page 27 for financial breakdown of this budget.)

The Joint Distribution Committee, UJA's second major beneficiary, requires a total of \$29,593,000 in 1959 to aid 250,000 Jews in need in Europe, Moslem lands, other areas and in Israel. Included are Jewish refugees, the destitute populations of Jewish communities and the thousands of aged, chronically ill and handicapped newcomers in Israel served by JDC's Malben program.

JDC aid in Poland was supposed to be limited to Polish Jewish repatriates from the Soviet Union. But when JDC started its program late in 1957 at the request of the Polish authorities, it soon became evident that it was impossible to make a strict differentiation in every instance. The so-called "settled" Jewish population was often no better off than the repatriates.

JDC aided 15,000 Polish Jews in 1958, and is currently helping 5,000 Polish Jewish families, 3,000 of whom are among the settled population.

In Morocco and other Moslem lands at least 100,000 Jews are almost totally dependent on JDC. Increased aid is required as a result of worsening economic and political conditions in the area.

In Western Europe the flood of refugees in late 1956 and 1957 proved an impossible burden to small, local Jewish communities in France, Italy and other countries, most of them struggling to rebuild their own communal agencies, destroyed in the war. JDC must aid the refugees still in those countries.

The New York Association for New Americans, third UJA beneficiary, has had added responsibilities in the past two years as a result of the Hungarian and Egyptian crises, which increased Jewish immigration to the United States.

Again in 1959, additional refugees will enter this country under recently implemented amendments to the immigration laws. NYANA's 1959 budget asks for \$1,159,060 for settlement and vocational services to 4,350 newcomers.

More Than 630,000 Jews Require UJA Aid

Thus, the combined budgets of UJA's beneficiary agencies are intended to provide global assistance programs to benefit more than 630,000 men, women and children — close to 410,000 of them in Israel. This great multitude of Jews in need share one sustaining hope: the knowledge that the American Jewish community is aware of their needs and will not fail them.

As Israel enters its second decade, external threats from neighbors remain; the internal problems of hundreds of thousands of ill-housed, unemployed, partially absorbed immigrants are perilous to the economy and those still waiting their turn for freedom. A great new "crisis of construction" exists which cannot be minimized and which will daily grow more serious if it remains unmet.

Now is the time to finish the unfinished business of immigrant absorption. Men and women waiting for help can be taken off the waiting lists. By doing so, Israel's people can be aided to forge ahead in their building of the world's newest democracy, and Jewish communities in areas of distress and despair can move closer toward freedom and a creative future.

1959 UJA ACTIVITIES AT A GLANCE

NUMBER OF PERSONS REQUIRING ASSISTANCE BY AGENCY AND TYPE OF PROGRAM

<u>Agency</u>	<u>No. of Beneficiaries (a)</u>
United Israel Appeal.....	377,000
Joint Distribution Committee.....	250,000
New York Association for New Americans.....	4,350
Total	631,350

Welfare, Reconstruction and Rehabilitation Programs (b)

Welfare Aid

<u>Child Care</u> , including homes for children, nurseries, hot meals in schools, etc.....	181,000
<u>Medical Aid</u> , including infant care, anti-trachoma measures, specialized aid and preventive medical service.....	177,000
<u>Aged, Invalids, Chronically Ill</u>	79,000
<u>Education</u> , including cultural and religious activities.....	133,000
<u>Ma'abarot</u> , maintenance and upkeep.....	110,000

Reconstruction and Rehabilitation

<u>Housing</u> , for immigrants and ma'abarot dwellers, 20,000 units.....	100,000
<u>Agriculture</u>	
Final consolidation of 89 settlements } 32,000 farm units..	130,000
Continuing aid to 393 other settlements }	
Technical aid, including agricultural guidance.....	204,000
Irrigation, construction of new reservoirs, improvements of water supply system	
Land amelioration, public works projects - employing.....	19,000
<u>Economic Aid</u>	
Loans to artisans, storekeepers, merchants, etc.....	24,000
Vocational training, including ORT (Organization for Rehabilitation Through Training) and Youth Aliyah.....	34,000
Transmigration, relief in transit.....	60,000

1959 BUDGETARY REQUIREMENTS

<u>Agency</u>	
United Israel Appeal.....	\$207,313,000
Joint Distribution Committee.....	29,593,000
New York Association for New Americans.....	1,159,060
	\$238,065,060
Less revenue from other sources (c).....	- 33,000,000
Total to be provided by the United Jewish Appeal.....	\$205,065,060

- (a) Unduplicated figures
- (b) Because the same person may benefit from more than one UJA-financed program, the number of beneficiaries listed by type of assistance exceeds the total number of persons aided
- (c) Includes income from German reparations, grants from the Conference on Material Claims, philanthropic contributions outside the U.S.A., etc.

1959 BUDGETARY REQUIREMENTS
of the
UNITED ISRAEL APPEAL

For the Rescue and Resettlement Programs
of the Jewish Agency

Introduction

"You are about to see and study the contradiction in terms that is Israel." With these words, Jewish Agency Treasurer Dr. Dov Joseph greeted the nearly one hundred members of the 5th UJA Study Mission which visited Israel in November, 1958. Indeed, at no time has this contradiction in terms been more notable than during the past 12 months which were highlighted by the celebration of Israel's 10th Anniversary.

On the occasion of that anniversary, American media of mass communication from coast to coast reviewed the remarkable record of Israel's achievements during its first decade of independence. They conveyed the image of a people confident in its ability to wrest new life from a long-neglected soil and to forge a multitude of refugees into a self-supporting nation. Yet along with the spirit of confidence, there prevails throughout Israel an undercurrent of anxiety, a fear that under the renewed pressure of mass immigration the courageous young nation may yet fail to attain the objectives to which it has dedicated itself.

In presenting the budgetary needs of the Jewish Agency to the Annual National Conference of the United Jewish Appeal, it would be a most pleasant and gratifying task to recall the many constructive projects which the Jewish Agency has been able to carry out with the aid of UJA funds during the past year.

Yet, this Conference meets at a time when developments in certain crucial areas of the world — developments which we hail as a new ray of hope for tens

of thousands, yet worry about because of the magnitude of additional obligations they impose on the precarious financial structure of the Jewish Agency — make it imperative that we concentrate on the task at hand. We are, therefore, presenting this budgetary analysis with the same note of regret indicated by Dr. Joseph when he told the members of the UJA Study Mission: "I would have preferred to greet you by heralding before you our more recent achievements on our way forward. Instead, I am constrained to worry you with our troubles, with a somber analysis of our financial position."

The Immigration Picture

Since September of this year the immigration curve, which traces the monthly total of refugees arriving in Israel, has risen steeply. From 1,584 in August, the indicator has climbed to nearly 4,000 in October. The reason: one of the Eastern European countries which for seven years had closed its doors to would be Jewish emigrants, has resumed the issuing of exit visas. A second country seems about to follow suit.

Immediately, questions were raised on all sides. Why the apparent lifting of the ban? Why now? For how long? For how many? Rumors were followed by denials, only to be followed by new conjectures. As yet, nobody knows the answers.

Israel immigration authorities screened the new arrivals, trying to find a pattern which might indicate future trends. There were many who had pressed to be allowed to join relatives in Israel. Yet there were others who did not fit into the reunion-of-families scheme. And there were people from towns and people from outlying districts. The only rule which seemed to apply to all newcomers was the fact that they had to leave most of their belongings behind and arrived in Israel with little more than a few articles of clothing.

The immigrants themselves were unable to shed any light on the question of

this new policy. For years they had been waiting, hoping against hope, and suddenly on Yom Kippur Eve of 1958 the breathtaking news came: they were free to leave. One 29-year-old technician recalled how he had applied for an exit visa and how officials had asked him whether he was leaving any relatives behind. When he indicated that he had parents, a grandmother and other kin, he was told to bring all their passports and exit visas were issued to the entire group. A new policy? Maybe. Nobody knows for sure.

The arrival of Jews from lands which had been sealed to Jewish emigrants since 1951, was an electrifying event. It shook the despairing and the complacent — those who had given up all hope of being reunited with their loved ones and those who had predicted that the stream of immigration was drying up. It threw into bold relief the need for more homes, more farms, more jobs, schools and hospitals. It turned the task of securing additional cash for the Jewish Agency's rescue and rehabilitation program into a matter of survival.

As these lines are written, the tempo of immigration to Israel continues at the rate of many thousands a month. However, in one Eastern European country alone more than 60,000 Jews had registered requests for exit visas by the end of October and the number of registrants may be twice this figure in the near future. In one city, as many as 4,300 Jews registered for emigration in a single day. If the exit doors remain open, this mounting pressure will cause an upsurge in the immigration tide far above the estimates on which this budget is based.

The Staggering Backlog of Needs

"Even if not a single immigrant entered Israel for the next few years, there is an unfinished job of helping those who are already there to get to their feet." This statement by a group of Council of Jewish Federations and Welfare Funds leaders who toured Israel in the summer of 1958 points to the

grievous backlog of unmet needs reflected in 50 ma'abarot throughout Israel.

One has only to spend a few hours in one of the huts which houses the office of the Jewish Agency representatives in each of these shanty towns to gauge the urgency and complexity of the problems involved. Requests submitted to the Director of the ma'abara range from a plea for better housing to complaints about teenagers who are running wild for lack of suitable occupation or supervision. Bitter tales of prolonged unemployment, chronic illness and unsanitary living quarters are brought to him. There are the high-pitched voices of those whom poor living conditions have brought to the verge of hysteria and the quiet tears of others who are dejected beyond rebellion. There are parents unable to care for their children, and children unable to care for aged parents.

With remarkable patience and ingenuity, the ma'abarot directors try to stretch grossly inadequate budgets. Yet for every request which can be granted there are two which must be deferred week after week. As time goes by, people who at first waited patiently are becoming sullen, demanding and desperate. In a country humming with activity and growth, they feel left out and forgotten.

It is estimated that the closing of the ma'abarot, which at present house some 22,000 families, will require about \$90,000,000 for the construction of new homes plus \$35,000,000 for the rehabilitation of social cases and services to immigrant youth. On the basis of past experience, it cannot be anticipated that the problem will be solved within one budgetary year. However, decisive steps must be taken to assure that this year will see a real "beginning of the end" for what has rightly been called the "shame of the ma'abarot."

Villages of Tomorrow

The visitor who travels through Israel's new farm and development areas finds clusters of white houses huddling together on barren hillsides and treeless flatlands. As he peers through the dust raised by the wheels of his car he

notes patches of green — brave heralds of a new life being carved out of an endless expanse of seemingly barren soil. Here and there he will come across stacks of irrigation pipes waiting to be connected to a main conduit.

There is something bleak and stark about many of these fledgeling settlements which conveys the feeling that they are only villages of tomorrow. The majority of the newcomers who live in them must still cover the greater part of their modest family budgets through part-time employment in road building, land amelioration and other public works projects. Even those who settled on the land as long as a decade ago still derive about 25 per cent of their earnings from employment outside their own farms.

Originally, it had been assumed that the consolidation of a new farming community would be completed within a period of four to five years. However, due to the lack of funds, the Jewish Agency's Department for Agricultural Settlement had to defer allocations for farm development year after year, and today the amount required to complete the consolidation of all post-statehood settlements is estimated at \$195,000,000. In addition, at least \$100,000,000 will be needed to implement country-wide irrigation schemes. (Although the Israel Government shoulders the major burden of these water development projects, the Jewish Agency must contribute its share on behalf of the new immigrant villages which will benefit from the country-wide irrigation program.)

A recent survey conducted by the Settlement Department illustrates the effect of the reduction in annual allocations for farm development. In 59 post-statehood settlements established as far back as 1948-49, some 700 settlers have not yet received their first cow; about 1,000 are still waiting for their first draught animals, and some 500 villagers have not yet been able to build their first chicken coop. Out of 482 post-statehood settlements, no more than 89 can be said to be approaching the final stage of consolidation.

The age composition of the newcomers intensifies the hardship wrought by the cut-backs in allocations. Many post-statehood farmers are men in their forties who fear that the consolidation of their villages will be completed only at a time when they are no longer physically able to make full use of their land and livestock. As one disheartened villager remarked: "By the time we have the equipment to really work this soil, we will be about ready to be buried in it."

1959 Must Be Different

To a large extent, it will be up to the American Jewish community to determine whether 1959 will see a continuation of the chain of makeshift projects and deferred needs which have surrounded the operations of the Jewish Agency with a perpetual atmosphere of crisis. It is obvious that, apart from the appalling degree of human suffering involved, crisis financing entails a serious waste of precious financial resources. Two temporary housing units in a ma'abara, which must be scrapped after a few years, cost about as much as one permanent dwelling. Accelerated farm development could contribute substantially to decreasing Israel's trade deficit. Protracted individual relief payments are more expensive in the long run than the building and operation of suitable institutions for the care of sick and elderly newcomers.

Despite Israel's difficult security situation, which necessitates large expenditures for military purposes, its people have taken the significant step of floating the first internal loan for immigrant absorption. Tentatively set at IL 20,000,000 (\$11,000,000), this loan will be a difficult burden for a people of whom the majority are themselves post-statehood immigrants. Yet it is anticipated that every Israel citizen with a monthly income of \$120 or more will contribute to this loan.

We believe that the determination of Israel's people to make 1959 a different kind of year for the new immigrants will inspire American Jews to match

these sacrifices with their own supreme efforts. We believe that in 1959 we can and must break out of the vicious circle of "too little and too late" which has plagued the Jewish Agency during the past decade. We believe that the time has come to reassess deferred needs along with ongoing needs for the budgetary year and to take a decisive step toward the elimination of the immigrant absorption backlog.

BUDGETARY REQUIREMENTS IN 1959

TOTAL BUDGET.....\$207,313,000

The combined budgetary requirements of the Jewish Agency, the United Israel Appeal and the Keren Hayesod in 1959 are estimated at \$207,313,000. This estimate includes \$50,000,000 for the immigration, initial absorption and resettlement of immigrants expected to arrive in Israel during the coming year; \$50,000,000 for partial elimination of ma'abarot and for other unmet needs; \$107,313,000 for ongoing programs in the fields of agricultural development, education, youth work and social services, as well as other pressing obligations which must be met during 1959.

IMMIGRATION AND INITIAL ABSORPTION

BUDGETARY REQUIREMENTS.....\$9,550,000

Immigration

In November, 1958, the New York Office of the Jewish Agency issued a statement to the press which read, in part: "The Jewish Agency denies reports which appeared in the press according to which the recent increase in the number of Jewish immigrants from certain Eastern European countries to Israel came as a result of negotiations between the Jewish Agency and the Governments of these countries. The Jewish Agency has no contact whatsoever with these Governments and the arrival of Jews from these countries came as a surprise to the Agency."

This statement highlights the difficulty in estimating anticipated

immigration during the coming year. As previously indicated, the large number of applications for exit visas now pending in Eastern European countries gives us every reason to anticipate a new upsurge in immigration, running into the tens of thousands. Yet, regardless of the numbers involved, the Jewish Agency must stand ready during 1959 to assist every Jewish man, woman and child who will be in a position to make his way to Israel.

Rescue immigration of the kind we must anticipate for 1959 is not only unpredictable but also relatively expensive. Since, in the majority of cases, Jewish Agency personnel cannot operate directly in the countries of emigration, screening centers and transit camps have to be maintained in Southern France, Austria, Italy and Greece, where prospective immigrants are assembled, screened and given medical care if needed. To maintain and staff these offices and transit camps abroad, including medical services, the Jewish Agency in 1959 will require \$1,015,000. In addition, \$5,750,000 will be needed for the transportation of the immigrants and of their belongings and for the guidance personnel which accompanies the refugees throughout their journey.

Initial Assistance

It is estimated that initial assistance for newcomers in 1959 will require a total of \$2,785,000. As in previous years, this sum will include expenditures for the distribution of household goods such as beds, blankets, chairs, tables and kitchen utensils; the services of trained guidance teams, and health insurance for all new arrivals for a period of three months.

HOUSING

BUDGETARY REQUIREMENTS.....\$67,850,000

Current Needs

"On a rainy night in New York or Detroit perhaps you will dream that there are thousands of newcomers arriving here and there are insufficient houses for

them." These words addressed to the 5th UJA Study Mission by Finance Minister Levi Eshkol reflect the thoughts which haunt responsible officials in Israel as news of a new upsurge in immigration electrifies the country. Instead of the hoped-for reduction in the size and number of the ma'abarot, every increase in immigration threatens to swell the population of these pitiful reminders of our inability to meet current needs.

The total investment required to provide permanent homes for newcomers expected to arrive in 1959 is estimated at \$55,000,000. However, in view of the pressing need to replace the deteriorating ma'abarot with permanent homes, the Jewish Agency, in its 1959 budget, allocates only \$26,950,000 for the construction of houses for immigrants expected to arrive within the next twelve months. It is anticipated that this sum, together with allocations by the Israel Government, will be sufficient to start an adequate construction program and that cash payments for the balance of the investments can be postponed beyond the current budgetary year.

Unmet Needs: The Ma'abarot

In 1954, when the Jewish Agency initiated the Ship-to-Settlement Program, it was hoped that the ma'abarot, the slum-like transition settlements, could be closed within three to four years. However, as rescue immigration continued to make heavy demands on the limited resources of the Jewish Agency, the elimination of the ma'abarot proved to be a slow and painful process. Today, 50 ma'abarot, with a total population of some 110,000 persons, have not yet been replaced by permanent homes.

So much has been said and written about the hardships and the squalor encountered by the newcomers in the ma'abarot, that there seems no point in recalling the painful history of the shanty towns. Yet if we remember that there are children of seven or eight years of age in the transition settlements

who have never known what it means to live in a real house and who have no other playground but a few feet of dusty, littered soil between one hut and the next, we realize that the ma'abarot are not only an eyesore for the present but a threat to the future.

Out of a total of \$90,000,000 required for the elimination of the ma'abarot the current budget of the Jewish Agency allocates \$40,900,000 for this purpose. This sum is in no way commensurate with the pressing needs. Rather, it reflects an estimate of the funds which will be available to the Jewish Agency after requirements for rescue immigration and essential ongoing services have been met. If the Jewish Agency's income should exceed budgetary estimates during the coming year, or if it should be possible to reduce expenditures for immigration or ongoing services, every additional dollar will be invested in an all-out effort to accelerate the elimination of the ma'abarot.

AGRICULTURAL SETTLEMENT

BUDGETARY REQUIREMENTS.....\$54,978,000

The Overall Picture

The 130,000 immigrants who have settled on the land with the assistance of the Jewish Agency during the past ten years, account for about 63 per cent of Israel's total farming population. Yet the combined output of the 482 post-statehood villages is currently estimated at about 40 per cent of the total agricultural production of the country.

This relatively low productivity of the new immigrant villages, compared to the veteran settlements, reflects the degree to which the Jewish Agency's allocations to new farming communities have fallen behind schedule. Caught between a decrease in philanthropic funds and accelerated immigration, the Jewish Agency had to reduce allocations for agricultural settlement from 61 per cent of the total 1953-54 budget to only 30 per cent of the six-month budget for the period

ending March, 1958. As a result of this cut-back in allocations, the majority of the new settlers are as yet only part-time farmers. In the coastal zone, for example, the average post-statehood settler derives about 70 per cent of his income from his own farm. In the hill regions, many settlers earn only 40 per cent of their modest income from farming. The rest must be earned through outside employment.

It is estimated that the total investment required to assure the full productivity of the 482 post-statehood villages amounts to \$195,000,000 at current prices. In addition, the Jewish Agency must contribute toward the \$100,000,000 needed to implement the country-wide irrigation scheme. Thus, even if the establishment of new villages was kept at a minimum level, it would take about seven to eight years to complete the consolidation of the post-statehood settlements at the current rate of allocations for farm development.

Against this overall picture of long-term obligations, the following pages outline the agricultural development programs of the Jewish Agency for the budgetary year 1959. If these programs can be implemented as scheduled, it is estimated that they will enable new immigrant villages to increase the combined value of their agricultural production during 1959 by \$15,000,000, that is 15 per cent of the estimated value of Israel's total agricultural production during the past twelve months.

Absorption of Newcomers in Agriculture

Because of the urgent need to develop existing villages, no new settlements will be established during 1959. However, four work villages in Upper Galilee will be turned into full-fledged farming communities. The establishment of eight additional villages in a region adjacent to the Syrian border, which had originally been included in the 1959 program, had to be postponed for lack of funds despite the fact that it is urgent to reinforce the thin chain of villages in this exposed border area.

On the basis of past experience, it is estimated that between 10 to 15 per cent of the immigrants expected to arrive during the coming year will register for agricultural settlement. Since the newcomers will be absorbed in existing farming communities, it is hoped that allocations during their first year on the land can be kept at a minimum. The 1959 budget, therefore, includes only a sum of \$5,500,000 for initial allocation to new arrivals who will settle on the land during the next twelve months.

Unmet Needs in Agricultural Settlements

The full consolidation of 482 post-statehood villages is a long-range task. However, the current budget singles out one priority item which must be included in this year's effort to reduce the backlog of unmet needs: the final consolidation of 89 new immigrant villages which were established as far back as 1948-49. These settlements, which include 28 smallholders' villages, 31 communal settlements and 30 extensions of older villages, comprising altogether a total of more than 5,000 farm units, will receive \$5,800,000 for their final consolidation during the coming year.

Ongoing Agricultural Programs

Farm Development. The major part of the allocations for ongoing agricultural programs included in the Jewish Agency's budget for 1959 will be spent on the development of 393 post-statehood settlements. Despite the fact that, according to plan, the consolidation of each farming community should have been completed within a period of five years, even the 290 villages which were established during the period 1950-52 have not yet reached the consolidation stage. The 1959 budget of the Jewish Agency allocates a sum of \$28,678,000 for farm buildings, livestock, farm equipment, local irrigation facilities, seeds, saplings, approach roads and other communications facilities in post-statehood villages.

Irrigation. Because of the shortage of philanthropic funds, the Jewish Agency's budget for 1959 allocates only \$3,000,000 for special irrigation projects. The major part of this sum will be spent on regional irrigation projects, such as the drilling of wells and the construction of reservoirs which will eventually be integrated into the country-wide master plan. Despite the urgent need to supplement regional schemes in the semi-arid south with additional water resources from the northern part of Israel, the amount allocated to the national irrigation scheme is only a fraction of the sum needed during the coming year.

Citrus Plantations. Citrus, the largest single item in Israel's export trade, not only has become an important factor in Israel's foreign currency budget, but also a reliable source of income for the new immigrant settlements. During the coming year, \$3,500,000 will be allocated for the planting of 2,500 acres of citrus groves in 150 post-statehood settlements.

Employment. The cut-back in annual allocations for agricultural development has forced many new settlers to augment their earnings through employment in public works projects. It is estimated that during the coming year some 19,000 post-statehood settlers will require a total of 2,300,000 days of auxiliary employment. Towards the financing of these projects, which include the implementation of drainage schemes, land amelioration and terracing, and the construction of approach roads to outlying villages, the Jewish Agency in 1959 must contribute \$1,500,000.

Guidance. According to the operational plans of the Jewish Agency, each recently established settlement should be provided with the following guidance personnel: 2 agricultural instructors, 1 social worker, 2 assistant welfare workers, 1 nurse, 1 administrator, and one or more teachers in accordance with the number of children in the village. For the services of these guidance teams,

including more than 600 farmers from veteran settlements who have agreed to act as instructors for the inexperienced settlers, the Jewish Agency in 1959 will require \$4,500,000.

Other Services and Allocations. During the coming budgetary year, the Jewish Agency will continue to operate 18 tractor stations with a total of 420 tractors to serve new immigrant villages throughout Israel. In addition, the Jewish Agency must set aside allocations to reimburse new settlers in border areas for working time spent on guard duty. The Agency must also provide crop subsidies for outlying villages which have not yet been linked to the country's major highways and therefore incur excessive transportation costs for their products. For these activities, the Jewish Agency's budget for 1959 includes a sum of \$2,500,000.

SOCIAL SERVICES AND REHABILITATION

BUDGETARY REQUIREMENTS.....\$11,300,000

Services to New Arrivals

The extent of funds required for social services and economic rehabilitation of newcomers expected to arrive in Israel during 1959, depends to a large degree on the health and age composition of the immigrants. Among those who have arrived since September, there was a relatively low percentage of persons of working age. If this trend continues, the sum of \$8,000,000 allocated in the present budget for social services and economic rehabilitation of new arrivals may prove to be inadequate.

Since social services and rehabilitation must be planned individually according to the potentialities and handicaps of each applicant, it is difficult to predict how the total allocations will be distributed between the various facets of the Agency's social service and rehabilitation program. The following is a general outline of the types of aid which will be extended to the new arrivals.

Cash Grants. According to past experience, it takes an average of four to six weeks to arrange for the temporary or permanent care of social cases. During that period, the Jewish Agency must support these families with cash grants averaging \$125 per case. In difficult cases, the grants must be continued over a longer period of time.

Loans. Immigrants who, because of age or physical handicaps are unable to find employment, are given priority in the establishment of shops, newsstands, small workshops and various services required in the new development areas. In the majority of cases, these projects are financed with the help of long-term, low-interest loans extended to the newcomers by the Jewish Agency in cooperation with other bodies. Similar loans will be made available to professionals among the new immigrants to tide them over an initial period of reorientation or retraining.

Allocations. As in previous years, the Jewish Agency will make allocations to institutions which accept aged or ailing immigrants for temporary or permanent care. The Agency will also reimburse local authorities for public services provided to immigrants unable to pay municipal rates.

Home Visits. In addition to the guidance services offered by the local offices of the Jewish Agency, the Agency's social workers will continue their regular schedule of home visits to acquaint new immigrants with Israel's pattern of hygiene and nutrition, to check on health problems, sanitation and child care, and to acquaint the new arrivals with the various agencies whose services are available to them.

Unmet Needs

There are thousands of families in Israel today who exist on grossly inadequate welfare payments or eke out a sub-standard living in the tin huts which are the "shopping centers" of the ma'abarot. Under the Jewish Agency's constructive loan program, each of these families could be enabled to gain a

modest degree of economic independence through an average investment of \$800 per case. Yet for years, the cards indicating the names, experience and past history of these immigrants, together with recommendations for the type of shop or service for which they would be suited, have remained in the Agency's files because there has been no money to realize these modest dreams.

In the ma'abarot alone, there are some 1,200 social cases who are at present depending on the few prutot they earn from the sale of small household items, groceries, or vegetables. If the ma'abarot are to be eliminated, these people will again appear on the public welfare rolls unless constructive arrangements can be made for their resettlement at a new location.

During the current budgetary year, the Jewish Agency will require \$2,300,000 for the economic rehabilitation of nearly 3,000 social cases who arrived in Israel during the past decade.

Unfortunately, not all social cases can be rehabilitated through economic aid. According to the Israel Ministry of Welfare, there are at least 1,400 mentally deficient children and adults who have arrived in Israel but have not yet found placement in suitable institutions. Of this group, roughly 800 are under 17 years of age, the remainder between 17 and 35. During 1959, the Jewish Agency must contribute \$1,000,000 towards the building of additional institutions to care for mentally deficient immigrants.

EDUCATION AND HEALTH

BUDGETARY REQUIREMENTS.....\$18,810,000

Public Health and Elementary Education

During the initial period of mass immigration, the Jewish Agency did not allocate special funds to provide health and educational services for the new arrivals. Yet over the years, it has become increasingly difficult to expand the Government's public services at a rate commensurate with the mass influx.

The number of students in Israel's tuition-free elementary schools has increased by more than 200 per cent during the past decade. Medical facilities need to be expanded further to serve immigrant communities in outlying districts.

Out of total annual tax receipts amounting to IL 800,000,000, the Israel Government during the fiscal year 1958-59 must spend more than IL 73,000,000 on education. To this must be added the budget of the Israel Ministry of Health, which amounts to IL 700,000 for Israel's current fiscal year. The public services financed through these Government expenditures benefit immigrants and earlier citizens alike; yet the major share of the taxes which defray the costs of these services are as yet paid mainly by the veteran population.

The Israel Government, burdened by heavy defense expenditures, is unable to provide for a further accelerated expansion of public education and health programs. The Jewish Agency, on the other hand, would find it impractical and uneconomical to institute its own educational network for new immigrant children who cannot be accommodated in over-crowded classrooms with already overburdened instructors. It has, therefore, been agreed that during the coming year the Jewish Agency will contribute \$13,200,000 towards public education and health services provided to the new immigrants.

Higher Education

It is estimated that, at present, tuition fees, books and related expenditures for one Israel high school student amount to about \$340 a year. In terms of the earnings of the average immigrant laborer this figure equals about three months' wages.

In order to bring a high school education and advanced agricultural and vocational training within the reach of gifted immigrant children, the Jewish Agency contributes to a countrywide scholarship fund which in the last academic year enabled 4,441 young people to extend their education beyond the elementary

grades. During the same year, however, at least 1,000 applications from qualified candidates had to be turned down for lack of funds.

While it is obvious that such basic needs as food and shelter must be given priority in any philanthropic program, the grossly inadequate allocations for the scholarship fund may have serious consequences, not only for the future of the youngsters whose applications must be rejected but for Israel's total economic and social development.

In addition to its participation in the scholarship program, the Jewish Agency, during 1959, will continue allocations to institutions of higher learning such as the Hebrew University, the Haifa Technion and the Weitzman Institute of Science, which accept students from among the new immigrants at minimal tuition rates. Arrangements have also been made with these institutions to provide stipends for a number of immigrant scientists in order to acquaint these new arrivals with Israel's research problems and research facilities.

Adult Education

Ten years ago, the first Ulpan, a seminar for the intensive study of Hebrew and allied subjects, was established in Jerusalem with the assistance of the Jewish Agency. Designed to ease Israel's Tower-of-Babel problems and to accelerate the economic rehabilitation of professionals and white collar workers among the immigrants, the Ulpanim have been eminently successful, not only in their newly developed methods of instruction but in the way in which they have served as a home base for the students during their first difficult months in a new country. Since 1949, some 100,000 immigrants have passed through the 60 Ulpanim now operating in every part of Israel. During the coming year some 9,000 newcomers are expected to attend these seminars. In many cases, the Jewish Agency must provide full maintenance for newcomers attending Ulpanim for an average period of three months.

In addition to the Ulpanim program, the Jewish Agency will continue to sponsor local adult education activities in immigrant towns and villages.

Total allocations for higher education, vocational training and adult education in the Jewish Agency's budget for 1959 are set at \$5,610,000.

YOUTH IMMIGRATION

BUDGETARY REQUIREMENTS.....\$8,250,000

During his recent visit to the United States, Moshe Kol, World Director of Youth Aliyah, reported on the progress of new Youth Aliyah trainees who came to Israel from Eastern European countries. "These children are part of a generation deeply influenced by the 'cold war'," Mr. Kol said. "It is a generation which is practical, realistic and skeptical. These youngsters have no firm beliefs in any system, neither in Communism nor in democracy. They must be completely re-educated as Jews, since many of them did not know until very recently that they were Jews at all."

In the face of these pressing educational problems, shortage of funds has forced Youth Aliyah to reduce the extent of its operations for the first time in the 25-year history of the program. Between January and November, 1958, the number of Youth Immigration trainees decreased from 13,200 to 11,500. According to the 1959 budget, the number of new wards to be accepted during the coming 12 months will not exceed 2,400, as compared to 6,200 newcomers absorbed by Youth Immigration during the past budgetary year.

Apart from the anticipated increase in immigration, the proposed reduction in Youth Aliyah's services will be a blow to thousands of immigrant families already in Israel. Many new arrivals from Eastern Europe who have immigrated since 1956 are finding the process of absorption much harder than anticipated and are increasingly turning to Youth Aliyah to secure proper training and maintenance for their children. Each month, some 700 applications are received,

of which 500 must be rejected for lack of funds.

Currently, Youth Immigration's financial problems are aggravated by inflation. The major part of its expenditures consists of maintenance grants linked to Israel's rising cost-of-living index. It has therefore become necessary to reduce the number of wards in educational institutions for whom full maintenance allocations must be paid, and to increase the number attached to agricultural settlements where trainees cover a portion of their maintenance costs by part-time work. As a result, it has become necessary to raise the acceptance age for the majority of new wards from 13 to 14 years for boys and from 12 to 13 years for girls. (Full orphans will be accepted regardless of age.)

This shift toward more frequent placement in communal settlements will create new absorption problems for youngsters from Eastern European countries who at present constitute the majority of prospective trainees. Because of past experiences, these young people do not adjust easily to communal life. Many of them wish to continue their studies yet cannot find facilities for higher education in communal settlements. Thus, trainees tend to drop out before the end of their training period and the time and money spent on their initial absorption is wasted.

A special problem is presented by young people in the 15 to 18-year age groups, who cannot be absorbed into the Youth Immigration program. Being past the age of compulsory education yet too young to join the army, thousands of these youngsters spend their days without proper occupation or supervision. Since the fledgeling immigrant towns are not yet sufficiently developed to offer adequate employment for heads of families, adolescents have very little chance to find work in development areas.

To combat the social dangers created by these conditions, the Jewish Agency, in cooperation with the Israel Government, has set up a network of

17 youth centers which provide immigrant teenagers with pre-vocational training courses, part-time instruction in academic subjects, warm meals and recreation facilities. It is estimated that at least 10 additional centers are needed immediately to cope with what might develop into a problem of juvenile delinquency. However, despite the urgent requests from social workers and probation officers, the Jewish Agency will not be able to set aside funds for the construction and maintenance of additional youth centers in 1959.

OTHER REQUIREMENTS

In accordance with an agreement concluded between the Jewish Agency and the Jewish National Fund in 1951, the present budget lists an allocation of \$2,365,000 to the JNF to be used for land amelioration and drainage work in new immigrant villages. Payments to various Jewish groups, which the Jewish Agency will make out of its share of German Reparations Funds during 1959, amount to \$1,100,000. Thus, total allocations to other organizations under the Agency's 1959 budget will amount to \$3,465,000.

For the information services of the three agencies included in this budget — the United Israel Appeal, the Jewish Agency and the Keren Hayesod — a sum of \$2,640,000 has been allocated to cover expenditures for supplementary activities such as literature and campaign material. The combined administrative expenditures of the three agencies are estimated at \$4,070,000.

The budget also includes a sum of \$26,400,000 for payment of obligations on account of services received in previous years.

No Alternative

In times of stress and danger, Israel has faced seemingly insurmountable obstacles with the calm words: Ein brera - "There is no alternative."

The same may be said of the Jewish Agency program for 1959 outlined on the

preceding pages. There is no turning away from these responsibilities. There is no alternative.

Would American Jewry agree that rescue immigration be suspended at a time when newly opened exit doors can be locked again at any moment?

Would they wish to discontinue ongoing programs, endangering all that has been built up with UJA funds during the past decade?

Will they stand by idly as thousands of men, women and children face their eighth winter in the flimsy, rain-drenched shelters of the ma'abarot?

There is no alternative to this program.

There is no alternative to an all-out effort for UJA in 1959.



UNITED JEWISH APPEAL

Budgetary Requirements for 1959

For the Immigration and Rehabilitation Program of the Jewish Agency
(including Keren Hayesod)

<u>Purpose</u>	<u>Amount</u>
<u>Immigration and Initial Absorption</u> of immigrants expected in 1959.....	\$ 9,550,000
<u>Housing</u> for immigrants expected in 1959.....\$26,950,000*	
partial elimination of <u>ma'abarot</u>	40,900,000**
	67,850,000
<u>Agricultural Settlement</u> for immigrants expected in 1959.....	\$ 5,500,000*
final consolidation of 89 settlements.....	5,800,000**
ongoing programs of farm development.....	43,678,000
	54,978,000
<u>Social Services and Economic Rehabilitation</u> for immigrants expected in 1959.....	\$ 8,000,000*
rehabilitation of earlier arrivals.....	3,300,000**
	11,300,000
<u>Education and Health</u>	18,810,000
<u>Youth Immigration</u>	8,250,000
<u>Allocations to Jewish National Fund</u>	2,365,000
<u>Allocations o/a German Reparations</u>	1,100,000
<u>Information Services</u>	2,640,000
<u>Administration</u>	4,070,000
<u>Obligations</u>	26,400,000
<u>Total Budgetary Requirements</u>	<u>\$207,313,000</u>

SUMMARY

<u>Special Needs</u> * For immigrants expected in 1959.....	\$50,000,000	
** For partial elimination of <u>ma'abarot</u> and unmet needs.....	50,000,000	\$100,000,000
<u>Ongoing Programs and Obligations</u>		107,313,000
<u>Total</u>		<u>\$207,313,000</u>

1959 BUDGETARY REQUIREMENTS

of the

JOINT DISTRIBUTION COMMITTEE

Introduction

In a Polish city, a little girl lies crying on a hospital bed while her doctor waits anxiously for the shipment of "miracle" drugs which will cure her... in the anteroom of a French social service agency, a newly arrived refugee family sits on the valises and bundles containing all its meager belongings, waiting for the interpreter to come and clear things up... outside a school canteen in Morocco, the boys and girls line up for a hot mid-day meal, the only meal for most of them. When it is distributed, not a drop is spilled — not a crumb allowed to fall.

It is 1959 and once again the hopes of hundreds of thousands of homeless, helpless and harassed Jews must turn to JDC — as have the hopes of millions before them since JDC's founding in 1914.

Late in 1957, after a lapse of eight years, JDC returned to Poland at the invitation of the Polish Government to aid Polish Jews repatriated from the Soviet Union. It was to be a limited program, designed to help the returnees re-establish themselves, meanwhile providing immediate aid — housing, clothing, medical care, food, maintenance.

But what if a feeding program established in a school applies only to every other youngster? Side-by-side sit two children — one a repatriate, the other his cousin, not a repatriate, but equally hungry. You hesitate only a moment, then you do what has to be done. You feed both.

The Hungarian and Egyptian crises of late 1956 and early 1957 seem far away now. But the refugees from both countries who found haven in France still need help.

More than 22,000 of Egypt's Jews were expelled and set adrift; more than 18,000 Jews left Hungary during the revolution, until the border was clamped shut early in 1957. Many were aided by UJA funds to settle in Israel and other free lands, but others have been sheltered in France, waiting for permanent settlement. Most of these refugees brought only what they could carry. They were welcomed by the French Jewish community, which did its best for them. But the community itself had still not recovered from the aftermath of a war that ended more than a decade ago. Struggling to care for its own needy, the French community cannot help these new victims of oppression without extra aid from JDC.

In many Moslem lands the need continues great, but in Morocco the need has been intensified by the reduction of aid which previously was forthcoming through the Moroccan Government. Here, a Jewish community which only entered the 20th Century 50 years after the Century began, is striving to hold on to the gains made in the last ten years in the battle against trachoma, hunger, ignorance. The community is determined that its children shall have a future.

And so they ask the Jewish communities of America, contributing through UJA: Shall the programs for Moroccan Jews in schools, medical centers, feeding programs, vocational training, be curtailed, or will you give more to make up for the withdrawal of Government funds?

In Poland, in France, in North Africa, in many other lands where Jews are dependent on JDC aid, help through UJA is still the difference between extinction and survival — for individuals, for families, for whole communities.

In 1959 there are some 25 countries in which the aid of the Joint Distribution Committee is still vitally needed. And in all, an estimated 250,000 men, women and children will require JDC aid in the struggle for survival. The minimum which JDC will require in order to provide this aid is \$29,593,000.

Estimated World-Wide Requirements - 1959

The 1959 budgetary requirements of the Joint Distribution Committee, totaling \$29,593,000, are as follows:

1. Malben in Israel.....	\$11,000,000
2. Moslem Countries.....	4,300,000
3. Europe.....	5,618,000
4. Other Countries.....	295,000
5. Relief in Transit.....	3,750,000
6. Reconstruction.....	1,850,000
7. Cultural and Religious Activities in Israel.....	660,000
8. Other.....	<u>2,120,000</u>
T o t a l.....	\$29,593,000

With this sum JDC hopes in 1959:

In Israel, to support and maintain, through Malben, a network of institutions for aged, chronically ill and handicapped newcomers, containing 6,500 beds; to develop new programs by which the healthy aged may be aided to live happily outside of institutions — in homes of their own; to grant some 700 - 800 rehabilitation loans to new arrivals in Israel; to continue to make available these and other services for handicapped newcomers in order to help them in the process of adaptation and social adjustment, and to relieve the people of Israel of the burden which these hapless men, women and children would otherwise represent.

In Moslem countries, especially North Africa, to continue to provide life-giving aid to some 100,000 individuals, mostly children — aid which includes supplementary feeding, medical aid, vocational training and assistance in their religious, educational and cultural activities, and to guarantee that the partial withdrawal of assistance formerly provided by governmental and other sources shall not create new hardships.

In Europe, to develop programs for the economic and social integration of refugees — Egyptian, Hungarian, North African, Polish and others — into local economies; to continue to support local relief services, and increase this support where necessary to assure adequate care for all, refugees as well as the

needy among native Jewish populations; to initiate and encourage the development of permanent solutions for those dependent families for whom such a possibility exists; at the same time to build and strengthen local communities to enable them to become self-reliant and independent of outside aid.

It is important to note that the 1959 JDC budget is for continuing, already blue-printed, assistance programs. It contains no reserve to cover new or unexpected crises; it contains no reserve to cover the possible effect on JDC operations, particularly in Israel, of the recently begun Jewish emigration from certain parts of Eastern Europe. Let it be noted, however, that should this emigration assume the very important dimensions which many expect, JDC may be confronted with a sizeable increase in the funds which it needs.

Following is a detailed description of JDC's 1959 budgetary requirements:

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

Of the \$29,593,000 that JDC will require in 1959, the program on behalf of aged, chronically ill and handicapped newcomers in Israel will absorb 38 per cent, or \$11,000,000.

This figure — JDC's largest single requirement for one country — represents an intensive effort to hold the line in costs while new approaches are developed to meet the increasing needs resulting from the continuing stream of refugees from Poland, Hungary, Egypt and other lands.

The principal targets can be briefly summarized as:

- (a) to provide care and maintenance for the sick and the aged, including physical and, eventually, economic rehabilitation, wherever and whenever possible.
- (b) to explore and exploit opportunities for economic rehabilitation for handicapped persons so as to enable them to become, in whole or in part, self-supporting and thereby relieve the State of Israel of the

burden they might otherwise become.

The variety of medical and institutional services, which account for the bulk of Malben's budget, is shown in the following table:

<u>Type of Service</u>	<u>Number of Beds</u>
Homes for the Aged	4,050
Institutions for the Aged Infirm	500
Tuberculosis Service	460
Chronic Disease Hospitals	670
Mental Hospitals	500
Children's Hospitals	180
General Hospitals	<u>150</u>
T o t a l	6,510

With the anticipated bed turnover, Malben will be able to serve at least 10,000 individuals in nearly 60 institutions and hospitals during the year ahead. In addition, many handicapped new immigrants will be aided with medical appliances and treatment through Malben's out-patient department.

An increasing share of Malben's operating budget has each year been devoted to the program for the aged. A substantial number of the healthier residents in Malben's old age homes are employed, within the limits of their physical capabilities, in carrying out certain tasks necessary to the operation of the homes. This has the multiple advantage of keeping their sense of usefulness, providing them with some means of their own, and of lowering very significantly the cost of operations.

Malben's program of extra-mural care is also being expanded. Small house-keeping units are obtained for aged couples able to care for themselves. They receive monthly grants, either from Israel's national insurance or from Malben, and are in a position to obtain part-time employment to supplement their modest monthly allowances.

To help the aged enter into the life of their communities, Malben, with the help of local municipalities, has also opened a number of "Senior Citizen" clubs

on the premises of Malben old age homes and in the towns. Providing much-needed companionship and recreation, these clubs help to alleviate the loneliness of many who might otherwise feel impelled to apply for admittance to Malben homes.

By pooling its resources for the treatment of TB with those of other agencies in Israel some time ago, Malben was instrumental in bringing the problem under control. Now it is using this experience to tackle the problem of the mentally ill, who have suffered severely until now from a lack of suitable institutions and services. A joint program sponsored by Malben and the Ministry of Health for the development of psychiatric services is now in progress.

Malben is also seeking to reduce the very large numbers of uncared for mentally retarded children. In the past, Malben has successfully operated a rehabilitation program for such children, but on a limited scale. Pending a detailed study of the actual needs and the best methods for coping with them, JDC has reached an agreement with the Ministry of Welfare for the placement of 85 such children, with JDC assuming some of the maintenance costs.

Malben's technical skills and invaluable experience are increasingly called upon in other areas of need. High among these are programs, in close cooperation with other agencies, for assistance to blind or crippled children, and for the young and middle-aged chronically ill for whom facilities are lacking in Israel.

In 1959 Malben will extend reconstruction loans and training to some 700 - 800 handicapped families to help them set up small shops and service establishments throughout the country. Thus, an additional 3,500 individuals (including dependents) will become self-supporting this year. In the past eight years this program has aided more than 28,000 persons.

A number of Malben's sheltered workshops, which have given employment to

more than 500 handicapped individuals, will be converted into cooperatives, to be operated and managed by the workers themselves.

Altogether, Malben in 1959 will assist some 16,000 - 17,000 persons in urgent need of medical care, welfare services and economic rehabilitation.

MOSLEM COUNTRIES.....Requirements: \$4,300,000

Ever since the beginnings of JDC's programs in Moslem countries it has been clear that there is no other area of the world in which these programs are more sensitive and more responsive to political changes. In recent years there has been only one Moslem country - Iran - in which relative political stability has ruled, and where JDC has been able to plan and to carry out its programs in an atmosphere of relative calm.

In North Africa, however, the upsurge of Arab nationalism has brought many and far-reaching changes in recent years. The desire for peace and security has set thousands on the move — to Israel, to France and to the relative protection of the larger cities.

The growth of the Jewish population in this area is such that the point has now been reached where the population increase more than offsets the present rate of emigration from Moslem countries. As a result, there is an increased need for supplementary feeding, pre and post-natal care and many other welfare services.

But far more intense in recent months have been the effects — in Morocco particularly, but also in Tunisia — of the economic and political separation from France. Always vulnerable, the Jewish communities of these countries now find themselves caught — even more than their Arab neighbors — in the vise of economic insecurity and fear.

It is this community, today less able than before to provide for its own needs, which is faced with the withdrawal of a part of the aid upon which it has

depended. For though JDC supplied the major share of outside assistance, support for the largest system of schools for Jewish children — the schools of the Alliance Israelite Universelle — came from the Moroccan Government. Other aid for OSE, the medical-aid agency, and other programs came from the local authorities.

Now, under the changed circumstances which prevail, much of this assistance has been — is being — withdrawn. And for JDC to fail to make up the difference is not merely to stop things where they are: it means that within a short time all the progress will have been lost; it means that the disease rate will go up, and the death rate; it means the danger that the Jewish community will revert to the helplessness and apathy which ruled it for centuries.

Even before this trend was evident, JDC's program in this area was beginning to feel the pinch of inflation. Merely to maintain JDC's programs at their previous levels would have required an increase in the amounts necessary — probably as high as 10 per cent.

The numbers of people involved are enormous.

Of the nearly 500,000 Jews in Morocco, Tunisia, Algeria and Iran, some 100,000 men, women and children are dependent on JDC aid, JDC-supported institutions and welfare services. In many cases, they require help through more than one of JDC's assistance programs.

More than 50,000 persons, the majority of them school children, receive daily supplementary feedings to add to their meager diet. About 23,000 regularly get medical care each month. More than 60,000 children attend the JDC-supported schools of the Alliance Israelite Universelle, the Ozar Hatorah, the Lubavitcher and other organizations. Some 5,000 individuals receive vocational training in ORT (Organization for Rehabilitation Through Training) schools.

Morocco is JDC's largest operation in the Moslem area. Of a Jewish population of 200,000, approximately 60,000 have been receiving JDC aid. But since

the establishment of an independent Moroccan state, Jews from outlying districts have begun to move to the larger cities, increasing the demand for JDC services. Although children and young people are the major beneficiaries of JDC, the general worsening of conditions has required JDC to give increasing help to adults.

JDC's effort to establish and maintain acceptable standards of nutrition and hygiene is benefiting 28,000 Moroccan Jewish children in school canteens. Nearly 12,000 adults regularly receive food parcels. Some 1,500 other persons are aided to achieve a healthful diet through supplementary feeding in soup kitchens and anti-TB centers throughout the country. Of key importance in these feeding programs are the farm surplus foods donated by the U.S. Department of Agriculture. JDC imports and distributes some 4,000,000 pounds of this food every year.

A separate Jewish school system is essential to provide proper educational facilities for Jewish children in a Moslem land. In Morocco, JDC supports the operation of the Alliance Israelite Universelle, with its 78 schools and 25,000 pupils; the Lubavitcher, with 45 centers and 3,500 students; the Ozar Hatorah, with 29 centers and 5,000 students. In addition, JDC annually distributes clothing valued at \$250,000 to the neediest children in these and ORT schools.

The battle against such common diseases as tuberculosis, trachoma, tinea and others is carried on through JDC support for the operating budget of OSE, the medical agency which operates about 26 clinics and dispensaries with a monthly patient load of nearly 8,000. JDC funds have also made possible the establishment and operation of infant, child care and maternity centers.

In the field of economic rehabilitation, JDC helps support the vocational training program of ORT, which trains some 2,500 young people annually. Loan funds have been established in Casablanca and other cities with the cooperation of the Jewish Colonization Association. Some 467 loans were granted during the

first six months of 1958 to artisans and small businessmen, whose livelihoods have been seriously threatened by the general economic decline in Morocco.

In Tunisia, JDC-supported feeding, child care, educational, medical and related programs regularly assist about 16,000 out of a total estimated Jewish population of 65,000 - 70,000. These activities include canteen feeding for a daily average of 4,280 children and a well-rounded medical service, chiefly administered by OSE, which provides care and treatment for about 5,400 persons. A kindergarten program has also been developed for more than 1,000 children.

Five JDC-supported Alliance schools have an attendance of over 3,000 children and 15 schools operated by various small Jewish communities, with the aid of JDC, provide educational facilities for an additional 1,800 children.

JDC annually imports into Tunisia about 1,000,000 pounds of U.S. Department of Agriculture farm surplus foods and annually distributes clothing valued at \$75,000 to needy Jewish school children.

In Iran, with a Jewish population of 80,000, JDC is continuing its social services against a background of relative political stability, and in full cooperation with the authorities. The welcome reception that the Government of Iran has given to the United States and international technical assistance missions has made it possible for JDC also to benefit from their resources and skills.

Nevertheless, the Jewish population is still subject to the "normal" economic and social limitations of a minority group.

More than 14,000 students are enrolled in JDC-supported kindergartens and Alliance, Ozar Hatorah and ORT schools. Nearly 6,000 children receive daily supplementary feeding. A large percentage of the school children receive clothing and shoes during the school year.

Great emphasis is placed on medical services, particularly in the area of

sanitation and hygiene. Approximately 10,000 individuals benefit monthly from the services offered in 22 medical installations, heavily supported by JDC.

In Algeria, JDC's efforts to satisfy a backlog of urgent needs are largely frustrated by the present political and military climate. Nevertheless, within the existing limitations, JDC has been able to support feeding programs for some 800 regular beneficiaries, aid several Talmud Torahs and yeshivoth, with a combined enrollment of nearly 2,000 students, and provide other services for some 4,000 individuals, mostly children. There is no doubt of the great need for an expansion of JDC services in this country. Future events will determine whether this can be achieved.

EUROPE.....Requirements: \$5,618,000

With the resettlement or integration of nearly all of the Jewish Displaced Persons some years ago, it seemed likely that the chief remaining problem for JDC in the European area would be to provide supplementary aid to a variety of communities which had still not completely recovered from the depredations of war and Nazism and could not provide fully for their own needs.

This included care for small numbers of so-called "old" refugees, the refugees of the Forties. But no one could have anticipated the waves of "new" refugees which suddenly burst on hospitable shores in the Fifties.

It is these refugees who account chiefly for the fact that in the Europe of 1959, JDC must spend approximately \$600,000 more than in 1958. Nearly all of this increase is to be allocated to two areas of need:

(1) For Hungarian, Egyptian and North African refugees in France and in Italy who have not as yet been absorbed or permanently settled; and

(2) For impoverished Jews in Poland, not only those recently repatriated from the Soviet Union, but even larger numbers among the "settled" population.

The critical housing shortage, particularly in France, retards the process

of integration for newcomers and creates a burden for Jewish communities which have been making advances in recent years toward meeting their own local needs. Moreover, many of the newcomers who have not been absorbed or resettled are aged, chronically ill or handicapped. This is also true of the majority of the 55,000 regular beneficiaries of JDC in the European area. Thus, JDC and the European Jewish communities face a greater, rather than a reduced, responsibility over the next several years. These factors, together with the steadily rising cost of services and facilities, unfortunately tend to offset the gains made in recent years in local community giving.

Due largely to funds made available by the Conference on Jewish Material Claims Against Germany, JDC is continuing its long-range program to repair or replace, where needed, institutions and facilities neglected or destroyed during the war. These include homes for the aged, children's homes, hospitals and community centers. The latter, it is hoped, will serve as focal points for the strengthening of local groups so that they can assume an ever-increasing share of their communal responsibilities.

In Poland, a year ago, JDC returned to establish an assistance program. It was an important and a sizeable program, but its limits were clearly defined: to bring aid to those Jews who were "returning" to Poland after many years in Russia. Because they were homeless and in most cases penniless, a variety of programs had to be set up for them: feeding, medical care, schooling, vocational training (through ORT), even cash grants for furniture and other amenities.

But in 1959 the estimate is that a sizeable majority of those requiring JDC aid in Poland will be among the so-called "settled" population.

Late in 1957, after a lapse of eight years, JDC was invited by the Polish Government to resume its activities in Poland. More than 15,000 Polish Jews have returned from the Soviet Union. With few exceptions, they wish to emigrate

to Israel. Pending their eventual resettlement, JDC is helping to install thousands of them in decent living quarters.

At the same time, JDC could not shut its eyes to the urgent needs of the settled Polish Jewish population. JDC services had to be expanded to include this group as well. Of the 5,000 families now receiving assistance, 2,000 are recent repatriates and 3,000 come from the settled population.

With JDC funds, one-time grants to meet special emergency needs are going to 400 - 500 families monthly; an average of 1,900 individuals — invalids, aged, students — are receiving monthly grants; feeding programs serve over 2,000 children; a home for the aged in Lodz cares for 64 persons, and many thousands are aided through other welfare activities, including ORT vocational training programs.

Even if most of the repatriates seek the earliest opportunity to leave after the termination of the Polish-Soviet repatriation agreement in March, 1959, the process is bound to be gradual, in view of the numbers and technical problems involved. For them, and for the seriously impoverished remaining Polish Jews, some of whom will also leave, JDC will require at least \$850,000 for the year ahead, an increase of \$350,000 over what was spent in 1958.

In Austria, of the normal Jewish population of 10,500, some 2,000 are receiving cash grants, old-age home care, medical aid, educational, religious, cultural and other services.

About 1,000 Hungarian refugees — the remainder of the 18,000 Jews who crossed the border after the Hungarian upheaval of 1956 — are still on JDC relief rolls. Although all of them wish to leave Austria, the emigration process is slow and a significant number may prove to be more or less permanent additions to JDC's caseload in Austria. In the meantime, JDC is caring for them, making every effort to keep their spirits up and prevent their occupational

skills from getting rusty. It is hoped that the majority will be out of the camps this year.

In France, the emergencies of the last few years have had a greater effect than is realized. France has become the foremost transit area in the world for Jewish refugees. In addition, since the Suez crisis and the Hungarian revolution, about 12,000 Egyptian, Hungarian, North African, and Polish refugees have entered the country and stayed. The cash relief, child care, medical, social and educational services were all heavily overtaxed.

A very sharp increase in prices complicated matters further. Even able-bodied newcomers find their earnings are insufficient to meet excessive rentals and they require supplementary aid. The housing situation (most hotels in France will not permit children) leads to the break-up of family units. Children's homes, boarding schools and other institutional facilities are piteously overcrowded. Only one out of every four applicants during the first six months of 1958 could be placed in a children's home.

A total of 1,500 Hungarian, Polish and Egyptian refugees are currently receiving monthly cash allowances from JDC, plus medical aid, child care, educational and cultural services. This is in addition to the large number of North African Jews who have been absorbed into the regular caseload maintained by the local Jewish organizations with JDC aid. These groups now have a cash relief load of over 6,000 persons, operate 15 institutions for children and young people, and 10 schools with a combined attendance of 2,000 children. They also conduct a variety of services for the sick and aged. The response of the local community to the emergency needs has been prompt and generous but, in view of the overall refugee requirements and the inflationary trend, JDC must have considerably increased funds for France in 1959.

In Germany, the need for welfare services has been greatly reduced. Only

about 1,500 persons regularly receive cash assistance. JDC also supports 13 homes for the aged, housing 560 persons; 8 day nurseries for 225 children, and other medical, vocational, cultural and religious services. The absence of professional social workers is keenly felt. JDC is introducing training and other programs to develop and expand lay leadership, with the aim of stimulating the German Jewish communities to take on a greater share of communal responsibility for local needs.

In Italy, thousands of refugees have arrived in the last few years. Most of them moved on, but many remain and must be aided with cash relief, vocational training, children's schools and other services. Altogether, 2,500 persons in Italy, including some permanent residents, regularly receive cash assistance. More than 900 children receive supplementary feeding and 6 medical institutions regularly serve about 3,000 persons. Many hundreds more are helped through various cultural and vocational training programs. JDC also supports 2 full-time Jewish schools, one in Rome and the other in Milan, each with about 700 children enrolled.

In Belgium, the three JDC-assisted agencies aid about 2,000 persons through cash grants, feeding programs, medical services, a home for the aged, 2 children's homes, vocational training programs and 2 credit institutions. JDC also assists a number of Polish, Hungarian and Egyptian refugees in Belgium.

In Sweden, JDC supplements local contributions in order to aid 1,000 persons through cash relief, medical services, educational and cultural activities, loan institutions, etc. Among them are Hungarian refugees and newcomers from Poland.

In Norway, the Jewish community has required very little outside aid for refugee assistance, thanks to the generous attitude of the Norwegian Government. The JDC-Claims Conference grant for 1958 was used exclusively for the development of a vacation colony and the completion of a community center in Oslo.

In Denmark, the Jewish communities have been meeting their own local welfare needs but receive JDC grants for carrying out urgent repairs in various communal institutions for which local resources are inadequate.

In Switzerland, JDC covers about 20 per cent of the budget of the central relief organization. This agency has a cash relief load of nearly 300 persons monthly; maintains a home for the aged, housing 125 persons, and operates other welfare programs.

In Portugal and Spain, about 100 persons requiring cash assistance and medical care remain the full responsibility of JDC.

In Greece, more than 600 persons require cash aid, supplementary feeding, medical care and other welfare services. JDC contributes approximately half the cost of these programs. JDC aid has also been required to rehouse many Jewish families made homeless by recent earthquakes.

In Yugoslavia, the local Jewish Federation assists approximately 800 persons, almost completely with JDC aid. About 450 receive cash assistance; 115 aged persons are in a new home, and about 120 children are cared for in 4 kindergartens.

OTHER COUNTRIES.....Requirements: \$295,000

Australia has become an important country of asylum for Jewish refugees. It has given refuge to thousands of immigrants from Hungary and other countries in numbers out of proportion to its pre-war Jewish population and beyond Australian Jewry's financial capacity. JDC accordingly aids the welfare societies of Melbourne and Sydney, which provide welfare and other services to about 3,000 persons. In China and the Philippines, there remain small groups of impoverished families for whom assistance must continue. In Latin America, JDC aids in the integration of large groups of Hungarian and Egyptian refugees through credit institutions.

In addition, a new — although small — program of assistance is to be undertaken on behalf of the B'nei Israel Jews of India. This community of some 17,000 — 18,000, whose history is centuries old, is perhaps the most isolated from the mainstream of world Judaism of all the world's Jewish communities.

Living in a land of almost indescribable poverty, they wage the same struggle against hunger and disease as do their Hindu and Moslem neighbors. But in addition they wage another battle — their battle as a numerically insignificant minority to survive as Jews.

Without any resources of their own, they have turned to JDC. The small grant which JDC will provide will have value for the B'nei Israel, not only in terms of the aid which it represents, but as testimony that their isolation may be at an end.

RELIEF-IN-TRANSIT.....Requirements: \$3,750,000

Over and above the urgent needs described in the various country programs, JDC also extends life-saving aid to thousands of other persons by means of separate channels, designated as "relief-in-transit" services.

These programs are as important — and as vitally needed — as any carried on by JDC anywhere. The changed — and changing — world of 1959 requires that appropriations for these services be increased during the year ahead by approximately \$680,000.

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

Under this heading are included the JDC-supported ORT vocational training activities and JDC-aided credit institutions. The prime importance of both these programs in the area of economic rehabilitation cannot be overestimated.

During the past year more than 20,000 students received training and instruction in JDC-ORT schools. This world-wide network of trade schools, occupational and workshop courses and apprenticeship training programs has an

average monthly enrollment of about 15,000 young people and adults. In Israel and the Moslem countries major emphasis is given to three and four-year professional trade schools teaching mechanics, carpentry, electrical and needle trades. In Europe large numbers of adult trainees take various short-term instructional and manual training courses. In 1958 JDC granted the World ORT Union \$1,500,000 plus a supplementary grant for its recently initiated program in Poland. For 1959, ORT activities are expected to continue at their present levels, with the exception of Poland, where the program must be expanded.

Economic aid through the facilities of JDC-sponsored credit institutions continues to be an important factor in the economic rehabilitation of thousands of Jewish artisans, merchants, tradesmen and professionals - both among the refugees and among the indigenous population. JDC contributes funds to over 34 credit institutions, granting more than \$2,500,000 in loans annually.

CULTURAL AND RELIGIOUS ACTIVITIES IN ISRAEL.....Requirements: \$660,000

Since 1914 JDC has given financial assistance to cultural and religious institutions and projects in Israel. In 1959 JDC must help 81 Yeshivoth with a student body of over 7,000. Assistance to refugee rabbis, cantors and other religious functionaries (who, with their dependants, number about 1,700 persons) is also included in the budget, as well as grants to research projects and publications employing about 100 persons.

OTHER.....Requirements: \$2,120,000

Under this heading are grouped the operating costs of the New York and Geneva headquarters, including its professional personnel, the cost of the annual audit and a variety of activities which cut across geographical lines, and for which one-time grants are appropriated. Examples of this last category include the matzoh and other Passover supplies which, in 1959, will be distributed to some 50,000 persons, and special cultural allocations for books, supplementation

of teachers' salaries, seminaries, costs of special publications on Jewish subjects, etc.

As in other years, the Joint Distribution Committee's budget for 1959 is a minimum budget - the \$29,593,000 which it calls for will provide only for those 250,000 Jews who are already known to be in need.

There is no allocation in this budget for what may happen, for those who may be in need — though these may include new waves of refugees, or the victims of disaster, or those whose lives are blighted by economic crisis or the hostility of their neighbors.

But if new emergencies do arise — emergencies not anticipated in this budget?

Not since 1914, when JDC first came into being, have American Jews failed to answer the pleas of the needy and the helpless in lands overseas. In 1959 — if need be — JDC knows that it can turn once more to the American Jewish community which, through the United Jewish Appeal, has responded again and again in the battle against need.

And so, if JDC responds — both to expected needs and to unexpected emergencies — it is with the knowledge that this answer is once again the will and the command of American Jewry.

1959 BUDGETARY REQUIREMENTS

of the

NEW YORK ASSOCIATION FOR NEW AMERICANS

Introduction

The New York Association for New Americans in mid-1959 will round out a decade of service.

In the past ten years, NYANA provided essential aid to nearly 70,000 newcomers, an impressive majority of all Jewish immigrants to the United States since 1949.

They were assisted by NYANA's extensive services to achieve independence and integration in the economic, social and cultural life of the Greater New York community.

Almost three-quarters, or some 50,000, came to New York during the first half of NYANA's existence, under provisions of the Displaced Persons Act and the Refugee Relief Act of 1953.

Provisions for the admission of Hungarian escapees were made in 1956 and 1957, and further amendments to the law in September, 1957, are permitting additional numbers to enter the country.

In 1957 only 3,000 had been expected to enter the U.S. But that figure was surpassed in the first two months of the year. As a result of the Hungarian revolution, approximately 7,500 Jewish immigrants arrived that year, with the majority again settling in New York.

During the current year, the flight generated by the Hungarian revolution is still being felt, with some Hungarian refugees continuing to enter the country. Jewish refugees from Egypt, now eligible under the 1957 amendments, have begun to arrive.

Constant Factors in Refugee Integration

However drastic or varied the changes in the New York refugee integration situation at one time or another, several vital factors have remained constant throughout the entire ten-year history of NYANA.

The most apparent consistency—and the most vital—is the universal objective of the Jewish refugees to become integrated as rapidly as possible into the mainstream of American life and the American Jewish community; to become normal, self-sufficient, productive and happy citizens of their adopted city and country.

The second steady feature is the refugees' need for a helping hand to start moving toward their goal. The nature and the extent of NYANA aid varies from newcomer to newcomer, but it is all geared to rapid settlement and integration.

This objective and these needs have shaped NYANA's ten-year history of activities in behalf of Jewish immigrants.

The third constant element is the ability of the Jewish newcomers to achieve their objective through their own efforts with the help they receive from NYANA—help made possible by the United Jewish Appeal.

Evidence of this was disclosed during the first half of 1958. A recession had set in, creating temporary hardships for many persons in the area and throughout the country. Among them, obviously, were newcomers. A surprising number managed to get along without further help, although some had to return to NYANA because of loss of jobs. Short-term aid and vocational services provided by NYANA were sufficient to resolve their problems.

There is every reason to believe that these three factors will continue to operate in 1959.

NYANA ACTIVITIES IN 1958

During 1958, some 1,554 Jewish families, representing 4,663 persons, were aided by NYANA's comprehensive program of financial aid, medical care, casework,

Altogether, about 6,000 Jewish immigrants will have entered our country during 1958, with the majority once again being aided by NYANA to secure a permanent footing in New York City.

IMMIGRATION IN 1959

The broad outlines of refugee settlement in New York and of NYANA's activities in 1959 will follow the 1958 pattern. Some Hungarian refugees will come here. Relatively large numbers of Jewish refugees from Egypt, now waiting in Europe, will enter the U.S. Also, some Polish immigrants will be arriving here to rejoin their families. And there will continue to be immigration to the U. S. from other countries as more visas become available.

An important element influencing immigration next year is the fact that Section 15 of Public Law 85-316, which became effective in September, 1957, is just now beginning to operate with some degree of efficiency. This law eliminates the mortgaging of quotas under the former DP and Refugee Relief Acts, and also authorizes the issuance of a specified number of special non-quota immigrant visas for refugees. In addition, many individuals will continue to arrive under the regular immigration law.

About 5,300 Jewish immigrants are expected to be admitted into the United States during 1959. Again, as in every year past, the majority will settle in the Greater New York area.

This is the "normal" expectation. It is determined solely by existing circumstances and known facts. "Crisis" or "emergency" immigration cannot be reckoned ahead. But so long as trouble areas exist throughout the world, so long will the possibility of "crisis" immigration exist.

What is important, as the Hungarian experience amply proved, is that the Jewish community, through NYANA, is quite capable of dealing effectively with any unforeseen emergency that may arise.

rehabilitation and other services extended to each family on an individual basis. What kind of aid, how much and for how long given were determined by specific need.

To help newcomer families attain self-support as rapidly as possible, NYANA provides the following basic services:

SHELTER, CLOTHING: minimal furnishings and household necessities to get started in the community.

MEDICAL, DENTAL CARE: clinics and other free facilities are utilized wherever possible.

MAINTENANCE: food, rent, utilities and other basic necessities, with individual budgets for each family's needs based on accepted New York City living standards.

JOB PLACEMENT, TRAINING: helping to place newcomers in jobs; training newcomers to adapt their skills to American methods; maintaining a Sheltered Workshop for elderly and handicapped newcomers.

BUSINESS AND LOAN: providing loans for purchase of small businesses by newcomers unable to support their families for reasons of health or lack of skills, or for whom retraining is not feasible. Also loans for purchase of necessary work tools.

COUNSELING: a staff of trained social workers and vocational counselors aid newcomers with initial adjustment problems, working out individual plans for living arrangements, jobs, etc.

These services are provided through specialized departments.

The Family Service Department provided intensive service to 1,900 individuals during 1958. Some required financial aid to establish their first homes; to buy food, clothing, other necessities. Others required medical and dental care, counseling and specialized service.

The department began 1958 with an active caseload of 286 family units. During the year, 350 cases were added, for a total of 636 family units, representing 1,900 individuals. Of this number, 432 cases will be closed — by the end of the year, that is, they will have received the necessary help to become

self-sufficient within a brief span of time. The department expects to end the year with 204 active family cases, most of them recent arrivals.

NYANA's fundamental premise is that independence is best obtained by intensive servicing that helps the newcomers help themselves to become established on the firm foundation of economic self-support. Where needed, financial assistance is promptly given, but only as a temporary measure to help the newcomer families through the early, trying days of adjustment to new surroundings or to meet emergency situations. Emphasis is placed on providing the necessary services, such as housing, medical care, vocational and rehabilitation services, to help the individual become settled and start earning a living.

Employment is the basic ingredient of adjustment. In this vital area, NYANA's Vocational Service Department last year secured 1,008 jobs for newcomers. This often required intensive, individualized solicitation because of language difficulties, lack of skills or other problems.

Over-all, the department in 1958 provided placement, counseling and other rehabilitation services to 3,143 individuals. This includes 583 newcomers who were receiving aid on January 1, some 1,498 new applicants, and 1,062 who returned for additional placement assistance.

Among them, 125 persons were aided in securing vocational training in 25 different industrial fields. With this help many are able, after short training periods, to support their families fully.

NYANA's Sheltered Workshop was set up in 1955 to aid elderly and handicapped immigrants unable to secure employment in private industry. Of the 150 persons thus far aided by the Workshop, some were actually enabled to get jobs; others became eligible for specialized training in rehabilitation centers previously unavailable to them.

Aside from making possible direct and indirect savings in relief, the

Sheltered Workshop, above everything else, has given the elderly and the handicapped the chance to lead productive, useful lives.

NYANA EXPENDITURES IN 1958

In 1958 NYANA spent a total of \$866,865* to meet the essential needs of newcomers. This sum was distributed as follows:

Family Service - relief, rehabilitation	\$505,248
Vocational Services - placement, guidance, training, Sheltered Workshop	118,183
Reception and Referral	7,004
Office and administrative service	61,401
Subventions (Grants to other organizations for specialized services to immigrants not included in NYANA's services)	145,029
TOTAL	<u>\$866,865</u>

* December estimated

NYANA REQUIREMENTS FOR 1959

The majority of the 5,300 Jewish newcomers expected in 1959 will settle in metropolitan New York. For speedy integration and self-support they will require the same essential NYANA services which their predecessors received.

In the coming year NYANA, through its specialized departments, expects to serve 4,350 individuals. The majority of these new immigrants will be arriving on agency assurances, as permitted under the new law, with the result that a larger outlay of relief funds will be required. These are, in the main, immigrants with neither family nor friends in this country in a financial position to vouch for them and NYANA will have to carry the major burden of their settlement.

It is expected that 900 families, consisting of some 2,700 men, women and children, will be aided by the Family Service Department. Some of the larger

families, or those with complex problems, will require extensive rehabilitation services to become partially or fully self-supporting.

It is also estimated that 3,000 will receive aid from the Vocational Services Department in placement, guidance, counseling and rehabilitation services. The recession of early 1958 is past, and most forecasts point to a long period of steady economic advance to meet the increasing needs of a growing nation. Within this framework, prospects seem good for the continuation of a relatively favorable labor market in which jobs can be found quickly for most new arrivals.

The Sheltered Workshop and the Business and Loan Department will continue to provide their specialized services wherever required.

NYANA's decade of experience points to the sure conclusion that the vast majority of the new arrivals in New York will join those who came before them in achieving independence quickly with NYANA's help. And the overwhelming majority will continue to be independent from that point on.

All newcomers, however, possess the additional assurance that NYANA stands ready at all times, even after initial adjustment in the community, to provide aid in emergencies. Some, beset with problems beyond their means to handle, do return for additional service. Most often, professional counseling or vocational aid is able to solve these problems without cash expenditures for direct relief.

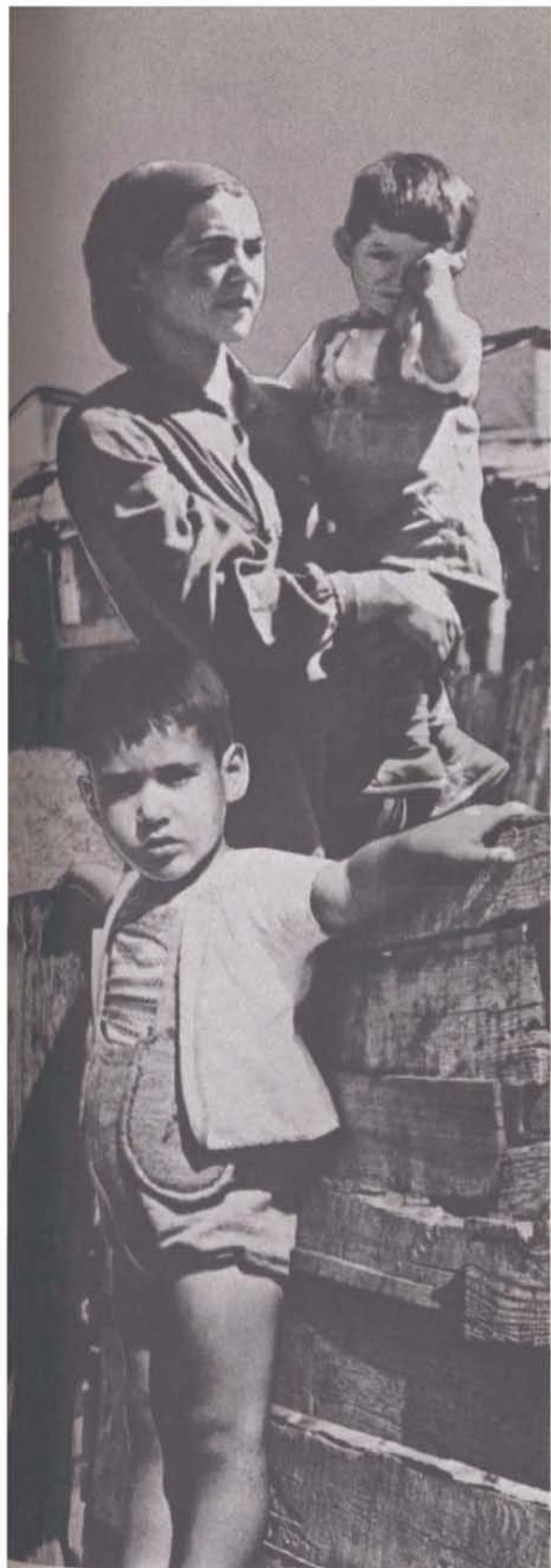
NYANA's total needs for the coming year are estimated at \$1,159,060 as follows:

Family Service—relief, rehabilitation	\$732,442
Vocational Services—placement, guidance, training, Sheltered Workshop	146,310
Reception and Referral	38,101
Office and administrative services	67,927
Subventions for specialized services	<u>174,280</u>
TOTAL	\$1,159,060

The New York Association for New Americans has almost completed ten full years of service. The American Jewish community made this great humanitarian endeavor possible through its consistent and generous support of the United Jewish Appeal. NYANA's operation is flexible. It is as large as the services it must provide to the newcomers. It can expand rapidly to meet a crisis, and it contracts as the volume of need diminishes.

Moving into the eleventh year of activity, NYANA is proud to continue to serve as the symbol and the instrument of the American Jewish community in helping Jewish newcomers in Greater New York to create a new life in a new homeland.





1960

BUDGETARY REQUIREMENTS

of the Constituent Agencies
of the UNITED JEWISH APPEAL



*To build new homes,
new lives, new hope
in Israel, the U.S.
and lands overseas*

1 OUT OF 3 STILL NEEDS YOUR HELP

1960

BUDGETARY NEEDS

of the Constituent Agencies of the

UNITED JEWISH APPEAL

AMERICAN JEWISH
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THE UNITED JEWISH APPEAL IN 1960

An exact estimate of the requirements of distressed and needy Jewish men, women and children throughout the world for the entire year of 1960 would require a prophet's insight. There are so many persons, known to be in need, whom we are presently unable to help that it is today only possible to appraise what we know can be done - must be done - for those already brought part of the way to a new life.

In Israel, this means that ONE out of every THREE of the nearly one million immigrants who have arrived since Statehood, and are not yet fully absorbed into the economic and social fabric of the country. In other countries, including the United States, where UJA help can be administered, this means the refugees still not permanently settled or integrated and the deprived Jewish populations living precariously in Moslem and other lands.

During 1960 American Jews have the unprecedented opportunity of providing the help desperately required by the nearly 400,000 immigrants in Israel who are not yet self-sufficient. For the first time in years, there is no immediate crisis requiring the divergence of absorption funds to meet emergency immigration and other needs. For the first time in years, it is possible to complete a large part of the job undertaken when nearly one million immigrants were aided to reach Israel after May 1948.

Conditions for one-third of the immigrants in Israel are far from satisfactory. The surge of pride which American Jews feel when they consider the magnificent accomplishments of the people of Israel must be tempered with a determination that all of the immigrants shall have the opportunity to become self-supporting more quickly so that they, too, can make their contribution to the building of the land.

At this moment, when there is no great immigration surge, we have the golden opportunity to speed the absorption of those whose continued dependency creates untold hardships for them and impedes the progress of all the people in Israel.

UJA Agency Budgets Total \$240,935,850 to Meet Minimum Requirements

The budgets of each UJA agency — the United Israel Appeal, which remits funds to the Jewish Agency for immigrant absorption and reception in Israel; the Joint Distribution Committee, which carries out the Malben program in Israel and aids Jews in 25 other overseas countries and Moslem lands, and the New York Association for New Americans, which aids Jewish immigrants in the United States — describe the needs in detail. Altogether, those now dependent on UJA agencies total more than 600,000. In addition, there will be the normal immigration flow to Israel of hundreds weekly.

The combined agency budgets total \$240,935,850. Of this sum, \$210,927,000 is required by the Jewish Agency, the philanthropic body in Israel which meets the needs of newcomers, and \$29,142,000 by the Joint Distribution Committee.

Both agencies also receive funds from sources outside the United States. The percentage of their total budgets to be undertaken by the United Jewish Appeal is to be determined by the delegates to the Annual Conference of the UJA on December 11-13, 1959 in New York City.

Sixth UJA Study Mission to Report on Needs in Europe and Israel

Recommendations based on the findings of the Sixth UJA Study Mission will be presented to Conference delegates. The 115-man Mission, composed of community leaders from every section of the country, returned to the United States the end of November. Their report of needs and the status of UJA-supported programs is thus up-to-the-minute and based on first-hand information. Mission members met with top Israel Government officials and officials of the Jewish Agency and the Joint Distribution Committee while overseas.

Major Foreseeable Tasks Ahead for UJA Agencies in 1960

In Israel:

1) HOUSING FOR IMMIGRANTS

The most desperate situation in Israel today is the lack of decent permanent housing for thousands of immigrants, including 60,000 still living in ma'abarot, immigrant shanty towns. Other thousands are in overcrowded and deteriorated housing which must be made livable.

2) FARM AID FOR IMMIGRANT SETTLERS

Approximately 32,000 farm units in 485 farm villages have been established by the Jewish Agency for 130,000 immigrants. These post-Statehood settlements are not yet economically self-sufficient since funds have never been available to equip them completely. It is possible in 1960 to finish equipping some of the villages already over two-thirds of the way to independence. Increased aid must go to farm units not yet ready for consolidation to bring them closer to independence by the end of 1960.

3) PART-TIME EMPLOYMENT FOR DEPENDENT IMMIGRANTS

As a means of providing work and some kind of income to farm settlers and immigrants not yet absorbed in the general economy, the Jewish Agency contributes to a fund which provides them with part-time work. At present, only 12 to 18 days of work per month, at \$2.50 a day, can be provided for heads of families. It is impossible for a family to live at this rate and the resulting problems create heavy burdens on other services while delaying the family's absorption.

4) WELFARE AND REHABILITATION SERVICES

The percentage of immigrants who are social cases because of age, chronic illness or physical handicaps, is high in Israel since Israel does not make these or similar problems a basis for exclusion. There are currently 11,500 persons on the Agency welfare rolls who require special assistance, and more than 6,000 others on waiting lists. Malben must provide institutional, part-time care and rehabilitation services to more than 40,000 persons.

5) IMMIGRATION AND SETTLEMENT OF NEWCOMERS

It is not possible at this time to give any accurate estimate of the total number of immigrants to Israel in 1960. But it is expected that newcomers will continue to enter the country at a normal flow rate of at least several hundred a week. Transit centers in Europe must be maintained, transportation provided, and a full range of initial absorption services in Israel made available.

6) AID TO IMMIGRANT YOUTH

Young immigrants without families or guardians, and those with families unable to care for them, require special services. Youth Aliyah currently has nearly 10,500 wards. Others need part-time training in new immigrant centers and scholarships for secondary schools to continue their education.

In Other Countries:

1) WELFARE AID IN WESTERN EUROPE AND POLAND

More than 50,000 individuals in Western Europe and Poland will require one or more of the indispensable services maintained by JDC. Hungarian and Egyptian refugees still not permanently settled continue to need help. In Poland, aid is reaching some 20,000 to 22,000 Jews annually, mostly repatriates from the Soviet Union. But the so-called "settled" population is in urgent need of help as well.

2) IMPOVERISHED JEWS IN MOSLEM COUNTRIES

More than 100,000 Jews in Moslem countries, mainly children, could not survive without JDC aid. Adults also are in desperate need, but available help is not enough for all. The full range of welfare services is provided for children, including all-important medical aid.

3) AID TO JEWS IN MISCELLANEOUS OTHER COUNTRIES

JDC must help approximately 5,000 Jews in other countries, mainly Australia, the Philippines, Latin America and China. JDC also provides relief-in-transit for many thousands of Jews in need who cannot be reached through its regular programs.

In The United States:

Under a new provision of the immigration law, close relatives of U.S. citizens and aliens admitted for permanent residence will be able to enter the U.S. in 1960. NYANA expects to provide settlement services to some 5,300 persons.

This Is A Year For Generous Giving

More than 600,000 Jews are today sustained by the belief that, at any cost, aid will continue to reach them and all others who may find themselves in desperate need in the coming year. American Jews have never failed to respond to a call for help from their less fortunate overseas brothers. The call in 1960 is no less urgent, no less important than others have been. The need to aid a people and build a land remains an unfinished task for our generation — a historic task which we have been privileged to undertake. Our gifts are the means to attain the prayer of centuries — haven for the homeless, life with dignity and freedom for the deprived Jews of the world.

1960 UJA ACTIVITIES AT A GLANCE

NUMBER OF PERSONS REQUIRING ASSISTANCE BY AGENCY AND TYPE OF PROGRAM

<u>Agency</u>	<u>No. of Beneficiaries (a)</u>
United Israel Appeal.....	345,000
Joint Distribution Committee.....	250,000
New York Association for New Americans.....	5,000
Total	600,000

Welfare, Reconstruction and Rehabilitation Programs (b)

Welfare Aid

<u>Child Care</u> , including homes for children, nurseries, hot meals in schools, etc.....	179,000
<u>Medical Aid</u> , including infant care, anti-trachoma measures, specialized aid and preventive medical service.....	140,000
<u>Aged, Invalids, Chronically Ill</u>	66,000
<u>Education</u> , including cultural and religious activities.....	126,000
<u>Ma'abarot</u> , maintenance and upkeep.....	60,000

Reconstruction and Rehabilitation

<u>Housing</u> , for immigrants, <u>ma'abarot</u> dwellers, replacement and reconditioning of deteriorated houses, (20,000 units).....	90,000
<u>Agriculture</u>	
Final consolidation of settlements) 32,000 farm units	
Continuing aid to other settlements).....	130,000
Technical aid, including agricultural guidance.....	190,000
Irrigation, construction of new reservoirs,	
Land amelioration, public work projects.....	
<u>Economic Aid</u>	
Loans to artisans, storekeepers, merchants, etc.	30,000
Vocational training, including ORT (Organization for Rehabilitation Through Training) and Youth Aliyah	38,000
Transmigration, relief in transit.....	50,000

1960 BUDGETARY REQUIREMENTS

<u>Agency</u>	
United Israel Appeal.....	\$210,927,000
Joint Distribution Committee.....	29,142,000
New York Association for New Americans.....	866,850
	<u>\$240,935,850</u>

(a) Unduplicated figures

(b) Because the same person may benefit from more than one UJA-financed program, the number of beneficiaries listed by type of assistance exceeds the total number of persons aided.

1960 BUDGETARY REQUIREMENTS

of the

UNITED ISRAEL APPEAL

For the Rescue and Resettlement Program
of the Jewish Agency

Introduction

There is no way to present an analysis of budgetary requirements without words and figures. Yet, if repeated often enough, some apt phraseology may in time dull our consciences and obscure the true nature of stark facts. Such a phrase is "backlog of unmet needs."

During the past few years, these four words have cropped up so persistently in the reports of the Jewish Agency that they no longer convey a due sense of urgency. However, a backlog of unmet needs is not just a string of words . . .

- . . . it is people huddled together in tin huts as the winter rains turn gullies into rivers;
- . . . it is months and years of a man's life wasted for lack of proper tools;
- . . . it is the difference between a potential juvenile delinquent and a happy, well-adjusted youngster.

The Jewish Agency's budget for 1960 is primarily a budget of unmet immigrant needs such as these. Its major portion is made up of the unmet balances of ten consecutive budgets which have become more crucial with the passing of each consecutive year. Other sections reflect obligations incurred during the past twelve months and additional responsibilities anticipated for the coming year.

Roughly two out of every three post-Statehood immigrants in Israel have been fully rehabilitated. Their files are closed and the story of their transformation from fearful refugees to free, productive citizens is past history.

Yet there remain some 345,000 men, women and children who are still waiting their turn — some for as long as six or seven years.

The Jewish Agency is confident that, with the generous help of American Jewry, the backlog of unmet immigrant needs in Israel will eventually be eliminated. Yet while we realize the importance of long-range planning, we cannot close our hearts to those who ask us day after day: "How much longer?"

Only American Jewry, through the United Jewish Appeal, can answer that question.

BUDGETARY REQUIREMENTS IN 1960

Total Budget.....\$210,927,000

The combined budgetary requirements of the Jewish Agency, the United Israel Appeal and the Keren Hayesod in 1960 are estimated at \$210,927,000. This estimate includes \$73,183,000 for ongoing programs in the field of agricultural development; \$64,999,000 for elimination of ma'abarot, slum clearance and other housing projects; \$10,335,000 for the immigration, initial absorption and resettlement of immigrants expected to arrive in Israel during the coming year; \$62,410,000 for social services, economic rehabilitation, youth work, education and other pressing obligations which must be met during 1960.

HOUSING.....Requirements: \$64,999,000

The Legacy of the Past Decade

From the onset of mass immigration, the Jewish Agency made every effort to limit the population of the temporary settlements. This was done not only because of the hardships imposed upon the newcomers by sub-standard dwellings and poor sanitary facilities in these temporary villages, but also in view of the psychological effect upon people who were anxious to "come home" in the full sense of the term. As long as immigrants are forced to live in transition

centers they cannot integrate themselves fully into the life of their new homeland. Though they carry Israeli identity cards and may work side-by-side with their new Israeli friends, they do not become part of any established community, but return each evening to their own marginal world.

In order to facilitate the speedy integration of the new arrivals, the Jewish Agency, at the height of mass immigration, pressed into service any structure that could conceivably be called a house. In addition, new dwelling units were put up on shoe-string budgets, cutting floor space and outlay for building materials to the barest minimum. It was only thanks to these economy measures that more than 90 per cent of all post-Statehood immigrants could be provided with modest homes in towns and villages throughout Israel.

There can be no doubt that these dwellings, however inadequate, have been a major factor in the successful and complete rehabilitation of two-thirds of the total immigrant population. Yet, as was to be expected, the Jewish Agency will have to pay a price for accelerating its housing program beyond the realistic limits of its financial resources. Dwellings which were recognized as inadequate ten years ago, must now be condemned or thoroughly reconstructed. One-room units must be expanded to accommodate large families, especially those whose children have by now become teenagers. Where adolescents are crowded together with parents and other older relatives in a single room of about 100 square feet, the implications for the social and emotional development of these young people need hardly be spelled out.

A Four-Fold Approach

The Jewish Agency's housing budget for 1960 takes into account this legacy of ten years of mass immigration when, under the pressure of insufficient funds, anything more substantial than canvas or flimsy boards was euphemistically designated as "permanent housing." Consequently, the Jewish Agency's housing

program for 1960 has been designed to serve a four-fold purpose:

- 1) to replace or recondition sub-standard units pressed into service during the early years of mass immigration;
- 2) to alleviate overcrowding in small immigrant housing units occupied by large families;
- 3) to reduce further the number of tin and wooden huts in ma'abarot;
- 4) to provide shelter for immigrants expected to arrive in 1960.

Because of the uncertain immigration picture and because of the fact that some sub-standard housing units in Israel are occupied by people who resided in the country prior to 1948 and, therefore, are not the responsibility of the Jewish Agency, it is difficult to arrive at an exact count of the number of units which must be built or reconditioned by the Agency within the next few years. However, a recent survey conducted in connection with Israel's five-year housing program indicated the scope of the task ahead. According to the survey:

- an average of 10,000 housing units will be needed annually for new arrivals;
- more than 15,000 housing units are required to complete the elimination of the ma'abarot;
- 9,800 families, of six persons or more, are currently crowded into one-room units of 90-120 square feet;
- 15,000 units, mostly in congested city quarters, should be condemned and replaced by new dwellings;
- 10,000 units are in a hazardous state of disrepair and must be thoroughly repaired or reconstructed.

It is obvious that housing needs of such magnitude cannot be met overnight. Yet every delay in the implementation of a large-scale housing program endangers the welfare of those who must continue to live in dwellings which are practically slums. In addition, every delay in building activities tends to make next year's housing program even more expensive since inadequate structures will rapidly deteriorate to a point where they can no longer be repaired, but must be condemned outright.

During 1960, the Jewish Agency expects to spend close to \$65,000,000 on the construction of new dwellings and the repair or enlargement of existing units. This sum includes an allocation of close to \$29,000,000 towards the elimination of the remaining ma'abarot. At present, there are 47 ma'abarot in Israel with a total population of 15,500 families (about 60,000 persons), compared to a total of 245,000 immigrants crowded into temporary settlements six years ago.

AGRICULTURAL SETTLEMENT.....Requirements: \$73,183,000

Steady Progress

By definition, annual budgets are estimates of funds needed and tasks to be accomplished during a twelve-month period. Yet, in the field of agricultural settlement — the core of the Jewish Agency's operations — plans for any single year cannot be fully evaluated without reference to long-range achievements and aims.

Ten years ago, the Jewish Agency set out to perform a seemingly impossible task — to build a healthy agricultural economy by placing people who had never been farmers on land which, in part, had never been farmed. It was a venture born of necessity rather than sound economic reasoning. But like similar "calculated risks" in Israel's short, yet remarkable history, it has produced gratifying results.

Israel's post-Statehood settlements are a true mirror of the "Ingathering of the Exiles." Today, 32.6 per cent of the new immigrant farming population hails from Europe; 32.4 per cent from North Africa and Egypt; 14.7 per cent from Turkey, Iran and Iraq; 11.3 from Yemen, and the rest from India, Israel or the Western hemisphere.

At the end of 1959 the Jewish Agency had under its care a total of 485 agricultural villages. Together, these settlements comprise over 32,000 farm units with a total population of over 130,000 persons. Their combined cultivated area comes to 325,000 acres (about 40 per cent of the total land under cultivation by Jewish farmers in Israel), including 142,500 acres under irrigation.

The value of the total agricultural production of Israel's post-Statehood villages is estimated at \$135,000,000, an increase of nearly 50 per cent over 1957. The new immigrant villages account for over one-third of the country's agricultural production and, because of the recent emphasis on cash crops, produce about 50 per cent of all of Israel's industrial crops, such as peanuts, cotton and sugar beet.

Room to Grow

It is estimated that the full consolidation of the settlements now under the care of the Jewish Agency will require additional investments of close to \$200,000,000. Yet while the Agency is anxious to meet its long-deferred obligations to post-Statehood settlers, agricultural development cannot be frozen at the present level. Even in 1959, when the Agency's funds had to be concentrated on the alleviation of the absorption backlog, three new settlements were set up to strengthen the chain of villages along Israel's under-populated border areas.

During the coming year, additional settlements will have to be established in the North and South and work villages in development areas, such as the Addulam and Lachish regions, will have to be transformed into full-fledged farming communities.

Out of close to 1,400,000 acres of arable land in Israel, 400,000 acres have not yet been brought under cultivation, and it is essential that they be settled and developed.

Agricultural exports can play an important role in helping to balance Israel's foreign trade. Agricultural exports have an added value of 60 to 70 per cent — as against 30 to 40 per cent for industrial exports — and they are fast establishing themselves on the world market. But Israel's future agricultural development will be determined by one crucial factor: water.

The Government has a master plan for the diversion of the Jordan. Meanwhile, work on the second Yarkon-Negev pipeline, which had to be suspended for

lack of funds, has now been resumed. And as the nation's country-wide projects push southward, regional and local irrigation networks must be set up by the Jewish Agency to serve settlements which it has established for immigrants in the semi-arid south.

In passing, it should be pointed out that the expansion of irrigation facilities will not only make possible the establishment of new villages, but is expected to improve conditions in settlements now barely able to eke out a subsistence minimum. With additional water many of these farming communities will be able to change over to crops which are more productive per acre and employ additional farm labor, making possible not only a much-needed diversification of their economy but also providing hundreds of thousands of additional working days for new immigrant farmers.

The Other Side of the Coin

The Jewish Agency takes pride in the notable progress which has been achieved thanks to its agricultural settlement program. Yet here, as in the field of housing, a price had to be paid for accelerating these projects out of proportion to the limited funds at the disposal of the Agency. Those who have paid this price and are continuing to pay it in the form of physical hardships and frustrations, are the new immigrant farmers.

Under the best of circumstances, an inexperienced person settled on underdeveloped land will have a difficult time. In addition, Israel's new farmers face the problem of delayed allocations with a resultant lack of proper equipment, livestock and irrigation facilities. In return for long days of hard physical labor, the average immigrant farmer, who has been settled on the land for a number of years, has an annual income of only about \$1,220 (including earnings from outside employment) as compared to an average annual income of \$1,720 for industrial workers in urban areas. These figures do not take into account the fringe

benefits offered by many industrial plants or the fact that the farm family is usually larger than the urban family. According to a recent survey, many immigrant farmers earn up to 45 per cent less than their fellow immigrants who joined Israel's industrial labor force.

According to plan, each village established by the Jewish Agency should receive its full allocation (about \$16,500 per farm unit) within four to six years to become self-sufficient. At the current rate of operations, however, this process is likely to take twice as long or longer. The consequences of this slow-down of allocations are evident in any of the hundreds of villages as yet dependent on Jewish Agency aid.

Although the farmers and their families have shown a high degree of courage and perseverance, no human being has an unlimited supply of these essential qualities. So far, the current annual rate of farm families leaving post-Statehood villages for urban centers is only three per cent. Yet unless the Jewish Agency can meet a substantial portion of its deferred obligations to the hard-pressed settlers, the rate of farm "desertion" is bound to rise.

Expenditures on Farm Development in 1960

So far, the Jewish Agency has completed slightly over two-thirds of the investments required for the consolidation of the post-Statehood settlements. However, in terms of productivity the remaining third is the most important one. In the early stages of farm development, investments are made in housing, roads, farm buildings, soil preparation and other projects which are essential, yet non-income producing items. It is only in the later stages that investments can be concentrated on tools, livestock and plantations, that is, on those branches of the farm which enable the settler to become economically independent. During the coming year the Jewish Agency's expenditures for agricultural settlement will be distributed as follows:

Consolidation of Older Settlements: The largest single item in the Jewish Agency's budget for agricultural settlement is a sum of \$29,300,000 allocated for the final consolidation of settlements which were established during the first three years of Statehood. Among them are 56 villages (about 5,300 families) whose final allocations, totaling \$6,000,000, will be distributed within the next twelve months. Also included in this category are some 100 villages (7,000 families) whose final allocations, totaling \$52,000,000, will be spread over the next two years. This is the first time since the beginning of large-scale colonization that close to 40 per cent of the Agency's agricultural budget will be devoted to the consolidation of older settlements.

Farm Development: For continuing programs in the remaining 324 new immigrant villages which have not yet reached the consolidation stage, the Jewish Agency has set aside a total of \$22,650,000 for farm buildings, farm machinery, tools, livestock, seeds and saplings.

Settlement of Immigrants Expected to Arrive in 1960: For the farm settlement of newcomers expected to arrive in Israel in the course of the year, the Jewish Agency's budget allocates a total of \$3,333,000. This sum is based on the assumption that the newcomers will join existing villages where initial settlement costs are not as high as in newly established farming communities. There are at present about 1,000 openings for farm families in existing smallholders settlements. There are some additional openings in established communal villages.

Irrigation: Because of the shortage of philanthropic funds, the Jewish Agency during 1960 will concentrate mainly on the establishment of local and regional irrigation projects for which an allocation of \$3,333,000 is set aside in the 1960 budget.

Citrus Plantations: As citrus plantations are not only a most reliable

source of income for the new settlements but also Israel's number one export item, the Jewish Agency in 1960 will spend \$3,500,000 for the development of citriculture. The Agency hopes in the near future to add at least 10,000 acres to the citrus plantations in post-Statehood settlements. Even before the groves begin to bear fruit, the preparation and care of the orchards — to be financed with Jewish Agency funds — will be a welcome source of additional income for the settlers.

Auxiliary Employment: As in previous years, the Jewish Agency in 1960 will have to provide auxiliary employment for new immigrant settlers who cannot yet derive a living from their own farms. To assure a minimal existence for these farm families, the Agency in the coming year will have to finance about half-a-million work days in drainage schemes, land amelioration and terracing, the construction of approach roads to outlying villages, etc. The total costs of working on these projects is estimated at \$2,400,000.

Guidance and Extension Services: Guidance and extension services, for which the Jewish Agency allocates \$4,700,000 in its 1960 budget, are among the most important investments in the immigrant villages. The Agency's guidance personnel serves not only as agricultural instructors but helps to alleviate many of the social problems which at times develop in newly established farming communities.

Other Services and Allocations: Among other services extended by the Jewish Agency to the new immigrant villages are the construction of roads, the installation of communications facilities and the operation of tractor stations. The Agency must also provide crop subsidies for outlying villages which have not yet been linked to the country's major highways and therefore incur excessive transportation costs for their products. For these services and activities, the Jewish Agency's budget for 1960 allocates a sum of \$2,800,000.

SOCIAL SERVICES AND ECONOMIC REHABILITATION.....Requirements: \$10,850,000

Rehabilitation or Relief?

Since May 1948, some 132,000 immigrants arrived in Israel who because of age, physical handicaps or emotional difficulties represented long-term absorption problems. This staggering figure of social cases - close to 15 per cent of the total immigration - reflects Israel's open-door policy, a policy unmatched by any other country in the world.

It is difficult to say how many of these social cases have by now been fully rehabilitated. There are today over 2,600 cases (about 11,500 persons, including dependents) under the active care of the Jewish Agency's Absorption Department. In addition, there are on record some 6,000 cases for whom nothing could be done up to now because of shortage of funds. These figures, however, do not include thousands of elderly or sick people who have been provided with only temporary means of subsistence or temporarily placed with relatives or in institutions. (See report of Joint Distribution Committee on its Malben program in Israel for details of its specialized social welfare program. The Jewish Agency deals with cases not covered by Malben.)

The rehabilitation program of the Jewish Agency is beset by a disconcerting paradox: because available funds were always far below urgent needs, the Agency was often forced to "waste" what little could be made available for rehabilitation of the social cases. In other words, instead of the \$1,500 - \$2,000 needed to rehabilitate one family, actual allocations averaged less than one-third of this amount - enough to buy food and other basic necessities but too little to establish a small store, buy tools or add one bed to an old-age home or institution for the chronically ill. In this way, the Jewish Agency's funds were spent in many cases not on constructive solutions but on welfare or relief payments.

The price paid for the delay in the rehabilitation program cannot be measured solely in monetary terms. A man condemned to enforced idleness over a period of years loses courage and initiative. His hands begin to lose some of their skill. His determination to start afresh and to make himself once again economically independent weakens.

Deferred rehabilitation is not only a waste of money. It is a waste of time and of those sources of strength within an individual which no money can ever buy back.

Main Activities in 1960

There are few hard and fast rules in the Jewish Agency's social service and rehabilitation program. Within the limits of available funds, each case must be considered individually to assure that whatever arrangements can be made will meet the particular needs of that particular case. At times, a case worker may draw up a satisfactory rehabilitation plan for his client only to find that meanwhile the necessary financial resources have been diverted to meet some other emergency. Under these circumstances, it is difficult to predict how many families can be fully rehabilitated in the course of 1960 and how many will have to be carried as relief cases into the next budgetary year.

The Jewish Agency estimates that during 1960 it will require \$6,100,000 for social services and \$4,750,000 for economic rehabilitation. These funds, which have been set aside for services to new arrivals as well as care of immigrants of previous years, will be spent on the following activities:

Cash Grants: During their first six weeks in Israel, social cases among the new immigrants receive cash grants from the Jewish Agency averaging about \$125 per family. However, long-term assistance to social cases, extending over many months or even years, usually averages only \$30-\$35 per family per month.

Loans: Immigrants who, because of age or physical handicaps, are unable to

find employment are given priority in the establishment of shops, newsstands, small workshops and various services required in the new development areas. As indicated on the preceding page, these long-term low-interest loans extended by the Jewish Agency, in cooperation with other bodies, should average between \$1,000-\$2,000 per case. The Jewish Agency in 1960 will make every effort to secure adequate loans for the rehabilitation of as many social cases as possible rather than revert to the system of partial loans which has proved wasteful in the past. Similar loans will be extended to professionals among the new immigrants to tide them over initial periods of reorientation and retraining.

Relocation of Ma'abarot Dwellers: The gradual elimination of the ma'abarot involves more than the construction of sufficient permanent housing units. The majority of those left today in the remaining shanty towns are persons who have been unable to compete on the labor market. Many of them have for years eked out a meager living by operating small grocery stores, working as shoemakers, barbers or offering similar service to the ma'abara population. However as the ma'abarot population declines, not enough customers are left to provide them with a livelihood. Their relocation and economic integration into other established communities is one of the most pressing problems confronting the Jewish Agency in 1960.

Temporary Shelter for Aged and Handicapped Immigrants: All institutions for the aged and handicapped within the UJA agencies' programs are operated by JDC's Malben. However, the Jewish Agency must maintain some shelter for those who have not yet been accepted by Malben or are not eligible for its services. To accommodate these immigrants until other arrangements can be made for them, the Jewish Agency in 1960 will continue to operate the Shaar Aliya and Pardess Hannah centers, as well as the Shimon hostel in Jerusalem.

Allocations: Because of the complexity of the social and economic problems

involved in the rehabilitation or placement of elderly and handicapped immigrants, the Jewish Agency, rather than embark upon a multiplicity of individual projects, makes allocations to a number of funds and institutions which provide essential services to newcomers among the immigrants. These contributions include payments to children's homes; correctional institutions; sheltered workshops; contributions to the national old-age insurance scheme on behalf of immigrants who otherwise would not be eligible for benefits; payments to local authorities for public services provided to immigrants who cannot pay municipal rates, and contributions to a fund which will support elderly parents while their children are undergoing vocational training.

Construction of Workshop Buildings in Development Areas: Since currently 50 per cent of all immigrants are being resettled in development areas, the Jewish Agency during the coming year will build some 25 structures in development townships which will house the workshops of new immigrant craftsmen and small industrial enterprises employing the newcomers.

IMMIGRATION AND INITIAL ABSORPTION.....Requirements: \$10,335,000

Immigration continues to be the one unknown factor in any Jewish Agency budget. Yet the experience of the past year has shown us once again that it is unwise to commit to paper even the speculations we may entertain with regard to this delicate subject. We know that in various parts of the world there are hundreds of thousands of Jews whose condition is such that emigration to Israel is the only possible solution for them. We also know, however, that while these Jews would make any personal sacrifice to achieve this goal, their freedom of movement depends on the decisions of governments who are highly sensitive to anything that could possibly be construed as pressure on the part of the Jewish Agency or of world Jewry.

While we are anxious to refrain from any statement which may have a negative effect on the movement of potential immigrants to Israel, we are confident that if and when a new wave of mass immigration should be imminent, American Jews will be ready to meet this challenge, for in the United Jewish Appeal they have created an instrument which is capable at any time of responding to such emergencies.

Barring unpredictable developments and assuming a normal flow of immigration, the Jewish Agency in 1960 will have to spend a total of \$10,335,000 on immigration and initial absorption. As in previous years, this sum will include expenditures on the maintenance of transit centers abroad; transportation of the immigrants and of their belongings; the distribution of household goods such as beds, blankets, chairs, tables, and kitchen utensils; small cash grants and food packages to tide the immigrants over their first few days in the country; the services of trained guidance teams, and health insurance for all new arrivals for a period of six months.

ULPANIM AND HIGHER EDUCATION.....Requirements: \$5,180,000

Ulpanim

For the professionals and white collar workers among the new immigrants who qualify for the Jewish Agency's Ulpanim program, these intensive seminars in Hebrew and allied subjects are an invaluable short-cut to their economic rehabilitation. While they attend Ulpanim - usually for a period of four to six months - the newcomers are free to concentrate on their studies and to make personal contacts which will eventually enable them to find employment in their respective fields of specialization. Those who discover that there are few, if any, openings in their own fields, are given the opportunity to consult with Jewish Agency guidance personnel in order to plan for retraining in allied professions or occupations.

To meet the needs of an adult student body, the Jewish Agency operates - in addition to full-time seminars - the so-called "work" Ulpanim in which students earn their maintenance by part-time employment on the farm or in the workshops of their host settlements. For immigrants who already hold full-time jobs and can devote only a few evening hours to their studies, the Jewish Agency has set up extension courses.

The Jewish Agency anticipates that in 1960 at least 5,000 new students will join full-time or work Ulpanim throughout Israel.

Higher Education

As Israel has no tuition-free secondary schools, the Jewish Agency, five years ago, set up a scholarship program which enables gifted immigrant youngsters to pursue their studies beyond the elementary grades. So far, close to 20,000 young people have benefitted from this program and the Jewish Agency in 1960 expects to distribute scholarships to some 5,000 teenagers who will attend secondary schools and vocational training classes.

In addition, the Jewish Agency, during 1960, will continue allocations to institutions of higher learning, such as the Hebrew University, the Haifa Technion and the Weizmann Institute of Science, which accept students from among the new immigrants at minimum tuition rates. Arrangements have also been made with these institutions to provide stipends for a number of immigrant scientists in order to acquaint these new arrivals with Israel's research problems and facilities.

SERVICES TO IMMIGRANT YOUTH.....Requirements:\$8,375,000

Although allocations for the Youth Immigration program in the 1960 budget are slightly above budgetary allocations for the previous year, Youth Aliyah will have to continue to reduce the scope of its operations in the months to

come. The reason for this curtailment lies in the fact that the maintenance grants for Youth Aliyah wards in agricultural settlements and educational institutions are linked to the cost-of-living index which has risen substantially over the past few years. Unfortunately, these rising per capita costs could not be matched by a commensurate increase in allocations. In fact, Youth Aliyah's budget during the period 1956-1959 has been reduced by about 14 per cent.

Youth Aliyah statistics reflect this dual pressure. In September 1949, a total of 15,000 wards was under the care of Youth Aliyah. By March 1958, the figure had declined to 13,200 and by the end of April 1960, it will have been further reduced to about 10,500 trainees.

Under the proposed budget for 1960, Youth Aliyah will not be able to accept more than 3,000 new wards, that is, less than the number of those expected to graduate from Youth Aliyah during the next twelve months. This, despite the fact that each month between 800 to 900 applications are received at Youth Aliyah's headquarters in Jerusalem of which, after careful screening, some 400 are found eligible for immediate acceptance, but only 200 of whom can actually be aided by Youth Aliyah.

This cut in a program which has been hailed by educational experts from many parts of the world will be a blow, not only to the youngsters themselves, but to their families who have turned to Youth Aliyah as a last resort. Many new arrivals from Eastern Europe since 1956 have tried hard not to be separated from their children. Yet finding the process of absorption much more difficult than anticipated, they feel that Youth Aliyah alone can give their growing youngsters the supervision and training they so urgently need.

To cut operational expenditures, Youth Aliyah has tried to place a larger number of trainees in agricultural settlements where maintenance costs are lower than in educational institutions. However, this shift has not been satisfactory.

Many young people, especially those from Eastern Europe, are eager to continue their studies yet cannot find facilities for higher education in communal settlements. Furthermore, Israel's expanding industry offers many employment opportunities for skilled workers, and an increasing number of Youth Aliyah trainees would prefer vocational training to the agricultural instruction offered by the settlements.

With the cut-back in the Youth Immigration program, the activities of the pre-vocational training centers operated by the Absorption Department of the Jewish Agency in cooperation with Youth Aliyah become even more important. These centers serve young people in the 15 to 19 age group who are past the age of compulsory, free education, yet too young to join the army. Since the fledgling immigrant towns are not yet sufficiently developed to offer adequate employment for heads of families, these adolescents have very little chance to find employment of any kind.

At present, there are some 20 pre-vocational training centers operating mainly in development areas. The Jewish Agency estimates, however, that at least 12 additional centers will have to be opened in 1960.

OTHER REQUIREMENTS

In accordance with an agreement concluded between the Jewish Agency and the Jewish National Fund in 1951, the present budget lists an allocation of \$2,222,000 to the JNF to be used for land amelioration and drainage work in new immigrant villages. Payments to various Jewish groups, which the Jewish Agency will make out of its share of German Reparations Funds during 1959, amount to \$1,100,000. Thus, total allocations to other organizations under the Agency's 1960 budget will amount to \$3,322,000.

For the information services of the three agencies included in this budget - the United Israel Appeal, the Jewish Agency and the Keren Hayesod - a sum of

\$2,770,000 has been allocated to cover expenditures for supplementary activities, and fund-raising campaigns outside of the United States. The combined administrative expenditures of the three agencies are estimated at \$4,580,000.

The budget also includes a sum of \$27,333,000 for payment of obligations on account of services received in previous years.

The Face of the Land

Budgets are short-lived. They become obsolete at year's end. Yet the record of American Jewish philanthropy has been etched into the very face of Israel.

In that same sun-drenched landscape, however, there stand out like sores the human problems still to be solved . . .

- . . . the shame of the shanty towns
- . . . the bleakness of fledgling villages
- . . . children idling on street corners

Through their gifts to the United Jewish Appeal, American Jews can help to remove these last reminders of a decade of turmoil and transition.

May this 22nd Conference of the United Jewish Appeal be a step in that direction.

JEWISH AGENCY FOR ISRAEL

Budget for the year 1960

Agricultural Settlement

Consolidation of Older Immigrant Farm Villages.....	\$29,300,000	
Continuing Programs in Younger Villages.....	22,650,000	
Settlement of Immigrants Expected to Arrive in 1960.....	3,333,000	
Irrigation.....	3,500,000	
Citrus Plantations.....	4,500,000	
Auxiliary Employment.....	2,400,000	
Guidance and Extension Services.....	4,700,000	
Other Services.....	<u>2,800,000</u>	\$ 73,183,000

Housing

Elimination of Ma'abarot.....	28,888,000	
Other Housing Projects.....	<u>36,111,000</u>	64,999,000

<u>Social Services and Economic Rehabilitation.....</u>	10,850,000
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Immigration and Initial Absorption

Transit Camps Abroad.....	1,116,000	
Transportation.....	6,106,000	
Initial Absorption.....	<u>3,113,000</u>	10,335,000

<u>Ulpanim and Higher Education.....</u>	5,180,000
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<u>Services to Immigrant Youth.....</u>	8,375,000
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<u>Allocations to the Jewish National Fund.....</u>	2,222,000
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<u>Allocations o/a German Reparations.....</u>	1,100,000
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<u>Information Services.....</u>	2,770,000
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<u>Administration.....</u>	4,580,000
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<u>Obligations Incurred in Previous Years.....</u>	<u>27,333,000</u>
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TOTAL.....\$210,927,000

1960 BUDGETARY REQUIREMENTS

of the

JOINT DISTRIBUTION COMMITTEE

Introduction

From Tashkent to Wroclaw — that used to be Breslau — it is nearly 3,000 miles. From Wroclaw to Israel it is 1,500 miles more.

In Wroclaw there is a man who last year began a journey of almost 4,500 miles by the only route open to him. It was the hope of making that journey which had sustained him through long years of loneliness and anguish.

Today he notes the passing of the days in a city he never sought, his journey interrupted, and the days of his waiting not yet ended. The loneliness and the anguish have returned. It is only the hope of completing the journey which sustains him.

If he lives long enough. If tomorrow comes.

For the hob-nailed boots and the thundering guns destroyed not only those who were his family; his bones are twisted, and it is easier to take him for 60 than the 35 that he is.

In a city of North Africa, in a room in a corner of the city's ghetto, there is another man whose journey has been halted. He is not alone, for with him in that single room are his wife, his mother and the six children that his wife has borne him.

The time is lost in history when his ancestors did not live in the place where he was born. For generations, they loaded their donkeys and set off to earn their livelihoods, selling what they could and where, sometimes not returning, at other times returning empty-handed, but grateful that the brigands took only their goods, and not their lives.

Then the day came when he sought to end the life of fear and despair; the

day when he sought to give to his six children something more than he himself had ever had — a place to live proudly and unafraid.

And thus his journey began, the long weary way to the city near the coast, and then on to a new beginning in Israel.

Except that the road was open only as far as the city of the ghetto. There, gates once open were tightly barred. And now, his journey interrupted too, he waits, unable to earn the bread his family needs. He is here, but his heart is far away. And he lives for the day when he too may follow his heart.

If he lives long enough. If tomorrow comes.

If the aid which feeds him continues; if the medicines and the clothing for his children do not stop coming; if the helping hand which is the Joint Distribution Committee continues to reach his hand.

The man in Wroclaw too knows that helping hand and the name by which it is called. There too it is the JDC which helps to sustain him. All over the world that name is known. Today in 25 countries there are those for whom it has a special meaning: hope for a tomorrow — the only hope.

In these 25 countries there are some 250,000 for whom JDC is the future, and for many it is their hope for life itself. For these — those half-way to their destinations and for all the others — the sick, the aged, the children, the needy and the helpless — in 1960 JDC will require a minimum of \$29,142,000.

In the course of the year, JDC must seek to bring its relief and rehabilitation services to the aid of some 40,000 in Israel, more than 50,000 in Western Europe and Poland, over 100,000 in the Moslem countries, about 5,000 in such outlying regions as China, the Philippines and Australia, and thousands of others through the channels of its relief-in-transit program.

Estimated Global Requirements - 1960

The total cost of these services will require an outlay of a minimum of \$29,142,000, as follows:

1. Malben in Israel.....	\$10,750,000
2. Moslem Countries.....	4,950,000
3. Western Europe and Poland.....	5,304,000
4. Relief-in-Transit.....	3,300,000
5. Other Countries.....	323,000
6. Reconstruction.....	1,800,000
7. Cultural and Religious Activities in Israel.....	745,000
8. Other expenditures including special grants.....	<u>1,970,000</u>
T o t a l.....	<u>\$29,142,000</u>

Israel alone accounts for some 40 per cent of JDC's 1960 requirements, most of which will be employed in maintaining a system of institutional and outpatient services for the aged and the ill, economic rehabilitation through sheltered workshops and constructive loan funds, and a variety of other services which Malben-JDC places at the disposal of handicapped newcomers to Israel.

JDC programs in Moslem countries, which are absorbing an increasing share of JDC's annual requirements, represent 17 per cent of estimated total disbursements in 1960. A larger proportionate share of the cost of operating Jewish secular and religious schools, feeding programs, medical services, reconstruction activities, etc., falls to the JDC as local governments (particularly in Tunisia and Morocco) and local communities make relatively smaller contributions to these programs. Moreover, JDC is facing expanding needs and rising costs in this area.

JDC programs in Western Europe and Poland on behalf of Nazi victims — including relief-in-transit — can still be sustained at levels consistent with reasonable standards, largely due to the supplementary funds made available by the Conference on Jewish Material Claims Against Germany. A portion of these funds is annually allocated towards building up such necessary physical facilities in the Jewish communities of Western Europe as youth and community centers,

children's homes, homes for the aged, hospitals, etc. At the same time, JDC technical assistance helps to improve the standards of operation, to strengthen community organizations and to increase local fund-raising — all of which should eventually lead to a greater degree of local communal self-reliance and a falling-off in dependence upon external Jewish funds to meet local requirements.

Following is a detailed description of JDC's 1960 budgetary requirements:

MALBEN IN ISRAEL.....Requirements: \$10,750,000

The tremendous human influx into Israel since 1948, with its high incidence of aged, infirm and chronically ill individuals, has confronted the people of Israel with a problem, the solution to which has had a decided bearing on the question of their survival. Malben, established in 1949 to aid dependent handicapped newcomers, has contributed in no small measure to the success with which the absorption process is being carried out by providing relief and rehabilitation services to thousands.

But from the very beginning, Malben-JDC was faced with a backlog of unmet needs generated by the mass immigration. Successive movements in later years from Moslem countries and Central Europe have impeded the elimination of such a backlog. In 1960, Malben hopes to be able to deal promptly and effectively with all eligible cases referred for care.

Malben institutional services absorb roughly two-thirds of its annual expenditures. Malben will be maintaining approximately 6,600 beds in 1960, as follows:

<u>Service</u>	<u>Number of Beds</u>
Homes for the aged.....	4,000
Institutions for the infirm.....	750
Tuberculosis services.....	400
Chronic disease and other hospitals.....	750
Mental hospitals.....	500
Children's institutions.....	<u>180</u>
T o t a l.....	<u>6,580</u>

But, with admissions and discharges, the total number of beneficiaries of Malben's institutional services will exceed 10,000 in the course of the year.

The high proportion of aged coming into Israel, many infirm and without family, and the absence of suitable shelter for this particularly distressed group required an all-out effort on the part of Malben-JDC for the construction of homes for the aged. Until fairly recently, a sizable share of the communal budget has been allocated to expanding Malben's capacity to care for the aged.

With the development by Malben of extra-institutional services for the aged, an increasing percentage of the 4,750 beds can now be reserved for the infirm aged. Careful review of the caseload in homes for the aged, as well as the waiting lists for admission, indicated that a significant number of relatively healthy aged could be adequately served outside of institutions if housing and some financial support were made available.

In the past two years, more than 400 Malben-eligible persons were provided with housing, thereby freeing beds for more urgent cases. This aspect of the program is expected to expand in the future.

Many of these aged persons are eligible for, and receive, pensions from the National Insurance Institute. Malben, jointly with other agencies concerned, has entered into an arrangement for minimum support to others not covered by National Insurance, but nonetheless urgently in need and having little or no other means. At the present time over 6,000 grants, involving more than 8,000 persons, are being paid monthly through the common fund in which Malben participates.

Another type of non-institutional service relieving pressure on Malben for placement in homes is the day-care program, providing meals, recreational and occupational activities, and other services in Malben homes for aged persons residing in neighboring communities.

Clubs for the aged, another successful adjunct to Malben's overall service, have provided some relief from overcrowded homes by giving the aged person a

place to meet with others, to occupy himself in leisure-time activities, and occasionally, an opportunity for some gainful employment. Twenty-nine such clubs have an enrolled membership of about 1,200.

Over 5,000 cases are referred to Malben annually for health and welfare services. Hospital capacity at present totals approximately 1,200 beds. The intake rate is about 6,000 yearly, and the two out-patient clinics in Naharyia and Pardessia average 1,000 examinations and consultations monthly. In the first six months of 1959, over 450 prosthetic appliances were issued. In order to reserve hospital space for the most urgent cases, a home-care program was recently initiated, with visits to patients at home by doctors, nurses, social workers, occupational therapists, etc.

Malben-JDC has been instrumental in aiding the mentally ill in Israel and has been one of the moving forces in directing attention to the needs of retarded children, apart from those 185 being cared for by Malben. In general, Malben seeks to act with other agencies to evolve plans for meeting health and welfare needs through out the country, in the belief that it is thus better able to discharge its own responsibilities.

Vocational and economic rehabilitation play a major role in Malben's activities. Nearly 400 handicapped persons are gainfully employed in the sheltered workshop program. Counting their dependents, over 1,500 persons are thus self-supporting and economically productive. In addition, jobs have been found for other handicapped newcomers, vocational training is being provided, and, where necessary, assistance in obtaining suitable housing for them is given.

The program of constructive loans provides rehabilitation opportunities for handicapped persons by providing about 60 loans per month for the establishment of small businesses and services. The Malben program also includes social services, occupational therapy, nurses' training courses and cultural activities.

MOSLEM COUNTRIES.....Requirements: \$4,950,000

The half million Jews in Moslem countries suffer the double misfortune of being underprivileged minorities living in under-developed countries.

Within the limits of the financial resources available, and subject to the restrictions imposed by the prevailing social, political and economic conditions in this area, JDC has sought to aid what is largely a distressed Jewish population. JDC has of necessity confined itself for the most part to helping the young — through feeding programs, medical care, educational, cultural and religious activities and vocational training — without neglecting some of the more urgent needs of the adults. Thus, approximately 100,000 Jewish individuals, mostly children, are regularly assisted in Moslem countries.

JDC operates through financial subventions to local organizations. Technical and professional assistance is made available by JDC's highly qualified staff, working closely with their local counterparts.

A tendency noted a few years ago is making itself felt more and more as time goes on. Local financial participation, either by the government or by local communities, is not keeping pace with the rising costs of maintaining essential programs in these areas. As a consequence, a larger proportionate share of increasing financial requirements is falling to JDC. This is particularly to be remarked in Morocco and Tunisia, where the local economies are steadily deteriorating.

Morocco: JDC-supported programs continue serving about a third of the nearly 200,000 Jews living in the country (including the former Spanish Zone and Tangiers). The feeding program reaches about 43,000 individuals monthly, including 27,000 children served in canteens, 12,000 beneficiaries in the food parcel program and the remainder through various other channels.

By far the largest part of the financial resources of OSE-Maroc comes from

JDC and enables it to operate six centers in which medical services are made available to thousands. Particular attention is given to milk distribution for infants, maternal and child health, and the treatment of trachoma, tinea and other ailments common to the young. OSE-Maroc also provides services to adults, but on a smaller scale.

JDC-supported kindergartens are a prominent part of the program. There are some 20 kindergartens in various communities throughout Morocco; nearly half of the 3,200 children in attendance are in Casablanca.

JDC technical staff has played an extremely important role in developing the programs in the kindergartens. Considerable emphasis has been given to the training of teachers and supervisors in order to develop and maintain modern standards of care. Thanks to the widespread network of schools maintained by the Alliance Israelite Universelle, Lubavitcher and Ozar Hatorah, approximately 40,000 boys and girls are in attendance in these schools, which are very heavily dependent upon JDC subventions.

There are many other aspects to the JDC program such as Hebrew courses, youth activities, summer camps, social services, loan funds and others.

Tunisia: With a population of approximately 64,000 Jews, 16,000 regularly receive assistance in one form or another: 4,500 in the feeding program; a like number in medical installations (for the most part run by OSE-Tunisia); about 1,000 children in kindergartens; 3,000 in five schools operated by the Alliance Israelite Universelle, and about 1,600 children in 15 schools operated by the local communities. Various cultural activities, the ORT program of vocational training, and credit institutions make a significant contribution to the total effort.

Iran: With an estimated Jewish population of about 80,000, the unduplicated count of JDC beneficiaries numbers approximately 19,000. School canteens

reach nearly 6,000 children; some 22 medical installations provide medical aid to 9,000 persons; mother and child care centers in Tehran, Shiraz, Isfahan and Hamadan serve about 2,400, and the educational programs provide for over 13,000 in 49 schools or kindergartens.

If by some good fortune additional funds were to become available in 1960, over and above the amounts now budgeted for Iran, kindergarten activities should be expanded to serve an additional 1,000 young children very much in need of such care.

Algeria: The program here is of limited dimensions. JDC has made a very sizable contribution, on a matching basis with the local community, towards the construction of an Ecole Rabbiniqque which is beginning to function on a limited basis.

WESTERN EUROPE & POLAND.....Requirements: \$5,304,000

In 1960 over 50,000 individuals will require one or more of the indispensable services which the JDC helps to maintain in Poland and Western Europe, including Austria, Belgium, Denmark, France, Germany, Greece, Holland, Italy, Norway, Portugal, Spain, Sweden, Switzerland and Yugoslavia. Assistance is in the form of cash relief, institutional care for the aged, medical treatment, cultural and religious activities, economic rehabilitation, etc.

Less than four years ago, the regular caseload numbered about 30,000 and all the signs pointed towards a steady, appreciable decline in the future. Events such as the Hungarian uprising, the flights from Egypt, the movement of Polish refugees, the substantial emigration from North Africa to France, and the reintroduction of the JDC program into Poland, are the primary reasons for the marked reversal in this trend.

Poland

Less than two years ago, JDC resumed activities in Poland at the invitation

of the Polish government. Today, JDC aid in Poland reaches 20,000 - 22,000 Jews annually.

While the immediate aim of the program was to provide emergency aid to the many thousands of destitute Polish Jewish repatriates arriving from Russia, the services gradually had to be extended to meet the most urgent needs of the so-called "settled" population.

By March 31, 1959, the date of expiration of the Soviet-Polish repatriation agreement, over 17,000 Jews had entered Poland from Russia. Another 1,500 had arrived by the end of August and repatriates are continuing to enter Poland.

Indications are that the vast majority of repatriates wish to emigrate, Israel being the main objective. However, because of the restrictions of the repatriation agreement, the movement out of Poland has been limited. It is estimated that some 6,000 repatriates have left Poland, 5,000 for Israel and 1,000 to other countries.

There are today some 12,500 to 13,000 repatriates in Poland, many of whom continue to benefit from one or more of the JDC services. While the tempo of emigration will probably increase as a result of the termination of the Soviet-Polish agreement, technical and other difficulties will impede any large-scale movement even under the most favorable of circumstances. Substantial funds will consequently still be required in 1960 to meet the minimum needs of this group.

Welfare programs in 1960, both for repatriates and for the indigenous population, will at the least have to be maintained at current levels to provide much-needed assistance to some 15,000 persons monthly. Since there is a large turnover in the families receiving assistance, JDC-supported services will actually reach a majority of the Jewish population in Poland, estimated at 35,000 - 40,000 persons.

JDC services in Poland include:

- 1) Emergency one-time grants to some 1,500 families monthly for living quarters, clothing, coal, temporary unemployment relief, etc.
- 2) Cash relief to some 4,000 beneficiaries each month, including about 2,100 aged, invalids and sick persons, and 350 students.
- 3) Canteen feeding program serving nearly 2,600 children in Jewish schools throughout Poland.
- 4) Kosher kitchens providing 50,000 meals a month to 2,000 persons.
- 5) Vacation colonies accommodating 3,000 children in rented summer camp facilities for a period of four weeks.
- 6) Medical program aiding some 100 persons monthly, including shipments of medicaments not readily available on the local market.
- 7) Regular monthly support for 65 persons in the old age home in Lodz, including a number of chronically and mentally ill residents.
- 8) Emigration assistance to an average of 100 families monthly, to furnish them with needed articles of clothing, luggage, etc. in connection with their departure.
- 9) Monthly stipends to help support about 2,000 families of ORT trainees who, without this financial aid, would be unable to participate in the vocational training program. (In all, nearly 3,000 trainees attend the ORT courses, so that roughly two-thirds of the total enrollment receive student grants. These grants are in addition to the regular JDC subvention of the ORT program in Poland.)
- 10) Economic loans to individuals and Jewish cooperatives, to enable hundreds of Jewish artisans and craftsmen to earn a living either on their own or in cooperatives.

Allocations for various religious and cultural activities make up the remainder of the JDC program. These include grants for upkeep of synagogues, allotments to religious congregations in support of Talmud Torahs, salaries for religious functionaries, educational and religious supplies, celebration of Jewish festivals, maintenance of clubs, etc.

Barring any unforeseen circumstances affecting the population movement or the status of JDC operations in Poland, the sum of \$850,000 will be required to meet JDC's minimum obligations for its work in Poland.

Western Europe

JDC's programs, for which the requirements amount to approximately \$4,500,000, largely emphasize the day-to-day needs of a caseload made up chiefly of the aged, chronically ill and otherwise handicapped. With few exceptions, these appear destined to remain long-term charges. JDC and local staff are making concentrated efforts to find permanent solutions leading to their social and economic adjustment through resettlement, housing grants, job placement services, legal counseling, vocational training (ORT) and credit institutions.

At the same time, increasing attention is being given to getting the local communities to assume a larger share of the responsibility for providing aid to the residual caseload. Thus, considerable financial and technical aid has been devoted to building up and improving local communal facilities and services (very largely with the help of funds from the Conference on Jewish Material Claims Against Germany); to developing stronger community organizations, and to stimulating more active fund-raising.

It is of importance to note in this connection that local Jewish sources and governments likewise contribute to the programs for which the JDC allocates funds. In fact, in most countries of Western Europe, JDC subventions cover less than half of the total cost of the programs.

A brief description of some of the more significant features of JDC's operations in this area follows:

Austria: The number of Hungarian refugees still requiring assistance has decreased substantially — to less than 400 — and is expected to decline further. On the other hand, the regular relief rolls of the JDC and the Kultus-gemeinde remain relatively unchanged. The caseload, largely concentrated in the Vienna area (as is the overall Jewish population of about 10,700), consists in the main of aged, chronically ill and unemployables. The principal services

include cash relief to about 1,000 persons, plus about 400 Hungarians; a canteen for several hundred beneficiaries; an old-age home and hospital with 200 residents, and JDC-supported Talmud Torahs and kindergartens, with roughly 500 children in attendance.

Belgium: There are two focal points of JDC activities: Antwerp, with a population of 10,000 Jews, and Brussels, with about 22,000. The central Jewish welfare organization in Antwerp receives a substantial part of its income from JDC to meet the various needs of the local Jewish population, including recently arrived Egyptian, Polish and Hungarian refugees. About 300 persons require regular monthly cash grants, some 250 receive medical aid, and about 1,700 low-cost canteen meals are served monthly. The children's home cares for 32 young people and a new modern home for the aged provides care and maintenance for 55 dependent aged.

In Brussels, JDC functions through a local organization which it helped to establish after the war and to which it contributes over 80 per cent of the funds required for cash assistance to about 700 persons monthly, medical care for about 400 monthly, legal aid, social services, child care, etc. In both Brussels and Antwerp, JDC-supported loan funds are important aspects of relief and rehabilitation.

France: The budget for France has loomed very large in the total requirements for Europe since the end of the war, and continues to do so because France has served as a transit point or as a country of asylum for many tens of thousands of refugees. Of the 350,000 Jews now residing in France, perhaps a third to a half have settled there since the last war. The sympathetic understanding of the French Government has made it possible to find temporary or permanent refuge for Jewish distressed persons and refugees, including the Egyptian, Hungarian and Polish refugees of recent date. However, financial responsibility

for the newcomers is largely the concern of the French Jewish community and JDC.

Over 15,000 persons regularly receive assistance in France. While there continues to be a measure of Government support, and the local community's participation is increasing, a sizable part of the burden still falls on JDC. The cash relief rolls list about 3,500 individuals, exclusive of new refugees. This caseload has the characteristics of those in other JDC country programs — a high incidence of aged and chronically ill, and in this particular case, a considerable number of dependent widows.

In addition to the regular caseload, there are about 400 Polish, 100 Hungarian, and 1,400 Egyptian refugees currently receiving aid. The Egyptian refugees present an unusually heavy financial burden — lacking other means of income, many of them are totally dependent on welfare assistance. Hopefully, a sizable percentage of the Egyptian refugees will be emigrating to the United States, Latin America and Australia. Nevertheless, during 1960 the numbers remaining in France, pending emigration or integration into the local economy, will require sizable assistance.

Both the "normal" and the new refugee caseloads are aided by many other JDC-supported welfare, cultural, rehabilitation and other services. Some 20,000 meals are served monthly in two JDC-supported canteens; an average of 2,500 persons receive medical care, and the children's homes have a resident population of 850. There are ten Jewish schools with a reported attendance of about 1,000 children, and part-time schools with another 1,000.

In the area of fund-raising, JDC professional staff has worked closely with the local leadership in the application of methods successfully used in the United States and elsewhere, and which, with some modification, are appropriate to the local scene.

Germany: JDC has been able to curtail drastically its direct activities in Germany. Welfare programs are carried out through the Zentralwohlfahrtsstelle, the central Jewish welfare organization, which in turn relates itself to the various communities in Western Germany (including the Western Sector of Berlin), whose combined Jewish population is estimated to total nearly 30,000.

Local integration (furthered by the JDC with one-time grants), German restitution payments, emigration and other factors have contributed to a steady decline in the caseload, which numbered about 1,550 persons a year ago and is now down to 1,350. In addition to the 1,350 receiving assistance through cash grants, medical care, etc., subventions go to 13 old age homes with 550 residents, and to 9 kindergartens with 215 children in attendance. While a further reduction is foreseen for the future, the amount of net savings is not expected to be very great because the basic caseload is approaching an irreducible minimum. Moreover, there are annually a certain number of returnees to Germany who are given assistance for short periods of time pending settlement of their restitution claims.

Italy: JDC has been obliged to continue a program of direct services for refugees, since there exists in Italy no local counterpart capable of taking over this responsibility. However, the direct caseload has been steadily reduced. The cash relief load, for example, has dropped from 275 persons a year ago to 170, largely through emigration and German restitution payments. JDC supports 18 persons in homes for the aged and an average of 23 in hospitals.

The volume of needs of Egyptian refugees in Italy has diminished very appreciably from the high point in 1957, when over 6,000 Egyptian Jews were aided. Principally through emigration and integration, the number is now only 200 persons. At the present time, 23 Hungarian refugees are also being assisted.

The needs of the settled population are being met through the Union of

Italian Jewish Communities. About 1,000 persons are receiving monthly grants financed by the JDC and the local communities. Funds are also made available for care of the aged, child care, and religious and cultural activities.

OSE-Italy receives financial assistance from the JDC in order to carry out its services for an average of 1,600 children and adults monthly, principally in Rome and Milan.

Other Countries: Although smaller in scope, JDC-supported programs in other countries of Western Europe are nevertheless of vital importance. In Greece, out of a total Jewish population of approximately 6,000 persons, about 1,000 are beneficiaries of cash relief, feeding, medical care, educational and cultural activities, loan institutions and other services. In Portugal and Spain, small residual caseloads are almost totally dependent upon JDC funds. In Norway, where proportional to the Jewish population of about 1,000 persons a large number of refugees have been permanently settled in the last several years, funds for vocational rehabilitation have speeded up the integration process for many of the newcomers.

Sweden, like Norway, has been a haven for Jewish displaced persons and refugees. Out of an estimated Jewish population of 13,000, some 5,000 are reported to have settled in Sweden since 1945. Many of the newcomers are in need of assistance to supplement public aid until jobs and housing are available. Because of their sufferings and hardships during and immediately after the war, some of the new arrivals are in need of permanent assistance. The JDC grant subsidizes a major part of the annual welfare budget for refugees in Sweden.

Denmark and Holland are the beneficiaries of funds for capital investments for homes for the aged, hospitals, community centers, etc. on a participating basis with government and local communities. In both countries the communities take full financial responsibility for their own welfare needs. In Switzerland,

a small subvention from JDC, plus local income from private or governmental sources, provides care for about 350 persons, including 42 Hungarian refugees and 119 persons in the home for the aged.

Finally, approximately 800 of the 6,500 Jews in Yugoslavia are assisted, of whom 435 annually receive cash grants, 110 are cared for in the home for the aged and 120 children attend four kindergartens.

RELIEF-IN-TRANSIT.....Requirements: \$3,300,000

Tens of thousands of destitute Jews who cannot be reached through the welfare programs described above, nevertheless receive considerable assistance through this special relief-in-transit program. These programs are as important — and as vitally needed — as any carried on by JDC anywhere.

OTHER COUNTRIES.....Requirements: \$323,000

While the overwhelming bulk of the JDC's resources is directed towards assistance programs in Europe, Israel and the Moslem countries, urgent needs in China, the Philippines, Latin America, and particularly Australia, have strong claims on its resources. Australia has played a very significant role in offering permanent homes to a sizable number of Hungarian, Polish and Egyptian refugees. With funds made available by JDC and the Claims Conference, together with what the local communities contribute, temporary care and maintenance is being provided to newcomers until such time as jobs and housing are secured. In some instances, cash assistance has to be continued by local agencies for an extended period of time, supplementing inadequate wages. The speed and skill with which this absorption program is carried out helps to keep the doors open for the reception of other refugees in the years ahead.

RECONSTRUCTION.....Requirements: \$1,800,000

In order to enable ORT to continue its program of vocational training, JDC is planning, if funds are available, to allocate \$1,650,000 to its program in

1960. This will mean that some 30,000 individuals will benefit from the vast network of schools maintained by ORT in Europe, Moslem countries and Israel. They will be helped to develop the kinds of skills and trades which will enable them eventually to support themselves and their families.

Another aspect of the JDC economic rehabilitation efforts are the nearly 40 credit institutions, mainly in Europe, but also in Australia, Latin America and North Africa. They issue over 6,000 loans yearly for \$2,500,000, and have proven of vital support to merchants, artisans, small businessmen and professionals.

CULTURAL AND RELIGIOUS ACTIVITIES IN ISRAEL.....Requirements: \$745,000

Since 1914 the JDC has assisted yeshivoth in Israel. With the growth of their number and size, the JDC has been called upon to augment its financial aid. At the present time, over 90 institutions with 7,500 students receive regular monthly and special grants from the JDC.

While subventions to the yeshivoth will absorb the major share of the 1960 requirements, two other programs are provided for. Refugee rabbis and other religious functionaries, who together with their dependents number about 1,600 persons, will receive monthly allotments and five research projects will receive support.

OTHER.....Requirements: \$1,970,000

This heading includes the operating and service costs for JDC's New York and Geneva Headquarters; the cost of the annual audit; various miscellaneous expenditures and one-time grants, including those connected with the purchase and distribution of Passover supplies; special cultural projects; costs incidental to JDC's technical assistance services, and various other items.

The Joint Distribution Committee budget for 1960 represents a minimum program, with no provision for the crises, for the emergencies which the year may bring.

This budget asks for \$29,142,000 for those who are half-way to tomorrow.

There are the thousands who have begun their journey to freedom in free lands — but who have been forced to halt half-way to their destinations.

There are other thousands half-way on the road to health.

There are still others who have been aided half-way — toward lives of independence, self-support and dignity.

All these the American Jewish community has aided — through the United Jewish Appeal — and they are today half-way to their goals.

In 1960 it will again depend in large measure on American Jewry, as it has in other years, how much further they will go.

And whether tomorrow ever comes.



1960 BUDGETARY REQUIREMENTS

of the

NEW YORK ASSOCIATION FOR NEW AMERICANS

Introduction

In mid-1959, NYANA completed a decade of extensive services that helped immigrants become integrated into the life stream of the New York community.

By the end of 1959, encompassing ten and one-half years of activity, NYANA will have aided nearly 73,000 immigrants to find new homes, new jobs, new futures - in brief, new lives in our metropolitan community. These newcomers in New York constitute a sizable majority of all Jewish immigrants to the United States since 1949.

Coinciding with NYANA's tenth anniversary was the establishment of World Refugee Year, designed by the United Nations to spotlight the world's sympathetic attention on the refugee problem. The year is being devoted to solving those refugee problems that can be solved and helping those refugees who can be helped by stimulating wide governmental and public support for resettlement and integration of refugees in havens of their choice.

The achievements of the new arrivals in New York offer eloquent proof of a basic premise underlying World Refugee Year: refugees, seemingly doomed to endless wanderings and barren existences, can become normal citizens making useful contributions to the welfare of their new lands.

Jewish newcomers, many of whom suffered twenty and more years of war, devastation, tragedy and hardship before reaching their destination, quickly made their place in the social, economic and cultural activities of Greater New York. They furthered the well-being of the community and its people by contributing to its economic and cultural life.

The open-hearted support by American Jewry of NYANA's complex of extensive services to help newcomers become integrated rapidly, eloquently testifies to another basic assumption of World Refugee Year: that there are individuals and organizations eager and capable of giving refugees the needed start towards a new life.

Immigration in 1959

Immigration last year, in terms of numbers of new arrivals and of the scope of NYANA's services to newcomers, unfolded almost precisely as estimated at the end of 1958.

By the year's end, about 5,300 Jewish newcomers will have arrived in the United States. Of this total, the vast majority settled in New York, with most of them receiving some form of assistance from NYANA. Among the new arrivals were a trickling of Hungarian Jews uprooted by the Hungarian revolution of 1956, a growing number of Egyptian Jews, some immigrants from Poland, as well as a good number from other countries throughout the world.

Legislation Affecting Refugee Immigration

The number of refugees entering the United States has been dependent in large measure on the passage of emergency piece-meal legislation to supplement the inadequate and virtually unchanged basic immigration law.

During the first five years of NYANA's existence, when the flow of refugee immigration was heaviest, about 50,000 Jewish newcomers to New York arrived under the provisions of the Displaced Persons Act and the Refugee Relief Act of 1953.

The October 1956, revolution in Hungary led to special provisions to allow for the admittance of refugees from that country.

This was followed by the passage of Section 15 of Public Law 85-316 which eliminated the mortgaging of quotas under the former DP Act and the Refugee Relief Act and authorized the issuance of special non-quota immigrant visas

unused under the Refugee Relief Act, which expired at the end of 1956.

The latest measure passed in September 1959, is known as the Family Reunion Law (86-363). As the name indicates, it creates new provisions for certain relatives of United States citizens and aliens admitted for permanent residence. This most recent enactment produces no changes in the national origins quota system. However, it does somewhat alter the basic immigration law by reclassifying and adding new categories to various preferential listings.

Favorably affected are parents and unmarried children over 21 years of age of U.S. citizens; spouses and unmarried children of aliens permanently residing here, and brothers, sisters, married sons and daughters (as well as their spouses and children accompanying them) of U.S. citizens.

Immigration in 1960

The Family Reunion Law is the most significant new feature influencing the flow of immigration in 1960, when its impact will first be felt.

Next year only a small number of Hungarian Jewish refugees are expected to arrive here. On the other hand, there is anticipated a continued increase in the number of Egyptian Jews entering the country. Some Jewish immigrants are expected to arrive from Poland. There will also be arrivals from other lands as visas become available. In addition to those entering under new legislation, many will continue to enter under the basic immigration law.

In sum total, approximately 5,500 Jewish immigrants are expected to be admitted into the United States during 1960, a slightly higher number than in 1959. As in the past ten and one-half years, the majority will make their home in the Greater New York area.

NYANA Activities in 1959

During 1959 some 2,500 Jewish families, representing 5,100 persons, were helped through NYANA's comprehensive range of social services: financial

assistance, medical and dental care, casework and vocational counseling, vocational training, job placement and other rehabilitation services. In determining how best to meet a family's particular needs, the services are extended to each family on an individual basis, after careful consideration of the immediate situation and the long-term total adjustment.

To help newcomer families attain self-support as quickly as possible, NYANA provides the following basic services:

MAINTENANCE: food, rent, utilities and other basic necessities, with individual budgets for each family's needs based on accepted New York City living standards.

SHELTER, CLOTHING: minimal furnishings and household necessities to get started in the community.

MEDICAL, DENTAL CARE: clinics and other free facilities are utilized wherever possible.

JOB PLACEMENT, VOCATIONAL TRAINING: helping to place newcomers in jobs; training newcomers to adapt their skills to American methods; maintaining a Sheltered Workshop which provides work for elderly and handicapped newcomers.

BUSINESS AND LOAN: providing loans for purchases of small businesses by newcomers unable to support their families for reasons of health or lack of skills, or for whom retraining is not feasible. Also provides loans for purchase of necessary work tools.

COUNSELING: a staff of trained social workers and vocational counselors assists the newcomers with their initial adjustment problems, working out individual plans for living arrangements, vocational training, jobs, etc.

This package of services is provided by specialized departments of NYANA. The unified and centralized program of varied services assists the newcomer in an appraisal of his needs and in becoming a self-sufficient American.

Family Service Department

The Family Service Department provided intensive service to 1,700 individuals during 1959. For the family without any funds, with health or other complicated problems, and without relatives to whom it may turn, the department provided casework help and financial assistance to meet the basic necessities

for establishing a home - food, clothing, medical and dental care and other specialized needs.

Generally, newcomers aided by this department are those with the severest problems in adjustment; those with serious physical, emotional or personality problems; those who had extreme difficulty in job placement, including those too old to work according to the standards of the current labor market, and those with insufficient earnings to support their families fully.

In spite of the severity of these problems, Family Service helped most to become self-supporting in a relatively quick time.

The department began the year with an active caseload of 201 family units. During 1959 another 302 cases were added, for a total of 503 family units, representing 1,700 individuals. Of this total, 346 cases will be closed by the end of the year, that is, they will have received the necessary help to become self-sufficient. The department expects to end the year with 157 active cases, most of them very recent arrivals.

Vocational Services Department

The comprehensive program of the Vocational Services Department remains a keystone in NYANA's ability to help the newcomer achieve economic self-sufficiency in the shortest possible time.

Employment is fundamental to adjustment and integration. Without work, the newcomer and his family cannot become absorbed into the life of the community; he remains an "outsider," dependent upon others for his existence.

In 1959 some 1,085 newcomers were placed in jobs. Intensive individualized job solicitation through field visits, telephone and mail promotion was required because of the clients' language difficulties, lack of transferable skills and other problems common to immigrants seeking a start in the American labor market. Following placement, the Vocational Services Department assists the

immigrants with additional counseling, training and upgrading to help them attain a stable economic adjustment.

The year 1959 brought a far greater number of newcomers with technical, engineering and commercial skills than in several previous years. As the demand for such skills remained fairly high, most of the newcomers could be placed in their own fields.

Over-all, the department in 1959 provided counseling, placement and other rehabilitation services to 2,989 individuals. This includes 560 newcomers who were receiving vocational assistance on January 1, some 1,445 new applicants and 984 who returned for additional vocational services.

A total of 122 persons were assisted to take vocational training courses in 26 different industrial fields. With this help, many were able to support their families in full after short periods of training.

In its effort to help immigrants become self-supporting and to rehabilitate the handicapped, NYANA established a Sheltered Workshop in June 1955. The workshop offers a protected work opportunity to immigrants who receive relief from NYANA, or who would need it if they were not employed there.

The Workshop specializes in simple factory work, which is done on a contract basis for many different manufacturing firms. The employees all receive wages based on the number of hours of work they are able to put in.

Of the 210 persons employed in the Workshop thus far, a number were enabled to secure jobs in industry as a result of their favorable experiences in the Workshop and some were placed into training courses through programs of outside rehabilitation agencies.

Aside from making possible direct savings in relief, the Sheltered Workshop has above everything else become a meaningful resource in helping the elderly and the handicapped become more effective persons.

The Business and Loan Department continued to provide service to 240 cases.

NYANA EXPENDITURES IN 1959

In 1959 NYANA spent a total of \$770,150* to meet the essential needs of 5,100 newcomers. This sum was distributed as follows:

Family Service — relief, rehabilitation	\$374,598
Vocational Services — placement, guidance, training, Sheltered Workshop, Business and Loan	110,308
Reception and Referral	52,706
Office and administrative services	60,258
Subventions (Grants to other organizations for specialized services to immigrants not included in NYANA's services)	172,280
TOTAL	<hr/> \$770,150

*4th Quarter estimated

NYANA REQUIREMENTS FOR 1960

The great majority of the Jewish newcomers expected in 1960 will settle in metropolitan New York. For speedy integration and self-support they will require the same essential NYANA services which their predecessors received. In the coming year NYANA, through its specialized departments, expects to serve 5,300 individuals.

It is expected that 600 families, consisting of some 1,800 men, women and children, will be aided by the Family Service Department. Some of the larger families, or those with complex problems, will require extensive rehabilitation services to become partially or fully self-supporting.

It is also estimated that 3,235 persons will receive aid from the Vocational Services Department in counseling, guidance, placement and rehabilitation services.

The Sheltered Workshop and the Business and Loan Department will continue to provide their specialized services wherever required.

On the basis of ten and one-half years of experience, it is certain that the vast majority of the new arrivals in New York will join those who came before them in achieving independence quickly through NYANA's help. And the overwhelming majority will continue to be independent from that point on.

Importantly, all newcomers possess the extra assurance that NYANA stands ready at all times, even after initial adjustment in the community, to provide aid in emergencies. Some, beset with problems beyond their means to handle, do return for additional service. Most often, professional counseling or vocational assistance is able to solve these problems without cash expenditures for direct relief.

NYANA REQUIREMENTS FOR 1960

NYANA's total needs for the coming year are estimated at \$866,850 as follows:

Family Service — relief, rehabilitation	\$473,754
Vocational Services — guidance, training, placement Sheltered Workshop, Business and Loan	138,758
Reception and Referral	39,372
Office and administrative services	56,026
Subventions for specialized services	<u>158,940</u>
TOTAL	\$866,850

NYANA stands ready as ever to meet any emergency. Its history is filled with such crises, most recently the influx of Hungarian refugees. While emergencies cannot be anticipated, NYANA's operation remains flexible — as large or as small as necessary — to provide services to newcomers.

Moving into 1960, and the second half of World Refugee Year, NYANA, through the United Jewish Appeal, continues as the instrument of the American Jewish community's humanitarian will to help newcomers create a new life in a new land.



GOAL-1961
\$ 72,740,000

**A BUDGET FOR THE
1961 UNITED JEWISH APPEAL**

Based on the Budgetary Requirements of the Constituent and Member Agencies of the United Jewish Appeal—the United Israel Appeal, the Joint Distribution Committee, the New York Association for New Americans—and the United Hias Service.

GOAL-1961

\$72,740,000

A BUDGET FOR THE 1961 UNITED JEWISH APPEAL AMERICAN JEWISH ARCHIVES

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UNITED JEWISH APPEAL BUDGETARY REQUIREMENTS, 1961

Breakdown, by Agency and by Budgetary Item

<u>AGENCY</u>	<u>BUDGETARY ITEM</u>	<u>AMOUNT</u>
<u>Jewish Agency</u> <u>for Israel, Inc.</u> <u>New York</u>	Agricultural Settlements.....	\$25,617,000
	Housing.....	7,747,000
	Immigration.....	3,706,000
	Absorption.....	4,344,000
	Youth Aliyah (Youth Immigration).....	1,247,000
	Education.....	1,352,000
	Jewish National Fund Allocation.....	622,000
	Administration, Jewish Agency, Jerusalem.....	1,205,000
	Administration, Jewish Agency for Israel, Inc.....	255,000
	Debt Service.....	5,000,000
		<u>\$51,095,000</u>
	<u>Amount to be provided by UJA.....</u>	<u>\$51,095,000</u>
<u>Joint</u> <u>Distribution</u> <u>Committee</u>	Malben Network.....	\$10,000,000
	Religious & Cultural Activities in Israel....	785,000
	Moslem Countries.....	5,100,000
	Western Europe and Poland.....	4,900,000
	Relief in Transit.....	4,000,000
	Other Countries.....	290,000
	Reconstruction.....	1,800,000
	Other.....	1,900,000
		<u>\$28,775,000</u>
	<u>Anticipated Income from Sources other than UJA:</u>	<u>\$11,575,000</u>
	<u>Amount to be provided by UJA.....</u>	<u>\$17,200,000</u>
<u>New York</u> <u>Association for</u> <u>New Americans</u>	Family Service (Relief, Rehabilitation).....	\$344,450
	Vocational Service (Placement, Training, Guidance, Loans).....	138,550
	Reception and Referral.....	30,100
	Office and Administrative Services.....	42,000
	Subventions for Services to Immigrants Not Included in NYANA.....	144,900
		<u>\$700,000</u>
	<u>Amount to be provided by UJA.....</u>	<u>700,000</u>
<u>United Hias</u> <u>Service</u>	UJA Grant for Immigrant Work.....	<u>245,000</u>
<u>United Jewish</u> <u>Appeal, National</u>	Campaign Operation and Administration.....	<u>3,500,000</u>
	Total 1961 United Jewish Appeal requirements	<u>\$72,740,000</u>

A BUDGET FOR THE

1961 UNITED JEWISH APPEAL

The twenty-two-year period of the United Jewish Appeal's existence has encompassed both unbelievable horror and almost simultaneously, miracles of survival and growth. American Jews, able to save only pitifully few from Hitler's ovens, pledged that the survivors would be brought to haven and helped to build new, fruitful lives. And they have, in the main, kept this pledge, aided by the astonishing vigor and will to independence of the people of Israel and the survivors themselves.

But the years since the end of World War II have brought to light many more complex problems than immediate rescue and aid for Hitler's victims. Food, shelter, clothing - these first basic necessities were easily provided. And the establishment of the State of Israel in May 1948, offered a homeland for the Jews left homeless by Hitler.

American Jews quickly recognized that without their aid this small underdeveloped state, beset by warring neighbors, could not possibly provide for the newcomers. So American Jewry took upon itself the historic task of helping to build the new land as an essential part of the global rescue and welfare operation for which it assumed responsibility when it organized the United Jewish Appeal in 1939.

Israel's "Bar-Mitzvah" Year

In 1961 Israel celebrates its Bar-Mitzvah year. The traditional thirteenth year ceremony which recognizes the man in a boy goes back to a time far removed from modern concepts of development and growth. Today's parents know full well that the "man" is not yet truly on his own and that their responsibility is not ended with the ceremony.

Israel has already progressed far beyond the dreams of its citizens and supporters. It is a vital force in the Middle East, to be counted upon in the world of free nations. It offers a shining example to the newly developing countries of Africa and Asia and willingly shares with these newcomer nations its knowledge of building a modern, democratic society in a difficult, arid land, settled by people from more than 70 different countries, cultures, languages.

The visitor to Israel today, whether it be his first visit or his tenth, sees a flourishing land, its bright and hopeful face set to the future, and a busy people building everywhere - factories, schools, homes, roads, farms, villages and cities. So amazing is Israel's progress in its nearly thirteen years of life that it is difficult to recognize that this advance is highly uneven; that the overall growth has been in spurts which have left large pockets of need; that these unmet needs are a serious threat to the establishment of a truly stable economy.

American Jewish Aid Has Not Kept Pace With the Needs

The aid provided by American Jews through the United Jewish Appeal has helped to make possible the settlement of 975,000 immigrants in Israel since 1948 and the complete absorption of two-thirds of these newcomers. But this aid nonetheless has fallen short of the goal - the opportunity for all these immigrants to build an adequate and productive life.

As Jews in need of haven keep arriving - at a current annual rate of 30,000 - the pressure for rapid aid increases. At the same time, receipts from the yearly nationwide campaign of the United Jewish Appeal have been decreasing. The lack of headlined emergencies, coupled with the surface prosperity apparent in Israel, has understandably given many American Jews the feeling that their job of rescue and resettlement is nearly done.

At best, it is far from done in a land where 320,000 immigrants - nearly every third newcomer - require substantial assistance from the Jewish Agency in

Jerusalem, the philanthropic body in Israel which undertakes the immigration, resettlement and absorption of newcomers, or of the Joint Distribution Committee, which aids Jews in 26 countries, including Israel, where it conducts a special welfare program for aged, chronically ill and handicapped immigrants. American Jews must take stock now and plan a new approach in 1961 to lessen the gap between needs and available funds.

Complete Responsibility for Allocation of Funds in American Hands

The 1961 campaign marks a new era in the allocation and distribution of American Jewish philanthropic funds provided through the UJA to meet overseas needs in Israel and other countries. For the first time, complete responsibility for the budgeting of all UJA funds is centered in America. This important development took place in April 1960, with the reorganization of the Jewish Agency for Israel, Inc. and the setting up of a 21-man Board of Directors to represent American Jewry in determining the use of UJA dollars for those programs to be carried out in its behalf by the Jewish Agency in Jerusalem. Through the office of its own Jerusalem representative, the new Board maintains control over the disbursement of such funds.

The reorganization of the Jewish Agency for Israel, Inc. reflects the joint desire of the Jewish Agency in Jerusalem and American Jewish communal leadership to broaden the base of responsibility for important decisions affecting immigrant aid programs in Israel. It underscores as well the role of American Jewry as an active and deeply committed partner in the great enterprise of Jewish rescue and resettlement.

The members of the new Board, which is under the chairmanship of Dewey D. Stone of Brockton, Mass., include, in addition: Morris W. Berinstein, Albany, N.Y.; Rabbi Isadore Breslau, Washington, D.C.; Samuel H. Daroff, Philadelphia, Pa.; Melvin Dubinsky, St. Louis, Mo.; Max M. Fisher, Detroit, Mich.; Dr. Nahum Goldmann,

New York City; Dr. Israel Goldstein, New York City; Abraham Goodman, New York City; Mrs. Rose L. Halprin, New York City; Dr. Dov Joseph, Jerusalem; Rabbi Mordecai Kirshblum, New York City; Philip M. Klutznick, Chicago, Ill.; Albert A. Levin, Cleveland, Ohio; Joseph M. Mazer, New York City; Joseph Meyerhoff, Baltimore, Md.; Dr. Emanuel Neumann, New York City; Louis Segal, New York City; Phillip Stollman, Detroit, Mich.; Ralph Wechsler, Newark, N.J., and Jack D. Weiler, New York City. Gottlieb Hammer is Executive Vice-Chairman of the Jewish Agency for Israel, Inc.

Survey of Programs in Israel Made On Behalf of New Board

One of the first steps taken by the newly elected Board of the Jewish Agency for Israel, Inc. was to invite Dr. Isador Lubin of Rutgers University, noted American economist and administrator, to undertake an on-the-spot survey of immigrant rehabilitation programs and needs in Israel. In a preliminary report, Dr. Lubin stated that the effectiveness of the Jewish Agency's work in Israel hinges on the "regular periodic transfer of adequate funds" and stressed the need to close the crucial gap that continues to exist between available cash and unmet immigrant needs.

Praising the work of the Jewish Agency, Jerusalem, in dealing with immigrant needs, he stated, "I have the impression of a job being well done by field people who know their business.

"But," he warned, "even after making allowances for the large amounts that come in from abroad, there are yet too many people requiring assistance. The problem is to establish priorities in the use of such income from the United States and other countries in terms of the proper timing and the most effective allocation of all resources."

Urging the establishment of a long-range program of immigrant absorption, Dr. Lubin made it clear that any such program must inevitably be geared to the certainty that funds will be available on a predictable annual basis, and that constant study and review are necessary.

American Board Selects Jewish Agency Programs For Support by American Jews

The Board of the Jewish Agency for Israel, Inc. (New York) has studied the proposed budget submitted by the Jewish Agency, Jerusalem, on a line-by-line basis. This budget deals with those minimal sums which are essential to carry on established programs for some 230,000 immigrants already in Israel and to provide initial assistance for a minimum of 30,000 newcomers expected to arrive in the next 12 months. From this budget, the Board has selected programs in the field of immigration, resettlement and absorption of newcomers which it feels are the special responsibility of American Jews. The exact amounts requested and the details of each program are included in the budget of the Jewish Agency for Israel, Inc., beginning on page 18.

Realistic Goal of \$72,740,000 Proposed For 1961 United Jewish Appeal

As a result of the reorganization of the Jewish Agency for Israel, Inc., it is possible for the first time to present to the American Jewish Community a nationwide goal for the United Jewish Appeal based entirely upon the recommendations of qualified American groups. (The Joint Distribution Committee, the United Hias Service and the New York Association for New Americans are American agencies which have always been directed by American boards.)

It is recommended that in 1961, American Jews seek to raise \$72,740,000 as the minimum amount which they can and should provide to carry forward great and historic programs of aid. These programs will aid 580,500 Jews throughout the world.

The amount sought does not begin to cover the total needs which exist, particularly of the immigration absorption programs in Israel. A statement of the outstanding functional obligations of the Jewish Agency, Jerusalem, alone would be \$225,000,000 — a sum of \$195,000,000 for its immigrant agricultural programs and \$30,000,000 for immigrant housing.

For the past several years, it has been UJA practice to submit overall statements of the needs of all its member agencies to delegates at its Annual National Conference; the delegates then called on America's Jewish communities to raise as much as possible toward this overall figure. The belief is, however, that this does not offer a satisfactory procedure for campaigning in 1961.

The goal recommended for 1961 is made up of the following budgetary proposals:

1. Programs totalling \$51,095,000, selected by the Board of the Jewish Agency for Israel, Inc. in the fields of immigration, settlement and absorption of newcomers to be carried out by the Jewish Agency, Jerusalem. (Additional funds are received by the Jewish Agency, Jerusalem, from campaigns in other countries, German reparations, and Israel Government subsidies for farm programs.)
2. Programs of the Joint Distribution Committee in Israel and 25 other overseas countries, amounting to \$17,200,000. (The JDC also receives additional funds from campaigns in countries other than the United States and from German reparations.)
3. The total budget of the New York Association for New Americans, amounting to \$700,000.
4. The sum of \$245,000 to the United Hias Service for aid to immigrants settling in countries other than Israel.
5. The sum of \$3,500,000 to cover the operating and fund-raising expenditures of the nationwide United Jewish Appeal.

As evidenced by the detailed budgets of UJA agencies, the over-all sum is closely figured. It does not take into account any emergency or crisis which might suddenly swell the number of Jews needing aid or help to reach Israel, nor is any provision made for the repayment of funds borrowed on behalf of the Jewish Agency, Jerusalem. Only the servicing of these debts is included.

Above all, it does not take into account the full backlog of unmet needs among Israel's immigrants. It represents only those programs of aid in Israel, the U.S. and 25 overseas countries which cannot be reduced further without creating untold hardship for the men, women and children utterly dependent on them.

Report of Seventh UJA Study Mission Underscores Need for Setting Specific Goal

The largest UJA Study Mission ever to visit Europe and Israel prior to a UJA annual meeting — 125 Jewish community leaders from key cities throughout the country — returned to the United States in November. Their report brings to American Jewry both a factual account of the needs they found and a summary of their many interviews with top Israel Government officials, Jewish Agency leaders and hundreds of immigrants.

In Israel, Mission members focused their attention on the plight of immigrant farmers and visited many of the farm settlements so desperately in need of accelerated help to become self-sufficient. The Mission's findings have been an important factor in determining the need for, and amount of, a nationwide goal.

Mission members were unanimous about the necessity to present to the Annual UJA National Conference the actual 1961 "spending" budgets of the UJA's beneficiaries, rather than the customary Statement of Total Needs which has been presented in previous years.

Goal Entails Acceptance of Responsibility To Raise Full Amount

The goal of \$72,740,000 proposed to delegates at the UJA National Conference is 15 per cent higher than the actual amount it is expected the UJA will raise in 1960. If adopted, every American Jew must feel obligated both to make a larger contribution and to devote extra energy and extra time toward raising it. At the same time, the adoption of a fixed goal imposes upon America's Jewish communities the obligation to assume a fair and proportionate share of the 1961 total.

Failure to do these things would bring one of two drastic results. The debt of the Jewish Agency, Jerusalem, which is determined to meet its obligations one way or another, would have to be increased — contrary to American Jewry's basic desire for a liquidation of that debt. This debt is the result of the failure of American Jews to meet past obligations. Or — more tragically — the welfare and rehabilitation programs of both the Jewish Agency and the Joint Distribution Committee on behalf of hundreds of thousands of human beings would have to be further curtailed. The worldwide suffering that this would prolong, the number of young and needy it would fail, the human hopes it would dash, the very lives it would endanger make this development unthinkable.

320,000 Immigrants in Israel Alone Depend on Jewish Agency and JDC

Altogether, as already noted, in 1961 UJA's beneficiary agencies must provide for at least 580,500 persons throughout the world, of whom 320,000 are in Israel.

Approximately 260,000 immigrants in Israel depend on Jewish Agency assistance to move ahead toward self-sufficiency. Another 60,000 count on the JDC Malben program for aged, chronically ill and handicapped immigrants, or other JDC services.

Nearly one-half of the total funds which American Jews are here asked to provide for the programs of the Jewish Agency, Jerusalem, are to be devoted to the critical task of aiding 130,000 immigrant farmers, living in 485 agricultural settlements established by the Agency since 1948. Israel's entire farm program has reached a stalemate which can have serious repercussions for all its people, as well as the farm families. At no time have funds been sufficient to equip the settlements with all the basic farm essentials necessary to produce an adequate living for these farm families. It is estimated that \$195,000,000 is needed over a three to five-year period to provide all these settlements with the means and equipment to become self-sufficient.

The sum asked of American Jews in 1961 for farm development is \$25,617,000 -- less than one-seventh of the total actually required. But this sum, however far it falls short of the total need, will help to keep the program going and will move at least some settlements closer to independence.

As will be seen from the budgets presented, the next major item in the Jewish Agency's budget for 1961 is for housing. The sum which American Jews are asked to provide is only enough to build about 15 per cent of the new housing units desperately needed, both for new immigrants, and for the 40,000 individuals still living in the ramshackle huts of the ma'abarot.

Approximately 17,250 housing units should be built for them in 1961. Clearly, the failure to do so spells heartbreak for many families who have hoped, year after desperate year, that their turn for decent housing would come. Yet in the light of overall needs it is not possible to allocate a larger percentage of the Jewish Agency, Inc.'s budget to housing.

In this connection, it is a sad commentary on the requirements of a restricted budget that nearly half a million dollars must be spent on the upkeep of the ma'abarot to try to keep them habitable.

30,000 New Immigrants Will Require Full Settlement Services

It is expected that at least 30,000 new immigrants will reach Israel in 1961. It is not possible to list the countries from which they will come.

Because it is often not possible for Jewish Agency personnel to contact immigrants directly in the countries of emigration, it has been necessary to establish thirteen transit centers where immigrants can be assembled for embarkation, given a medical screening and, if necessary, medical aid.

As the budget of the Jewish Agency for Israel, Inc. shows, initial absorption services in Israel cover assistance to newcomers during their first days, transportation to towns and settlements, provision of household goods and equip-

ment, counseling and vocational guidance and cash grants to families whose breadwinners cannot obtain immediate employment.

The sum provided for receiving the immigrants will have to be revised radically if there is an upswing of immigration during 1961.

Aid to Professional, Youth and Social Cases

Israel desperately needs the services of skilled and professional immigrants. The program of the Jewish Agency, Jerusalem, to speed their adjustment so that they can be of service as soon as possible is an important part of Israel's absorption procedure. Through Ulpanim, rapid language Hebrew courses, new arrivals are soon better equipped to find employment in their respective fields.

Israel as yet has not been able to establish tuition-free high schools. The budget of the Jewish Agency for Israel, Inc. provides for high school scholarships as part of the services to immigrant youth. However, many qualified youngsters will have to be turned down this year as in other years for lack of funds.

Meanwhile, so-called "social cases" have always constituted about 10 per cent of Israel's total immigration. These are individuals and families who are unable, for reasons of lack of health and other disabilities, to make an easy adjustment in Israel. Approximately 25,000 persons in this category currently need the special aid and counseling services which, it is hoped, will permit them to become productive members of their communities.

Youth Aliyah Program Will Aid 13,000

During 1961, the Youth Aliyah (Youth Immigration) program in Israel will welcome its 100,000th youngster. Young people, cared for in Youth Aliyah homes and trained to take their place in the ranks of contributing citizens of Israel, have proved an asset to their country which far outweighs the cost of their upkeep. Since this phase of the immigrant absorption program has special promise for

Israel's future, it is regrettable that a lack of funds makes it necessary to limit the number of youngsters receiving care to 13,000.

JDC - Malben Program Provides Care For the Aged, Hope For the Handicapped

More than half of the funds requested from American Jewry through UJA by the Joint Distribution Committee are for its programs in Israel. As noted, some 60,000 persons will benefit from them, including 37,000 immigrants in the Malben network of homes, hospitals, clinics and other institutions.

The JDC Malben program in Israel was instituted 11 years ago as a sorely needed service for the care of the aged, the chronically ill and handicapped immigrants. Israel, alone of all nations, requires no credentials save need of haven from Jewish refugees who would enter.

The number of persons rehabilitated by Malben and helped to become self-supporting, even among the aged and seemingly incapacitated, is astonishing. In addition, Malben supports pilot projects in the fields of mental health and the training of retarded children. These seem likely to prove as successful as earlier Malben programs for immigrants suffering from TB and other diseases, which have now been reduced to a minimum in Israel.

The Organization for Rehabilitation through Training - ORT - which receives funds for its work from JDC, will provide vocational training for 9,000 young immigrants in Israel so that they may join the ranks of the self-supporting. Many, in fact, will also be in a position to aid families not yet completely on their feet.

Although it is a comparatively small part of its Israel program from a financial point of view, JDC's aid to religious students, scholars and rabbis reaches 14,000.

JDC Supports Life Itself For One-Fifth of Jews in Moslem Lands

There are 500,000 Jews in the Moslem countries of North Africa and in Iran.

Of these, 100,000 are on the welfare rolls of the JDC. Most of them are children. Many adults are in need of help but JDC, lacking sufficient funds, has limited its health, welfare and educational programs mainly to those in behalf of children and youth.

The establishment and support of educational institutions in these countries guarantees more than a literate generation. It also has proven the most effective way of providing at least one hot meal a day to children, of supervising their general health, and of dispensing all-important medical care which is helping to wipe out the scourges of tinea and trachoma.

JDC's major program of aid in Moslem lands is in Morocco, where the Jewish population is larger, and the need for aid greater, than in Tunisia or Algeria. In Iran, one out of every four Jews currently requires JDC assistance.

JDC Aid in Europe Reaches Many Thousands

In Europe, thousands of Jews are supported wholly, or in part, by the JDC on a long-term or a one-time grant basis. The JDC's caseload in Europe has increased in the past few years, despite the resurgence of once-shattered Jewish communities which have been aided to rebuild their institutions and expand their communal services. New dependents have been created by the flight of Jews during the 1956 Hungarian revolution, Nasser's expulsions of Jews from Egypt, the repatriation of Polish Jewish families from the Soviet Union and the movement of some indigent Jewish families from several North African countries. In addition, many survivors of Hitlerism, between the ages of 40 and 50, who at the end of the war seemed able to forge ahead on their own, are now showing the delayed effects of their harrowing experiences in physical and emotional breakdowns. Today, they require assistance which they did not need a few years ago.

A good many of the Polish Jews repatriated to the Soviet Union since 1957 have been able to proceed to Israel. About 8,300 are left and many of these, too,

will eventually go to Israel, as will some of the "settled" Jewish community which is also being aided by JDC. In Poland, JDC is currently providing relief, medical aid, vocational training (through ORT schools) and care for aged and handicapped to some 15,000 Jews.

Other JDC Aid Helps Build Self-Support

JDC assistance to ORT permits this organization to operate vocational training programs in 19 countries for 36,000 students annually. This training has immense value for those Jews who must support themselves in their countries of residence and is equally important to those who hope to move on to Israel in the next few years.

Another JDC program which has proved an excellent investment is the loan program to the handicapped and artisans who, without such "preventive" funds, would unquestionably have remained, or become, welfare charges. This fund has granted more than 7,000 loans with an aggregate value of just over \$3,000,000 in various countries.

Hitler Victims Aided in Various Countries

There are still refugees from Germany in China, the Philippines, Haiti and the Dominican Republic who must be aided by JDC. In addition, some minimal aid must go to immigrants in Latin America and Australia to speed their adjustment.

New York Association for New Americans Will Serve 5,500 in 1961

Approximately 7,000 Jewish immigrants are expected to arrive in the United States in 1961, of whom 3,800 settling in the New York metropolitan area will require NYANA's settlement services. Under a new section of the U.S. Immigration Law, permitting certain categories of refugees to enter as "parolees" for two years prior to achieving permanent immigration status, additional numbers of Hungarian and Egyptian Jews in Western Europe will be enabled to reach the United States.

In addition to these 1961 newcomers, NYANA will be called upon to continue aid to those 1960 arrivals who are not yet self-supporting, or those who find themselves in need of help following a seemingly successful initial adjustment. A total of 5,500 will be helped.

The majority of immigrants now arriving in this country are predominantly in the professional, white-collar and skilled categories, as opposed to previous immigrants without special skills. NYANA has retailored its services accordingly and is emphasizing the provision of employment opportunities and retraining for them.

1961 Is the Year of New Responsibilities

American Jews are taking on a new responsibility - total control of the allocation and use of all funds raised through the UJA. In electing to support specified programs in Israel and overseas, as has been pointed out, and setting the exact amount of funds which will be contributed, they pledge themselves and their communities to make sure that the sums required will be available.

Israel and its people are by no means yet secure. In many lands, Jews are not only in great want but in grave danger. The rebuilding of a land and a people, undertaken so joyously after Israel became a State, is only partially completed. The work must go on in that spirit of generosity and pride of accomplishment which has enabled the United Jewish Appeal to rescue, resettle and aid more than 2,700,000 Jewish victims of war, persecution and deprivation.

The task will not be finished until every Jew everywhere in the world is safe and the Jewish State secure.

1961 BUDGETARY ALLOCATIONS*

JEWISH AGENCY FOR ISRAEL, INC.

SUMMARY

Agricultural Settlement.....	\$25,617,000
Housing.....	7,747,000
Immigration.....	3,706,000
Absorption.....	4,344,000
Youth Aliyah (Youth Immigration).....	1,247,000
Education.....	1,352,000
Jewish National Fund Allocation.....	622,000
Administration, Jewish Agency, Jerusalem.....	1,205,000
Administration, Jewish Agency for Israel, Inc.....	255,000
Debt Service.....	5,000,000
TOTAL.....	<u>\$51,095,000</u>

ALLOCATIONS IN MAJOR FIELDS OF ACTIVITY

AGRICULTURAL SETTLEMENT

Allocations to 56 Villages and 30 Enlargements of Older Settlements Approaching Consolidation.....	\$ 4,235,000
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Development of 368 Villages, 6 Extensions of Older
Settlements and 20 Training Farms

Cows and Cow Sheds.....	\$ 2,167,000
Chickens and Chicken Coops.....	3,823,000
Granaries and Storage.....	539,000
Local Irrigation.....	3,086,000
Vineyards and Fruit Trees (other than citrus).....	3,328,000
Draught Animals.....	231,000
Machinery and Tools.....	908,000
Preparation of Pasture Land.....	369,000
Electricity.....	220,000
Survey and Planning.....	110,000
Regional Water and Drainage Schemes.....	1,018,000
Auxiliary Employment.....	1,650,000
Marketing Subsidies for Not Yet Developed Villages.....	1,678,000
Warehouses, Packing Sheds, Tractor Stations.....	305,000
Orange Groves (New Plantings and Care of Groves Not Yet Bearing Fruit).....	<u>1,950,000</u>
TOTAL.....	<u>\$25,617,000</u>

*These budgetary estimates have been carefully reviewed by the Board of Directors of the Jewish Agency for Israel, Inc. and by its consultant, Dr. Isador Lubin. Since the budgetary year of the Jewish Agency, Jerusalem, does not coincide with the calendar year, the Board of Directors of the Jewish Agency for Israel, Inc. will take final action on the budget at the start of the Jerusalem agency's budgetary year.

HOUSING

800 Units for New Immigrants.....	\$ 3,000,000
800 Units for Liquidation of <u>Ma'abarot</u>	3,000,000
Housing Loans for <u>Ma'abarot</u> Dwellers.....	380,000
Expansion and Repair of Units in Agricultural Settlements.....	1,367,000

TOTAL.....\$ 7,747,000

IMMIGRATION

Transportation of Immigrants and their Belongings.....	\$ 2,990,000
Transit Camps Outside Israel and Maintenance.....	573,000
Medical Services Abroad.....	95,000
Guidance and Screening Teams.....	48,000

TOTAL.....\$ 3,706,000

ABSORPTION

Initial Assistance (Including Cash, Furniture, etc.)..	\$ 1,949,000
Youth Services (Including Scholarships, Youth Centers, etc.).....	324,000
Care of Social Cases.....	994,000
Absorption of Professionals (Including <u>Ulpanim</u>).....	635,000
Upkeep and Administration of <u>Ma'abarot</u>	442,000

TOTAL.....\$ 4,344,000

YOUTH ALIYAH (Youth Immigration)

Maintenance and Training.....	\$ 961,000
Housing Equipment and Clothing.....	130,000
Medical Services and Care of Special Cases.....	97,000
Training of Youth Aliyah Teachers.....	59,000

TOTAL.....\$ 1,247,000

EDUCATION

<u>Language Teaching, etc., in Countries of Emigration and in Transit</u>	\$ 100,000
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Allocations to Institutions of Higher Learning Who Accept Immigrants at Minimal Tuition Rates

Weizmann Institute.....	\$ 930,000*
Hebrew University.....	240,000
Technion.....	70,000
Bar Ilan University.....	12,000
	<u>1,252,000</u>

TOTAL.....\$ 1,352,000

* Higher allocations are made to the Weizmann Institute since other institutions receive additional funds from independent campaigns in the United States.

1961 BUDGETARY REQUIREMENTS of the JEWISH AGENCY FOR ISRAEL, INC.

To be Financed Through the United Israel Appeal's
Share in the United Jewish Appeal

Since May 14, 1948, some 975,000 immigrants have arrived in Israel. During the same period of time, 485 new agricultural villages were set up. About 70,000 youngsters were accepted as wards of Youth Aliyah for periods ranging from one to six years. Tens of thousands of immigrant artisans were provided with tools and workshops. Tens of thousands of handicapped or elderly persons were aided by providing them with small shops, newsstands or other sources of income. Thousands of professionals were assisted in establishing themselves or aided through periods of re-orientation and retraining.

Assuming \$3,500 as the average cost of rescue and full rehabilitation of one immigrant, a figure which some consider too low, the resettlement of the 975,000 newcomers who have arrived in Israel would have required close to three and a half billion dollars. Instead, since Statehood, receipts of the Jewish Agency, Jerusalem, from the United Jewish Appeal amounted to about \$500,000,000. This was certainly a magnificent expression of Jewish generosity and solidarity but it failed to match the pace of immigration.

While various factors, such as Israel's own tax-supported welfare and development programs and the Jewish Agency's additional receipts from such sources as campaigns outside the United States, allocations from German reparations and long-term loans helped to bridge the gap, the Jewish Agency, Jerusalem, estimates that immigrant needs in the field of housing, agricultural settlement and rehabilitation

which have not been met to date amount to \$225,000,000.

In drawing up a budget of allocations to be submitted to the 23rd UJA Annual Conference, the Board of Directors of the Jewish Agency for Israel, Inc. was compelled to select out of this total of \$225,000,000 a "rock-bottom" budget which would assure the maintenance of all essential operations. Failure to meet these budgetary requirements would mean, according to expert judgment, the partial or total breakdown of the immigrant rehabilitation program in Israel. Success in exceeding these requirements would speed the alleviation of great unmet needs and the reduction of human suffering and deprivation.

In fairness to the Jewish Agency, Jerusalem, and to Israel's immigrants whose high hopes have so often been frustrated, the Board of the Jewish Agency for Israel, Inc. is submitting minimum budgetary estimates which it feels American Jews can and must meet in full. However, in placing these figures before the UJA delegates, it pleads with them, and with American Jewry at large, to extend their generosity beyond this minimum attainment so that weeks, months or even years can be cut from the long painful process of immigrant absorption.

BUDGETARY REQUIREMENTS IN 1961

BUDGET FOR THE JEWISH AGENCY FOR ISRAEL, INC.....\$51,095,000

The operational budget of the Jewish Agency, Jerusalem, lists a total of \$73,100,000 (exclusive of debt retirement) to cover activities directly related to immigration, absorption and resettlement. From this, the Jewish Agency for Israel, Inc. has selected programs requiring a total of \$45,840,000 to be financed through UJA funds. (This represents 63 per cent of the Jerusalem agency's operational budget; the remainder will be covered from its other sources of income.) The budget of the Jewish Agency For Israel, Inc., also includes sums of \$5,000,000 for debt

service and \$255,000 for administration (including the office of its Jerusalem representative), bringing its total budget to \$51,095,000.

The allocations of the New York organization are the outcome of a process of line-by-line budgeting and selection. They reflect special emphasis placed on those activities which appear to be the most direct concern of the American Jewish contributor.

The following analysis of budgetary estimates shows the reasoning behind these allocations. But it must be borne in mind that these estimates are preliminary and will be subject to continued review and adjustment throughout the year by the Board of the Jewish Agency for Israel, Inc. In the fields of housing, agricultural settlement and absorption of new immigrants, factors outside the control of the Jewish Agency may affect decisions with regard to some allocations. A certain amount of flexibility will be essential for the maximum utilization of all funds and for the effective operation of all programs.

Above all, there remains the vital if, referred to in each budget presented by the Jewish Agency during the past three years, which continues to apply to the present budget: Estimates of requirements are based on the assumption that immigration will continue more or less at its current level. Should there be a decisive change in the tempo of immigration, the budgetary requirements will have to be completely revised.

Experience has taught the Jewish Agency that it is not only very difficult but also unwise to attempt to publish immigration estimates in advance. The freedom of movement of the very persons we seek to aid may be adversely affected by publicity. It is presently possible to say only that a minimum of 30,000 immigrants is expected in 1961. The Jewish Agency, Jerusalem, estimates that within the coming five-year period, immigration will total 200,000 persons, or 40,000 a year on an average annual basis. If this budget analysis were to include a detailed account of

the numbers of those who, according to reports received by the Jewish Agency, are anxiously awaiting their turn for immigration to Israel, it might well strengthen the plea for American generosity. However, such a listing, be it no more than three or four lines of type, might literally destroy their chance to reach the free and productive life they yet hope to achieve.

AGRICULTURAL SETTLEMENT.....\$ 25,617,000

The Plight of the New Settlers

During the past twelve years, Israel's agricultural production has increased by 315 per cent. Today, seeing green fields everywhere, and stores stocked with groceries and vegetables, it is hard to recall the many bleak stretches of land or the long queues of ten years ago.

To the average tourist who seldom ventures into the barren reaches of the Negev, or goes to the sparsely settled border areas and the raw development towns, Israel may present a shining picture of progress and prosperity. As the tourist travels along Israel's better highways he may be gratified by the numerous farm buildings or the sight of many farmers in their fields. What he does not know is that sheds built for several cows often hold only one; that the often empty chicken houses are used for storage space; that many of the farmers toil with obsolete, inefficient equipment.

Men who have been on the land for five years, men who have proved that they can adjust well to the rigors of agricultural work and grasp its essentials have been forced to leave the settlements because their economic situation has become untenable. Good men, able men, possessing the love of soil and the skill that makes for good farmers, have drifted to the cities because they could no longer bear their anxiety over the future for themselves and their families.

The attractions the city holds for settlers in Israel's struggling new villages are not simply a matter of urban amenities. During the last year, for ex-

ample, wages in industry, construction and services rose by an average of five per cent, but farm earnings declined by an estimated fifteen per cent. For those who own well-developed, fully productive farms, agriculture is still a satisfactory source of income. Yet the many new immigrant farmers who cannot produce profitably because of lack of tools and capital, and are seriously affected by declining farm prices, find it hard to disregard the fact that their fellow-immigrants in the cities seem to work less and to earn more.

Deeply concerned with the plight of these settlers, the Board of Directors of the Jewish Agency for Israel, Inc. has allocated the largest single share of its 1961 budget for agricultural development. In fact, the Board has assumed total responsibility for all allocations for those agricultural villages approaching consolidation. It has also assumed 91 per cent of the cost for the remaining farm development programs for 1961.

The Vital Third Counts Most

At current prices, the sum invested by the Jewish Agency in agricultural settlement between May 14, 1948, and March 31, 1960, amounts to \$385,000,000 (including \$66,000,000 for housing). There remains, however, a total of \$195,000,000 dollars in unmet agricultural needs, one-third of the total sum required for the full capitalization of all post-Statehood villages. This last third is the most important for assuring the economic independence of the settlers, since these final investments would bring the farms to self-sufficiency.

As of April 1, 1960, the unmet needs of Israel's 485 post-Statehood villages were estimated as follows:

Enlargement and repair of immigrant homes and construction of public buildings.....	\$ 24,000,000
Farm buildings.....	32,000,000
Farm machinery and tools.....	11,000,000
Development of water resources.....	28,000,000
Local irrigation.....	21,000,000
Livestock.....	13,000,000
Citrus plantations.....	28,000,000
Other orchards and vineyards.....	19,000,000
Electricity, roads and deep ploughing.....	3,000,000
Working capital.....	6,000,000
Agricultural guidance, auxiliary employment, marketing subsidies, etc.....	<u>10,000,000</u>
<u>Total Unmet Agricultural Needs.....</u>	<u>\$195,000,000</u>

The Jewish Agency for Israel, Inc. cannot hope to provide the funds to satisfy these unmet agricultural needs in the course of a single budgetary year. It is even doubtful that the process of fulfilling these needs can be completed within three to five years, a period considered by agriculturalists in Israel to be the absolute time limit if severe deterioration of the immigrant farm program is to be avoided. Following is a breakdown of the agricultural allocations which have been made by the Jewish Agency for Israel, Inc. for the year 1961:

Consolidation of Existing Villages: As far back as 1954, it was noted that 56 post-Statehood villages and 30 expanded older settlements, with a total of 6,000 farm units, were on the threshold of final consolidation. Each of these farms had been in existence for five years. Each one had proved its viability and capacity for independent operation. But today, six years later, these settlements have not yet received their final allotments. The Jewish Agency for Israel, Inc. has included a sum of \$4,235,000 for these settlements in the current budget.

Development of Other Post-Statehood Settlements: For the development of 24,000 farm units in the remaining 399 agricultural settlements, the Jewish Agency for Israel, Inc. has allocated a total of \$14,781,000, as follows:

Cows and Cow Sheds.....	\$ 2,167,000
Chickens and Chicken Houses.....	3,823,000
Granaries and Storage.....	539,000
Local Irrigation.....	3,086,000
Vineyards and Fruit Trees (other than citrus).....	3,328,000
Draught Animals.....	231,000
Machinery and Tools.....	908,000
Preparation of Pasture Land.....	369,000
Electricity.....	220,000
Survey and Planning.....	110,000
<u>Total</u>	<u>\$14,781,000</u>

Regional Water and Drainage Schemes: The Israel Government has assumed full responsibility for the extensive country-wide irrigation programs which alone can assure the continued viability and expansion of Israel's agriculture. However, the Jewish Agency, Jerusalem, must provide regional water and drainage schemes designed to facilitate necessary land amelioration and to connect outlying settlements with the main water conduits. For this purpose, the 1961 budget of the Jewish Agency for Israel, Inc. has included an allocation of \$1,018,000.

Auxiliary Employment: As long as the new immigrant farmers cannot derive a minimum subsistence from their own farms, they must be provided with auxiliary employment projects in road building and land improvement. For these employment projects, the Jewish Agency for Israel, Inc. has allocated \$1,650,000.

Marketing Subsidies: The continued expansion of Israel's agriculture has brought a reduction in the prices of most crops. This fact, which has proved a boon to city dwellers and to export industries using agricultural products, has created serious problems for underdeveloped villages. They cannot produce at

competitive prices, either because they lack the necessary equipment or livestock, or because they do not have adequate transportation and marketing facilities. The Jewish Agency, Jerusalem, must provide them with temporary subsidies to tide them over the interim period during which they cannot compete successfully with older villages. In its 1961 budget, then, the Jewish Agency for Israel, Inc. has allocated \$1,678,000 for marketing subsidies for these farms.

Central Warehouses, Fruit-Packing Sheds and Tractor Stations: In agriculture, as in business, large-scale operations reduce costs. Therefore the Jewish Agency, Jerusalem, is setting up central warehouses, fruit-packing sheds and tractor stations to serve settlements on a regional basis and secure such reductions. Accordingly, the 1961 budget of the Jewish Agency for Israel, Inc. has allocated \$305,000 for such central facilities.

Orange Groves: Israel's agriculture today supplies all the food required by the local population with the exception of meat and wheat. In order to avoid or reduce surpluses of domestic food crops, the new villages have been encouraged to turn their attention to industrial and exportable crops. Israel's major export crop — and its number one source of foreign currency earnings — is citrus fruits. Initial investment in the planting of new citrus groves and the cost of bringing them up to the fruit-bearing stage are considerable. New groves planted now, however, promise ultimately to become a most reliable source of income for the immigrant farmers. For the planting and care of new groves, the Jewish Agency for Israel, Inc. in its 1961 budget has allocated \$1,950,000.

HOUSING..... \$ 7,747,000

Since the establishment of Israel, immigration, absorption and agricultural settlement for immigrants have been the sole responsibility of the Jewish Agency, although the Israel Government has found it imperative at times to come to the aid of the agricultural program with direct subsidies or long-term loans.

In the area of housing, however, it soon became obvious that no organization depending on philanthropic funds for the major source of its income, could provide the huge amounts needed for the housing of 975,000 new arrivals. Therefore, each year informal consultations have been carried on between the Israel Government and the Jewish Agency in order to decide how many housing units each would build and in what parts of the country.

If the taxpayers of Israel, despite heavy commitments in the areas of security and economic development, had not taken a substantial share of this burden upon themselves, a large number of the 250,000 refugees who were crowded into the temporary accommodations (ma'abarot) eight years ago would still be spending hot summer months and cold and rainy seasons in flimsy huts. It is a remarkable tribute to the people of Israel, as well as to the generosity of American Jews, that their separate, though complementary, efforts have made it possible to reduce the number of persons in ma'abarot to the present total of about 40,000 individuals, or approximately 10,000 families.

With 10,000 families in ma'abarot and another 7,250 families estimated to arrive in the course of 1961, Israel's total immigrant housing needs within the next 12 months must be put at 17,250 units. In addition, there are tens of thousands of inadequate units which were pressed into service during the earlier years of mass immigration and are in an alarming state of disrepair. Also, one-room homes

allotted to immigrants in the past must be expanded to allow for growing youngsters and older relatives who have come to join their families.

Despite these pressing needs, the Jewish Agency, Jerusalem, after due consideration of other obligations and ongoing programs, has not found it possible to allocate more than some ten million dollars for the construction of new immigrant homes during the budgetary year, which is some eight and a half million dollars less than in the previous twelve months.

The \$7,747,000 set aside in the 1961 budget of the Jewish Agency for Israel, Inc. for immigrant housing will assure 2,500 immigrant families of permanent homes, or about 15 per cent of those estimated to need housing. In view of the desperate situation in many of the temporary settlements whose inhabitants have long endured sub-standard living conditions, some for as many as eight years, the failure to provide more adequate allocations for immigrant housing is heartbreaking. Clearly, any amount which can be raised above the minimum budgetary allocations given on these pages will have to be used first and foremost to alleviate the most pressing inequities in this basic area of housing.

IMMIGRATION..... \$3,706,000

The figures presented in this budget are predicated upon the present flow of immigration -- estimated at 30,000 persons in 1961. Should immigration show a renewed upswing in the course of the year, estimates for immigration, absorption and housing would have to be increased.

For the past few years, the overseas staff of the Jewish Agency, Jerusalem, has not been able to contact many potential immigrants directly in the countries of their residence. As a result, it has been necessary to set up transit stations to help make arrangements for their orderly transfer to Israel. Currently, the Jewish Agency maintains 13 such transit stations, including centers in Austria,

Italy, Greece, Southern France, Switzerland, Turkey, Gibraltar, India, Iran, Hong Kong, Algiers and Tunisia.

The geographic distribution of these centers tells the story of Jewish migration today. It is the story of hands that reach across many seas, of men who faithfully watch many borders, waiting for those who may make their way to freedom. It is a story not always revealed by numbers alone and it is a story of which American Jews, together with the people of Israel, can be very proud indeed.

For the year 1961, the Jewish Agency for Israel, Inc. has allocated \$2,990,000 for the transportation of immigrants and of their belongings. In addition, \$573,000 has been allocated for transit camps outside Israel and for the maintenance of immigrants in transit. Another \$143,000 has been allocated for medical services and guidance personnel.

INITIAL ABSORPTION..... \$ 4,344,000

Absorption is the most complex and difficult of the Jewish Agency's tasks. The needs of the newest arrivals must be met, as well as the requirements of those social cases whose rehabilitation has had to be postponed for many years because of lack of funds. The full breakdown of this budget category includes some 100 different items which, for the purpose of a concise presentation, are here presented under five main headings.

Initial Assistance: This item, for which the Jewish Agency for Israel, Inc. has allocated a total of \$1,949,000, covers primary assistance to newcomers. Included are the costs of the services given to newcomers during their first 48 hours in Israel, from the moment they receive their first sandwiches on arrival to the moment they alight from the trucks which have brought them to their new living quarters. Also included are the costs of disembarkation, food parcels, furniture,

other essential household equipment and cash grants for the first few days. In addition, this category includes other services to immigrants during their first year, such as counseling and vocational guidance, loans to artisans for the purchase of tools, family allowances for those who do not find immediate employment, payments to local authorities for public services such as electricity and water, and upkeep of immigrant hostels.

Youth Services: This category, for which the Jewish Agency for Israel, Inc. has allocated \$324,000, includes scholarships for high school students among immigrant youths, since Israel has no tuition-free high schools. It also includes participation in the upkeep of youth centers in development areas. Because of shortage of funds, many qualified applicants must be denied scholarships each year.

Care of Social Cases: The number of social cases requiring special care has been estimated at about 10 per cent of all immigrants. JDC's Malben program has taken over responsibility for a large number of aged and handicapped (37,000 in 1961) with a very successful program of rehabilitation and institutional care. Nevertheless the Jewish Agency for Israel, Inc. must allocate \$994,000 for this category. This sum includes maintenance grants for social cases which, together with their dependents, number about 25,000 persons; upkeep of the Sha'ar Aliya camp, and participation in the loan funds (operated jointly with the JDC) for those whose economic independence can be secured by the setting up of small shops, newsstands or similar sources of income. In the establishment of new immigrant towns, social cases are given priority whenever opportunities for the opening of such shops or similar small businesses arise.

Absorption of Professionals: Israel today experiences an acute shortage of skilled manpower. Yet many new immigrants who have been active in the professions or in skilled trades in their countries of origin need a period of readjustment in

order to familiarize themselves with Israeli methods and the special conditions prevailing in Israel. In some cases, the Jewish Agency makes arrangements with local clinics or industries for training periods of up to six months and supports the newcomers and their families while they are in training. In other instances, the Jewish Agency provides equipment which enables doctors or dentists to open offices in new development areas where their services are urgently needed. For these professionals and for thousands of white collar workers, the Jewish Agency operates a network of Ulpanim, rapid study courses in Hebrew and other subjects which help equip the new arrivals to find employment in their respective fields quickly. For these activities, the Jewish Agency for Israel, Inc. has allocated \$635,000.

Upkeep and Administration of Ma'abarot: Because of the decline in the number of ma'abarot inhabitants, the Jewish Agency, Jerusalem, has been able to reduce its expenditures for the upkeep and administration of these transit settlements. The Jewish Agency for Israel, Inc. has allocated only \$442,000 for these purposes. However, even this amount is a painful item since it represents "waste" in terms of the ultimate rehabilitation of the immigrants. The amount which has been allocated for the maintenance and administration of ma'abarot is equal to the cost of about 150 permanent housing units which could accommodate some 600 immigrants, or to the cost of about 3,600 high school scholarships.

YOUTH ALIYAH..... \$ 1,247,000

In 1961 the Jewish Agency, Jerusalem, will contribute from its various sources of income approximately one-third of the total budget required by the Youth Aliyah (youth immigration) program. In this connection, the Jewish Agency for Israel, Inc. has allocated \$1,247,000, approximately two-thirds of the Jerusalem organization's allocation to Youth Aliyah. (Youth Aliyah will receive its additional funds from Hadassah and other women's organizations in the United States and other areas.)

In 1961 Youth Aliyah expects to welcome its 100,000th charge. Despite drop-outs because of the emotional problems of some of the youngsters or of the economic situation of their parents, some 85,000 young people have successfully completed their Youth Aliyah training and are today serving Israel in agriculture, industry and the professions. In a letter announcing an International Seminar for Educators and Social Workers for African and Asian countries to be held in Israel in 1961, the Executive of the International Union of Child Welfare stated: "Youth Aliyah is one of the rare organizations which has accomplished the task of working with children from more than seventy lands. There is no other country which, from a national point of view, has established in a short time such an efficient sociological program of institutional care."

Yet, despite the widely recognized success of the Youth Aliyah program, the Jewish Agency, because of lack of funds, has been forced to request a reduction in the number of trainees. This cut in the Youth Aliyah programs means that hundreds of youngsters living in sub-standard conditions in ma'abarot and fledgling immigrant towns must be denied the opportunity of receiving a satisfactory education in a healthy supportive environment. They will not be without a roof. They will not starve. But their chances for growing into a stable, productive and adulthood will be severely curtailed.

The \$1,247,000 allocated by the Jewish Agency for Israel, Inc., for Youth Aliyah during 1961, includes \$961,000 for maintenance and training, \$130,000 for housing, equipment and clothing, \$97,000 for medical services and \$59,000 for the training of youth leaders.

EDUCATION.....\$ 1,352,000

To give the most gifted among the new immigrants the opportunity to prepare themselves for those professions and skilled trades which are urgently needed in

Israel today, the Jewish Agency has made arrangements with institutions of higher learning under which newcomers will be accepted at minimal tuition rates. However, these institutions have grave financial problems of their own and cannot afford to make available scholarships and fellowships at a rate commensurate with the rapid growth of the population. The Jewish Agency for Israel, Inc., therefore, has allocated \$1,352,000 for the following purposes:

Weizmann Institute of Science.....	\$ 930,000 *
Hebrew University.....	240,000
Technion.....	70,000
Bar Ilan University.....	12,000
For language teaching and related educational activities in the immigrants' countries of origin or in transit.....	100,000
<u>Total.....</u>	<u>\$ 1,352,000</u>

* Higher allocations are made to the Weizmann Institute in view of the fact that the other institutions receive additional funds from independent campaigns in the U.S.

OTHER ALLOCATIONS..... \$7,052,000

In accordance with an agreement concluded between the Jewish Agency, Jerusalem, and the Jewish National Fund in 1951, the present budget lists an allocation of \$622,000 to the JNF to be used for land amelioration and drainage work in new immigrant villages.

The Jewish Agency for Israel, Inc. has allocated \$1,430,000 for administration in 1961; that is, \$1,205,000 for the administration of the Jewish Agency's programs in Israel and \$225,000 for the New York organization, including the office of its Jerusalem representative. The New York organization is assuming responsibility for 57.2 per cent of the administrative cost of the Jerusalem program. (Its total participation in all immigrant services is 63 per cent.)

The Jewish Agency for Israel, Inc. has also allocated \$5,000,000 for debt service.

YEAR OF MATURITY

In the course of 1961, Israel will celebrate its "bar mitzvah" — the 13th anniversary of its establishment as a free democratic nation. Born in the shadow of enemy guns, tested in the crucible of war, fighting for survival in every area of its political, social and economic life, Israel has matured at a remarkable rate. But as long as hundreds of thousands of newcomers in Israel have not yet "come home" in the full sense of the word, as long as hundreds of thousands, if not millions, still yearn for a free and creative existence as Jews denied them in their countries of residence, American Jewry cannot consider that it has completed the historic task it undertook as Israel's partner in the ingathering of the dispossessed.

Not only has Israel matured in the past twelve and a half years; American Jewry, too has grown in maturity and stature while carrying out the greatest humanitarian endeavor in Jewish history. American Jewry, which half a century ago was a patch-quilt of divergent organizations, has forged a central communal effort on behalf of its brothers overseas. As they gave that others might live, American Jews have developed a sense of common purpose and a mature acceptance of common concerns. They have, in addition, built a single instrument, the United Jewish Appeal, as the means through which these concerns could be translated into effective action.

May the years to come see not only Israel but American Jewry, too, growing in that maturity which gives expression to their highest and most noble aspirations.

1961 BUDGETARY REQUIREMENTS

of the

JOINT DISTRIBUTION COMMITTEE

SUMMARY

Malben in Israel.....	\$10,000,000
Religious and Cultural Activities - Israel.....	785,000
Moslem Countries.....	5,100,000
Western Europe and Poland.....	4,900,000
Relief-in-Transit.....	4,000,000
Other Countries.....	390,000
Reconstruction.....	1,800,000
Other.....	<u>1,900,000</u>
<u>TOTAL.....</u>	<u>\$28,775,000</u>
<u>AMOUNT TO BE PROVIDED BY UJA</u>	<u>\$17,200,000*</u>

* The Joint Distribution Committee anticipates additional income from sources other than the United Jewish Appeal as follows:

Claims Conference.....	\$ 7,100,000
Jewish Restitution Successor Organization and Jewish Trust Corporation.....	1,400,000
Receipts from Canada, South America.....	2,275,000
Miscellaneous.....	<u>800,000</u>
<u>TOTAL.....</u>	<u>\$11,575,000</u>

1961 BUDGETARY REQUIREMENTS

of the JOINT DISTRIBUTION COMMITTEE

The JDC budget for 1961 is the realistic and methodical plan for the coming year of an organization engaged in a program of relief, rehabilitation and re-settlement that has continued for 45 years. It is an organization whose business is the saving and preserving of human lives.

In 1961 JDC will be called upon for relief and rehabilitation aid to more than 315,000 dependent Jews throughout the world, including 60,000 immigrants in Israel.

About 150,000 of these beneficiaries will be reached through the normal programs of the JDC in Europe as well as its relief-in-transit program. More than 100,000 people will benefit from one or several of the JDC-supported services in the Moslem countries. In Israel, JDC will give assistance to nearly 60,000 people, of whom the handicapped, the aged and the chronically ill will be cared for under the JDC-Malben program; the others will benefit through JDC support of yeshivoth and programs in aid of refugee rabbis, cantors and other religious functionaries, and still others through the vocational training programs of ORT. Finally, there are another 5,000 Jews qualified for and needing help in outlying areas: China, the Philippines, Australia and Latin American countries.

For these programs, aiding so many men, women and children in need, JDC will need to spend at least \$28,775,000 in 1961. The bulk of these funds will pay for such basic assistance as cash relief, feeding, medical care, care of the aged, children's homes and related services. Small amounts are also included for several important community reconstruction projects.

Estimated Global Requirements - 1961

As noted, the minimum amount which JDC must spend for its overseas programs in 1961 is \$28,775,000, of which the United Jewish Appeal is asked to provide \$17,200,000. (See table, page 34).

Immigrants in Israel aided by JDC will receive more than 40 per cent of the total. In addition to the JDC-Malben program, and cultural and religious aid, they will have the benefit of services such as ORT's.

Programs and projects in the Moslem countries, where so much needs to be done for children of pre-school and school age, are absorbing an ever-growing share of JDC's available resources. The increase over 1960 is partially attributable to rising costs. But the failure or inability of local governments and communities to contribute a fair share of the costs of essential programs also places an added burden on the JDC.

About 31 per cent of the budget is for JDC programs in Europe. Most of this money will go to maintain regular country relief and medical programs, including relief-in-transit activities. A small percentage is reserved for investment in the future security and independent development of the Jewish communities of Western Europe.

JDC-MALBEN IN ISRAEL.....Requirements: \$10,000,000

JDC-Malben, which has been instrumental in bringing relief to more than 150,000 individuals since its organization in 1949, will require \$10,000,000 in 1961. Of this amount, 85 per cent will be absorbed by care and maintenance services as represented by hospitals, homes for the aged, institutions for the infirm, and children's institutions, involving altogether some 6,500 beds, as well as chest clinics, out-patient departments and other services.

Substantial pressure is being put upon Malben to increase its services. New referrals are running at the rate of 4,300 per year, of which two-thirds involve medical care, 23 per cent are for care of the aged and the rest for services grouped under the heading of rehabilitation. Added to this are 3,000 referrals a year of recurrent cases.

Medical and Health Aid

In 1961 Malben will be wholly responsible for operating four hospitals and providing financial support to a large TB institution. It will also need to use the services of other institutions in Israel, if it is to provide the necessary care to some 8,000 ill and infirm applicants. Altogether, about 1,500 beds will be used for medical cases alone.

Children's institutions will serve another 220 handicapped individuals of whom about 70 are in the Malben-operated Youth Rehabilitation Center in Jerusalem, and the remaining 150 in various homes, schools and institutions.

Two out-patient clinics are maintained by Malben, where 9,000 persons make about 25,000 visits annually. Some 100 medical appliances are issued monthly. A day-care program serves an average of 30 patients in two Malben hospitals, and a home-care program has been dealing with about 28 cases. In addition, financial assistance is given to eight chest clinics operating in various parts of Israel which examine and treat more than 5,000 patients per year, 500 of whom are children.

Dental care is given to about 700 persons monthly, most of them in Malben homes for the aged and in the hospitals.

Care for Aged Immigrants

From the very inception of the Malben program eleven years ago, high priority

has been given to providing adequate care and shelter to the aged, a disproportionately large number of whom have been reaching Israel. While the Jewish population in Israel increased roughly one-and-a-half times between 1948 and 1959, the number of those aged 60 and over more than tripled during the same period.

Malben has been obliged to create the facilities for caring for this dispossessed and largely dependent generation with record-breaking speed. Moreover, finding qualified people to staff the homes, and even recruiting and training potentially suitable candidates, has been extraordinarily difficult.

So great has been the influx of aged persons that over 40 per cent of the annual budget of Malben is devoted to their care, most of this in the maintenance of 4,600 institutional beds. About 3,700 of these are reserved for the healthy aged, another 800 are occupied by infirm aged and about 100 are filled with nursing cases. The number of beds needed for the healthy aged is decreasing, but the current increase in use of beds for the infirm aged and for nursing cases will probably continue. A corollary to the increased normal life span of people today is the need for more intensive and more costly care, both of a custodial and medical nature. The average age of residents in Malben homes has increased from 71.5 years at the end of 1955 to 74.7 years at the close of 1959.

Malben's extra-mural program for the aged calls for the provision of housing, household help, day-care and medical services as needed, plus the assurance that — should the aged person eventually require it — he would be admitted to one of Malben's old age homes. Under this program, housing has been provided to more than 500 aged persons and an additional 100 are receiving rent allowances. About 150 persons are helped with housekeeping and day-care services. Some 28 "Golden Age Clubs," with a membership of nearly 2,100, are supported in part with Malben funds.

Malben and the Jewish Agency, the Ministry of Welfare and the local municipalities have together undertaken a program (called Ma'anak) of grants to aged persons who are not eligible for assistance under the Israel national insurance plan. The amount granted to an individual or a couple is a small but indispensable supplement to such other meager income as they may have. This step has been important in relieving the pressure on Malben for admission to its homes for the aged. About 8,000 grants are being made monthly, with 10,000 or more beneficiaries.

Mental Health Aid and Assistance to the Handicapped

Malben recently joined with local agencies in making a study of mentally defective children in Israel in order to determine the dimensions of the unmet needs in this field and to plan for the future. The immediate requirement for 75 new beds for such children has been met with Malben funds. Local programs for blind and crippled children also are assisted by Malben. Handicapped newcomers, including patients discharged from hospitals, are assisted by Malben to find useful occupations. Each month, more than 50 families, with one or more handicapped members, are established in small shops or service businesses throughout the country and given whatever initial aid and supervision they need to become economically independent.

These direct Malben services benefit more than 17,000 persons annually; but other, indirect services, reach another 19,000 people. These are the activities which Malben has undertaken in cooperation with governmental and non-governmental agencies in Israel, of which the Ma'anak grants to the aged in lieu of national insurance are an example.

A second and very important example is the project started in 1958 for the development of greatly needed mental health facilities in Israel. The project, which will continue through 1961, is the outcome of an independent survey carried

out under the sponsorship of the United Nations World Health Organization, and will result in the establishment of an assessment center for mental patients, enlargement of mental health clinics, training of qualified personnel now in short supply in Israel, provision of 300 beds for children and adults and the creation of working villages for discharged cases.

In assessing Malben and its budgetary requirements, it is important to point out the tentative nature of the estimate of \$10,000,000. Any serious rise in the present immigration rate of the handicapped, or an unfavorable turn in economic conditions, would call for increased spending. While the Israel economy has been showing signs of growing strength and stability, nevertheless some inflation is apparent, with significant repercussions on Malben's expenses. Only recently the cost-of-living index rose to a level calling for salary increases. Malben, with some 37,000 clients yearly, is a vast service organization, employing nearly 2,150 persons (more than 100 doctors, 525 nurses and nurses' aides, 40 therapists, 45 social workers, and numerous detitians, kitchen and housekeeping help, transport and supply staff). Their salaries (and related costs) account for roughly 50 per cent of the annual budget, so that any change in the wage pattern is bound to have a noticeable impact on Malben's expenditures.

RELIGIOUS AND CULTURAL ACTIVITIES - ISRAEL.....Requirements: \$785,000

JDC has supported yeshivoth in Israel ever since World War I. Currently, it provides subventions to some 90 yeshivoth, with a combined student enrollment of nearly 9,200. JDC has been instrumental in initiating significant changes in certain aspects of the yeshiva program, such as vocational training courses (now attended by about 800 students) and the training of vocational teachers. JDC trained personnel assists many of the yeshivoth to maintain proper standards of nutrition, sanitation and hygiene, and makes financial allowances for such

purposes. With JDC help, the dormitory facilities of many of the poorer yeshivoth have been improved.

In addition, immigrant rabbis and other religious functionaries (who, together with their dependents, total nearly 1,700 individuals) are the regular recipients of JDC grants.

MOSLEM COUNTRIES.....Requirements: \$5,100,000

In Moslem countries, in that vast land area of North Africa and Asia from the Atlantic Ocean to the Arabian desert, tens of thousands of Jews face the future with growing dismay and foreboding.

Whatever the other results of independence for the countries of North Africa and the Near East, most of the governments are faced with severe economic readjustments and with contracting economies - and it is in precisely this atmosphere that the lot of the Jewish minorities becomes daily more difficult.

There are some 500,000 Jews now living in Moslem countries, of whom 100,000 are being aided by JDC. Before JDC's large-scale medical, feeding and other welfare programs began, many of them were condemned to disease, hunger, suffering - to short and desperately unhappy lives. In these countries where JDC aid is most needed, the JDC dollar goes furthest, and the contrast between those who are aided and those whom JDC cannot reach is sharpest and most poignant.

The situation varies from country to country, sometimes with dramatic differences in the attitudes of local governments, the development of JDC programs, and the numbers needing aid who can be reached. In every case, JDC is attempting to gear its aid programs to local conditions, both current and future. It must therefore proceed not only with immediate aid, but with long-range planning and programming - always with the daily awareness that any new dawn may bring unexpected and shattering emergencies.

Welfare Programs Reach Children Through Schools

Education through JDC is the main hope for Jews in the Moslem countries, and subventions are being granted to the Alliance Israelite Universelle, the Ozar Hatorah, the Lubavitcher and other smaller educational institutions there. About 57,000 children attend the schools of these organizations, where JDC also reaches them with other welfare programs.

For instance, school feeding programs assure the children at least one substantial meal a day. Routine medical checks, hygiene instruction and similar services are readily provided within the framework of the school system.

Of prime importance has been the problem of finding local personnel capable of carrying out the programs of education, feeding, kindergartens, medical care, etc. Highly qualified JDC consultants have been intensifying their efforts to produce the minimum essential professional leadership.

Vital assistance is given in Moslem countries by the freely donated U. S. Government agricultural commodities, which greatly enrich JDC's supplementary feeding programs in Iran, Morocco and Tunisia. JDC is currently receiving more than 5,000,000 pounds of supplies per year, mostly in the form of flour.

In Morocco, including Tangiers, JDC in 1961 seeks not only to maintain its present level of operation but also to introduce some modest expansion in its programs, which now serve some 60,000 persons a month — about 30 per cent of the Jewish population. In this area, JDC plans to provide cash assistance to an average of 5,500 persons monthly; to feed some 45,000 individuals in school can- teens and other centers, or by providing food parcels; to support some 27 medical institutions; to keep open about 20 kindergartens with 3,600 children in attendance and to provide aid to some 37,000 children in 150 schools, in addition to other programs.

In Tunisia, JDC's program is much smaller than in Morocco, but still reaches some 13,200 persons out of a Jewish population of approximately 60,000. There are 4,500 persons assisted in the feeding program; the 17 medical centers (mostly OSE-operated and almost entirely financed by JDC) serve an average of 4,500 individuals. Schools of the Alliance Israelite, together with those of the various local communities throughout Tunisia, have a regular enrollment of about 4,200 and the JDC-subsidized kindergartens have an additional 1,000 children.

In Iran, where the Jewish population numbers roughly 80,000, approximately one in four derives aid from one or another of the JDC-assisted services. The 13 schools of the Alliance Israelite, the 20 schools of the Ozar Hatorah and two independent institutions have 11,500 children enrolled. A very dynamic and highly successful kindergarten program, which has gained the respect and admiration of the authorities in Iran, takes care of about 1,500 children. A mother-and-child center, a hospital in Teheran, and medical installations elsewhere in Iran, are concerned with the health and welfare of several thousands, day-in and day-out.

In Algeria, a small program emphasizes educational and cultural activities rather than relief services, since by and large the economic circumstances in which the Jews now find themselves are, compared to those in neighboring countries, fairly comfortable.

WESTERN EUROPE AND POLAND.....Requirements: \$4,900,000

The visible effects of the twin disasters of war and Nazism on European Jewry were striking enough to observers on the scene immediately after the war. Equally real, however, were invisible damages to body and spirit, which over the years began to make themselves apparent. Thus, some of the victims — in their thirties and forties when the war ended — who had somehow managed to find their way to a reasonably normal adjustment in subsequent years, are now showing the effects of

their experiences. It will inevitably be several generations before the full effects of Nazi persecution and war have been completely obliterated.

JDC Caseload In Western Europe Is 40,000

Resettlement in Israel and elsewhere held the promise of social and economic recovery or, for the ill and handicapped, at least of suitable care. Because of large-scale emigration, local economic integration and other causes, JDC caseloads in Western Europe decreased rapidly for a while, but more slowly in recent years, as permanent care cases occupied a larger proportion of the total load.

The influx of Hungarian refugees after the revolt in late 1956, and the flight of Egyptian Jews after the Suez affair that same year, reversed the trend sharply and necessitated emergency rescue operations on behalf of the distressed thousands who fled from these countries. Of these refugees, there remain sizeable groups partially or wholly dependent upon local welfare funds for subsistence.

The unsettled atmosphere in North Africa in recent years has stimulated a movement to France of large-size indigent families with extremely limited prospects. In seeking to establish themselves, they have required considerable JDC assistance. Refugees from Eastern Europe have also augmented the welfare caseload, particularly in France.

Each month, beneficiaries in Western Europe (Austria, France, Germany, Italy, the Benelux countries, the Scandinavian countries, Greece, Portugal, Spain, Switzerland and Yugoslavia) come to approximately 40,000. The Conference on Jewish Material Claims against Germany places funds at the disposal of the JDC for work on behalf of Nazi victims in the European area. Thanks to these funds, it has been possible to maintain satisfactory relief standards despite the inflationary pressures of recent years. They have also enabled JDC to carry out a community reconstruction program, involving repair, renovation and improvement of

Jewish institutions damaged during the war, or subsequently allowed to deteriorate for lack of funds. They have permitted the expansion of children's homes, kindergartens, summer camps, homes for the aged, medical institutions and synagogues. They have made it possible to establish community and youth centers throughout Western Europe (on a very modest scale) as a means of fostering greater unity in the depleted Jewish populations remaining in Europe.

JDC Aid Goes To 15,000 Polish Jews

In recent years, some 19,000 Jews have been repatriated to Poland under the Soviet-Polish repatriation agreement. Since a good deal of assistance was required by these unfortunate people, the Polish Government invited JDC to resume operations there in the fall of 1957. Working through local committees throughout Poland, JDC initiated a wide network of relief services. It is estimated that emigration has already reduced the number of repatriates to about 8,300.

In addition, much of the settled Jewish population is in need, and JDC has had to bring help to this group, many of whom expect to emigrate when the possibility presents itself. JDC currently maintains canteens for some 2,175 children; gives 475 monthly grants to families about to emigrate who require one-time assistance; makes regular monthly grants to aged and chronically sick people and to students; makes 2,445 one-time grants to 1,500 persons per month in need of temporary relief; provides pocket money and supplementary help to 69 aged people in an old-aged home in Lodz, and gives monthly cash grants for the benefit of ORT trainees and their dependents, roughly about 2,000 persons. Altogether, the JDC program in Poland aids some 15,000 persons.

In Austria, the financial strain caused by the tremendous influx of Hungarian Jews into Austria, beginning late in 1956, has greatly diminished through resettlement and other measures. However, there still remain about 251 Hungarians depen-

dent upon JDC for assistance, many of whom will probably be long-term care cases. JDC also gives direct assistance to earlier refugees, now residents of the Vienna area, and to the residual hard-core group still in Camp Asten.

In addition to the Hungarian refugees, JDC carries a cash relief load, in and around Vienna, of 380. About 180 persons take their main meals in the JDC-supported canteen in Vienna; Talmud Torahs supported with JDC funds have an enrollment of 140 children, and 65 children attend a JDC-assisted Hebrew school.

About 90 per cent of the estimated 10,200 Jews living in Austria are in Vienna. The age distribution of this population is heavily weighted at the upper end of the scale - more than 45 per cent are over 60 years of age. Thus, of the 650 persons receiving cash assistance through the Vienna gemeinde, more than one-third are 60 and over. Another 10 per cent are unemployable and some 20 per cent are hard-core cases. A combined hospital and old-age home accommodates an additional 160 to 170 persons monthly.

In Belgium, JDC's main activities are centered in the four largest communities: Brussels, with an estimated 20,000 Jews; Antwerp, with some 10,000; Liege, with close to 1,000, and Charleroi, with about 500. An appreciable number are new arrivals from Eastern European countries.

Most of JDC relief funds go to Aide aux Victimes de la Guerre (AVIG), the family service agency in Brussels, which in addition to dealing with the indigent Jews in Brussels itself takes care of a small number of cases in Charleroi and Liege. At the present time, 520 persons are receiving cash relief through AVIG.

Medical aid, summer camps for children, and vocations for aged individuals are also provided. Jobs have been found for a number of employable cases, and the AVIG legal service has helped to process claims for German indemnification and restitution.

In France, the liberal attitude of the government to the plight of refugees and displaced persons provided a haven for many thousands of Jews after the war. There are about half a million Jews in Western Europe, 70 per cent of whom are in France. Between one-third and one-half of these people are post-war arrivals, many from Egypt, Hungary, Poland and Rumania. A large number of North African families have also settled in France.

A constantly increasing number of newcomers has kept JDC's relief costs at consistently high levels, despite the very marked improvement in local fund-raising by the French Jewish community.

There are now 245 Polish, 85 Hungarian, 1,100 Egyptian, and 140 Rumanian refugees who depend upon JDC for subsistence, with little indication that any drastic reduction can be made in the coming year. A large number of the North African families would suffer great hardships were JDC help withdrawn.

In addition to maintaining special programs for the new refugees, JDC matches funds raised by the central welfare organization, the Fonds Social Juif Unifie. JDC contributes approximately 61 per cent of the annual budget for the following services: cash-relief payments to 3,000 persons monthly; 13 child-care institutions, with 660 residents; medical aid, largely through OSE institutions, to about 2,500 individuals a month; day-schools with more than 800 students, and supplementary schools with about the same enrollment. More than 400 persons receive direct assistance from JDC.

In Germany, JDC no longer conducts a direct operation of any significance. Instead, funds are allocated to the central Jewish organization (Zentralwohlfahrtsstelle) which relates itself in turn to the communities throughout Western Germany.

People over 60 years of age comprise a disproportionately large share of the registered members of the Jewish communities — 6,000 out of a total of 21,000, or 28 per cent, as compared with about 15 per cent in the general German population. It is necessary to maintain 13 homes for the aged, with 540 residents. Among the recipients of cash assistance grants, a large proportion are in this age group.

JDC also provides medical care to a monthly average of about 200 individuals (of whom 18 are in sanatoria), a small vocational training program and 9 kindergartens for 200 children.

It is hoped that in the foreseeable future local community resources will be adequate to relieve JDC of a substantial part of its present annual outlay.

In Italy, a recent case-by-case study of a sample of the Italian relief load seems to indicate that it is near rock-bottom. The study revealed that of the 190 cases under review, 113 involved persons over 60 (of whom 17 were in homes for the aged), 22 were in mental hospitals, 22 were post-TB cases and invalids, 30 were sick or difficult cases for whom some permanent, perhaps institutional, solution must be found, and 3 were still in camps.

In Rome, Milan, Livorno, Genoa and other smaller places, there are still about 140 Egyptian refugees in need of JDC assistance. As many as 80 per cent of them present many of the characteristics of the more or less permanent hard-core cases familiar to JDC in other operations. A small number of Hungarian and other Eastern European refugees who have reached Italy in recent years are also still in need of assistance.

With funds matched from local sources, JDC also supports a series of programs on behalf of the settled Jewish population. Cash relief grants are given to more than 900 persons throughout Italy. School feeding programs, homes for the aged, medical and summer activities, schools and kindergartens, are included in this joint program of JDC and the local communities.

In Greece, cash grants go to 190 individuals, including TB cases, vocational trainees, and families about to emigrate. Medical aid reaches about 110 persons regularly; a kindergarten with 50 children, a day school with 110 and supplementary schools with 50 children are open in Athens, and a school with 40 children in Larissa. Some modest grants have been made to help equip small community centers in Athens and elsewhere in Greece.

In Denmark and Holland, relief services are now wholly the responsibility of the communities. Claims Conference funds, however, have been used as part-payment for a new psychiatric hospital in Holland (the major cost of which was covered by the government), various community centers and homes for the aged.

In Norway, with a population of about 1,000 Jews, 80 persons receive relief in some form. A number of scholarship grants are given which will enable the recipients to become self-supporting.

In Portugal and Spain, the problem is reduced to one of long-term assistance to small residual caseloads. Almost all these people are either over-age or chronically ill and have practically no means of support except through JDC grants.

In Sweden, the government has given generous sanctuary to many thousands of Jewish refugees who later moved on to settle permanently in other countries. But some have remained, and of the 13,000 Jews who now reside in Sweden, it is estimated that at least 5,000 arrived in 1945 or later. Providing long-term or even temporary assistance to so large a number would have overtaxed the Jewish community in Sweden, and JDC has been called upon regularly to supplement local funds. At present, JDC provides about 78 per cent of the budget for cash assistance, medical aid, cultural activities, care of the aged and infirm, etc., for approximately 1,000 persons.

In Yugoslavia, there is a special problem because of the severe population loss suffered by the Jewish community during the war and of the subsequent emigration of many of the more able-bodied survivors. There are approximately 6,000 Jews in Yugoslavia today, of whom about 750 are regularly in need of aid. Government support is extremely meager and the middle-class origins of most Jews make them ineligible for governmental assistance in any case.

OTHER COUNTRIES.....Requirements: \$390,000

There are still residual caseloads in need of help in China, in the Philippines, in Haiti and the Dominican Republic. In Latin America (Brazil, Chile, Uruguay), JDC activities are almost exclusively confined to supporting loan institutions, through which newly resettled families are becoming economically self-sufficient.

In Australia, an important point of resettlement for refugees, many of the Hungarian, Egyptian and Polish refugees have been able to settle. This large influx has necessitated a wide-scale program of temporary assistance.

Many newcomers have been able to find employment within a relatively short time; others, because of language difficulties or lack of appropriate skills, have not yet achieved economic independence. The housing shortage has proven to be a particularly irksome problem. However, either through grants or loans, this problem is gradually being resolved.

Australia, with a Jewish population of close to 65,000, reports an unduplicated count of 3,800 beneficiaries of various welfare services, including the credit loan institutions partially financed by the JDC.

RELIEF-IN-TRANSIT.....Requirements: \$4,000,000

Apart from the assistance programs carried out through its country operations, JDC brings life-saving relief in cash and kind to tens of thousands of destitute Jews through its special relief-in-transit operations.

RECONSTRUCTION.....Requirements: \$1,800,000

ORT operates vocational training programs in 19 countries, but most intensively in Israel, the Moslem countries and Europe. In order to assure continuation of these training opportunities to some 36,000 students yearly, JDC plans to allocate \$1,700,000 to ORT in 1961.

Another excellent investment has been the 38 loan institutions. In 1959, the last calendar year for which complete data is available, slightly more than 7,000 loans were granted, with an aggregate value of just over \$3,000,000. Perhaps not enough emphasis has been given to the "preventive" effect of the loan funds, which often have strengthened the economic position of the marginal self-employed who would otherwise have become welfare charges. What seems urgently needed, therefore, is the stepping up of both the number of loans and, because of inflationary factors, the unit value. Funds to permit this expansion have already been allocated this year to a number of the institutions and JDC contemplates making available \$100,000 in 1961 to some of the others for the same purpose.

OTHER.....Requirements: \$1,900,000

This includes a miscellaneous grouping of functional budgets and one-time grants which cut across geographical lines. The principal items are the operating and service costs for JDC's New York and Geneva headquarters, including personnel and annual audit; the cost of purchasing and distributing Passover and other religious supplies; support of special cultural projects (books, seminars, etc.); technical assistance services, and other such items.

It is important to point out that nowhere in this budget is provision made for the possibility of natural catastrophes, such as the Agadir and Chile earthquakes, both in 1960, or for a recurrence of political and social upheavals af-

fecting Jewish populations, such as those in Hungary and Egypt late in 1956, or for the disastrous effects of a sharp monetary inflation. If any such crisis should occur, it is clear that JDC would be forced to place the situation before the American Jewish community once again.

It should be emphasized that JDC is not the only source of assistance to Jews in need overseas. Without the support of other international Jewish agencies, of governments and intergovernmental agencies and, increasingly, of the Jewish communities themselves, the needs to which JDC addresses itself would necessitate the outlay of several times the amount specified here.

JDC's contribution, however, will be vital in the year ahead to some 315,000 people in 26 countries. In some cases, JDC aid changes bare existence into adequate living; in others, JDC means life itself to the recipients.

For 315,000 men, women and children, JDC aid - provided through the United Jewish Appeal - is the first and strongest line of defense against suffering, against hunger, disease and privation.

1961 BUDGETARY REQUIREMENTS

of the

NEW YORK ASSOCIATION FOR NEW AMERICANS

SUMMARY

<u>Family Service</u> — relief and rehabilitation.....	\$344,450
<u>Vocational Services</u> — placement, guidance, training Sheltered Workshop, Business and Loan.....	138,550
<u>Reception and Referral</u>	30,100
<u>Office and Administrative Services</u>	42,000
<u>Subventions</u> — (grants to other organizations for specialized services to immigrants not included in NYANA Services).....	<u>144,900</u>
<u>TOTAL</u>	<u>\$700,000</u>

1961 BUDGETARY REQUIREMENTS of the NEW YORK ASSOCIATION FOR NEW AMERICANS

NYANA aided 4,650 persons in 1960 to start a new and productive life in the United States. They brought to 79,000 the number of Jewish immigrants whom NYANA has helped since its establishment in 1949.

Each one of these Jewish immigrants needed aid to translate his dreams of the future into the specifics of home and security, jobs and self-support, independence and opportunity, integration and a new way of life for himself and his children. And the precise help needed to realize these objectives — large or small, one-time or long-term, simple or complex — makes up the NYANA program.

IMMIGRATION IN 1960

The number of new arrivals to the United States by the end of 1960 was approximately 6,700. Europe, Africa, Asia and South America contributed their share of these uprooted seeking permanent homes in this country. The majority of the newcomers remained in the Greater New York area.

IMMIGRATION IN 1961

Entrance into the United States in the year 1961 will be facilitated by the new Refugee-Escapee Law — Public Law 86-648 — the latest of the measures that supplement the inadequate basic immigration law. This new statute permits certain refugees to enter the United States as parolees with the opportunity to secure permanent status after they have resided here for two years. NYANA has already approved a number of agency assurances under this law to facilitate the entry of eligible refugees.

Another helpful measure which went into effect in 1959, the Family Reunion Law, is intended to aid those who are scattered throughout the world to join families already settled here. All in all, some 7,000 Jewish newcomers are expected to arrive in the United States during the coming year. Again, the majority will remain in the metropolitan area, and most will require some form of assistance from NYANA.

NYANA SETTLEMENT SERVICES

To help newcomer families attain self-support as quickly as possible, NYANA provides the following basic settlement services:

MAINTENANCE: food, rent, utilities and other basic necessities, with individual budgets for each family based on accepted New York City living standards.

SHELTER, CLOTHING: minimal furnishings and household necessities.

MEDICAL, DENTAL CARE: to supplement services provided in clinics and other free facilities.

JOB PLACEMENT, VOCATIONAL TRAINING: placement of newcomers in jobs and training them to adapt skills to American methods; maintenance of a Sheltered Workshop for elderly and handicapped newcomers.

BUSINESS AND LOAN: loans for purchases of small businesses by newcomers unable to support their families for reasons of health or lack of skills, or for whom re-training is not feasible; loans for purchase of necessary work tools.

COUNSELING: a staff of trained social workers and vocational counselors to assist newcomers with initial adjustment problems, and to work out individual plans for living arrangements, vocational training, jobs, etc.

These unified and centralized NYANA services, administered through the following departments, assist the newcomer to become a self-supporting American.

NYANA SERVICE DEPARTMENTS

Central Reception Services

Through the doors of the Central Reception Services pass all those seeking NYANA aid. Here, a careful determination is made of each newcomer's specific needs for rapid and full integration. Central Reception Services performs two vital functions within the NYANA structure.

First, it provides quick, short-term service and aid.

Second, it assigns newcomers in greater need to those NYANA departments and services designed to cope with their specific problems.

Family Service Department

Some 1,400 individuals were referred to the Family Service Department in 1960. Newcomers now aided by the Family Service Department are those generally with the severest problems in adjustment; those with serious physical, or personality problems; those who have extreme difficulty in job placement, including those too old to work according to the standards of the current labor market, and those with insufficient earnings to support their families completely.

These make up the mass of the department's caseload. Some of these families receive counseling services only; they do not need financial aid for maintenance costs.

For a family without funds, with health or other complicating problems, and without relatives to whom it may turn, the department provides both case work help and financial assistance to meet the basic requirements for establishing a home.

Vocational Services Department

In 1960 the department aided 2,260 newcomers, of whom 1000 were placed in jobs. Intensive individualized job solicitation through field visits, telephone and mail promotion was required because of the client's language difficulties, lack of immediately transferable skills and other problems common to immigrants

seeking a start in the American labor market. Following placement, the Vocational Services Department assists the immigrants through additional counseling, training and upgrading, to help them make a stable economic adjustment.

Until recently, most newcomers were unskilled. But in the last year or so there has been a dramatic change from a preponderance of unskilled workers to a majority with professional, technical, commercial or other white collar skills.

To meet this situation, the department quickly added new techniques to its overall program. As always, the department sought to help the newcomers secure work in their own or related fields, developing the necessary resources for the evaluation of skills and talents, and for pinpointing suitable job openings.

The Sheltered Workshop specializes in simple factory work, done on a contract basis for many different manufacturing firms. The employees all receive wages based on the number of hours of work they are able to put in. It offers a protected work opportunity through training and employment to immigrants who receive relief from NYANA, or who would need it if they were not employed there. These are elderly, physically handicapped persons unable to meet the tempo of industrial work.

NYANA EXPENDITURES IN 1960

In 1960, NYANA spent a total of \$600,647 to meet the essential needs of 4,650 newcomers. This sum was distributed as follows:

Family Service -- relief, rehabilitation	\$294,317
Vocational Services -- placement, guidance, training, Sheltered Workshop, Business and Loan	102,140
Reception and Referral	24,029
Office and Administrative Services	25,292
Subventions (grants to other organizations for specialized services to immigrants not included in NYANA's services)	<u>154,869</u>
Total	<u>\$600,647</u>

NYANA REQUIREMENTS FOR 1961

The majority of the Jewish newcomers to the United States in 1961 will settle in metropolitan New York. NYANA expects to serve 5,500 individuals in 1961 at an estimated cost of \$700,000.

It is a valid assumption that the majority of the new arrivals in New York will join those who came before them in achieving independence quickly through NYANA's help. And the overwhelming majority will continue to be independent from that point on.

While the projected amount of aid is based entirely on normal developments, NYANA must be ready to do its share should an emergency or crisis arise anywhere in the world to swell the number of immigrants expected to arrive in 1961.



1961 UJA - SUPPORTED PROGRAMS AT A GLANCE

NUMBER OF PERSONS REQUIRING ASSISTANCE, BY AGENCY AND BY TYPE OF PROGRAM

<u>Agency</u>	<u>No. of Beneficiaries (a)</u>
United Israel Appeal - Jewish Agency for Israel, Inc.....	260,000
Joint Distribution Committee.....	315,000
New York Association for New Americans.....	5,500
<u>Total</u>	<u>580,000</u>
<u>Welfare, Reconstruction and Rehabilitation Programs (b)</u>	
<u>Welfare Aid</u>	
<u>Child Care</u> , including homes for children, nurseries, hot meals in schools, etc.....	168,000
<u>Medical Aid</u> , including infant care, anti-trachoma measures, specialized aid and preventive medical services.....	128,000
<u>Aged, Invalids, Chronically Ill</u>	69,000
<u>Education</u> , including cultural and religious activities.....	115,000
<u>Ma'abarot</u> , maintenance and upkeep.....	30,000
<u>Reconstruction and Rehabilitation</u>	
<u>Housing</u> , for new immigrants, <u>ma'abarot</u> dwellers, replacement and reconditioning of deteriorated houses (2,500 units).....	10,000
<u>Agriculture</u>	} 130,000
Final consolidation of settlements) 32,000 farm units	
Continued aid to other settlements).....	
Technical aid, including agricultural guidance.....	
Irrigation, land improvement, work projects... ..	
<u>Economic Aid</u>	
Loans to artisans, storekeepers, merchants, etc.....	30,000
Vocational training, including ORT (Organization for Rehabilitation through Training) and Youth Aliyah.....	43,000
<u>Transmigration</u> , relief-in-transit.....	95,000

(a) Unduplicated figures

(b) Because the same person may benefit from more than one type of program, the number of beneficiaries listed by type of assistance exceeds the total number of persons aided.