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עירית ירושלים

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כרטיס

Carmella P.

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המחלקה לשרותי משפחה וקהילה. רח' יפו 34 - דארתה לשון האסרה והמגמם - שארע יאפא 34

הקב"ה אלכסנדר מנחם
סימון בלייבן 4
קרית יואל
ירושלים



16.4.72

אברהם

הרב ג. פרידמן

הסניף הגדול

ינואלים.

אנני פרידמן שלי,

בתחילת חודש פברואר התקיימה בתוך הסניף - ביוזמי - ישיבה
בקשר לתוכנית הסניף הנערכת בשיתוף עם עירי - ינואלים ישיבה.
בישיבה השתתפו ד"ר א. יפה, הרב א. סיימן, בתוך שאם
ואני.

סניפנו בישיבה זו שיתפנו אסימטריה בסוף פברואר ושהתעורר
אם בתוך אשתי בשלם עם סוף הביטול.
בתקופה זו היינו לגד ונרצקי בהוצאת הפנת או אה בקשר
בסוף ארץ.

בשלהי שנת אגד ונרצקי בתחילת אפריל, כיום אנו יחד בלב
ועד הינה את קבוצת דברי.

אני גלוי מקשר מתוך שפתח בקשר אסבכ אלו את אשתי-אני
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אחיותי אה היו משלוח בחשב פברואר אה צמחי ואחיותי בתוך שאם
אחיותי אשתי ואחיותי אה בחשב פני.

אני מאלף גילה שהצטן יסודי
בשתינו האשתי-אני.

בבית

ח' אפריל

STATE OF ISRAEL

MINISTRY OF SOCIAL WELFARE

AMERICAN JEWISH
Division for Child and Youth Services

ARCHIVES

PROGRAMME FOR THE REDUCTION OF DISTRESS AND THE PREVENTION OF DELINQUENCY IN ISRAEL

In all Israel, between age 14-18, there are
about 210,000 kids - of whom about 190,000 are either working
or in school. The 20,000 are our problem.

Jerusalem - June, 1971
Sivan, 5731

A. Nature and Extent of the Problem

Delinquency is activity which deviates from the social norm accepted by society and its institutions, which demand that the deviants be brought to justice.

In order to deal with methods of treatment for the prevention of delinquency we must also deal with deviation from the social norm which does not always exceed the limit set by the Law.

The Law lays down prohibitions and imposes punishments on those who violate them, whether as a deterrent or in order to protect society from the delinquent; whereas the prevention of delinquency is necessary for the establishment of a social system of supervision and correction which relates primarily to social norms.

There are, however, phenomena in society to which one can attach various possible interpretations, whether as legal prohibitions or as deviations from the social norm.

Recently, the rate of social change and the ever increasing phenomena of social revolt (New Left and Newer Left) dictate to the institutions slight variations in interpretation of behaviour, whether necessitating social intervention, demanding intervention on the part of the Establishment of taking into account the rights of the citizen to individual freedom.

These variations necessitate adjustment of sections of the Law and norms of behaviour accepted by society. Our guideline in this dilemma is as follows:-

Only after attaining an understanding in a contemporary light, as early as possible, of the nature of new phenomena, shall we learn to differentiate correctly which of them has a personal or socio-pathological origin and must therefore be uprooted as early as possible and which of them has its source in youth rebellion which requires a positive approach, taking into account that, in the past, revolutions have also speeded up progress. We shall be able to consolidate and find a guideline to extricate society, and above all its younger generation, from its present confusion. We must make an effort to differentiate between an ephemeral phenomenon which is in fashion only for a short while and those with permanent elements which will in future become accepted among social norms.

An approach based on a mistaken evaluation not only does not benefit society but may endanger it by concealing the development of a socio-pathological condition with the result that it is not treated in time.

This approach must depend on an understanding of this condition as retardation in the stages of achieving social maturity by the deviant who is consequently in need of a period under the supervision and guidance of people whose aim is to help him to understand, so that he may refrain from repeating this pathological behaviour and attain socialisation which will enhance his social maturation.

The Centre for the Prevention of Delinquency of the Ministry of Social Welfare acts as the executive branch of the "Public Council for the Prevention of Delinquency in Israel", in which are represented various Government ministries concerned with the subject, (Social Welfare, Education and Culture, Health, Justice, Police and Labour), the Committee of Public Services of the Knesset, representatives of Local Councils, institutions of higher learning and prominent personalities. This Council gives expression to the feelings of Israeli society on everything concerned with phenomena which must be evaluated in order to decide how to relate to them. The "Standing Committee" acts as an intermediary between the Council and the Centre for the Prevention of Delinquency. The Committee is a small-scale version of the Council and meets once a month for its discussions.

Researches in the various fields of social pathology among children and youth point again to the common type of deviant - the child of a large family originating from Asia or Africa living on a moderate or low income and whose other typical characteristics are: crisis of a sudden change from one culture to another, erosion of parental authority and family framework. All these are due to the parents' inability to impose discipline on their children, to give them guidance and to educate them; their having to make do with insufficient formal education given within the framework of the school system, due to feelings of humility and inferiority; and a lack of sufficient attention to the individual in distress who is thus forced onto the periphery of society.

In the Israeli population there are the following divisions:-

About 130,000 large families - 17.5% of total number of families in the State.

Of these about 94,500 are Jewish families - which comprise 14% of the total of Jewish families.

Of these about 75,500 families are of Asian-African origin and only about 19,000 families are Israeli born or of European/American origin.

Among families of Asian-African origin about 70,000 immigrated to Israel after 1948 (crisis of cultural transition).

The families which immigrated after 1948 from Asia-Africa and who have 4 children or more are about 9% of all families in Israel and total over half a million people, i.e. about 18% of the total population of Israel.

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In order to prove that in this population is concentrated most of the delinquency, let us quote the following data:

- a) Out of 4,460 juvenile delinquents found guilty in 1968 (8.3 per 1,000 youths)
- 1,133 were born in Asia-Africa (14.0 per 1,000)
 - 69 were born in Europe-America (2.5 per 1,000)
 - 2,452 were born in Israel (no information as to the origin of the parents) (70 per 1,000)
 - (another 8 whose origin is unknown)
- b) Out of 10,201 adult criminals found guilty in 1968 (8.5 per 1,000 of the population)
- 6,087 were born in Asia-Africa (10 per 1,000)
 - 1,605 were born in Europe-America (2.4 per 1,000)
 - 2,486 were born in Israel (8.9 per 1,000)
 - (another 23 whose origin is unknown)

B. Network of Services at Present Active in the Reduction of Distress and the Prevention of Delinquency

1. Primary Prevention

The intention is to prevent the children described above, who are considered as the common type of deviant, from being forced onto the periphery of society. Where there is a population which lives in distress and whose children are unable to enjoy all the rights granted them by Law, Society is responsible for supplying its children with the encouragement they need in order to extricate themselves from the straitened circumstances in which they and their parents find themselves.

Theoretically it is agreed and accepted that this support must be given from the earliest stage of life of the young child within the child's restricted environment. This support must be given with due attention to a whole set of influences which act upon the child, so that no support should be given in one way which may be destructive in another. The network of services for early prevention includes nowadays the following (in the order of their appearance in the child's life):

- a) Adoption services As a substitute for the natural family by giving a child who has no family into the care of an adopting family which supplies him with most of his needs in a way closest to that received by every child from his natural stable family.

In 1969, 270 children were placed for adoption in this way out of a total of 350 babies whose parents applied for the help of this service (generally these were children who were born out of wedlock).

- b) Help to parents Is given as assistance to a family of which one parent has died or become sick, so that they may be able to continue to exist as a family in every respect, by the help of a person who comes to fulfill part of the tasks of the parents in return for payment. Experiments are also being made to strengthen the underprivileged family unit by giving guidance to the parents in the rearing and education of their children, with the help of a person who comes for a few hours daily and trains the whole family in their functions. These services are in their experimental stages and about 150 families enjoyed them in 1970

At a total cost of about IL. 100,000

- c) Day Centre for pre-school children For children of large families who live on a low income level, or when the family unit is not complete. The task of the Centre is to reinforce families whose children are likely to be deprived because of their situation, by giving a service which ensures the maximum development of the children physically, intellectually, emotionally and socially.

In 1970 about 6,400 children between the ages of one and a half and four years, received this service at a total cost of IL. 1,850,000

and it will be given in 1971/72 to 1,500 to 2,000 additional children.

- d) Support to children and youth Is given by social workers who are experts in the field of child and youth care by supporting the pupil in all the crises which face him within the educational framework in which he learns during the various stages of his education, and which without the help of a person trained for the purpose would drive him from one crisis to another and to an inability to continue with his studies which would end in absence from school, dropping out and deterioration, vagrancy, distress and delinquency.

The service is being given during the 1970/71 school year by 200 social workers to about 20,000 pupils who need it, out of a population of about 200,000 pupils. From this experience we learn that about 10% of the pupils are in need, to a greater or lesser extent of its continued help or of the advice of an expert adult.

The expenditure on this service amounts to IL. 1,460,000

- e) Help to needy children Is given in the form of a financial grant in order to enable needy pupils to persevere in their studies. The grant is given for the purchase of books, uniform, equipment and for travelling to school. Pupils in the 9th grade were given a fixed grant in 1970/71, and the pupils of other grades were given a grant compatible with individual needs and in accordance with possibilities. In 1970, 7,000 pupils of the 9th grades and about 3,600 pupils of all other grades enjoyed grants amounting to IL. 1,300,000.

(Of these, over one million pounds were allocated to the 9th grades and the remainder to pupils of the 10th grades and upwards.)

f) Removing of children from their homes

Homes (boarding) and foster families - the Home and the foster family are a temporary substitute for a natural family when it cannot fulfill its duty even with the help of the community services, or when it is possible to care for the child only within an educational-treatment framework outside his home. This service is not limited to a specific age and may be given to very young children. The service is generally given with the agreement of the parents, but if the parents or the child refuses the treatment which is found to be necessary for him, and the welfare of the child is in danger, then the service can be administered by a Court Order in accordance with the Youth Law (Care and Supervision) 1960. The Homes cover a wide range of trends, aims and types of children under care. The Homes number about 200, and the foster families about 1,000.

From a quantitative point of view they meet the main needs of the population and about 7,500 children and youths benefit from them at present, at a total cost of

..... about IL. 6,000,000

Secondary school studies in boarding schools - Conditions of distress at home prevent even talented students from answering the demands of secondary school studies, on account of over-crowded housing and lack of proper conditions for studying. In order to free these pupils from their distress, there exists a possibility of helping the child whose wish, and whose parents wish is for him to study in a boarding school suitable for his talents, by the Welfare Services ensuring his stay in a boarding school. The number of pupils who benefited from this service last year was about 3,000 at a total cost of IL. 2,500,000

The number of all beneficiaries of the primary prevention services reaches about 45,430 children at a total cost of about IL. 13,210,000

2. Secondary Prevention

The intention is to try and return children and youths who were expelled from the general school and labour frameworks to a corrective educational framework, with the aid of special services for socialisation.

Pupils who are expelled from educational frameworks roam about in towns, do not complete their studies in an educational framework and have not acquired the minimum knowledge necessary for leading a proper way of life. These children are in need of a rehabilitating framework which will be permissive in everything concerning demands in study-achievements and imparting a profession with emphasis on social adaptation and imparting values and habits for work and community life.

The services for secondary prevention are:

- a) Reception groups Which absorb children between 7 - 10 years of age who were expelled from educational frameworks and try with the help of educators, psychologists and social workers, through specially concentrated care in small groups, to re-adapt them to a study framework and prepare them from the aspect of standard of knowledge to be re-absorbed in the school. About 150 children benefited in 1970 within this framework, at a total expenditure of about IL. 50,000
- b) Workshops for Youth Rehabilitation (MIPTAN) Which absorb children aged 12 - 13 years who have not completed their studies, or who have completed without acquiring knowledge, and with the help of educators, professional instructors, and social workers, impart to them basic information, team spirit, social and work habits, and to prepare them for working life. About 2,000 children benefited in 1970 within this framework at a total expenditure of about IL. 2,000,000
- c) Street-corner gangs Aged 15 to 21, unemployed and without profession, who, mostly neither study nor work, are on the verge of delinquency and may even have actual delinquents among them. The group workers contact them and try to direct them to socially normal activities while helping the individual to adapt himself to work and a proper society.

About 1,000 youths have benefited in 1970 within this framework at a total cost of about IL. 100,000

The number of all beneficiaries from the secondary prevention services reached about 3,150 youths, at a total cost of about IL. 2,150,000

3. Tertiary Prevention

This refers to corrective services for juvenile offenders which try to turn the delinquent from his bad ways and prepare him for a proper life, with the help of workers trained for this purpose and in special cases, while cutting him off from society and taking him into a special educational framework.

The services given within this framework are mainly given on the authority of Orders of a Court.

The later the stage of prevention, and the lower the youth has declined, the less will be the chances of his rehabilitation and the frustration of those who care for him will increase. The civilised world has not yet found the wonder remedy for this malignant sickness when it appears in all its force. The chances are greater when the youth comes for treatment in the early stages of his decline, when it is possible to halt this and return him to the road of disciplined society.

The corrective services are:

- a) The Probation Service Which operates in three stages:
 1. Recommendation (after enquiry) for bringing to justice or to close the file.
 2. Enquiry for the purpose of submitting a report to the Court, and a recommendation for the desired way of treatment for the correction of the youth.

3. Supervision over the youth by a probation officer during a period fixed by the judge (from half a year to three years) in order to help him to find his place in society.

The Service is given by approximately 150 probation officers, and in 1969, 10,830 youths and 2,813 adults were sent for interrogation. During that year 1,152 youths and 1,180 adults were put on probation, at a total expenditure of about ... IL. 1,800,000

- b) Youth Protection Is given to juvenile offenders, in accordance with the decision of the Juvenile Court. The fixing of the place for protection is made according to an educational-social-psychological diagnosis, whose aim is to fit the youth as much as possible to the framework which will mostly contribute to his rehabilitation. The service is given in a Home, including general studies, acquiring working habits, preparation for social adaptation and casework treatment by a social worker and psychologist. At the end of the protection period at the Home the youth is transferred to the follow-up service which helps him to adapt himself to community life.

The service is given in 12 Government Homes and in a number of Private Homes. Today this service is given to 1,200 youths (boys up to the age of 16, girls up to 18), at a total expenditure of about IL. 7,500,000.

The number of all beneficiaries of the tertiary prevention services reached 3,532 youths, at a total expenditure of about IL. 9,300,000.



CONCENTRATION OF PRESENT DAY BENEFICIARIES FROM THE SERVICES
AND THE COST OF THESE SERVICES

<u>Primary Prevention</u>	<u>Number of Beneficiaries</u>	<u>Expenditure in Thousand Pounds</u>
Adoption	280	-
Help to parents	250	100
Day Centres	6,400	1,850
Support to children and youth	20,000	1,460
Help to pupils	10,600	1,300
Homes (Boarding)	7,500	6,000
Secondary education in Boarding Schools	3,000	2,500
	<u>48,030</u>	<u>13,210</u>
Total	48,030	13,210
<u>Secondary Prevention</u>		
Absorption Groups	150	50
MIFTAN	1,500	2,000
Street-Corner Gangs	1,000	100
	<u>2,650</u>	<u>2,150</u>
Total	2,650	2,150
<u>Tertiary Prevention</u>		
Probation	2,332	1,800
Youth Protection	1,200	7,500
	<u>3,532</u>	<u>9,300</u>
Total	3,532	9,300
GRAND TOTAL	54,212	24,660

This number of beneficiaries is from a total of 1,280,000 youths aged 0 - 19 years, while the number in need of treatment reaches, according to estimate about 120,000.

The aim of the programme is to try and fight the distress of a locality with the intervention of various services which help and complement each other. By the creation of one front of continuous services which will answer all the problems from which the straitened circumstances arise, the prospects of removing the distress will be increased.

The necessary resources for the development of a substantial part of the programme for extending the services has already been promised for the coming period of three to five years. It is desirable that our Ministry place part of the programme as a high priority, but the rates of its expansion is conditional on the resources allocated for its implementation.

(1) Development of Social Services for the prevention of distress which is the source of delinquency

(a) Development of services to children at an early age

The State should ensure for every little tot, from the age of one and a half in a family with many children, the right to stay in a Day Centre free of charge. For the implementation of this right IL.30,000,000 have been allocated for a five-year programme for developing the network of homes in the whole country by the organisations which operate in the field and by local authorities.

This amount is 60% of the expenditure for the establishment of Homes, which total IL.50,000,000, if the balance can be raised by the organisation or local authorities from other sources.

Execution of this plan will grant the right to all the children whose families have a low income and are burdened with many children (upto an income of 200% above the rate of relief), and also for children who come from families of which only one parent or one of the parents is not working (due to sickness, etc.).

Implementation of the rights of children from large families will be in stages, in accordance with the possible places in Homes on the spot, where priority is given to those supported and who have a low per capita income.

This operation will be carried out in cooperation with the Ministry of Labour, whose aim it is to enable the mothers to go out to work, and with the cooperation of the Ministry of Education and Culture, which will see to the training of suitable manpower for taking care of the children.

In addition to the investment from the Development Budget, of the sum of IL.30,000,000, the annual expenditure will gradually grow annually.

from IL. 4,000,000	in	1971/72
to IL.10,000,000	in	1974/75

This growth is based on the increase in the number of children and also on the increase of the rate of participation of the Social Services in the operation up to about two thirds of the actual expenditure.

(2) Day Centres for pupils of 1st - 4th grades

It is planned to extend the service of the Homes to children, pupils of the low grades who come from large families, whose parents are unable to devote attention to their children, who roam about the streets, and to children who show signs of difficult behaviour, which emanates from circumstances at home, in order that they may stay there from the time between the end of their studies and the evening.

The children will have lunch within the framework of a Feeding Programme and will later be formed into social groups, for preparing their homework under supervision, to engage in hobbies and handwork, ball and social games, and going together to movies or theatre. Before going home the children will receive an additional meal.

It is desirable that these activities should take place in suitable clubs which are not part of the school, in order to prevent the children from feeling that the school framework is imposed as a continued and rigid framework. In places where more suitable places can not be found clubs will be established within the school walls.

It is planned to establish about one hundred such groups, each of which will look after fifteen children.

The expenditure for a year will amount to about IL.1 million.

(c) Assistance to children and youths

In order to ensure this service which comes, as already mentioned, to serve as an aid to the pupil when going through a crisis in order to prevent his decline, it should be ensured that this service will embrace all pupils. It is almost impossible to accelerate the expansion of this service which is based on professional-academic manpower and it is being carried out gradually. The demand for this service by the Local Authorities exceeds the supply, both from the point of view of the means at our disposal, and especially because of the lack of manpower. Development of the service must be limited only on account of manpower, and its expansion must be ensured to the extent that manpower can be found. There is need of another 350 workers, who will be engaged within three to four years.

Of this number, about 120 workers will be employed in 1971/72, and will be sent to areas which were described as distress areas.

The annual expenditure for this operation will gradually increase

from IL.2,180,000 in 1971/72 to
about IL.5,000,000 in 1974/75.

(d) Tutors for large families

In order to help children of large families, whose parents are incapable of helping them and assisting them to orderly studies, and whose parents neglect their

children for lack of a proper approach since they do not have the ability to guide and train them due mainly to their straitened circumstances, an experimental project has been established of providing tutors for children of large families who guide the children in preparation of their lessons regularly, and train the parents in everything which concerns the supply of the children's needs, to make sure they take care to see their children go to school properly dressed and equipped with everything they need.

This operation is carried out by a tutor who visits the family five times a week during the afternoon hours, for about two hours, and he trains the whole family in all aspects of living which are connected with the development and studies of the children.

In view of the success of this operation, based on manpower which can be obtained in the towns more easily than professional workers, it has been decided to extend the operation and turn it into a regular service. The plan is to reach about 500 large families, who have at least four children between the ages of 5 - 15, where the annual expenditure for guiding a family comes to about IL.2000. The annual expenditure for this operation will increase gradually from IL,500,000 in 1971/72 to IL.1,000,000 in 1972/73.

(e) Help to needy children

The compulsory education, supplies only the education free of charge. The parents have to supply the services which accompany the education, by direct expenditure on educational equipment, clothing, travel to school, and the like, and partly by payment of a fee for services supplied by the local educational authorities.

Children of needy families are generally exempt from payment of the service fees, but they are unable to obtain the books and stationery and clothing they need and cannot, therefore, participate in the studies in a regular and stable way. They are also lacking in the social field when they cannot participate in hikes and other social activities, for lack of financial means. All these are an obstacle in the way of realisation of the compulsory education law and in extracting these children from the distress into which they were born.

The programme, therefore, obliges that all these services be given as a right to children from needy families, who live on subsistence grants or on an income which does not exceed the rate of subsistence, and also to children who are receiving grants from the social services.

Needy pupils who continue their secondary school studies, even if they are not within the framework of compulsory education are also eligible for assistance in all these services to get out of their distress to realise their prospects by acquiring secondary education which opens up a better future for them.

In addition to the grant which is intended to cover the fixed expenses, it is necessary to ensure money for special expenses, such as: a course for preparation

for high school, maintenance expenses for external pupils in boarding schools, travelling to secondary schools run by Regional Councils.

The extent of help must be calculated in accordance with the real expenses and in the end it will cover about 70,000 pupils.

The expenditure will gradually grow

from IL. 4,000,000 in 1971/72
to IL.24,000,000 in 1975/76.

(d) Secondary School Studies in Boarding Schools

The demand for studying in boarding school continues to increase from year to year and this should be met in full. The yearly increase is about 750 pupils, while the annual expenditure grows yearly by about 1 million pounds. IL.1,000,000

About 160,000 children will benefit from the extension of services for the prevention of distress at a cost of about IL.49,000,000.

And with a single investment for development of about IL.30,000,000.

2. Development of social services for the prevention of delinquency - in accordance with the report of the Chairman of the pedagogic secretariat at the educational committee of the Knesset, about 4% of the pupils in the elementary schools find it difficult to adapt themselves to the class. This difficulty is the cause for their leaving and dropping out of school and to combat this it is necessary to develop the services, as detailed above.

(a) Absorption Groups - It is necessary to ensure the existence of an Absorption Group in every locality and in every quarter, in which the number of children who are not studying, although they are 7 to 11 years of age, has reached 10 .

They will be developed gradually within five years, and in 1971/72 there will be about 30 groups.

The annual expenditure for this activity will gradually increase

from IL. 500,000 in 1971/72
to IL.2,500,00 in 1974/75.

The Ministry of Education will increase the number of teachers allotted to these classes.

(b) MIFTANIM - The absorption groups meet the demands of the groups aged 7 - 11 and at times less than that. The existing Miftan meets the demands of the groups aged 12 to 15. In order to ensure service to everyone in need of it, the Miftan has to add a pre-Miftan class for the groups aged 10 - 12 who are not capable of returning to a regular educational framework. and a class for the rehabilitation of older youths in the groups aged 15 to 18 who could not adapt themselves to any work for lack of proper working habits.

There is still need to add Miftanim in places where this service does not exist at all.

The intake power of the Miftanim must, however, be doubled and even more than that, there is need for an additional 2500 places.

The budget needed for expansion - in DEVELOPMENT is about IL.4,000,000

75% of this by loans from Mifal Hapayis.

The annual expenditure for the activity will increase gradually

from IL.2,700,000 in 1971/72
to IL.4,200,00 in 1974/75.

(c) Street-gangs - The number of youths who are fully or partially idle and who roam about in groups without an orderly social framework, is estimated to be about 5000 in the whole country. The youths in question being from 14 - 21 years of age, are not studying, do not work at a regular job and are not serving in the army. About 1000 of them are under the care of street-gang workers who are trying to rehabilitate them and to disband the group membership when without a positive basis and is mainly negative.

The activity will be expanded as quickly as possible in order to encompass all the youths within two to three years.

Accordingly the expenditure will increase

from IL. 700,000 in 1971/72
to IL.2,000,000 in 1973/74.

(d) Homes for Girls - This service is vital for the prevention of the distress of girls who, as a result of incorrect education, accompanied by a crisis at home, the cause of which is housing difficulties, have come to escape, and this leads them to the "protective" hands of procureurs. Another group of girls who escape from comfortable homes and from secondary-school studies, because of lack of understanding on the part of their parents, are also in need of authoritative treatment, which will also help to change the attitude of the parents. In order to prevent the distress of these girls there is a need to establish a number of small family-homes through the country, which will serve as a shelter for homeless girls - and a hostel for girls who are in stages of rehabilitation, where they can take part in productive work.

The need is for about 200 places in five centres in Israel, for which purpose an investment of about IL.5,000,000 is needed. This project will be achieved gradually, according to the possibility of finding suitable places.

Development of the services for the prevention of delinquency will ensure services to about 4,200 additional youths, at an annual expenditure of about IL.3,200,000

and a single investment for development amounting to IL.3,000,000
through Mifal Hapayis and from the Development budget IL.6,000,000.

3. Development of Social Services for the correction of delinquents

(a) Probation Service - The law which obliges the submission of a report on a youth who committed a crime, before his trial, has so far been carried out in cases of juvenile delinquents and on adult offenders up to the age of 21. In order to make it possible for delinquents to be taken out of the circle into which they entered, it is recommended now to operate the mentioned obligation on adult offenders up to the age of 25, and thus give an additional population a prospect of enjoying the privilege of correction and not imprisonment which carries the offender a great distance away from the prospects of rehabilitation. The expansion of the need to submit reports on adults, demands the employment of 20 additional probation officers.

(b) In order to increase the rate of success in rehabilitating juvenile delinquents there is also need for increasing the treatment of youths especially in areas which are focal points for delinquency. Increasing the treatment will mean more intensive contact in the execution of the supervision as well as in the recommendation of a policy for supervision and methods of treatment. Expansion of the operation will be carried out by twenty additional probation officers.

The annual expenditure should, therefore, grow to a total of about IL.400,000.

(c) Protection is given in separate homes to youths up to the age of 16 and to girls up to the age of 18. According to a proposed Youth Law (Punishment, trial, and ways of treatment, which is before the Knesset) it is proposed to raise the age of youths who will be subject to this law, to the age of 18, and thus to prevent imprisonment of youths below this age.

This will necessitate the opening of additional homes for age groups 16 - 18.

The need for separation between juvenile and adult offenders already arises at the time of arrest. It is necessary to differentiate between the arrest of minors and adults, as has been decided between our Ministry and the Ministry of Police, and we are planning the establishment of four detention homes for minors, the cost of which will amount to about IL.5,000,000

and the annual addition which will be needed for their maintenance will reach about IL.2,000,000.

Expansion of the correction services will ensure a better service for about 12000 youths, at an annual expenditure of about IL.3,700,000

and a single investment from the Development Budget amounting to IL.5,000,000

Those who may benefit from the development of the services, and
the expenses for the development and service rendered to them

	Summary of benefi- ciaries	Expenditure in Thousand IL.		
		For development	For rendering service	
a. <u>Prevention of distress</u>				
(1) Day Homes	12,000	30,000	10,000	
(2) Day Homes for pupils of grades 1-4	1,500		1,000	
(3) Grants to children and youths	55,000		5,000	
(4) Tutors for large families	1,500		1,000	
(5) Assistance to pupils	70,000		24,000	
(6) Secondary school in boarding schools	3,500		5,000	
			3,500	
Total	49,000	30,000	159,000	
b. <u>Prevention of delinquency</u>				
(1) Absorption groups	4,000		2,500	
(2) Miftan	5,500	1,000	4,200	3,000 Payis
(3) Street-gangs	5,000		2,000	
(4) Girls in distress	200	5,000	500	
Total	14,200	6,000	9,200	
c. <u>Correction of delinquents</u>				
(1) Probation	6,000		1,900	
(2) Detention	6,000	5,000	2,000	
Total	12,000	5,000	3,900	
Grand Total	185,000	35,000	62,100	3,000 Payis

E. Order of Priority for Development Services

The order of development of the services in the various localities and in the various quarters will be dictated according to the severity of the condition of the youths on the spot. This order of preference will take place in every case, whether the means are limited or not and the services will be developed only in areas which are defined as "distress areas", for then this development of the services in these localities will be advanced.

Fixing of the distress areas will be according to a number of indicators which were developed by us, as follows:

That if the percentage of the children aged 0 - 19 is over 45% of the total population of the area, then two additional conditions out of the following must be fulfilled or if they comprise more than 50% of the population then one extra condition must be fulfilled. The conditions being:

- (1) the rate of juvenile offenders is over 25 per 1,000 aged 9 - 16.
- (2) the infant mortality rate is over 22.5 per thousand babies.
- (3) the rate of children settled by the Child and Youth Welfare Service outside their home is over 7.5 per thousand, aged 0 - 19.
- (4) congested housing approximately in the area is over 2.0 persons per room.

The order of priorities in the allocation of resources to the distress areas will be according to the number of variables from which the area is judged to be a distress area, and according to the degree of severity of the variable.

Below is the first list of localities with a population of 10,000 persons and over, which answer these requirements.

To this list should be added localities whose population is less than 10,000 persons and also quarters and suburbs in the large cities.

DISTRESS AREAS

List No. 1

The Authority	Percentage of those aged 0-19	Rate of minor delinquents to 1000 aged 9-16	Rate of those arranged outside their home to 1000 0-19	Death rate amongst babies to 1000	Congested housing persons per room								
	45-60	55-50	55	25-35	35-45	45	7.5-10	0-15	15	22.6-25	25	1.6-1	1.9
1. Beit She'an	57.5	43.2	9.7							28.7			
2. Kiryat Shmona	54.2	38.3	8.7							32.2			
3. Or-Yehuda	50.7	29.0	13.2							29.6			
4. Safad	46.8		59.0							29.4			
5. Ramleh	48.1	26.6	10.6										2.1
6. Dimona	52.3		47.0							24.9			
7. Kiryat Gat	52.0		47.0	7.7									
8. Affula	47.6		39.0	7.9									
9. Tiberias	51.5			11.3						23.8			2.0
10. Ashkelon	50.4	30.7											2.0
11. Rosh Ha'ayin		57.2											31.8
12. Hod Hasharon	52.8												29.5

We have proposed that the Government adopt the policy of declaring whole localities and quarters in towns as "distress areas" and to oblige all the Ministries to develop services in accordance with this order of priorities.

THE 'BLACK PANTHERS' IN ISRAEL

PROBLEMS OF INTEGRATION

1. The "Black Panthers" Movement which has emerged in Israel during the past few months is significant - not from an organizational point of view, but as a symptom of underlying social problems.
2. Scores of young people are organized within the movement. Most of them come from North Africa, and particularly from Morocco. Some circles contend that Black Panther leadership includes those with a criminal past, and further contend that some of the Panther protest activity is led by extreme leftist groups like Matzpen and the New Israel Left, which also have a limited number of members. Even if such contentions are correct, they do not possess sufficient weight to discount the importance of the real problems which the Black Panthers Movement has brought to the fore, for public discussion in Israel.

THE UNDERLYING INEQUITIES

3. The major problem which the Panthers present is that of the gap between groups which have come to Israel from various countries. This problem has many facets, but the principal inequities cited are these:
 - a. Average income and standard of living of people coming from Asian and African nations is lower than those of people from Europe and the Americas, and lower than that of native-born Israelis.
 - b. This problem becomes even more acute in the light of the differences in family size. On the average, Asian and African families have more children, so that the per-capita income is lower still.

- c. Israel's vocational structure is such that the large majority of positions which offer prestige and high income are held by Europeans and Americans, while most of the low-level jobs are held by Asians and Africans - even though, numerically, the two groups are nearly equal within the total population.
- d. This lag in income and educational levels can well continue into the next generation and even longer, since a large number of youngsters from Asian and African origins drops out of school well before the university level.
- e. The housing situation is one of the most severe expressions of the gap between the groups.
- f. The overall problem results from intentional discrimination by the authorities who represent those of Western origin - and not just the outgrowth of objective factors. This contention is based on the welcome given to new immigrants currently coming from the Soviet Union and the affluent countries who are receiving benefits not given to those who came from Asian and African countries 20 years ago.

STATISTICAL BASIS TO CHARGES

4. These charges, advanced by the Panthers, are based on factual data and statistics issued by the State itself:
 - a. According to figures in the Family Expenditures Study, the average monthly income of families from Europe and the Americas was IL. 1116 in 1968/69, compared to IL. 797 for those from Asia and Africa. Thus, those from Eastern nations received only 71% of the Western family income.
 - b. As the average Eastern family numbers 4.7 members, against 2.9 for Western families, the per-capita income of Asians and Africans is only 44% that of the Euro-American group.

- c. The total number of workers from Asian and African origins provides 34% of the overall workforce. But this group represents only 16% of the country's professionals; and 19% of white-collar workers. On the other hand, 53% of construction trade workers and 41% of those working in industry are from Eastern origins, as are 48% of all holding service jobs. The Europeans and Americans comprise 43% of the total workforce, 50% of those in the professions, and 54% of white-collar workers; but only 32% of construction workers, 38% of industrial workers; and 37% of those in service capacities. The rest of the workforce is made up of the Israeli-born. Within this group are significant differences in job levels, as well, corresponding to their parents' continents of origin.
- d. Only 16 percent of the Knesset members come from Eastern origins, although half the total Jewish population originated in Eastern countries.
- e. A major reason for income differences is the differences in educational levels achieved. Among the Israeli-born, 17.1 percent had 13 or more years of schooling; of Europeans and Americans, 16.2%, as against only 4.3 % for Asians and Africans.
- f. First-grade students of Asian and African origin number 63% of the total; 8th grade students of this group, 57.4%; 12th grade - 30.2%. Asians and Africans comprise 12.6% of all those enrolled in university undergraduate programs, 8.8% of students in M. A. and Doctoral programs. Obviously, the low representation of the Eastern groups at the higher education level is the result of the primary education system of 10 or 15 years ago, but these figures will be of considerable significance in the years ahead.
- g. In 1969, among immigrants who had come to Israel after 1958, 83% of Europeans and Americans lived in an average density of less than two people per room. Among the Asians and Africans, only 49% had achieved this low density. In the high density conditions of three or more people per room lived 19% of the Asians

and Africans and only 2.5% of those from Europe and the Americas.

" CONSCIOUS DISCRIMINATION" CHARGES UNSUBSTANTIATED

5. These figures represent the situation during the last five years. In them is sufficient material to prove a significant gap in the standard of living, and in the relative opportunities for progress of people coming from Eastern countries and those who originated in the Western nations.

However, these figures do not substantiate charges of intentional discrimination, nor do they indicate whether the situation is worsening or improving.

6. To a great extent, family income is determined by the educational level of the head of the family. In 1969, the average income among wage earners with one to four years' education was IL. 7, 800/year. Those with at least 13 years' education averaged IL. 14, 800 annually. Since the educational standard of those from Eastern countries averaged considerably lower, this factor - more than any other - influenced their incomes. The average educational level achieved by Asians and Africans over age 14 is less than six years of school; For Europeans and Americans, it is nine years.
7. Income achievement is also positively affected by the number of years the wage-earner has lived in Israel. Among those from the Western nations, the percentage of urban families who immigrated before 1947 is 40%, as against 13% for Eastern families. Obviously, there is a correlation between the length of time lived in the country and the level of education. Those who have lived in Israel longer average higher educational levels, as well.
8. Another aspect of this situation concerns the extent to which the situation of those from Eastern nations has improved. Such improvement could be the outcome of a general economic development or of specific Government efforts on behalf of this group.

INCREASED STANDARD OF LIVING

9. Expressions of an increased standard of living over the past years have been numerous. Wages of the Asians and Africans have increased in parallel with those of native Israelis and Europeans and Americans. The housing situation has improved, as well. In 1961, 41% of those from Eastern countries lived in a density of three or more per room. By 1969, this had reduced to only 19%, while the percentage of those living less than two people per room increased from 29 to 49 percent. Today, 91% of Eastern families own refrigerators; 91%, gas stoves; 41% - washing machines, 87% - radios, and more than half own televisions.
10. Other indices of discrimination are sensitive subjects - doubly sensitive in Israel - of intermarriage and military service. The percentage of young people from Eastern origins achieving officer status in the military is rising continuously and significantly. In the last five years, the percentage who applied for officer training has doubled; and the number of those accepted for training has grown ~~By~~ 150%. The number of officers from thos group has more than doubled; in field units - it has tripled. Many of these officers have achieved the ranks of lieutenant colonel and colonel.
- As regards intermarriage, the proportion of mixed marriages rose from 11.8 percent of the 1955 total to 16.2 percent in 1968. The endogamy index declined from .81 to .69.

POSITIVE GOVERNMENT POLICIES

11. Through the years, the Government has worked continuously to reduce the gaps in income and educational levels, by continuing to increase its budget for social services and through discriminatory policies aimed at helping the weaker stratum to advance - economically, socially, and educationally. Due to the great degree of overlapping identification between the low income groups and those from Asia and Africa, this policy has been highly meaningful in the context of the gap between the communities.

12. Major expressions of this policy are:

- a. A continuing policy of full employment, both as an economic measure to assure continuous growth of production and employment, and the encouragement of investments to insure productive employment.

Except for a 1^{1/2} year period in 1966 and 1967, Israel has enjoyed full employment throughout the last decade. Investment policies have been aimed at insuring employment sources in new towns in which the Eastern group comprises a high percentage of the population. Today, there is almost no development town which does not suffer for lack of workers. This causes a situation in which the only unemployed are the unemployables - those who cannot work by virtue of old age or ill health. The Eastern segment of the population has benefited significantly from the continuing rise in the standard of living and in employment.

- b. To help the unemployables, the Government has continuously increased welfare benefits. In 1956, welfare benefits equalled 12.5% of the average wage; in 1960 - they rose to 19.2%, and in 1970 - to 40%.

Monthly per-capita benefits doubled between 1969 and 1971, to reach IL. 70. The various welfare benefits available to a 10-member family can total IL. 695 per month.

The budgets directed at aided to low income families during 1971-2 total IL. 300 million, 15% of the total non-defense budget. Nevertheless, the Government realizes that, within its present means, it cannot "solve" the hard-core cases, as long as defense expenditures continue to consume such a high percentage of the total national resources and budget.

- c. In the long-term view, the educational policies of Israel are the most important means for achieving advancement of the low-income groups. The educational policy functions from pre-school to the university level. In 1960, 10,000 youngsters between ages three and four were enrolled in tuition-free pre-kindergartens;

by 1971, this number had increased to 40,000. Children of the same age group enrolled in all-day nursery institutions grew from 4,500 to 18,000 during the same period.

At present, primary education is compulsory; the Ministry of Education has undertaken a school reform aimed at making it possible for every youngster to learn according to his talents and to make education compulsory through the ninth grade. In the secondary schools, graduated tuition fees are based upon per-capita family means. Fifty percent of those enrolled in secondary schools are completely exempt from fee payment - these are principally of Eastern origin; 30 percent are partially exempt, and only 20 percent pay full tuition.

As a result of these policies, the rate of learning has increased remarkably. In 1951, only 23% of the 14 - 18 year olds studied at the secondary level; by 1961, this had grown to 46% and by 1971 - to 60%. The percentage of youngsters of Eastern origin increased from 26% in 1961 to 43% in 1969.

The Government's education budget totals approximately IL. 600 million, about 10% of the total civilian budget. In addition, hundreds of millions of pounds from other sources are spent each year on school construction and scholarship assistance.

A LONG-TERM PROBLEM

13. These policies can assure Israel's entire population a minimal standard of living and provides reasonable chance for advancement in education, vocation, income, and social status for all the next generation. Still, Israel cannot, within its present economic and financial situation, completely solve some of the outstanding problems which face it:
 - a. A large portion of the population - estimated at ten to fifteen percent of the total population - lives below the poverty line. This problem is the result of low earning power (because the household head is frequently unemployable) combined with large family size.

- b. This population stratum lives in a combination of poverty and high density in slums on the outskirts of major Israeli cities and in development towns.
- c. High cost of housing compels many young couples to live in small apartments of extremely low standard.

Increasing family incomes of those currently living below the poverty line to a tenable standard would demand expenditure of hundreds of millions of pounds - possibly even a doubling of all welfare payments. Such a marked hike is completely beyond the present financial capability of the Government of Israel.

Solution to the housing problems would require an investment estimated at IL. 10-15 billion - an investment totally outside Israel's means within the coming years. In addition, such an investment would totally distort the structure of the economy, by channelling to the construction industry funds vitally needed for defense, economic development, and exports.

14. An additional factor which has caused grievances is alleged "discrimination between immigrants". This phrase expresses the contention that immigrants coming from the affluent countries and from the Soviet Union today are enjoying conditions and benefits unavailable to those who came from Asia and Africa twenty years ago. This is because all immigrants currently enjoy better conditions than those which prevailed 20 years ago, both because the living standard is higher today than it used to be and because the State tries to ensure that immigration to Israel not force a newcomer to lower his living standard markedly. The obvious purpose of this latter policy is to encourage continued immigration. Those new immigrants who originally moved from Algiers or Morocco to France and are only now coming to Israel receive the same benefits as those who are presently migrating from the United States or the Soviet Union.

HOW EFFECTIVE ARE THE POLICIES?

15. Faced with the limitations which prevent full solution of existing problems, Israel's policies toward the Eastern immigrants can be tested only by these criteria:

- a. Have the incomes, the living standards, and the educational level of this group improved?

The answer is unequivocally positive. The Government - through its policies - has done much to narrow the gap; the success of its efforts is expressed by the results.

- b. Could more be done to achieve this goal?

Theoretically, yes. Practically, the economic, cultural, and educational factors rooted deeply in both the overall economic situation and the specific problems of the Eastern community have prevented rapid solution to the entire situation.

- c. Do those from Western countries discriminate against those from the East?

Do those from the East have a sense of being discriminated against?

Obviously, there is a sense of being discriminated against, and its dimensions are much greater than the tendency to discriminate. Many interpret the difficulties they encounter as the result of overt discrimination, even when the source is objective - such as the lack of schooling or technical skills. On the other hand, the problem of discrimination cannot be completely dismissed. There is always a tendency, on the part of people who come from a given culture, to prefer those who are akin to themselves. Offsetting this tendency are both public awareness of the problem and the Government policy discriminating in favor of its citizens of Asian and African origins and making a special effort on their behalf, which will bring about full advancement in the coming years - even if today some measure of unofficial discrimination is still felt.

THE GAP WILL DISAPPEAR

16. Under this situation, allegations of conscious discrimination can be totally rejected. It remains to be seen what will be done to raise the level and narrow the gap, formally and informally, and even in the most delicate areas like endogamy and military service.

But we must admit that the problem of complete integration of many groups of immigrants into a modern, technological society embracing many different educational levels and value systems does not lend itself to a rapid solution. It is a process that may last another generation, but in the end the gap will disappear completely.



H E A L T H

The Jewish Agency's participation in this field is concentrated on hospitalization of general and mental patients, as follows:

	Approximate Expenditures Fiscal Year 1971/1972 (in I.L.)
A. Government hospitals - general	30,000,000
B. Government hospitals - mental	15,000,000
C. Private institutions - mental	12,000,000

A. Government Hospitals - General (I.L. 30,000,000)

In this area, the Agency has contractual arrangements with seven government hospitals. Payment is made at the rate of I.L. 35 per hospital-day on the basis of lists of patients whose eligibility is determined in accordance with our criteria.

Until March 31, 1972, the cost of a hospital-day was I.L.79, and on April 1 it rose to I.L. 91. Bearing in mind that the national average salary in 1971 was about I.L. 775 and that the Sick Funds (Kupat Cholim) pays only I.L. 15 per day toward hospitalization, it is clear that the number of people who can defray hospital expenses without assistance is very limited.

The hospitals under contract are Hillel Yaffe in Hadera; Donolo in Jaffa; Tel Hashomer; Rambam in Haifa; Nahariyah; and Assaf Harofeh in Zrifin. In the first nine months of the fiscal year 1971/72, the Jewish Agency financed 545,191 hospital days for 53,230 patients, over one-fourth of all patients admitted to all hospitals in the country in a similar period. The average duration of hospitalization for Agency-assisted patients was 10.2 days. The nation-wide average increase in hospital admissions is about 10 percent each year.

B. Government Hospitals - Mental (15,000,000)

The Jewish Agency has contractual arrangements with seven government hospitals, expending an average of I.L. 17.52 per day per patient for those meeting criteria as approved by the Agency's medical counsel. Cost of hospitalization differs from one hospital to another and in function of the type of treatment the patient receives. The total average cost in government mental hospitals was I.L. 29 per patient-day until March 31, 1972, and rose to I.L. 33 as of April 1, 1972.

.../2.

The Jewish Agency participates in costs for persons who are not members of sick funds or those who have been hospitalized longer than the period for which the sick funds pay (up to nine months in government hospitals).

In the period from April 1, 1971 through December 31, 1971, the Jewish Agency financed 831,414 hospital-days in seven government mental hospitals. These hospitals are: Eitanim; Acco; Mizra; Yehuda Abarbanel in Bat Yam; Kfar Sha'ul in Jerusalem; Ness Ziona; and Pardessiyah.

During the same period, the average hospital stay financed by the Agency was 68 days. This average includes patients whose hospitalization had not been terminated as of December 31, 1971. In 1970, 1,269,662 patient-days were accumulated in all governmental mental hospitals. The latter figure includes patients committed by law, in the cost of whose hospitalization the Jewish Agency does not participate.

C. Private Institutions - Mental (I.L. 12,000,000)

The Jewish Agency finances hospitalization in private mental institutions for eligible cases for whom no vacancies exist in the government hospitals with which there are contractual arrangements. There are no contractual ties with the private institutions, and payments are made on the basis of lists submitted by the institutions and approved by medical counsel. The range of rates is wide, and an average rate would have no significance.

Between January 1, 1971 and December 31, 1971, the Agency participated in the costs of hospitalization of 34,953 persons in 22 private mental institutions. The average stay of these patients was 30.54 days. This average includes persons whose hospitalization had not been terminated.

August 1972

WELFARE

I. ASSISTANCE TO SOCIAL CASES

The Jewish Agency provides assistance to social cases in order to bring their income to the minimum level of subsistence. This assistance takes different forms.

A. Financial Aid

Scaled according to the size of the family, and determined by the food-basket and basic household expenses, the level of this aid as of April, 1972 was:

<u>Number of Persons in Family</u>	<u>Financial Aid (in I.L.)</u>
1	130
2	203
3	265
4	320
5	355
6	385
7	425
8	465
9	505
10	545
Each additional member	+40

In a typical month (March, 1972), such financial aid was accorded to 20,185 family units, comprising 80,269 persons, for a total of I.L. 3,520,417.

B. Other Aid

Various other forms of assistance are provided according to need, in addition to, or independently of, the financial aid allowance. These are:

1. National Insurance Institute premiums - paid in order that rights to the National Insurance Institute pension at retirement age should not be forfeited.
2. Convalescence - allowances for special diet and convalescent leaves.
3. Clothing and shoes.
4. Household maintenance.
5. Expenses for indispensable household equipment.

6. Fares and other incidental expenses to enable parents to visit children in institutes away from home.

During March, 1972, a typical month, I.L. 523,286 was expended on this type of aid to 9,211 units comprising 33,925 persons.

C. Housing Aid

Mortgage and rental payments are made to secure the housing of families in difficulty. This aid is accorded in addition to, or independently of, other aid. During March, 1972, at a cost of I.L. 136,300, this type of aid was extended to 1,809 units, comprising 4,995 persons.

D. Aid for Medical Expenses

Assistance is extended in special cases for major prostheses like artificial limbs, and for indispensable dental care. This assistance is in addition to, or independent of, other forms of aid. In March 1972, expenditures of I.L. 45,804 were made on behalf of 644 units comprising 2,752 persons, for this purpose.

During the past year, 11.5 percent of all families in the country received some type of financial aid. In December 1971, the average financial aid to assisted families was I.L. 160 and the average of other forms of aid, I.L. 44 per family.

The family composition of the recipients is as follows:

40%	Single persons and couples
10%	Parents attached to the family of a child
20%	Families of 3-5 persons
30%	Families of 6 or more persons

The following percentages indicate the reasons for which assistance was required:

Old age	7%
Disability and chronic disease (mainly aged persons)	50%
Blindness	7%
Mental disease	10%
Widow with children	9%
Inability to work	6%
Families whose per capita income is below subsistence level because of family size	11%
	<hr/>
	100%

The area of origin of those assisted is as follows:

<u>Head of family born in:</u>	<u>Percentage</u>
Africa	41.6%
Asia	28.0%
Israel	5.4%
Europe-America	<u>25.0%</u>
	100.0%

II. ASSISTANCE TO CHILDREN WITH PROBLEMS

In addition to financial assistance, the Jewish Agency gives other assistance to children from families with social and economic problems.

A. Institutional Care

This program covers children referred by local welfare bureaux in cases in which the welfare officer has decided that the only solution to the child's problem must be sought in a framework outside the home.

Retarded children and adults are included in this program. Every retarded person is entitled to apply (or to have application made on his behalf) for admission into an appropriate institution.

In cases where the family cannot defray the cost of institutionalization, the child or retarded adult is entitled to assistance if he comes under one of the following categories:

1. Problem child whose family framework is inadequate to his needs (retarded, disturbed, in poor health and/or with poor achievement in school).
2. A child who does not have access to an appropriate school framework while living in his home (i.e.: vocational and naval schools).
3. A child whose welfare is compromised if he remains in the home.
4. A retarded adult after discussion in the appropriate committee.

Children assisted in these categories are not entitled to the grants given to pupils of the ninth through twelfth grades, as described in Section B below.

In the first eleven months of the fiscal year 1971/1972, the average number of institutional wards assisted by the Jewish Agency was a little over 7,000 per month, ranging from 9,139 in December to 5,730 in February, and placed in 113 institutions. Jewish Agency participation was I.L. 100 per month per ward. An increase to I.L. 200 per month became effective as of April 1, 1972.

Of the children so assisted, 50 percent come from homes where there are no parents or only one parent. 90 percent of the heads of

the families from which these children come are unskilled workers, if they are employed at all. The other 10 percent are clerks and small merchants.

80 percent of the children assisted were born in Israel, 18 percent in Asia-Africa and two percent in Europe-America. 90 percent of the heads of the families of the Israeli-born children were born in Asia-Africa and the remainder in Europe-America.

20 percent of the assisted children have one to three siblings, 25 percent have four to six siblings, and 55 percent have seven or more siblings.

III. ASSISTANCE TO CHILDREN IN SCHOOL

Children of aided families who are in the ninth to twelfth grades in normal school frameworks are eligible to receive grants of I.L. 220 per school year, if the family's average monthly income does not exceed I.L. 85 per person. These grants are exclusive of tuition grants, and are meant to cover the cost of books, uniforms, excursions and other cultural activities, tools, work-clothes, etc. These grants are accorded to students attending schools in the following categories, recognized by the Ministry of Education and Culture:

Day schools

Evening schools for working youths

Live-in schools where day students are also accepted (provided that dormitory expenses are covered by the child's family)

Industrial day schools

Schools for gifted children whose maintenance is covered by their families

In the school year 1971/72, I.L. 1,000,000 was expended on this program, on behalf of 4,545 students.

August 1972

OLD AGE PENSIONS

The Jewish Agency provides old age pensions and special benefits under certain conditions to persons who are not eligible for pension under the National Insurance Law.

I. THE SPECIAL OLD AGE PENSION benefits two categories of persons.

A. Persons who:

- were over 67 years of age on November 18, 1953, the date on which the National Insurance Law was passed, and who benefit from no other pension in Israel whose amount exceeds the benefits of the Special Old Age Pension.

About 1,500 people are at present drawing pensions under this provision, and their number is naturally decreasing.

B. Men over 65 and women over 60 who:

- became Israeli citizens before September 1, 1967 and who
- have no income exceeding the benefits of the Special Old Age Pension.

(Income in these cases is defined as allocations, pensions, income from property, etc., as defined in the Income Tax Regulations.)

As of January 1972, 22,016 persons (7,834 men and 14,182 women) were entitled to pensions under this provision. 17,226 of these beneficiaries had no dependents, 4,299 had one dependent, and 491 had more than one dependent. The average monthly payment was I.L. 131.50, or 19 percent of the national average monthly salary in 1971, which was I.L. 775.

II. SPECIAL PENSION - OLD AGE AND SPECIAL PENSION - SURVIVORS

designed to provide pensions for immigrants who:

- were sixty or over on arrival in Israel,
- are now over sixty for women and over sixty-five for men,
- arrived in Israel after August 31, 1967,
- are not entitled to the National Insurance Institute pension,
- have no pension transferrable from their country of origin, and
- have no other pension as defined in Chapter C of the National Insurance Law (work-accident disability) or any other Israeli national law.

As of January 1972, 5,525 persons (2,630 men and 2,895 women) were entitled to pensions under this provision. 3,534 of these

beneficiaries had no dependents, 1,739 had one dependent, and 252 had more than one dependent. The average pension under this provision is I.L. 150.39, or 21.9% of the national monthly average salary in 1971, I.L. 775.

* * *

The amounts of pensions under Sections I and II above are identical:

<u>Family Composition</u>	<u>Monthly Payment (I.L.)</u>
Single beneficiary	111.00
Beneficiary and one dependent	166.50
Beneficiary and two dependents	210.90
Beneficiary and three dependents	251.60
Beneficiary and four dependents	292.30

AMERICAN JEWISH

* * *

Persons entitled to pension under Section I or Section II above, are also entitled to a Social Betterment allowance, provided income from other sources does not exceed the monthly amount of the pension itself. The amounts of the allowance are as follows:

<u>Family Composition</u>	<u>Monthly Payment (I.L.)</u>
Single beneficiary	44.00
Beneficiary and one dependent	74.00
Beneficiary and two dependents	90.00
Beneficiary and three dependents	101.00
Beneficiary and four dependents	112.00

August 1972

(THIS IS AN ADDENDUM TO THE REPORT ON EDUCATION BY THE UNIT FOR SOCIAL PROGRAMS)

P R E - K I N D E R G A R T E N S

The Jewish Agency participates in the costs of pre-kindergarten for 3- and 4-year-olds. Attendance in pre-kindergarten, although it is socially desirable, especially among the children of working mothers and underprivileged families, is not mandatory in this age group.

The assisted children attend the pre-kindergartens of a number of voluntary, non-profit organizations, as follows:

1. Working Mothers' Organization	5,745 children
2. National Religious	2,636 children
3. Agudat Israel (and associated organizations)	2,290 children
4. WIZO	1,097 children
5. Poalei Agudat Israel	401 children
6. Others	1,228 children
	<hr/>
	13,697 children

The criteria for assistance are based on the gross per capita monthly income, from all sources, of the child's family. During the current school year the ceiling per capita income is IL 180 per month; next year, children will be accepted whose family gross monthly income is not more than IL 210 per person. Proof of income is presented to the admitting body.

Jewish Agency participation is conceived not only as a form of assistance to children in need and their families, but also as a stimulus to the organizations which operate the pre-kindergartens to employ more qualified professional personnel. The participation is therefore paid over to the organizations on the basis of a part of the teacher's salary proportionate to the number of assisted children in her class. In other words, if a teacher has thirty pupils, of which 20 come into the assisted category, two-thirds of her salary will be paid by the Agency to the operating organization. This means that the organizations will be more likely to hire better qualified people commanding higher salaries.

In addition to the children who qualify on the basis of individual criteria cited above, the Agency assists, in the same form, the children in the prescribed age group residing in development towns and immigrant settlements, as well as the children of new immigrants.

The budget for this activity for the fiscal year 1972/73 is \$1,666,667. Payments are made on the basis of monthly statements from each school, centralized and submitted to the Agency by the operating body.

The Jewish Agency participates in costs for persons who are not members of sick funds or those who have been hospitalized longer than the period for which the sick funds pay (up to nine months in government hospitals).

In the period from April 1, 1971 through December 31, 1971, the Jewish Agency financed 831,414 hospital-days in seven government mental hospitals. These hospitals are: Eitanim; Acco; Mizra; Yehuda Abarbanel in Bat Yam; Kfar Sha'ul in Jerusalem; Ness Ziona; and Pardessiyah.

During the same period, the average hospital stay financed by the Agency was 68 days. This average includes patients whose hospitalization had not been terminated as of December 31, 1971. In 1970, 1,269,662 patient-days were accumulated in all governmental mental hospitals. The latter figure includes patients committed by law, in the cost of whose hospitalization the Jewish Agency does not participate.

C. Private Institutions - Mental (I.L. 12,000,000)

The Jewish Agency finances hospitalization in private mental institutions for eligible cases for whom no vacancies exist in the government hospitals with which there are contractual arrangements. There are no contractual ties with the private institutions, and payments are made on the basis of lists submitted by the institutions and approved by medical counsel. The range of rates is wide, and an average rate would have no significance.

Between January 1, 1971 and December 31, 1971, the Agency participated in the costs of hospitalization of 34,953 persons in 22 private mental institutions. The average stay of these patients was 30.54 days. This average includes persons whose hospitalization had not been terminated.

August 1972

TOWN	NAME	OFFICE TEL. NO.	HOME TEL. NO.
Oz-Yehuda	Barzilai-Shechter Leah	754111	251787
Bat-Yam	Turk Isaac	867131	869335
Holon	Ron Hoviva	846131	31427
Yavneh	Malkiel Moshe	055-95121	055-31071
Kiryat Shmoneh	Rosenthal Asher	067-40695	
Beit-She'an	Lilac Shaul	065-88220	
Yahud	Granot Simcha	752402	
Rishon Le-zion	Benvenisti Mali	941217	

24
35

Here is the plan I am trying to organize as to how to see the poverty problem:

1. Take group no larger than 14 persons (2 cars) to a poverty family (select 100 families - after consultation with various authorities - and this is the most difficult thing to do)
2. Arrange visit in 4 parts:
 - a. visit the house - see mother and many kids in the slum apartment
 - b. visit the job - see the father and talk to him ~~to~~ about his budget and how he manages (I want a working father - not a loafer - who still has trouble.)
 - c. visit the local youth center - see the teenagers in the family - arrange a panel of the kids
 - d. visit the municipality - have a summary meeting with the welfare officer, social worker, truant officer, - listen to their analysis

A+B can be done in morning
C+D " " " " afternoon

This is for the October mission

in Operation Sarel - we will condense it.

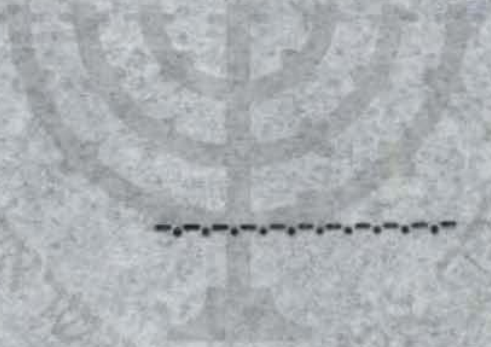
JOINING PRIME MINISTER'S TRIP IN VIENNA OR ISRAEL

NEW YORK CITY		<u>1971 GIFT</u>	
Lawrence Schacht	ISRAEL	50,000	- IB
Jack D. Weiler	ISRAEL	750,000	- Eg-P2
Ernest W. Michel, Ex. V.P.	ISRAEL		
Charles J. Bensley	ISRAEL	34,000	HAF
CLEVELAND			
Edward Ginsberg	ISRAEL	210,000	- IB
DETROIT			
Samuel Frankel, '72 Chrmn.	ISRAEL	53,500	- P2
Max M. Fisher	ISRAEL	175,000	IB
Edward C. Levy, Sr.	VIENNA	150,000	- P2
LOS ANGELES			
Victor Carter	ISRAEL	250,000	- HAF-IB
Sidney Traxler	VIENNA	7,000	TERRY
MILWAUKEE			
Albert B. Adelman	ISRAEL	90,000	Eg.
ST. LOUIS			
Melvin Dubinsky	ISRAEL	75,000	Eg.
PEORIA			
Sam Rothberg	ISRAEL	200,000	Eg.

Columbus
Sea Man delkorn, & his Israel

ת כ נ י ת ה ס י ו ר

יציאה (בית המגבית, רח' קפלן 17, ה"א)	-	14.35
מפגש עם ראש משמחת אלשיך - במקום עבודתו, (מסילה החשמונאים 43, שכ' מונטימירוי)	-	14.50 - 15.20
סיור והסבר-רקע בשכונת המיועדת (שכ' הארבעים, דרך לוד, ה"א)	-	15.40 - 16.20
ביקור בבית משמחת המדני (שכ' הארבעים)	-	16.25 - 16.55
ביקור בבית משמחת אלשיך (שכ' הארבעים, רח' ס"א 17)	-	17.00 - 17.30



המסמכות - רקע

מלית:

שתי המסמכות אותן נבקר - הן מסמכות עובדות, מרובות ילדים ומתמקדות יטה, על אף הלחצים הכלכליים והסביבתיים.

דיווחיהם של ראשי המסמחה אינם מטסיקים לקיום, לחינוך הוגן ולשינוי תנאי הדיוור הקשים.

אין המסמחות הללו זכאיות להמיכת סעד - היות והן מרויחות מעל למכסת הסעד, אך בבלל מצבן - נותן להן האגף עזרה עקיפת בבידוד ביחי, בהוראה לילדים, בדמי נטיעה לביה"ס, ובעזרה חינוכית.

מסמכות חסדני:

אבן	-	האב	12 מסמות
עקרת בית	-	תאם	
<u>הילדים:</u>			
בנה"ל	-	1	
בי"ס מקצועי	-	3	
" יסודי	-	5	
במעון	-	1	

מסמכות אלשיך:

עובד בהעשיה בלוקים	-	האב	8 מסמות
עקרת בית	-	תאם	
<u>הילדים:</u>			
תלמידי חיכוך	-	3	
תלמידי בי"ס יסודי	-	3	

ה א ז ו ר - ר ק ק

שכ" הארגונים - אזור של צרימים, צרימונים ומבנים בלחי חוקיים.
תנאי דיור קשים.

החושבים:

כ-110 - 100 משפחות, ברובן צעירות ביחס (גילאי 40 - 20).
אחוז ניכר של עולי מרס, אך גם זוגות ישראליים ומשפחות שעברו מאזורי פיתוח.

ילדים:

כ-100 - 80 בגילאי 0-6

כ-300 - 250 " 6-18

תנאים סביבתיים ואברתיים קשים.

כלים קהילתיים:

אין כלים קהילתיים לשכונה זו (כגון בית-ספר, סנון, קופ"ח, מועדון וכו').
החושבים נאלצים להסתמך בכלים הקהילתיים של האזורים הסמוכים (כפר-שלם,
שכ" החקוה).

דבר זה מקשה, כמובן, על המשפחות ובמיוחד על הילדים.

זו גם הסיבה שלא נוכל לבקר, המעט, במועדון של ילדי המשפחות שכהן נבקר.

מס'
 22 September, 1971, ירושלים

Herbert A. Friedman

Harry M. Rosen

: אל

: מאת

Some random thoughts on the "dry run"
 of the poverty visit. הנדון:

מכתב

1. If at all possible, one vehicle for the group. It minimizes logistical problems (e.g. keeping up in traffic, meeting at one spot). Perhaps more important it makes possible briefings within the vehicle while in transit, thereby saving time and improving the communication ("gathering around" on the street takes time and the sound doesn't carry).
2. I think we are all agreed that the trip can be tightened considerably with all the advantages thereof.
3. We'll be playing grab-bag with the assigned leaders (students, social workers): some will be good, others won't know how to lead a discussion or lead the "case". I assume every group will have one of its own as a "leader" who can be briefed to push things along, discussion-wise.
4. In connection with the above, perhaps we ought to prepare some stock questions for the various settings, in case the discussion lags. The social worker and the lay leader of the group can be given these questions. Aside from keeping the discussion going, these questions can assure eliciting from the experience the basic things you want to put across.
5. In the work situation, I missed the feeling of what the man does, his own particular work bailiwick. If it isn't difficult to arrange, perhaps we could see the actual spot where the man works and get some notion of what he does. I'm interested not only in the man, in this instance, but in putting across a picture of Jews working, and at fairly low levels.

6. It is important to get across that the case is not unique or exotic: it is an example of a big group. I assume this can be done in the "en route" briefings and again, in more organized fashion, at the closing session with the panel.

7. An old problem cropped up on this visit: who gives the help? The social worker, the case and others outside our "tourist" group kept saying: "The Ministry of Education gives a scholarship..." or "The Government gives a relief allotment..." and more of the same. In other words, where does the UJA come in? As you know it is the Ministry of Education and the Ministry of Welfare, etc. to which the family and/or the social worker turns for assistance in one or another of the problems we are seeing or discussing in these visits. But more often than not, these government agencies are the vehicles of Jewish Agency, i.e. UJA, funds. The scholarships and welfare assistance are a direct case in point.

More often than not, the workers, including their bosses, don't know the facts in this regard. (we have the same problem constantly in the releases of these ministries to the press.)

Problem: how do we get across that much of the aid given or that will be required is derived from UJA funds? Perhaps in the evening session?

I think we should try to avoid a situation where we make on the spot corrections.

Or am I needlessly worried about the whole thing?

כ"ז באלול תשל"א
17.9.71

לכבוד
מר דוד מינדר
מפעל סיפורומייל
בבני ברק
ירושלים
ג.י.א.

הנני מאוד מעריך את שיתוף הפעולה היפה שהייתה לנו בענין
ביקור משלחת של המגבית המפעלך. הסלחה מאוד החיטה לא רק מבעיות
הטוריאליזם של מר המפי, אלא סך היחס וההבנה של הנהלה המפעלך.

אנא תמסור את תודתי למר ישראל בכר עבור עזרתו הכבד
הנ"ל.

במזכה שנה טובה,



ד"ר אליעזר יפה

מנהל המחלקה לשירותי נאמנות וקהילה

העמק: הרב הרבט פרידמן - מנהל המגבית
מר הרי רוזן - הסוכנות היהודית
ה"כ הרב ט. פרוש - מבויה"ע.

מיפרומאל ירושלים בע"מ

(מיוזג מפעלי רוממה בע"מ עם העשיות נחושת ירושלים בע"מ)
ירושלים, גבעת שאול ב' • ת.ד. 3531 • טלמון 522201

תאריך 14.9.1971

לכבוד

כל המעוניין בדבר.

הרינו לאשר בזה, כי מר/ת חממי משאלה
נושא/ת תעודה זהות מס. 6968681, עובד/ת /מפעלנו
החל מ- 7.11.1968 ועד היום הזה

כמו כן הרינו לאשר כי הנ"ל מועסק במפעלנו בהפקיד אריזה

וסבלות במחסן, וכי השתכרותו בשלושת החודשים האחרונים היו כדלקמן:
יוני 71-26 ימי עבודה סה"כ ברוטו 774.71 ₪ נטו-693.34 ₪
יולי 71-26 ימי עבודה " " " 794.33 ₪, " -713.22 ₪,
אוגוסט - 27 ימי עבודה " " " 764.66 ₪, " -681.93 ₪.

ממשכורת הברוטו של הנ"ל מנוכים ניכויי חובה: ביטוח לאומי,
לקופת חגמולים (מבטחים), מס אחיד (קופת חולים).

בכבוד רב,
מיפרומאל ירושלים בע"מ
מיפרומאל ירושלים בע"מ

מדינת ישראל
STATE OF ISRAEL
MINISTRY OF SOCIAL WELFARE

CHILDREN IN TROUBLE

1. The Age Group 0 - 19 in Israel comprises 43.8% of the total population (only Jews), this percentage has no equal in states in which life-expectancy is similar to that in Israel.

The following data compared in percentage of groups aged 0 - 19 in other countries

West Germany	27.8	!	Japan	36.7
Sweden	28.2	!	United States	38.5
England	31.5	!	Australia	38.1
Italy	31.7	!	Holland	39.1
France	32.3	!	Israel	43.8

2. In 1970 10,000 boys and girls were referred to the Youth Probation Service. During the first half of 1971 the number of those referred to the Service was 5,365, about the same as during the same period in 1970.
3. The number of boys to be placed in Homes in accordance with Court Order for placement in institutions, reached 1,211 at the beginning of July 1971
4. The number of minors referred in 1970 to welfare officials, in accordance with Youth Law (Treatment and Supervision) reached 1,078, as compared to 710 in 1969 (152%).
5. The number of children for whom residence was arranged outside their homes by the Child and Youth Welfare Service, reached 8,630 at the beginning of 1971 (an increase of 2.5%).
6. The Minister of Labour declared on 29th April, 1971, that approximately 25,000 youngsters, between the ages of 14 - 17, are neither studying nor working. A more recent study (as yet unpublished) indicates that the number is much higher.
7. Street-corner work is being carried on in twenty communities today. This service is designed to reach out, find and help those youngsters who are not working, not studying, and on the brink of delinquency. Less than 1,500 youngsters are being served by this programme today. In the light of existing un-met needs, this programme, like many others, is in the process of expanding its services to children in need.

16th September, 1971.

STATE OF ISRAEL

MINISTRY OF SOCIAL WELFARE

AMERICAN JEWISH
Division for Child and Youth Services

ARCHIVES

PROGRAMME FOR THE REDUCTION OF DISTRESS AND THE PREVENTION OF DELINQUENCY IN ISRAEL

Jerusalem - June, 1971
Sivan, 5731

A. Nature and Extent of the Problem

Delinquency is activity which deviates from the social norm accepted by society and its institutions, which demand that the deviants be brought to justice.

In order to deal with methods of treatment for the prevention of delinquency we must also deal with deviation from the social norm which does not always exceed the limit set by the Law.

The Law lays down prohibitions and imposes punishments on those who violate them, whether as a deterrent or in order to protect society from the delinquent; whereas the prevention of delinquency is necessary for the establishment of a social system of supervision and correction which relates primarily to social norms.

There are, however, phenomena in society to which one can attach various possible interpretations, whether as legal prohibitions or as deviations from the social norm.

Recently, the rate of social change and the ever increasing phenomena of social revolt (New Left and Newer Left) dictate to the institutions slight variations in interpretation of behaviour, whether necessitating social intervention, demanding intervention on the part of the Establishment of taking into account the rights of the citizen to individual freedom.

These variations necessitate adjustment of sections of the Law and norms of behaviour accepted by society. Our guideline in this dilemma is as follows:-

Only after attaining an understanding in a contemporary light, as early as possible, of the nature of new phenomena, shall we learn to differentiate correctly which of them has a personal or socio-pathological origin and must therefore be uprooted as early as possible and which of them has its source in youth rebellion which requires a positive approach, taking into account that, in the past, revolutions have also speeded up progress. We shall be able to consolidate and find a guideline to extricate society, and above all its younger generation, from its present confusion. We must make an effort to differentiate between an ephemeral phenomenon which is in fashion only for a short while and those with permanent elements which will in future become accepted among social norms.

An approach based on a mistaken evaluation not only does not benefit society but may endanger it by concealing the development of a socio-pathological condition with the result that it is not treated in time.

This approach must depend on an understanding of this condition as retardation in the stages of achieving social maturity by the deviant who is consequently in need of a period under the supervision and guidance of people whose aim is to help him to understand, so that he may refrain from repeating this pathological behaviour and attain socialisation which will enhance his social maturation.

The Centre for the Prevention of Delinquency of the Ministry of Social Welfare acts as the executive branch of the "Public Council for the Prevention of Delinquency in Israel", in which are represented various Government ministries concerned with the subject, (Social Welfare, Education and Culture, Health, Justice, Police and Labour), the Committee of Public Services of the Knesset, representatives of Local Councils, institutions of higher learning and prominent personalities. This Council gives expression to the feelings of Israeli society on everything concerned with phenomena which must be evaluated in order to decide how to relate to them. The "Standing Committee" acts as an intermediary between the Council and the Centre for the Prevention of Delinquency. The Committee is a small-scale version of the Council and meets once a month for its discussions.

Researches in the various fields of social pathology among children and youth point again to the common type of deviant - the child of a large family originating from Asia or Africa living on a moderate or low income and whose other typical characteristics are: crisis of a sudden change from one culture to another, erosion of parental authority and family framework. All these are due to the parents' inability to impose discipline on their children, to give them guidance and to educate them; their having to make do with insufficient formal education given within the framework of the school system, due to feelings of humility and inferiority; and a lack of sufficient attention to the individual in distress who is thus forced onto the periphery of society.

In the Israeli population there are the following divisions:-

About 130,000 large families - 17.5% of total number of families in the State.

Of these about 94,500 are Jewish families - which comprise 14% of the total of Jewish families.

Of these about 75,500 families are of Asian-African origin and only about 19,000 families are Israeli born or of European/American origin.

Among families of Asian-African origin about 70,000 immigrated to Israel after 1948 (crisis of cultural transition).

The families which immigrated after 1948 from Asia-Africa and who have 4 children or more are about 9% of all families in Israel and total over half a million people, i.e. about 18% of the total population of Israel.

In order to prove that in this population is concentrated most of the delinquency, let us quote the following data:

- a) Out of 4,460 juvenile delinquents found guilty in 1968 (8.3 per 1,000 youths)
- 1,133 were born in Asia-Africa (14.0 per 1,000)
 - 69 were born in Europe-America (2.5 per 1,000)
 - 2,452 were born in Israel (no information as to the origin of the parents) (70 per 1,000)
 - (another 8 whose origin is unknown)
- b) Out of 10,201 adult criminals found guilty in 1968 (8.5 per 1,000 of the population)
- 6,067 were born in Asia- Africa (10 per 1,000)
 - 1,605 were born in Europe-America (2.4 per 1,000)
 - 2,486 were born in Israel (8.9 per 1,000)
 - (another 23 whose origin is unknown)

B. Network of Services at Present Active in the Reduction of Distress and the Prevention of Delinquency

1. Primary Prevention

The intention is to prevent the children described above, who are considered as the common type of deviant, from being forced onto the periphery of society. Where there is a population which lives in distress and whose children are unable to enjoy all the rights granted them by Law, Society is responsible for supplying its children with the encouragement they need in order to extricate themselves from the straitened circumstances in which they and their parents find themselves.

Theoretically it is agreed and accepted that this support must be given from the earliest stage of life of the young child within the child's restricted environment. This support must be given with due attention to a whole set of influences which act upon the child, so that no support should be given in one way which may be destructive in another. The network of services for early prevention includes nowadays the following (in the order of their appearance in the child's life):

- a) Adoption services As a substitute for the natural family by giving a child who has no family into the care of an adopting family which supplies him with most of his needs in a way closest to that received by every child from his natural stable family.

In 1969, 270 children were placed for adoption in this way out of a total of 350 babies whose parents applied for the help of this service (generally these were children who were born out of wedlock).

- b) Help to parents Is given as assistance to a family of which one parent has died or become sick, so that they may be able to continue to exist as a family in every respect, by the help of a person who comes to fulfill part of the tasks of the parents in return for payment. Experiments are also being made to strengthen the underprivileged family unit by giving guidance to the parents in the rearing and education of their children, with the help of a person who comes for a few hours daily and trains the whole family in their functions. These services are in their experimental stages and about 150 families enjoyed them in 1970

At a total cost of about IL. 100,000

- c) Day Centre for pre-school children For children of large families who live on a low income level, or when the family unit is not complete. The task of the Centre is to reinforce families whose children are likely to be deprived because of their situation, by giving a service which ensures the maximum development of the children physically, intellectually, emotionally and socially.

In 1970 about 6,400 children between the ages of one and a half and four years, received this service at a total cost of IL. 1,850,000

and it will be given in 1971/72 to 1,500 to 2,000 additional children.

- d) Support to children and youth Is given by social workers who are experts in the field of child and youth care by supporting the pupil in all the crises which face him within the educational framework in which he learns during the various stages of his education, and which without the help of a person trained for the purpose would drive him from one crisis to another and to an inability to continue with his studies which would end in absence from school, dropping out and deterioration, vagrancy, distress and delinquency.

The service is being given during the 1970/71 school year by 200 social workers to about 20,000 pupils who need it, out of a population of about 200,000 pupils. From this experience we learn that about 10% of the pupils are in need, to a greater or lesser extent of its continued help or of the advice of an expert adult.

The expenditure on this service amounts to IL. 1,460,000

- e) Help to needy children Is given in the form of a financial grant in order to enable needy pupils to persevere in their studies. The grant is given for the purchase of books, uniform, equipment and for travelling to school. Pupils in the 9th grade were given a fixed grant in 1970/71, and the pupils of other grades were given a grant compatible with individual needs and in accordance with possibilities. In 1970, 7,000 pupils of the 9th grades and about 3,600 pupils of all other grades enjoyed grants amounting to IL. 1,300,000.

(Of these, over one million pounds were allocated to the 9th grades and the remainder to pupils of the 10th grades and upwards.)

f) Removing of children from their homes

Homes (boarding) and foster families - the Home and the foster family are a temporary substitute for a natural family when it cannot fulfill its duty even with the help of the community services, or when it is possible to care for the child only within an educational-treatment framework outside his home. This service is not limited to a specific age and may be given to very young children. The service is generally given with the agreement of the parents, but if the parents or the child refuses the treatment which is found to be necessary for him, and the welfare of the child is in danger, then the service can be administered by a Court Order in accordance with the Youth Law (Care and Supervision) 1960. The Homes cover a wide range of trends, aims and types of children under care. The Homes number about 200, and the foster families about 1,000.

From a quantitative point of view they meet the main needs of the population and about 7,500 children and youths benefit from them at present, at a total cost of

..... about IL. 6,000,000

Secondary school studies in boarding schools - Conditions of distress at home prevent even talented students from answering the demands of secondary school studies, on account of over-crowded housing and lack of proper conditions for studying. In order to free these pupils from their distress, there exists a possibility of helping the child whose wish, and whose parents wish is for him to study in a boarding school suitable for his talents, by the Welfare Services ensuring his stay in a boarding school. The number of pupils who benefited from this service last year was about 3,000 at a total cost of IL. 2,500,000

The number of all beneficiaries of the primary prevention services reaches about 45,430 children at a total cost of about IL. 13,210,000

2. **Secondary Prevention**

The intention is to try and return children and youths who were expelled from the general school and labour frameworks to a corrective educational framework, with the aid of special services for socialisation.

Pupils who are expelled from educational frameworks roam about in towns, do not complete their studies in an educational framework and have not acquired the minimum knowledge necessary for leading a proper way of life. These children are in need of a rehabilitating framework which will be permissive in everything concerning demands in study-achievements and imparting a profession with emphasis on social adaptation and imparting values and habits for work and community life.

The services for secondary prevention are:

- a) Reception groups Which absorb children between 7 - 10 years of age who were expelled from educational frameworks and try with the help of educators, psychologists and social workers, through specially concentrated care in small groups, to re-adapt them to a study framework and prepare them from the aspect of standard of knowledge to be re-absorbed in the school. About 150 children benefited in 1970 within this framework, at a total expenditure of about IL. 50,000
- b) Workshops for Youth Rehabilitation (MIFTAN) Which absorb children aged 12 - 13 years who have not completed their studies, or who have completed without acquiring knowledge, and with the help of educators, professional instructors, and social workers, impart to them basic information, team spirit, social and work habits, and to prepare them for working life. About 2,000 children benefited in 1970 within this framework at a total expenditure of about IL. 2,000,000
- c) Street-corner gangs Aged 15 to 21, unemployed and without profession, who, mostly neither study nor work, are on the verge of delinquency and may even have actual delinquents among them. The group workers contact them and try to direct them to socially normal activities while helping the individual to adapt himself to work and a proper society.

About 1,000 youths have benefited in 1970 within this framework at a total cost of about IL. 100,000

The number of all beneficiaries from the secondary prevention services reached about 3,150 youths, at a total cost of about IL. 2,150,000

3. Tertiary Prevention

This refers to corrective services for juvenile offenders which try to turn the delinquent from his bad ways and prepare him for a proper life, with the help of workers trained for this purpose and in special cases, while cutting him off from society and taking him into a special educational framework.

The services given within this framework are mainly given on the authority of Orders of a Court.

The later the stage of prevention, and the lower the youth has declined, the less will be the chances of his rehabilitation and the frustration of those who care for him will increase. The civilised world has not yet found the wonder remedy for this malignant sickness when it appears in all its force. The chances are greater when the youth comes for treatment in the early stages of his decline, when it is possible to halt this and return him to the road of disciplined society.

The corrective services are:

- a) The Probation Service Which operates in three stages:
1. Recommendation (after enquiry) for bringing to justice or to close the file.
 2. Enquiry for the purpose of submitting a report to the Court, and a recommendation for the desired way of treatment for the correction of the youth.

3. Supervision over the youth by a probation officer during a period fixed by the judge (from half a year to three years) in order to help him to find his place in society.

The Service is given by approximately 150 probation officers, and in 1969, 10,830 youths and 2,813 adults were sent for interrogation. During that year 1,152 youths and 1,180 adults were put on probation, at a total expenditure of about ... IL. 1,800,000

- b) Youth Protection Is given to juvenile offenders, in accordance with the decision of the Juvenile Court. The fixing of the place for protection is made according to an educational-social-psychological diagnosis, whose aim is to fit the youth as much as possible to the framework which will mostly contribute to his rehabilitation. The service is given in a Home, including general studies, acquiring working habits, preparation for social adaptation and casework treatment by a social worker and psychologist. At the end of the protection period at the Home the youth is transferred to the follow-up service which helps him to adapt himself to community life.

The service is given in 12 Government Homes and in a number of Private Homes. Today this service is given to 1,200 youths (boys up to the age of 16, girls up to 18), at a total expenditure of about IL. 7,500,000.

The number of all beneficiaries of the tertiary prevention services reached 3,532 youths, at a total expenditure of about IL. 9,300,000.



CONCENTRATION OF PRESENT DAY BENEFICIARIES FROM THE SERVICES
AND THE COST OF THESE SERVICES

<u>Primary Prevention</u>	<u>Number of Beneficiaries</u>	<u>Expenditure in Thousand Pounds</u>
Adoption	280	-
Help to parents	250	100
Day Centres	6,400	1,850
Support to children and youth	29,000	1,460
Help to pupils	10,600	1,300
Homes (Boarding)	7,500	6,000
Secondary education in Boarding Schools	3,000	2,500
	48,030	13,210
Total	48,030	13,210
 <u>Secondary Prevention</u>		
Absorption Groups	150	50
MIF'PAN	1,500	2,000
Street-Corner Gangs	1,000	100
	2,650	2,150
Total	2,650	2,150
 <u>Tertiary Prevention</u>		
Probation	2,332	1,800
Youth Protection	1,200	7,500
	3,532	9,300
Total	3,532	9,300
GRAND TOTAL	54,212	24,660

This number of beneficiaries is from a total of 1,280,000 youths aged 0 - 19 years, while the number in need of treatment reaches, according to estimate about 120,000.

PROGRAMME FOR MEDIUM RANGE ACTION (PROGRAMME "FUTURE GENERATION")

The Age Group 0 - 19 in Israel comprises 43,8% of the total population (only Jews). this percentage has no equal in states in which life-expectancy is similar to that in Israel.

The following data compared in percentage of groups aged 0 - 19 in other countries

West Germany	27.8	!	Japan	36.7
Sweden	28.2	!	United States	38.5
England	31.5	!	Australia	38.1
Italy	31.7	!	Holland	39.1
France	32.3	!	Israel	43.8

In order to ensure the future of the nation and the country it is necessary to see the needs of the future generation as the focal point of activities of the existing institutions.

The aim of this programme is to meet the needs of children and youths, at as early a stage as possible, so that when the time arrives they will be useful citizens of their country and enjoying the maximum of comfort which may be achieved within the framework normally accepted by society, in accordance with their potential level.

The plan is therefore directed towards expansion and widening of the services for primary prevention and secondary prevention and to the strengthening of the services for the tertiary (corrective) prevention.

As already mentioned above, the primary prevention services are directed at the population which lives in distress, in order to ensure for it the supply of most of the needs of the children and youths and thus avoid their being in distress in the future.

This task should be adopted temporarily by all Government Ministries which are concerned in this subject, such as: Housing, Education, Health, Labour, National Insurance, by Local Authorities, by public organisations and various voluntary societies. It should be turned into a fashionable norm for the coming decade.

This programme is based on the expansion of the existing basic services, in order that they may supply the needs of the whole population in Israel. The programme includes the extension of existing services to be supplied to additional age groups of the population and the addition of new services which, until now, have not been recognised as general services but as local experimental services.

The programme will be extended as a first priority to depressed areas, and later to the remaining areas of the country.

The aim of the programme is to try and fight the distress of a locality with the intervention of various services which help and complement each other. By the creation of one front of continuous services which will answer all the problems from which the straitened circumstances arise, the prospects of removing the distress will be increased.

The necessary resources for the development of a substantial part of the programme for extending the services has already been promised for the coming period of three to five years. It is desirable that our Ministry place part of the programme as a high priority, but the rates of its expansion is conditional on the resources allocated for its implementation.

- (1) Development of Social Services for the prevention of distress which is the source of delinquency
- (a) Development of services to children at an early age

The State should ensure for every little tot, from the age of one and a half in a family with many children, the right to stay in a Day Centre free of charge. For the implementation of this right IL.30,000,000 have been allocated for a five-year programme for developing the network of homes in the whole country by the organisations which operate in the field and by local authorities.

This amount is 60% of the expenditure for the establishment of Homes, which total IL.50,000,000, if the balance can be raised by the organisation or local authorities from other sources.

Execution of this plan will grant the right to all the children whose families have a low income and are burdened with many children (upto an income of 200% above the rate of relief), and also for children who come from families of which only one parent or one of the parents is not working (due to sickness, etc.).

Implementation of the rights of children from large families will be in stages, in accordance with the possible places in Homes on the spot, where priority is given to those supported and who have a low per capita income.

This operation will be carried out in cooperation with the Ministry of Labour, whose aim it is to enable the mothers to go out to work, and with the cooperation of the Ministry of Education and Culture, which will see to the training of suitable manpower for taking care of the children.

In addition to the investment from the Development Budget, of the sum of IL.30,000,000, the annual expenditure will gradually grow annually.

from IL. 4,000,000 in 1971/72
to IL.10,000,000 in 1974/75

This growth is based on the increase in the number of children and also on the increase of the rate of participation of the Social Services in the operation up to about two thirds of the actual expenditure.

(2) Day Centres for pupils of 1st - 4th grades

It is planned to extend the service of the Homes to children, pupils of the low grades who come from large families, whose parents are unable to devote attention to their children, who roam about the streets, and to children who show signs of difficult behaviour, which emanates from circumstances at home, in order that they may stay there from the time between the end of their studies and the evening.

The children will have lunch within the framework of a Feeding Programme and will later be formed into social groups, for preparing their homework under supervision, to engage in hobbies and handwork, ball and social games, and going together to movies or theatre. Before going home the children will receive an additional meal.

It is desirable that these activities should take place in suitable clubs which are not part of the school, in order to prevent the children from feeling that the school framework is imposed as a continued and rigid framework. In places where more suitable places can not be found clubs will be established within the school walls.

It is planned to establish about one hundred such groups, each of which will look after fifteen children.

The expenditure for a year will amount to about IL.1 million.

(c) Assistance to children and youths

In order to ensure this service which comes, as already mentioned, to serve as an aid to the pupil when going through a crisis in order to prevent his decline, it should be ensured that this service will embrace all pupils. It is almost impossible to accelerate the expansion of this service which is based on professional-academic manpower and it is being carried out gradually. The demand for this service by the Local Authorities exceeds the supply, both from the point of view of the means at our disposal, and especially because of the lack of manpower. Development of the service must be limited only on account of manpower, and its expansion must be ensured to the extent that manpower can be found. There is need of another 350 workers, who will be engaged within three to four years.

Of this number, about 120 workers will be employed in 1971/72, and will be sent to areas which were described as distress areas.

The annual expenditure for this operation will gradually increase

from IL.2,180,000 in 1971/72 to
about IL.5,000,000 in 1974/75.

(d) Tutors for large families

In order to help children of large families, whose parents are incapable of helping them and assisting them to orderly studies, and whose parents neglect their

children for lack of a proper approach since they do not have the ability to guide and train them due mainly to their straitened circumstances, an experimental project has been established of providing tutors for children of large families who guide the children in preparation of their lessons regularly, and train the parents in everything which concerns the supply of the children's needs, to make sure they take care to see their children go to school properly dressed and equipped with everything they need.

This operation is carried out by a tutor who visits the family five times a week during the afternoon hours, for about two hours, and he trains the whole family in all aspects of living which are connected with the development and studies of the children.

In view of the success of this operation, based on manpower which can be obtained in the towns more easily than professional workers, it has been decided to extend the operation and turn it into a regular service. The plan is to reach about 500 large families, who have at least four children between the ages of 5 - 15, where the annual expenditure for guiding a family comes to about IL.2000. The annual expenditure for this operation will increase gradually from IL.500,000 in 1971/72 to IL.1,000,000 in 1972/73.

(e) Help to needy children

The compulsory education, supplies only the education free of charge. The parents have to supply the services which accompany the education, by direct expenditure on educational equipment, clothing, travel to school, and the like, and partly by payment of a fee for services supplied by the local educational authorities.

Children of needy families are generally exempt from payment of the service fees, but they are unable to obtain the books and stationery and clothing they need and cannot, therefore, participate in the studies in a regular and stable way. They are also lacking in the social field when they cannot participate in hikes and other social activities, for lack of financial means. All these are an obstacle in the way of realisation of the compulsory education law and in extracting these children from the distress into which they were born.

The programme, therefore, obliges that all these services be given as a right to children from needy families, who live on subsistence grants or on an income which does not exceed the rate of subsistence, and also to children who are receiving grants from the social services.

Needy pupils who continue their secondary school studies, even if they are not within the framework of compulsory education are also eligible for assistance in all these services to get out of their distress to realise their prospects by acquiring secondary education which opens up a better future for them.

In addition to the grant which is intended to cover the fixed expenses, it is necessary to ensure money for special expenses, such as: a course for preparation

for high school, maintenance expenses for external pupils in boarding schools, travelling to secondary schools run by Regional Councils.

The extent of help must be calculated in accordance with the real expenses and in the end it will cover about 70,000 pupils.

The expenditure will gradually grow

from IL. 4,000,000 in 1971/72
to IL.24,000,000 in 1975/76.

(d) Secondary School Studies in Boarding Schools

The demand for studying in boarding school continues to increase from year to year and this should be met in full. The yearly increase is about 750 pupils, while the annual expenditure grows yearly by about 1 million pounds. IL.1,000,000

About 160,000 children will benefit from the extension of services for the prevention of distress at a cost of about IL.49,000,000.

And with a single investment for development of about IL.30,000,000.

2. Development of social services for the prevention of delinquency - in accordance with the report of the Chairman of the pedagogic secretariat at the educational committee of the Knesset, about 4% of the pupils in the elementary schools find it difficult to adapt themselves to the class. This difficulty is the cause for their leaving and dropping out of school and to combat this it is necessary to develop the services, as detailed above.

(a) Absorption Groups - It is necessary to ensure the existence of an Absorption Group in every locality and in every quarter, in which the number of children who are not studying, although they are 7 to 11 years of age, has reached 10 .

They will be developed gradually within five years, and in 1971/72 there will be about 30 groups.

The annual expenditure for this activity will gradually increase

from IL. 500,000 in 1971/72
to IL.2,500,00 in 1974/75.

The Ministry of Education will increase the number of teachers allotted to these classes.

(b) MIFTANIM - The absorption groups meet the demands of the groups aged 7 - 11 and at times less than that. The existing Miftan meets the demands of the groups aged 12 to 15. In order to ensure service to everyone in need of it, the Miftan has to add a pre-Miftan class for the groups aged 10 - 12 who are not capable of returning to a regular educational framework, and a class for the rehabilitation of older youths in the groups aged 15 to 18 who could not adapt themselves to any work for lack of proper working habits.

There is still need to add Miftanim in places where this service does not exist at all.

The intake power of the Miftanim must, however, be doubled and even more than that, there is need for an additional 2500 places.

The budget needed for expansion - in DEVELOPMENT is about IL.4,000,000

75% of this by loans from Mifal Hapayis.

The annual expenditure for the activity will increase gradually

from IL.2,700,000 in 1971/72
to IL.4,200,00 in 1974/75.

(c) Street-gangs - The number of youths who are fully or partially idle and who roam about in groups without an orderly social framework, is estimated to be about 5000 in the whole country. The youths in question being from 14 - 21 years of age, are not studying, do not work at a regular job and are not serving in the army. About 1000 of them are under the care of street-gang workers who are trying to rehabilitate them and to disband the group membership when without a positive basis and is mainly negative.

The activity will be expanded as quickly as possible in order to encompass all the youths within two to three years.

Accordingly the expenditure will increase

from IL. 700,000 in 1971/72
to IL.2,000,000 in 1973/74.

(d) Homes for Girls - This service is vital for the prevention of the distress of girls who, as a result of incorrect education, accompanied by a crisis at home, the cause of which is housing difficulties, have come to escape, and this leads them to the "protective" hands of procureurs. Another group of girls who escape from comfortable homes and from secondary-school studies, because of lack of understanding on the part of their parents, are also in need of authoritative treatment, which will also help to change the attitude of the parents. In order to prevent the distress of these girls there is a need to establish a number of small family-homes through the country, which will serve as a shelter for homeless girls - and a hostel for girls who are in stages of rehabilitation, where they can take part in productive work.

The need is for about 200 places in five centres in Israel, for which purpose an investment of about IL.5,000,000 is needed. This project will be achieved gradually, according to the possibility of finding suitable places.

Development of the services for the prevention of delinquency will ensure services to about 4,200 additional youths, at an annual expenditure of about IL.3,200,000

and a single investment for development amounting to IL.3,000,000
through Mifal Hapayis and from the Development budget IL.6,000,000.

3. Development of Social Services for the correction of delinquents

(a) Probation Service - The law which obliges the submission of a report on a youth who committed a crime, before his trial, has so far been carried out in cases of juvenile delinquents and on adult offenders up to the age of 21. In Order to make it possible for delinquents to be taken out of the circle into which they entered, it is recommended now to operate the mentioned obligation on adult offenders upto the age of 25, and thus give an additional population a prospect of enjoying the privilege of correction and not imprisonment which carries the offender a great distance away from the prospects of rehabilitation. The expansion of the need to submit reports on adults, demands the employment of 20 additional probation officers.

(b) In order to increase the rate of success in rehabilitating juvenile delinquents there is also need for increasing the treatment of youths especially in areas which are focal points for delinquency. Increasing the treatment will mean more intensive contact in the execution of the supervision as well as in the recommendation of a policy for supervision and methods of treatment. Expansion of the operation will be carried out by twenty additional probation officers.

The annual expenditure should, therefore, grow to a total of about IL.400,000.

(c) Protection is given in separate homes to youths up to the age of 16 and to girls up to the age of 18. According to a proposed Youth Law (Punishment, trial, and ways of treatment, which is before the Knesset) it is proposed to raise the age of youths who will be subject to this law, to the age of 18, and thus to prevent imprisonment of youths below this age.

This will necessitate the opening of additional homes for age groups 16 - 18.

The need for separation between juvenile and adult offenders already arises at the time of arrest. It is necessary to differentiate between the arrest of minors and adults, as has been decided between our Ministry and the Ministry of Police, and we are planning the establishment of four detention homes for minors, the cost of which will amount to about IL.5,000,000

and the annual addition which will be needed for their maintenance will reach about IL.2,000,000.

Expansion of the correction services will ensure a better service for about 12000 youths, at an annual expenditure of about IL.3,700,000

and a single investment from the Development Budget amounting to IL.5,000,000

Those who may benefit from the development of the services, and
the expenses for the development and service rendered to them

	Summary of benefi- ciaries	Expenditure in Thousand IL.		
		For development	For rendering service	
a. <u>Prevention of distress</u>				
(1) Day Homes	12,000	30,000	10,000	
(2) Day Homes for pupils of grades 1-4	1,500		1,000	
(3) Grants to children and youths	55,000		5,000	
(4) Tutors for large families	1,500		1,000	
(5) Assistance to pupils	70,000		24,000	
(6) Secondary school in boarding schools	3,500		5,000	
			3,500	
Total	49,000	30,000	159,000	
b. <u>Prevention of delinquency</u>				
(1) Absorption groups	4,000		2,500	
(2) Miftan	5,500	1,000	4,200	3,000 Payis
(3) Street-gangs	5,000		2,000	
(4) Girls in distress	200	5,000	500	
Total	14,200	6,000	9,200	
c. <u>Correction of delinquents</u>				
(1) Probation	6,000		1,900	
(2) Detention	6,000	5,000	2,000	
Total	12,000	5,000	3,900	
Grand Total	185,000	35,000	62,100	3,000 Payis

E. Order of Priority for Development Services

The order of development of the services in the various localities and in the various quarters will be dictated according to the severity of the condition of the youths on the spot. This order of preference will take place in every case, whether the means are limited or not and the services will be developed only in areas which are defined as "distress areas", for then this development of the services in these localities will be advanced.

Fixing of the distress areas will be according to a number of indicators which were developed by us, as follows:

That if the percentage of the children aged 0 - 19 is over 45% of the total population of the area, then two additional conditions out of the following must be fulfilled or if they comprise more than 50% of the population then one extra condition must be fulfilled. The conditions being:

- (1) the rate of juvenile offenders is over 25 per 1,000 aged 9 - 16.
- (2) the infant mortality rate is over 22.5 per thousand babies.
- (3) the rate of children settled by the Child and Youth Welfare Service outside their home is over 7.5 per thousand, aged 0 - 19.
- (4) congested housing approximately in the area is over 2.0 persons per room.

The order of priorities in the allocation of resources to the distress areas will be according to the number of variables from which the area is judged to be a distress area, and according to the degree of severity of the variable.

Below is the first list of localities with a population of 10,000 persons and over, which answer these requirements.

To this list should be added localities whose population is less than 10,000 persons and also quarters and suburbs in the large cities.

DISTRESS AREAS

List No. 1

The Authority	Percentage of those aged			Rate of minor delinquents to 1000 aged 9-16	Rate of those arranged outside their home to 1000 0-19	Death rate amongst babies to 1000	Congested housing persons per room
	45-60	55-60	65				
1. Beit She'an	57.5			43.2	9.7	28.7	
2. Kiryat Shmona	54.2			38.3	8.7	32.2	
3. Or-Yehuda	50.7			29.0	13.2	29.6	
4. Safad	46.8			59.0		29.4	
5. Ramleh	48.1			26.6	10.6		2.1
6. Dimona	52.3			47.0		24.9	
7. Kiryat Gat	52.0			47.0	7.7		
8. Affula	47.6			39.0	7.9		
9. Tiberias	51.5				11.3	23.8	2.0
10. Ashkelon	50.4			30.7			2.0
11. Rosh Ha'ayin		57.2				31.8	
12. Hod Hasharon	52.8					29.5	

We have proposed that the Government adopt the policy of declaring whole localities and quarters in towns as "distress areas" and to oblige all the Ministries to develop services in accordance with this order of priorities.

מדינת ישראל
STATE OF ISRAEL
MINISTRY OF SOCIAL WELFARE

CHILDREN IN TROUBLE

1. The Age Group 0 - 19 in Israel comprises 43.8% of the total population (only Jews), this percentage has no equal in states in which life-expectancy is similar to that in Israel.

The following data compared in percentage of groups aged 0 - 19 in other countries

West Germany	27.8	!	Japan	36.7
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Italy	31.7	!	Holland	39.1
France	32.3	!	Israel	43.8

2. In 1970 10,000 boys and girls were referred to the Youth Probation Service. During the first half of 1971 the number of those referred to the Service was 5,365, about the same as during the same period in 1970.
3. The number of boys to be placed in Homes in accordance with Court Order for placement in institutions, reached 1,211 at the beginning of July 1971
4. The number of minors referred in 1970 to welfare officials, in accordance with Youth Law (Treatment and Supervision) reached 1,078, as compared to 710 in 1969 (+52%).
5. The number of children for whom residence was arranged outside their homes by the Child and Youth Welfare Service, reached 8,630 at the beginning of 1971 (an increase of 2.5%).
6. The Minister of Labour declared on 29th April, 1971, that approximately 25,000 youngsters, between the ages of 14 - 17, are neither studying nor working. A more recent study (as yet unpublished) indicates that the number is much higher.
7. Street-corner work is being carried on in twenty communities today. This service is designed to reach out, find and help those youngsters who are not working, not studying, and on the brink of delinquency. Less than 1,500 youngsters are being served by this programme today. In the light of existing un-met needs, this programme, like many others, is in the process of expanding its services to children in need.

16th September, 1971.

CITY OF JERUSALEM
DEPARTMENT OF FAMILY AND COMMUNITY SERVICES

WELFARE FACT SHEET FOR JERUSALEM: QUESTION AND ANSWERS

WHO GETS HELP?

Approximately 11,000 families, totalling 50,000 individuals, or 16% of the population of Jerusalem, receive some form of assistance from the Department in the course of a year. (The welfare rolls of New York City represent about 12% of that city's population). Of these 11,000 families, some 2,400 (4% of the population of Jerusalem) receive regular monthly assistance. Approximately 2/3 of these "regular" welfare families receive only partial support, to supplement income from employment. The "welfare poor" in Jerusalem are by and large working poor whose income from employment is not sufficient to meet basic needs. Approximately 85% of welfare family heads are immigrants to Israel.

HOW MUCH HELP?

The level of public assistance grants is pegged to family size as follows:

<u>Number of Persons</u>	<u>Public Assistance Grant Level</u> <u>In Lirot</u>
1	123
2	193
3	251
4	300
5	342
6	382
7	422
8	462

Add 40 Lirot for every additional person in the family.

This level

The Department is spending approximately 3 million Lirot a year for public assistance, 1,5 million for special needs, and about 3.5 million for various institutional arrangements; for children, the aged, and the severely disabled and retarded.

WHAT ABOUT SPECIAL NEEDS (SCHOOL CLOTHING, HOME CARE FOR THE ELDERLY, CHILD DAY CARE CENTERS, GAS BURNERS, BEDDING, ETC?)

Here we - and the poor of Jerusalem - are really hurting. The Department's limited budget for special needs averages out to less than 30 Lirot for each of the approximately 3,500 families who receive grants for special assistance during the course of the year. Average can of course be misleading, and we cannot realistically expect to meet all need, but our field samplings of families and our cost projections indicate that we could insure minimum basic coverage at an added cost of 3 million Lirot per year.

DOESN'T AN ENLARGED WELFARE PROGRAM NECESSARILY DESTROY THE INCENTIVE TO WORK AND WEAKEN THE ROLE OF THE PARENTS AS BREAD WINNERS?

A reasonable question, but the facts indicate no connection between a sound income support program and these negative possibilities.

First of all, about 35% of all families receiving help from the Department are AGED, living alone or as couples. To provide nursing home care, or to prevent institutionalization through visiting nurse services, to cover hospitalization and medical insurance expenses, to pay for hot "meals on wheels"; these are simply basic human needs which have no connection with incentives or disincentives.

Secondly, remember that 2/3 of the heads of regular welfare families are ALREADY working, with no incentive to work except their own commitment to support their families through their own labor. A family of

eight, for example, with a working father receiving supplementary assistance, receives in TOTAL INCOME only 40 Lirat per month more than a similar family without outside income, totally supported by the Department - and that 40 Lirat goes for transportation and food on the job.

ARE WE AT THE BEGINNING OF AN UNSTOPPABLE, AMERICAN-STYLE WELFARE SPIRAL?

Welfare in Israel is NOT spiralling. The number of public assistance clients in Israel dropped off markedly after the economic recovery in 1967, and has since remained fairly constant. However, welfare COSTS are going up, because the cost of everything that welfare payments pay for - food, clothing, housing, medical care - have skyrocketed over the past four years, and because welfare agencies are beginning to deal more intensively with the families known to them.

The other side of the coin is that there are families WHO ARE ENTITLED TO ASSISTANCE who are not currently receiving help, either because they do not know it is available to them, or because they are embarrassed to apply. We estimate that in Jerusalem there are approximately another 2,000 families living below the welfare poverty line (estimate based on income data provided by the Central Bureau of Statistics). Many of these families will never get to us, but many will, perhaps encouraged for the first time as a result of recent publication of their rights.

IN PRACTICAL TERMS, WHERE'S THE "PAYOFF" IN POURING MONEY INTO WELFARE?

"Payoff" has to be viewed in human as well as cost-benefit terms. For the aged, let's be realistic. We are talking not about "payoff" but about "pay-back", through the easing and possibly the enrichment of the last

years of people who have been, after all, the prime builders of the State. Also, by not abandoning the aged, we are as a society buying credibility with future generations of adults.

For the rest of our client population, money will of course not by itself solve problems; but a basic income support program can provide a foundation on which to build a range of educational, rehabilitation, counselling, and "connecting" services whose payoff will be that these immigrant parents - and their "Sabra" children - will be able to enter fully and productively into the mainstream of Israeli life. That is the ultimate "payoff".



עיריית ירושלים
بلدية اورشليم - القدس

ירושלים
اورشليم - القدس

בתשובה נא להזכיר את האשורה

Child Welfare Needs

The manner in which the community in Israel has assumed responsibility for the preventive and treatment services for children and youth is probably unique and is intimately related to the general pattern of the development of the Jewish community before the establishment of the State and the gradual changes after that. We are often confronted with the problem of care for children and youth whose natural families for some reason are unable to do so. Our responsibility to meet the problems of rapid changes of our society, and the increased industrialization and urbanisation of the country is crucial. Child Welfare Services are given to children of many diverse ethnic, cultural and social backgrounds.

There are two ways of approaching those needs:

1. By providing compensatory education in the child's own community by means of improved services.
2. By removing a child from his family and placing him in a foster home, institution or a kibbutz setting.

All decisions for placement are done on the basis of differential evaluation and diagnosis of each child and his family. It should be stressed that our basic trend is to develop a broad range of social services in the local community.

The development of new services hinges on the flow of funds both from the private and the public sector.

Some relevant data:

עיריית ירושלים
بلدية اورشليم - القدس

ירושלים
اورشليم - القدس

בתשובה נא לחובתך האחרונה

-2-

Some relevant data:

10,600 families in Jerusalem are receiving various services from our department;
All together about 20,000 children and youth are in need of our help.

The history of those families is full of human tragedy, physical and mentally illness, broken homes, death, social disfunction - mostly multi-problem-families where the pathology is often deep rooted.

The children from those homes are looking for our help.

In order to meet their needs we lack some basic tools to help them .

Some needed services are the following:

1. Day centers (for children ages from 1-5 years).

It is now generally accepted that the first five years of a child's life are crucial for its mental, physical and emotional development.

Children who suffer from deprivation are in need of these services.

Placement facilities are not answering the existing needs - at least 1000 children in Jerusalem alone are in our waiting list looking forward for this help.

The cost of every child is about IL 100.— per month.

2. Extension of preventive services to youth and their families through special funds for tutorial education in order to enable them to cope with their academical work. A fund of several million dollars is needed for this work.

3. School funds provision for basic school supplies such as school uniform, books, travel etc. The average cost per year is \$100.— per child.

4. Transportation of crippled, retarded children and for children of day nursery centers.

עיריית ירושלים
بلدية اورشليم - القدس

ירושלים
اورشليم - القدس

במסגרת גא. לחז"ר האחרון

-3-

5. Hostel for wayward girls.

This facility does not exist today. Construction and operation cost are approximately :

Budget: IL 1,000,000 construction

IL 200,000 annual maintenance

6. Children homes - group homes.

Each for 20 dependent children, age 10 - 15. This type of facility is needed for children whose parents are unable to care for them, due to illness or absence from home. The cost of construction for each home is IL 500,000 and the maintenance of each home about 150,000 IL per year.

The waiting list of children for such homes consists of approximately:

70 % from broken homes

25 % the parents are mentally ill

16 % orphans

35% children suffer from serious personality and behavioral disturbances.

ITINERARY FOR U.J.A. MISSION

(Trial Run)

September 16, 1971 - Jerusalem

- 2.30 Departure from Jewish Agency
- 3.00 - 4.15 Visit to Mr. H. at place of work, the "Mifromil" Factory, Givat Shaul. Mr. Yisrael Bechar, Plant Foreman.
- 4.30 - 5.30 Drive through the Katamonim area - a high tension, overcrowded, mixed immigrant (Ashkenazi)-old settler (Sephardi) area.
- 6.00 - 6.45 Visit to the neighborhood youth club in Rommema.
- 7.00 - 8.00 Visit to home of Mr. and Mrs. H. in the Asbestonim neighborhood of Kiryat Yovel.
- 8.00 - 9.30 Supper and questions and answers session with panel, Beit Belgia, Hebrew University.

Panel Participants

Child Welfare and Schools - Mrs. Batya Vashitz, Director, Division of Child Welfare, Department of Family and Community Services, City of Jerusalem.

Public Assistance and Income Maintenance - Mr. Martin Abramovitz, Assistant Director for Profession Services, Department of Family and Community Services, City of Jerusalem

26% of children from disadvantaged families

1/4

30 pros in Beit-Sheva + another 30

300 prostitutes between 12 and 18 years

70% sup outs

all from multi-problem families

Housing - Yechiel Aran, School of Social Work,
Hebrew University;
formerly housing specialist for Amidar Public
Housing Corporation.

Youth Centers - Binyamin Gedalyahu
Director of Youth Centers
Department of Education
City of Jerusalem.

Youth in Conflict - Ben Zion Cohen
Assistant Director
Youth Authority, Ministry of Social Welfare.

Coordinators

Dr. Eliezer D. Jaffe, Director,
Department of Family and Community Services
City of Jerusalem

Mr. Abner Amiel
Director of Community Organization Division
Department of Family and Community Services
City of Jerusalem

Mrs. Rachel Klevan, student
School of Social Work
Hebrew University, Jerusalem.

last year 2 - Gan
 Pascha high school
 16 - second child
 his
 "Carfax 13
 3 children travel
 by bus. 50

Came 1965
 Persia
 Little Hebrew
 wife does n't work
 one son in
 army

774
 693

July

~~1750~~
 incl. military
 supplement +
 185 for
 8 children

Kids have no place to study
 Agency rejected his request for
 larger place.
 They told him to stay where he is
 or buy himself a place.

794
 713

July

764
 681

Aug

AMERICAN JEWISH
 ARCHIVES
 Nat Ins
 Ret. Fund
 Kupot Cholim

Kat
 36 m original
 space + 12 (1200)
 loans had to get
 for enlargement
 other similar - simple - small

Katamon
 Musrara
 Kiryat Hayovel - asbestos
 Shmuel Hanani

residual
 problem

Son had life -
 made his diploma
 at night school
 holds family together
 older daughter - misbeh
 older son -

Soldier son told the story -
 and ended by saying "we
 are really suffering in this
 dwelling." overcrowded
 house was worst problem.

no bitterness -
 refers to other
 families who beat
 chairs at Agency.
 they get
 attention. He
 doesn't because
 he is quiet.

J. has 55 neighborhood
 committee

rise in protest from Katamon
 5 neighborhood gangs in Kat.

Dorot Tower

not really a youth center

2 rooms
 +
 nothng

3:15 - 3:45 } in factory
 1/2 hour

cinema center - building used
 (M. Saltzman) 4-7 PM in Army as
 school for
 1-80 kids per day - separated
 children
 tough neighborhood afternoon
 as club
 no supplies for
 at the center
 good work
 no real
 facilities

Handwritten signature

Handwritten initials



עיריית ירושלים بلدية اورشليم - القدس

ירושלים
اورشليم - القدس

בתשובה נא להזכיר האشارة

לכבוד

הרב הרברט פרידמן
המגבית המאוחדת
ירושלים



מצורף בזה העתק החשבונות שנשלחו למר חיים וינצקי עבור הריכוז
והליווי של משלחות המגבית בירושלים בחאריכים: 24/10/71 ,
17/11/71 , ו - 21/11/71 .
לידיעתך .

בכבוד רב
מירי גלזר
בשם ד"ר א. יפה

23/11/71

1

לכבוד

מר ויניצקי חיים

חסוכנות היהודית

ירושלים

א.נ.ג.

הגברת מירי גלזר מרכזת המסלחות מטעם המבנית ב *Poverty Program* בירושלים,
 מונתה כקבלן מישנה, ולכן יש להעביר את הסכומים המפורטים דלהלן יחד עם השבון מפורט
 להשבון צ"ק מספר 48668/50 בבנק לאומי סניף מרכז רח' יפו ירושלים.
 א) תשלומים לעובדים סוציאליים שלוו את המסלחות (פרוט מצורף בזה)

PAID

900 ₪ 24/10/71

540 ₪ 17/11/71

2.160 ₪ 21/11/71

3,600 ₪

PAID

ב) משכורות למרכזי המסלחות :

ברוך שולט, לפי דרגה ג' אקדמאים (חצי משרה)

1100 ₪ חודשים אוקטובר נובמבר

גלזר מירי, לפי דרגה ד' אקדמאים (משרה מלאה)

1750 ₪ חודשים אוקטובר נובמבר

2,850 ₪

ג) הנצאות פנחליות שלפון, שכפולים

סך 2,000 ל"י

סה"כ 6,450 ₪

בכבוד רב

ד"ר אליעזר יפה.

TWO
FIXED
SALARIES
FOR 2 MOS.

23/11/71

לכבוד
מר חיים וינצקי
הסוכנות היהודית
ירושלים

א.נ.נ.
מצורפת בזה רשימת המלומים אשר יצאו עם משלוחת המגביה לסיורים במשפחות בירושלים

בתאריך 24/10/71.

- | | |
|------|---------------------|
| 60 ₪ | 1) מויאל זיוה |
| 60 ₪ | 2) רייכמן דליה |
| 60 ₪ | 3) הופמן שרי |
| 60 ₪ | 4) גולדברג מרדכי |
| 60 ₪ | 5) קרמר אסתר |
| 60 ₪ | 6) פייפר שושנה |
| 60 ₪ | 7) חכם עדנה |
| 60 ₪ | 8) משה צפורה |
| 60 ₪ | 9) הרים שאול |
| 60 ₪ | 10) פינקלשטיין מרים |
| 60 ₪ | 11) סולרציק חיה |
| 60 ₪ | 12) פולד אסתר |
| 60 ₪ | 13) לוין סוזי |
| 60 ₪ | 14) גבעון נעמי |
| 60 ₪ | 15) לסל דב |

900 ₪

בכבוד רב
ד"ר אליעזר יפה.

23/11/71

לכבוד
פר חיים ויניצקי
הסוכנות היהודית
ירושלים

א.ב.

מצורפת בזה רשימת המלוים אשר יצאו עם משלחות המגביה לסיורים במשכנות בירושלים בהאריך

21/11/71

60 ₪	(24) גפנר אלי	60 ₪	(1) הריס שאול
60 ₪	(25) קרמר שוש	60 ₪	(2) מולד אסתר
60 ₪	(26) ונדרהל אלישבע	60 ₪	(3) ברגמן אילנה
60 ₪	(27) שטרודר אסתר	60 ₪	(4) סולרציק חיה
60 ₪	(28) כהן פני	60 ₪	(5) קפלן רות
60 ₪	(29) הרשביץ חלינה	60 ₪	(6) רדאי שלומית
60 ₪	(30) יוסף כוכבה	60 ₪	(7) לוין אסתר
60 ₪	(31) רייכמן דליה	60 ₪	(8) חכם עדנה
60 ₪	(32) פייער שושנה	60 ₪	(9) גולדברג מרדכי
60 ₪	(33) גל אלי	60 ₪	(10) רוזנבאום מיכל
60 ₪	(34) פלטר רוחמה	60 ₪	(11) הופמן גבריאל
60 ₪	(35) הרשקוביץ רוחמה	60 ₪	(12) גול תרצה
60 ₪	(36) גודי כץ	60 ₪	(13) הופמן שרי
		60 ₪	(14) לסל דב
		60 ₪	(15) לוין סוזי
		60 ₪	(16) ברגמן עמי
		60 ₪	(17) שרמן שרה
		60 ₪	(18) קראום יעל
		60 ₪	(19) אפשטיין קרול
		60 ₪	(20) אברמוב ריטה
		60 ₪	(21) בנאי ז'נט
		60 ₪	(22) אנדלוביץ נורית
		60 ₪	(23) בקר אסתר

780 ₪

1,380 ₪

2,160 ₪

סה"כ

נכבוד רב

ד"ר אליעזר יפה.

23/11/71

לכבוד

פר חיים ויניצקי

חסוכנות היהודית

ירושלים

א.נ.נ.

מצורפת בזה רשימת המלוים אשר יצאו עם משלוח המגבית לסיורים במספחות בירושלים

בתאריך 17/11/71.

א) פיימר שושנה

ב) יוסף כוכבה

ג) חומפק גבריאל

ד) חרזי נילי

ה) שרמן שרה

ו) הררי גדי

ז) פולד אסתר

ח) שרה אור אליה

ט) גל אלי

60 ₪

60 ₪

60 ₪

60 ₪

60 ₪

60 ₪

60 ₪

60 ₪

60 ₪

60 ₪

540 ₪

בכבוד רב

ד"ר אליעזר יפה.

Shirley

PERSONAL - Not for distribution

February 11th, 1972

IB

HAF

Report of meeting with Lester Jaffe, 8 February, 1972

I met with Lester Jaffe; two members of his staff who coordinated the poverty program for us, Miss Miri Glazer and Mrs Baruch Shulam; and Matthew Simon. David Shenhabi was invited but was unable to attend. The purpose of the meeting was to evaluate the program and determine future courses of action.

Jaffe said he was aware of the difficulties I had had on my side, interpreting the program to our staff and lay leaders. I filled him in on the two problems which around finances - i.e. payments to the social worker escorts and token grants to the families visited. I explained the negative attitude of our leadership, especially to the latter item.

On his side he had also encountered difficulties. A vice-mayor of the Municipality, during one of Kollek's absences abroad, had severely criticized him for exposing Jerusalem's poor to the public view, as though this was something shameful to do.

We agreed that this program was vital to an understanding of Israel today. We agreed that we would try once more to interpret this to our respective establishments. The following steps will be taken:

1. A meeting will be held with Messrs. Kollek, Jaffe and myself, to determine whether the city is willing to go along with the program.
2. A meeting will be held with Messrs. Zuckerman, Bernstein and myself, to determine whether the UJA wishes to continue the program. Mr. Jaffe will prepare a budget proposal. We discussed at length the matter of grants to individual families. Jaffe felt that it was not necessary to think in terms of quid-pro-quo - i.e. a grant of some necessary item of furniture, clothing, tuition, etc. in return for the cooperation of a visit. Rather he felt that if a lump sum were at his disposal to care for emergency items for which he has no other budget available, this would be an indication of appreciation on our part for the efforts of the social work staff.

IB

February 11th, 1972

The exact precedents for such action on our part are the grants we made to Kfar Ruppin and the base at Hazor, in appreciation for the extensive use we made of their facilities and personnel.

3. If the Jerusalem Municipality is not interested, the UJA will decide whether to continue the program elsewhere, or drop it completely.
4. If the program is to continue, a further meeting will be set up, with many people involved, to work out once again all details of how families are selected, how much time is required, how the briefing is to be done, and how to maximize the personal impact on the UJA visitor.

HAF:amg

cc: Dr. Lester Jaffe, Jerusalem Municipality

30/1/72

לכבוד

מר וינצקי חיים

הסוכנות היהודית

רחוב המלך גורג

ירושלים

א.נ.א.

ברצוני להסב את תשומת לבך לעובדה שעד היום לא שולמה משכורת חודש דצמבר למרכזי המשלוחות מטעם המגבית היהודית. השבון לחשלוט נשלח אליכם ב 14/1/72, ואני חש אי נעימות כלפי הפרכזים.

אני מקווה שמשכורת חודש דצמבר וכמו כן משכורת חודש ינואר יגיעו בהקדם האפשרי, אחרת תגבר אי הנעימות כפי שהיה בפעם שעברה.

למני מטפר שנוצרת פניתי אליך בבקשה לקבלת תרומה מהמגבית לרכישת שמיכות וציוד בסיסי למטפר משפחות נזקקים אשר בטיפול מתלקהנו, וטרם קבלתי תשובה בנדון.

בברכה

ד"ר א. יפה

העמ'ן: זכמ' ה. פרידמן
הרב' ס. סיימון

הסוכנות היהודית ירושלים.

Rabbi
Friedman

30/1/72

לכבוד

מר וינצקי חיים

הסוכנות היהודית

רחוב המלך גורג

ירושלים

א.נ.א.

ברצוני להטב את חשומת לבך לעובדה שעד היום לא שולמה משכורת חודש דצמבר למרכזי המשלוח
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תגבר אי הנעימות כפי שהיה בפעם שעברה.

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למספר משפחות נזקקים אשר בטיפול מחלקתנו, וטרם קבלתי תשובה כנדון.

בברכה

ד"ר א. יפה

העוזר והכבד ה. פרידמן
הרב מ. סיימון

הסוכנות היהודית ירושלים.

(B)

POVERTY CASE about 40 - lives in
ISRAEL MENACHEM - Yemenite - Yavneh
came to Israel in 1948 - 10 children -
works in mitz bottling factory.

Earns - 550 in factory

Receives - 175 from Bituch Leumi for children

wife earns - 230 for 4-hour daily scrubwoman in local school.
955 per month

Ten children - oldest daughter is married
Three kids in boarding school - \$50 each per month.

They live in four room house which he built
himself. This is Yemenite tradition. Took many years
to build. He gathered private loans from 20 relatives in
family, plus bank loan which he repays \$54 per
month, with book of coupons to remind him. Has TV
set which was bride-price from in-laws.

Family eats meat once weekly - Shabbat.

Daily fare - vegetables, leban, bread

Each morning - omelette of two eggs, divided
between 5 youngest children.

Buys groceries on credit - pays at end of month.
Never quite sure how much he owes - simply blesses the grocer.

Big problem is boy 16 - he wanted to study
electronics in high school - father couldn't pay \$100 monthly
tuition. Boy took knife against father, to demand money.
Wouldn't or couldn't believe that father didn't have it.
Ran away from home - doesn't speak to father - mother
tries to patch it up - cries.

In spite of all fantastic problems, they answered
they were not angry with country. Would live here on bread
and water.

25 Nov 71

Immigrant housing shortage predicted

By DAVID LENNON

Jerusalem Post Economic Reporter

A severe shortage of housing for immigrants will be created in two years' time, according to Absorption Ministry officials, if the Treasury demand for a two-thirds cut in immigrant housing next year prevails. In its fight to slash next year's budget, the Treasury has advocated money for only 4,000 apartments for next year, compared to the 12,000 on which construction was started this year.

The Treasury claims that there are too many immigrant flats currently under construction, while the Absorption Ministry say that barely enough are being built. The Housing Ministry, for its part, claims that it is only following the instruction of the joint Government-Jewish Agency Authority on Immigration, which ordered 12,000 flats started this year.

As part of its battle, the Treasury has leaked information to the press to the effect that the Housing Ministry holds a big reserve of unsold flats. The indirect source of information also let it be known that the Treasury some months ago told the Ministry to release flats for sale on the open market so as to ease the upward pressure on prices.

However, when asked directly by *The Post*, Treasury officials are not prepared to produce any figures to back up their contention that the Ministry is deliberately holding a big stock of flats back from the market.

In response to this campaign the Ministry spokesman has denied that they are holding a stock of flats. "All completed flats have been handed over to the bodies for which they were built," the spokesman stressed.

Today the Ministry has 29,000 apartments in various stages of construction: 3,500 are having their foundations laid; 6,700 are still at the skeletal stage; 10,000 are at the interior work stage; and 9,000 are getting finishing touches.

The Ministry is building these flats in accordance with the follow-

ing breakdown; 16,200 are for immigrants; 47,000 for young couples; 3,100 for participants in the Save-for-Housing schemes; 2,800 are for home improvement projects in the development areas; and 2,200 are for slum clearance.

All homes constructed for immigrants are handed over to the Absorption Ministry upon completion. In the case of the other programmes, these homes are allocated to their future owners even before they are completed, sometimes while they are still in the advanced planning stages, the Housing Ministry spokesman told me.

The Absorption Ministry, for its part, reports that over the past 12-month period it provided flats for 8,000 immigrants while another 3,000 mortgages and other housing solutions had to be provided for single immigrants and elderly newcomers. In the opinion of Absorption Ministry officials the real need of the Ministry is for 10,000 to 12,000 apartments a year.

EFFECT ON PRICES

The Absorption Ministry says that if only 4,000 apartments are started during 1972/73, it means that the immigrants coming in 1974 will be short of housing.

The joint Jewish Agency-Government Authority on immigration forecasts that there will be an average of 45,000 immigrants yearly over the next five years. It is on the basis of this forecast that the Absorption Ministry foresees the need for 10,000 to 12,000 apartments a year.

Immigration being subject to unpredictable fluctuations, these forecasts could prove wrong. But the argument in immigration circles is that it is preferable to have slightly too many houses than to have a severe shortage, as happened in 1968 due to the small numbers of flats built during the economic slowdown. They also point out that it was this shortage which played a major role in pushing the prices of housing sky high over the past three years.

19 SEPT 71

WHAT AN AVERAGE FAMILY EARNS IN ISRAEL

Jerusalem Post Economic Reporter

AVERAGE gross income of wage-earning Jewish families in Israel rose in real terms by one-quarter between the years 1965 (before the recession) and 1970, according to the Central Bureau of Statistics.

In money terms, the increase was just over half, from IL650 a month to IL991; but adjustment has to be made for the higher cost of living. Most of the improvement took place after the recession of 1966-67. Incomes (in real terms) soared by 18 per cent in the two years 1968-70.

The family breadwinner's salary averaged IL741 a month in 1970, accounting for three-quarters of the family's income. His wife added IL108 (this is an average figure, between women who did and did not work). The rest came from the younger earners, securities, pensions, etc.

The number of family units (some composed of one person only) with incomes of less than IL250 a month swelled during the recession, from 9.3 per cent in 1965 to 11 per cent in 1967. Those earning more than IL835 increased also, despite the recession, from 24.1 to 33.4 per cent — so the gap in living standards widened.

Since then the boom has affected all income groups. Families with an income exceeding IL835 a month numbered more than half of the total in 1970, while those still under IL250 shrank to 3.5 per cent. It should be added that in 1961, 60 per cent had incomes topping IL500 a month, while in 1970, the proportion was 83.8 per cent. The number exceeding IL20,000 a year

(IL1,665 a month) shot up from 2 per cent to 11 per cent.

Large families tend to be most prevalent among unskilled workers, and they suffered most during the recession. Families of six or over earned one-quarter less than families of four in 1965. The ratio sagged from 75 to 69 per cent in 1967. But it recovered to 77 per cent in 1970.

This suggests that low incomes declined more during the recession, and rose more (in percentage terms) subsequently. Tables comparing the different communities show that the income of families originating in Asia-Africa increased by only 9 per cent as economic activity sagged in 1965-67, while those from Europe-America managed to rise by 28 per cent.

Family size

But since then, the boost for families from Asia-Africa was 45 per cent, while for families from Europe-America it was only 22 per cent (their incomes fell by 1 per cent in 1968).

The trouble is that the disparity in family size has widened, so that while the gap in family income is slightly narrower, the gap in income per head has increased. In the years 1965-70, the income of families from Asia-Africa rose from 80 per cent of the national average to 82 per cent; but income per head, after rising from 63 per cent in 1965 to 65 per cent in 1967, fell again to 61 per cent in 1970.

In absolute figures, income per head rose for all population groups; but a little arithmetic applied to the published tables shows the cost of being fecund. Average income

for a family of eight rose in the years 1967-70 by IL208 a month, or as much as the income for a family of four (which rose by IL233). However, the increase was only IL26 per head for the large family, and more than double that figure, or IL58 per head for the small family. Consequently the average Oriental family had an income equalling 74 per cent of the average Western family; while per head the proportion was only 47 per cent.

This is one explanation of the difference in average income between families from the East and the West. The other explanation is the disparity in education. Earnings vary exactly and directly according to the number of years in school. Persons with no schooling averaged IL540 a month in 1970, persons with 1-4 years IL685, persons with 5-8 years IL785, those with 9-10 years IL985, those with 11-12 years IL1,160, and persons with more than 12 years of education (i.e., who went to university) averaged an income of IL1,460 a month.

Comments of social worker (who herself
earns around £450-500)

I don't see a second-generation solution.
Most of my clients are Asian-African, but not many
Yemenites. Original files carried many Ashkenazi -
but now almost none.

Moroccans are hard to deal with - aggressive -
don't believe me. They've suffered too many broken
promises from the Establishment.

Loans are easier for new immigrants to
obtain, than for old settlers. My clients need
loans badly.

New immigrants get better housing.

Luxury apartments are often put up
near slums, creating jealousy (San Simon near Katamon).

MR. X - age 35 - 4 children - wife pregnant
Came from Persia in 1945 - lived in Tel Mond - Pardess Katz (Tsrifim) for 15 years. Then he went to Tel Aviv, didn't succeed. Came to Jerusalem 4 years ago. Bought two rooms in old Arab house for 15000 key money. Kids sleep in one room (3 kids in one bed - 1 kid in other) and parents in second room, which leaks in winter. One girl is second grade, one girl is first grade; two little kids need pre-kindergarten. School costs are difficult: ± 7 each kid for lunch per month; school uniforms; books + supplies, etc. Father earns around ± 600 per month.

Father is independent transporter - has own van. Goes to spot on Jaffa Rd. each day - wants to be hired, to haul anything. He has bad back + ulcers - so he drives and hires workers to load + unload. He has new van, because old one was undergoing many expensive repairs. To buy the van, he took his life savings, ⁴⁰⁰⁰ out of the housing-saving scheme (and Mrs gave up his rights) - borrowed from relatives and friends - bought new car for 15000 - hopes to earn more.

Doesn't pay Bituch Leumi or Kupat Cholim because he can't see what he gets for his money. Then he gets into trouble, because when his wife goes to hospital for baby, he isn't paid up and she doesn't get admitted, and then social worker has to clean up the mess.

He was asked to change jobs, to try to earn more, but he doesn't want to because he is comfortable doing what he knows. Also car gives him "status". Many times the problem of low self-esteem and lack of confidence keeps the poor poor.

mother: ^{said} Most important need of family is a proper dwelling, then money. When we go to buy shoes or a sweater for the kids, we think 10 times. Children eat milk and eggs every day. We cut down on meat + chicken. I have to buy coats for kids for winter, and don't know what to do.

Three months ago husband went to reserves. He is self-employed so he ~~loses~~ loses month's income. Bituch Leumi would have paid something - but he wasn't paid up with them - so he got no benefits. Social worker gave no maximum she could for the month - ± 350 .

REPORT FROM THE POVERTY FRONT

IS ISRAEL REALLY HEADING FOR A CRISIS?

from Arié Hauslich in Jerusalem

The most controversial subject in Israel today is poverty and its social manifestations. If the "Black Panthers" were responsible for putting the problem on the map, then they have rendered not only themselves but the country an important service, particularly if the result will be a more determined drive to eradicate feelings of social inequality.

The dangerous side of the "Panther" coin is that they are arousing emotions and counter-emotions divorced from the real issues. Thus their plan to send a delegation to tour the United States — with a young Hebrew University lecturer of American origin as their spokesman—has already earned them the wrath of many who were originally sympathetic and has led to a split in their ranks and the creation of a rival movement.

This is called "Blue and White" and is headed by former "Panther" leader Eddie Malka, who broke away from the "Panthers" charging that they were being used by the extreme Left for political ends. However, weaning himself from the "Panther's" comfortably situated New Left connections, has not made Malka and his immediate followers any less militant.

Sephardic slogan: In handbills calling for a "mass demonstration" here



JEWISH AGENCY CHAIRMAN PINCUS
Prodding the Government



THE KNESSET
Belated concern

last Tuesday, "Blue and White — the popular movement for real unity of the People of Israel" stated that "the mass gathering will say 'enough!' to the Ashkenazim (Jews of European origin) who are behaving as if the State were their exclusive property". The leaflets asked "proud Sephardim and members of the oriental communities, how much longer will you put up with the fact that we have 10 per cent representation in the Knesset and 96 per cent in the prisons?"

In the event, the "mass demonstration held in the centre of Jerusalem attracted less than 500 people, including the usual passers by attracted by the noise and by the police barriers erected to keep things in order. Malka and fellow speakers enlarged on the theme of inequality and announced that they were giving Prime Minister Golda Meir and the Government two weeks in which to get things moving after which they would hold another rally.

Revealing figures: The demonstration came just three days after publication of a report on the social gap in Israel drawn up by a committee headed by Bank of Israel Governor David Horowitz, which was appointed by the Prime Minister in mid-January. Its findings showed that the rise in living standards during the past decade had applied equally to the poorer sections of the commu-

ity. As far as the lowest ten per cent of the population was concerned, the report showed that the gap between them and the "upper crust" has actually narrowed. Says the report:

"The past decade shows the standards of living to be considerably raised in all sectors of the population. The average rate of income at the end of the decade was double that of 1957/58 (after allowance is made for higher prices). During that period (1957-58 — 1968-69) the relative conditions of the lower sectors showed improvement: in the lower ten per cent actual average income rose by 120 per cent as against an increase of 92 per cent in the total number of families."

When it looked at the differential between the highest and lowest income groups the Horowitz Committee found that the situation confirmed its general findings in that it had narrowed from 13.9 to one in 1957/58 to 12.3 to one in 1968/69.

Luxuries all round: But perhaps the most significant revelation in the report concerns ownership of "luxury" items. In 1960, only half the Jewish families in Israel owned an electric refrigerator. In 1970, the figure was 96 per cent. If the same

measure is applied only to Jews of Afro-Asian origin (whom Malka and the "Panthers" claim to represent) the jump has been from 17 per cent (1960) to 92 (in 1970).

A similar picture prevails in the ownership of gas cookers and television sets, while where washing machines are concerned the oriental families are actually ahead — 46 per cent own them, compared to 42 per cent among families of European origin.

The Horowitz report also examines the density in which Jews of Afro-Asian origin live today compared to the situation ten years ago. Among those who came to this country after 1947 49 per cent were living packed three persons or more into a room in 1960. The comparable figure for 1970 was 17 per cent.

Dr. Katz's warning: But as the report itself points out, this is by no means the whole picture. The Afro-Asian sector of the Jewish population — it constitutes more than half — still earns 20 per cent less than the national average. In the words of the report: "The gap between this sector and the Israeli population as a whole continues to exist and is slow to close."

Commenting on the findings of the Horowitz Committee and on other recent research, the crusading Director-General of the National Insurance Institute, Dr. Israel Katz, warned against such data being used "as a replacement for action". In his view, the statistics are misleading because they do not take account of the growing trend to boost living standards of the higher income groups by means of tax-free fringe benefits which are denied to the lower brackets.

Katz is convinced that much larger sums of money need to be invested in the deprived groups and that the social services have to be reformed so that they can best fulfil the tasks set for them.

A Zionist question: Horowitz, on the other hand, believes the Government's present social policies to be effective and thinks they should be continued, with special stress laid on education and housing. Referring to the current social discontent, the Bank of Israel Governor considers this to be understandable and a direct result of the greater prosperity prevailing and the better education being offered.

PINCUS: CALL FOR ACTION

Jewish Agency Chairman Louis Pincus is sure the poverty issue would have blown up earlier, but for the Six Day War. In an exclusive interview with the "Jewish Observer and Middle East Review", he said that it was wrong and unfair to accuse Israel's leadership of any lack of interest and there had always been a tacit understanding in the highest places that inequality could not be permitted to continue indefinitely — it was in contradiction to the ideological basis of Zionism.

Pincus added: "The problem is whether enough thought in depth has been devoted to this and whether sufficient has been done to speed up the historic process of closing the cultural and social gaps of centuries at a rate fast enough to stave off an explosion." For the Israeli and Jewish "establishment" it was not enough to increase the size of welfare grants, or even to improve standards of accommodation, although these were in themselves important. Similarly, the socially, culturally and economically deprived and their leaders had to understand that a problem "created by history cannot be solved mechanically overnight."

★

Nevertheless, it was necessary for the "establishment" to be seen to be doing things to remedy a process caused by centuries of history. Pincus is convinced that this cannot be an Israeli problem alone — it concerns the Jewish people as a whole and the Zionist movement in particular.

He told me: "You must understand that his has a direct bearing on immigration from the West because a significant part of Israel's attraction is the structure of its society. For its part the Israeli leadership must learn to take criticism tendered by involved Jews living outside the country and Jews abroad must begin to look at the problems not superficially, but fundamentally."

Pincus added: "Poverty — I don't really like the name which is something of a misnomer — is not a problem of discrimination. Basically it is a matter of a deep-rooted cultural gap, of which the material aspect is only one ingredient. The answer has

to begin at the pre-kindergarten level and with the education of the parent in order to eliminate cultural illiteracy in the home."

Pincus also stressed the need for properly equipped youth centres and clubs staffed by qualified instructors. In this connection he felt that Youth Aliyah, which is a part of the Jewish Agency, should do more and he would like the organisation to expand its activities into the cities.

However, he acknowledged that the problem of the cities was little more than the tip of the poverty iceberg. There were 400,000 people living in the development towns, many of which were in fact examples of under development — "and these townships are not the responsibility of any one Government ministry."

★

Here the Jewish Agency Chairman touched on one of the fundamentals of the issue: eradicating the social ills which come under the "poverty" heading is not the direct task of any one person or body. Did he then advocate the creation of a special Ministry? Certainly not. This would merely lead to a duplication of functions, with the special ministry doubling back over the tracks of existing Government departments such as the Housing, Social Welfare and other ministries.

Said Pincus: "The time has come for overall thinking, planning and doing. The Jewish Agency will prod the Government to set up a high level council, or authority, composed of the heads of relevant Government departments and public institutions." This body, he believed, should be directly answerable to the Prime Minister and should be assisted by a handful of top-level officials "to keep things moving."

The advantages of Pincus's plan are obvious. It would lay the groundwork for an effective partnership between Israel and the Jews abroad; it would give a needed push towards solving a problem which cannot be ignored; and no less important it would make those in need of help realise that they are not on the margins of Israeli society. The only question still to be answered is when will it come about?

A.H.



LIVELY VISITORS ON THE DEAD SEA
Tourism passes the take-off point

Israel Goldstein, who held the Keren Hayesod world chairmanship for the past decade, retired last week after celebrating his 75th birthday.

Shapiro has given up his law practice and has moved to Jerusalem. Although younger than Goldstein, he has a long public career behind him. It spans more than 35 years and includes among its achievements having been Honorary President of the American Jewish League for Israel and Vice President of the World Confederation of General Zionists.

For Dr. Goldstein, it was a week of ceremonies and leave-taking. Speaking at the "handing over ceremony" at Keren Hayesod headquarters, he noted that during the decade he had spent there, the number of countries in which Keren Hayesod raises funds for Israel has grown from 54 to 69 and the amount of money realised has increased ten-fold. This year, he hopes, Keren Hayesod income will top \$100 million.

Moral warning: Jerusalem's journalists honoured Goldstein with a lunch at their club at the Bet Agron Press Centre. Most of his speech on this occasion was devoted to the subject of immigration. Dr. Goldstein forecast an annual immigration of 20,000 American Jews in the near future, but described the influx and absorption of immigration from the Soviet Union as "the crowning chapter of our aliyah experience".

As for Israel's place in world Jewry, he said this was now unchallenged, but this centrality also placed on Israelis "a tremendous responsibility."

He said that "we must make sure that it is not only our military prowess which provides inspiration, but also and especially our cultural, moral and spiritual credentials".

THE TIMELESS EAST

Israel's determination to persuade mothers to give birth in hospital has finally borne fruit among the Bedouin of the Galilee — and has created its own problems.

A few days ago a Bedouin woman gave birth in Nahariya hospital and, when the birth was registered, it transpired from her identity that the mother was only 13 years old. Her husband was promptly arrested for having relations with a minor. He denied the charge strongly, maintaining that they had, in fact, been lawfully married two years earlier. Surprised, the police ordered medical tests for the young mother, whose age turned out to be not 13, but between 18 and 20.

This took the police to her father. He explained that he visits the Registrar of Births in Acre only once every few years, when he registers "en bloc" all the children born in the meantime — and who can always remember their exact ages? And does it really make any difference?

THORN

Extracts from
Sir Jules Thorn's
statement to shareholders

"A very satisfactory year"

	1971	1970
Turnover	£342.6m.	£294.1m.
Trading Profit	£ 72.5m.	£ 59.0m.
Profit (before tax)	£ 37.2m.	£ 31.2m.
Earnings per share	17.1p.	13.9p.
Total Dividend (Recommended)	24%	21½%
Times Covered	2.8	2.6

- * Home and export sales of British Radio Corporation rose by nearly 50%. The high level of colour T.V. sales did not affect sales and production of our monochrome receivers which was a record.
- * Our colour T.V. rental subscribers more than doubled in the year and income of the U.K. rental companies increased substantially with profits an improvement on last year.
- * Thorn Lighting showed a satisfactory increase in turnover and profits—Granted the Queen's Award to Industry for exports for the second time.
- * Thorn Domestic Appliances exceeded all previous results by a substantial margin both in terms of turnover and profit.
- * We face entry into the Common Market with confidence—We expect that the benefits from wider markets will more than offset any erosion of our market in the U.K.
- * Profits from Colour rental supported by the solid profit base of our wide range of consumer and capital goods should provide continued growth.



THORN ELECTRICAL INDUSTRIES LIMITED, THORN HOUSE, UPPER SAINT MARTIN'S LANE, LONDON WC2H 9ED

The domestic scene provided the topics for Premier Golda Meir's annual review of the work of her Ministry, the Prime Minister's Office, when she spoke on the last day of the Knesset's summer

session, yesterday. The communal issue, education and housing, poverty and immigration, and deteriorating labour relations were all discussed. Here are extracts from her address.

'WE MUST NOT PUT UP WITH POVERTY'

28 July 71

MUCH has been written and said recently on what is referred to in Israel as "the communal problem." In addition to some sensible and considered statements, there have also been statements containing a considerable degree of exaggeration and unfairness, and some of these have been calculated, not to help in the solution of the problems and the achievement of national unity, but, on the contrary, to fan the flames of inter-communal tension.

From this standpoint there is no difference whether such unfortunate statements are made by an Ashkenazi about the Sephardi community, or by a Sephardi about the Ashkenazim.

I regard it as a supreme duty to call upon all of us to express ourselves in a responsible and considered manner when discussing this painful subject in our lives. I should be the last person in the world to hide from reality, and declare that the problem does not exist, and that Israel has already achieved the longed-for equality between the communities and tribes, that have been gathered here from the Diaspora.

It is easy to see the true situation, for example, when we inquire what is the percentage of students from the Sephardi communities in the universities and institutions of higher learning, when we study the housing situation of large families and other areas. But just as it is neither correct nor right to hide from the problem, so there can be no greater distortion of the truth than to say that the existing situation is the result of Israeli policy — not to mention discrimination, Heaven forbid.

Many immigrants from the Islamic countries brought deprivation and discrimination with them in their "baggage" from their countries of origin. The Jews who came to us from the Islamic countries were of a higher level than the population from which they came, but it was their fate to live in countries that had not yet developed intellectually, industrially and culturally, and they were deprived of the opportunity to develop their special characteristics, to express their intellectual capacity, and to acquire the knowledge and education that was given to those coming from the developed countries of Europe and America.

Suppressed talents

It is only when we see the achievements of not a few members of the Oriental communities under Israeli conditions that we can feel what talents were suppressed among our brethren in the Islamic countries because of the low level of development in these countries.

The great enterprise of immigrant absorption, which is perhaps unparalleled anywhere in the world in scope, resources and effort, has not been sufficient to bridge the inequalities the immigrants brought with them from the various parts of the world. The time, too, has been inadequate. But, to our gratification, enormous progress has been made. We must not say it is enough. We must not be content with what has been achieved. But anyone who fails to see what has been done, what has been achieved — anyone who ignores the progress, is either ignorant or knowingly denies the facts.

No-one is entitled to deny that poverty exists in Israel, and we must not put up with this situation. We would be false to ourselves if we got accustomed to it, and regarded it with complacency. Zionism has always been imbued with the aspiration and struggle for social justice, for both national and social renaissance.

The two issues that call for a special effort are housing and education. Our education laws apply

in equal measure to all children in Israel, yet it cannot be said that this equality is implemented in practice. It cannot be said that there is equality between two children studying in the same class and with the same teacher, if one comes from a home in which four persons live in three rooms, with a household of books and parents able to assist in the preparation of homework, while its classmate, the other child, comes from a two-room house with ten persons living in it, with no-one able to help the child to make progress in his studies. There is no equality between these two children. These are problems which, despite the effort, will take a long time to solve. Material resources can speed up the pace, but sometimes even financial resources cannot do the work of time.

A massive housing programme has been carried out in Israel. In the period 1949-1970, over 400,000 units of public housing were built. Today, there is no place in Israel — not even the most isolated — which has no school, kindergarten, and in most cases a nursery school as well. There are not many places in the world where free education is provided to children aged three or four.

Education gap

Since the establishment of the State, Ministers of Education have seen it as a mission of the first importance to overcome the educational and cultural gap. Not all that we have desired has been attained, but there has been steady progress.

It is insignificant achievement that — thanks to the system of graduated fees — the secondary schools include over 50 per cent of children who are totally exempt from paying fees. There is a problem of drop-outs, and this problem has to be tackled. But the percentage of drop-outs has been declining in the last few years.

It is a gross distortion of the truth to allege that the State's initiative in dealing with the problem of the backward strata is a result of vocal demonstrations which have taken place recently. As if it were possible for hundreds of thousands of housing units to be built overnight. As if schools had sprouted all over the country right now. As if vocational training were the outcome of demonstrations. As if the network of hospitals spread all over the country were the product of pressure by this or that group.

Progress in housing, education, and health services was achieved through the supreme effort of the people and the Government of Israel, although the country never had one day free of anxiety for its security and survival. All this was done in the midst of actual warfare and periods of incidents and terror between wars.

WHAT has happened to us in the past year? We are a wise, sensible and patriotic people, who can reach the heights of self-sacrifice. But for such qualities we would not have established the State, and we

would not have survived. What has happened to our understanding? To our good sense? To our self-discipline? We are behaving as if there were no danger ahead of us, as if we had already achieved the peace we long for, as if we had already eliminated poverty and completed the development of the country, as if we did not have to prepare ourselves for the immigration which will arrive.

I said before that there is poverty, and that is a fact. And I add: there is wealth, and that is also a fact. And there's is a supreme need to develop the economy. In order to get investments we must make it possible to earn reasonable profits, and for this purpose we have enacted laws. Despite this, and despite our progressive taxation system, there are people in Israel who live above the standard of living we can permit ourselves. They exist, even if they are not many. Is it too much to ask the contractor, the industrialist, the wholesaler to look to their own conduct, so that not only the law will regulate what is permitted and what is forbidden, but they themselves will look after quality, price, the avoidance of exorbitant profits, correct weight and good service.

There has been no decline in the standard of living in any sector in the country. The standard of living has risen for everyone in the period between the wars and during the wars. Greater and stronger nations did not raise their population's standard of living when faced by a war for survival. We must bear in mind the fact that it is in no small measure thanks to world Jewry that we could afford this situation, despite the conditions of war and immigrant absorption.

Just reward

A trade union is not only entitled, it is obliged, to safeguard the worker's rights and assure him of a just reward for his output. But one of the primary considerations in labour relations, which is an absolute condition for social stability and for a regular democratic regime, is the strict honouring of labour agreements. It is natural to conduct stubborn negotiations for the conclusion of the agreement. It is legitimate to insist on rights, including adoption of the strike weapon if negotiations are protracted and no agreement is reached. But once an agreement is signed it must be honoured in its spirit. This obligation applies to both employer and employees.

We have recently witnessed a phenomenon which must on no account be countenanced. An agreement is signed, and a new round of claims is immediately submitted. And the matter is many times more serious when it affects the public sector and the service workers, and when the employer is not a profiteer, but the State itself.

I am familiar with low rates of wages. I live amongst the working people, and I am acquainted with their problems. The public knows it cannot demand everything,

It also knows that there is a war on, that a defence budget is needed, which imposes a burden the like of which does not exist in any country in the world. This public also knows that there is poverty in the country, and it is sensitive to social problems and the paramount need to act for the eradication of poverty. Therefore I cannot understand how the most essential services can be paralysed by strikes, three or four months after an agreement has been signed.

The situation which has arisen recently is fraught with danger to Israeli society, and the foundation of our existence. The State has an obligation, even in time of war, to raise the standard of living of those strata which are really in need. Those sections that are on the verge of poverty, earning the lowest salaries, are entitled to our aid, with whatever can be provided from the national budget after defence needs and the basic requirements of survival have been met. Whatever may be allocated to salary increases should be directed exclusively to those strata. And all those among us whose standard of living is higher will remain, perhaps with difficulty, at that level until things get better.

Gap not sacred

I have never supported, nor do I support, the sanctity of the salary gap, and the differentials which have taken root in our lives. According to that view, if the low wage earners get an increase, everyone must receive an increase, right up the ladder to the top, to avoid infringing — Heaven forbid — the principle of differentials. Unfortunately, the principle of differentials is insisted upon in all sectors, among the staffs of public services, banks, institutions and companies, both private and public.

In time of war our people displays a supreme capacity for voluntary effort, self-restraint and sacrifice. In view of the equality of all of us in the face of danger, what is the point of this insistence on the sanctity of differentials, which hampers the improvement of living standards among the underpaid? I am not preaching a return to the atmosphere of days gone by and past concepts of dress and entertainment. But I must warn against the gap between a life-style imported from abroad, which is taking root in Israel, especially among the higher-income strata, and our real national economic capacity. This is a dangerous and ominous gap.

Many strikes are declared by those who are not exactly on the lowest rung of the income ladder, but the strongest among the wage-earners, members of the liberal professions, skilled workmen whose pay is not at all low, people who occupy key positions, who, if they strike or even work to rule, may upset or paralyse the country's most vital services.

The undermining of labour relations in Israel arouses grave anxiety in the hearts of all, even those who do not share governmental responsibility. Breakdowns in vital services spread depression among the public.

The Government did not feel entitled to remain inactive. Throughout the years I have believed, and still believe, in the right of the organised workers to freedom of collective bargaining and in a regime of agreements and contracts in labour relations. I still believe today that only such a regime is practicable in a democratic society in which private enterprise exists.

For many years I was involved in the resistance to legislation on strikes, and I hoped that in our country labour relations would be regulated without recourse to such legislation. I must admit that after recent events, I have begun to have doubts. Under the pressure of imperative necessity, we felt compelled to decide on restraining orders for the purpose of preventing loss of human life, due to the upsets in the hospitals.

In labour relations, I do not intend to place our trust in orders and laws, but I am convinced that the Knesset and the Israel Government cannot neglect either their obligations or their rights. With the help of the General Federation of Labour and together with the employers — whether private or public — we must find ways to regulate labour relations on a basis of social justice, the strict observance of labour agreements, and remain within the scope of our economic capacity, lest our society be undermined by defective labour relations.

It has been argued lately that the absorption of new immigrants is opposed to the interests of the veteran residents of Israel. It appears to me, that there can be no greater and more dangerous distortion than this dreadful argument.

The Zionist concept has taught us: no immigrant does Israel a favour by coming here, and in exactly the same way, the State does not do the immigrant a favour by absorbing him. This concept is the ideological and substantial basis for the existence and mission of the State.

Disgraceful argument

Those among us who are truly worried by the problem of poverty must fight with all their moral strength against this disgraceful argument, which presents the absorption of immigrants as an obstacle to the solution of Israel's social problems. We must let no one, either in bitterness or in malice, raise a false barrier between those who came yesterday, and those who are arriving today and will arrive tomorrow.

In the campaign for the eradication of poverty, as in the effort to solve the problems of youth in distress — even if the Government were to do far more than it is doing now, it requires two partners. Personal effort is needed by those among us who themselves suffer from poverty. They must not allow themselves to constitute passive objects.

All sections of the settled population, adults and youth, must join in a great volunteer movement. Without going out to the youth in their homes — in good fellowship in a sincere desire to help, by lessons, in social integration and training, it is doubtful whether we can achieve a solution and arrive at greater equality in Israeli society.

Social equality cannot be attained merely with material resources, but only if those who have knowledge and education are ready and willing to share with those who lack them. It is not always the lack of equality in money and property that is the most tragic inequality. There is an even more crying inequality — between he who knows and he who does not know.

We are a nation of volunteers. Volunteering is the foundation for our entire renaissance movement. This characteristic can and must reveal itself among all strata of the nation — among women's organizations and youth movements, individuals and organized groups. This spirit must be aroused and not allowed to slumber. There must be a continued and intensified effort by the Government, combined with the utmost voluntary effort.

The war against poverty here is also a war against splitting this country into two rival groups. This could destroy the dream of a Jewish state as the center of a united Jewish people.

The war against poverty is also linked with future immigration. ^{Thousands of Tunisians + Algerian families living in} France are delaying, based on bad reports from here.

60,000 families below poverty line

300,000 people (same ones) living in overcrowded housing - half of these houses don't have a bed for each person

Panther revolt is a symbol of ethnicism

There will be an explosion unless we solve the poverty problem.

Graduating from 8 th grade:	63%	children of Asian-African origin
" " 12 th " :	24%	
" " university :	8%	

This whole problem has its roots in poverty.

Juvenile Delinquency - 20% Asian-African
7% Ashkenazi

There is talk of slowing down present immigration in order to raise standards of past immigrants, and also to provide for needs of young married sabras.

This kind of talk can destroy us. Our moral right to resist is based on open door for Jews

11 JUNE 71

Jewish Affluence In U.S. Is A Myth; Close To Million At Or Near Poverty Level

CHICAGO, June 10 (JTA)--The mythical affluence of American Jews is, to a surprising extent, a myth perpetuated in part by the Jewish community which until recently has been blind to the large areas of poverty among fellow Jews all over the country. That disclosure was made here by Mrs. Anne Wolfe, a sociologist and program consultant in the Intergroup Relations and Social Action department of the American Jewish Committee. In a paper entitled "The Invisible Jewish Poor" delivered at the annual dinner meeting of the AJCommittee's Chicago chapter, Mrs. Wolfe revealed that nearly one million American Jews live at or near the poverty level. Mrs. Wolfe gleaned her information from studies of numerous surveys and statistics compiled over several years by national, local and Jewish groups. "We find significant indication of the extent of poverty in the Jewish community from the National Opinion Research Survey on income related to religion" which, Mrs. Wolfe said, "ascertained that 15.3 percent of Jewish households had income under \$3,000 a year" compared to 15.6 percent of Catholic and 22.7 percent of Protestant households. "Fifteen percent of six million people is a large number," Mrs. Wolfe remarked, representing 700,000-750,000 people. She pointed out that if the figures for the "near poor"--those earning under \$4,500 a year--were added, the number of Jewish poor would be much greater, exceeding 900,000.

Thus, while surveys continue to find that the median income of American Jews on the whole is higher than the general national median income, there is more poverty among Jews per capita than among either Catholics or Protestants, Mrs. Wolfe's paper revealed. (The Bureau of Labor Statistics Lower Living Standard estimates that a family of four should have a minimum annual income of \$6,500. This is a national average.) Mrs. Wolfe noted that the problem of Jewish poverty was related to the lower death rate among Jews at younger ages and the lower birth rate among Jewish families which results in a larger number of elderly people in the Jewish population than in the general population. "The community studies reveal that something like 60 to 65 percent of Jews living in poverty are over 60 or 65 years of age," Mrs. Wolfe stated. The major problem facing the elderly poor is housing and deteriorating neighborhoods from which they are unable to escape and which increases their loneliness, isolation and emotional and physical insecurity. "But there are significant numbers of poor who are not old folk and I think it is important to explode the myth that the Jewish poor are the Jewish old," Mrs. Wolfe said. "This other group--30-35 percent of our poverty group--is made up of single, unrelated people or families, many with young children, some headed by one parent. There are Jewish families receiving Aid to Dependent Children (welfare)--a fact that is usually greeted with disbelief. In New York City alone, it is estimated...that one quarter of a million Jews subsist below a level of \$3,000 a year, and another 150,000 live at near poverty on income below \$4,500," Mrs. Wolfe said.

Poverty Hits Elderly, Orthodox and Hassidic, Foreign Born, Young Jews

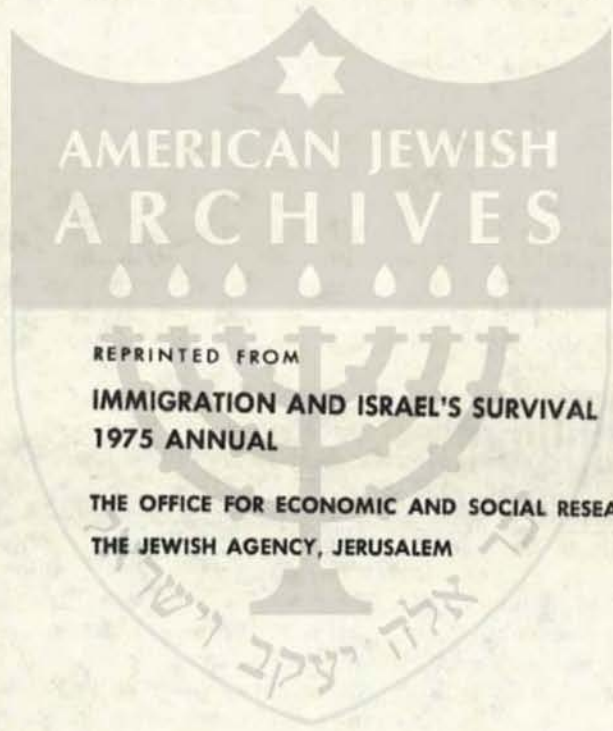
She observed that a large proportion of the non-elderly Jewish poor in big cities are Orthodox and Hassidic Jews. "There are 80,000 Hassidic Jews in New York City and this group is the third largest poverty group in New York," Mrs. Wolfe said. Foreign born Jews also account for a large percentage of Jewish poverty. A Columbia University survey showed that 10 percent of the New York Jewish population earns \$3,000 a year or less but the figure for foreign born Jews is 15.7 percent, fairly similar to the Puerto Rican community where 16.3 percent are living under \$3,000 a year, according to Mrs. Wolfe. Her study embraced the Jewish poverty situation in other American cities, notably Miami and Los Angeles which are attractive to elderly people because of their mild climate, and Philadelphia. A study of the files of the Los Angeles County Department of Public Social Services showed about 8,000 elderly Jews receiving public assistance and more than 10,000 eligible for old age assistance who, for a variety of reasons, did not apply Mrs. Wolfe reported. "These make up a figure of 18,306 indigent elderly living in households on incomes below \$4,000 a year," she said. "An interesting example of blind spots relates to wealthy Miami Beach. In an area of that community called South Beach, it was ascertained in 1969 that 40,000 people were clustered in an area of some 40 square blocks. Of these, 80 percent are over 65 and 85 percent are Jews. The average annual income is \$2,460; thousands are living on less than \$28 a week for rent and food," Mrs. Wolfe reported.

"In Philadelphia, a study conducted by the Jewish Employment and Vocational Service of that city reveals what some of us have long suspected--that we are like anybody else," Mrs. Wolfe said. The study covered a sample of Jewish men and women representing an active caseload of more than 700 persons. The age ranged from 17 to over 65 years, and about half of them were in their prime work period, in the ages between 21 and 50. One-third of the persons coming to the Vocational Service were older than 50, and 17 percent were under 20. About two-thirds of the persons coming for help with employment had incomes in the previous year below \$2,600 and one in six had an annual income of \$4,000 or more," Mrs. Wolfe reported. She added that "Limited education was found to be an important factor among poor Jews, half of the job seekers having less than 11 years of schooling, and one in five with less than an eighth grade education. Here too our blind spots operate," Mrs. Wolfe remarked. "Because of the high proportion of young Jews in college today, and our tradition as the 'People of the Book,' we tend to overlook the earlier generation that has a less impressive educational background." Mrs. Wolfe noted that the Hassidic community "has a built-in resistance to secular education, particularly at high school and college levels" and as a consequence few Hassidim have college degrees. This lack deprives them of the economic advantages which higher education normally brings.

Poverty

SPECIAL REPORT

ANALYSIS OF LOW INCOME GROUPS IN ISRAEL



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INFORMATION DEPARTMENT**

ANALYSIS OF LOW INCOME GROUPS IN ISRAEL

Excerpt from Study

Any policy designed to reduce social differentiation by improving the situation of the lowest income groups requires a detailed knowledge of the socio-economic situation of these groups in order to be effective.

Social policy which aims at redistributing income by taxation, social payments and social services, though very important for immediate alleviation of social distress, seems to be less effective in interrupting the vicious circle of poverty for the next generation and creating true equal opportunities for all. It appears that reduction of social differentiation and the abolition of poverty have to become policy targets in all spheres of policy in order to achieve lasting results. Development policy, investment policy, credit policy, housing policy and above all, educational policy, require a re-orientation to this end.

An analysis of the characteristics of low income groups and of the causes of low income should make possible such a social and economic policy which has the reduction of social distress and social tension as one of its main objectives.

1. DEFINITION OF LOW INCOME GROUPS

In order to analyze low income groups or "the poor," it is necessary to define some kind of poverty line. There are two main approaches to the definition of poverty:

a. The absolute approach, which regards the poverty line as the subsistence level — i.e., the level of living necessary to maintain health and the ability to work. Some add minimal cultural requirements to the definition.

According to this approach, a family is poor when its resources are insufficient to meet minimum needs. This requires the calculation of a minimum living standard for various types of families, which can be adjusted for changes in the general standard of living. The calculation can be simplified by estimating minimum food requirements for various family types, and determining the share of food in the minimum family budget according to consumption patterns of low-income families. M. Orshansky used this method, and set the total budget of various family types at three times their food requirements.¹

b. The relative approach, for which poverty is a relative concept. It maintains that poverty can be understood only as part of a given society, and that the situation of the poor is determined by its distance from the other strata of that society. According to this approach, those belonging to the lowest fraction of the income distribution are the poor. This would mean that the lowest 10%, 15% or 20% of the population are the poor, regardless of the degree of inequality and the absolute or relative standard of living. No abolition of poverty would be possible according to this simple, relative concept of poverty. In recent times, this concept has been replaced by one which sees relative poverty only in a too-great distance from the median or average income; social policy designed to

1. For this approach, see Mollie Orshansky, *Social Security Bulletin*, January 1965, Washington.

raise the income of the lower strata above a line not too far below the median or mean income can abolish relative poverty of this type.

The absolute and relative approaches arrive at different results in measuring poverty, especially over time. The absolute approach can eliminate poverty during a relatively short period of economic growth and adequate social policy, if the minimum requirements are determined once and forever. The relative approach requires a much longer period and greater effort, since the poverty line moves upward with the general standard of living. But the two approaches are less contradictory than they may appear at first sight. The absolute approach has to take into account the minimum requirements of an existing standard of living in a given society (requirements differ according to climate, living conditions and social habits); in a dynamic modern society, adjustments will be necessary every few years. The relative approach, on the other hand, can give the poverty line a permanent definition as a certain percentage of the median income — but this definition still has to take into account the standard regarded as a minimum in a given society.

Our analysis of low income groups is based on a combination of the two approaches outlined above.

Total consumption — including consumption of public services, consumption of income in kind and the use of an owned dwelling — is assumed to be a better indicator of the standard of living than income, since it reflects income over a longer period.²

The data at our disposal were gross and net monetary incomes — which, in the case of the low income groups, were almost identical. Though these data are incomplete, they have the advantage of not including any estimates or imputed values. Furthermore, the equivalent total income (including imputed income) for the delineation of the income groups was available. Total consumption data, including imputed consumption such as the value of the use of owned dwellings, were also at our disposal.

In an analysis of low income groups — as well as in any study of social and economic inequalities — family size has to be taken into account; evidently, families with the same income but of different sizes have different standards of living.

In recent times, income per standard adult according to various family equivalence scales has been used for more equitable comparisons of the incomes of families of different sizes.³

The groups defined as the lowest income group (being in poverty) and the second-lowest income group (being in near-poverty) have incomes below a certain percentage of average or median income. The lowest income group is defined as having a monthly gross cash income per standard adult below IL 100 in 1968/69, which was approximately one-third of the average (IL 307) and about 38% of the median (IL 260). If imputed income from an owned dwelling is added and direct taxes are deducted, this line was equivalent to a total net income of IL 118 per standard adult — 40% of the average, and almost half the median (IL 250), since imputed income constitutes a higher percentage of total net income in the low income groups than in the average and median incomes.

2. See "Definitions and Criteria," *Report of the Committee on Income Distribution and Social Inequality*, Tel Aviv, 1971, p. 5-11.

3. Jack Habib, "Determination of Equivalence Scales with respect to Family Size: A Theoretical Reappraisal," *Falk Institute*, Jerusalem, July 1973.

See also R. Rotter and N. Shamay, "Pattern of Poverty in Israel", *Social Security*, Feb. 1971.

An additional group bordering on poverty was defined as having a gross cash income per standard adult above IL 100, but below IL 125 — i.e., about 40% of the average, and almost half of the median.⁴

A cash income of IL 100 per standard adult is equivalent to a total net income (included imputed income) of IL 118 per standard adult, or about IL 390 for a standard family of four (husband, wife and two children). This is estimated to have covered the minimum needs in 1968/69, as calculated in 1963 by a committee appointed by the Minister of Welfare and adjusted for the rise in the general standard of living.⁵

Private consumption per head at current prices more than doubled between 1968 and 1973 (rose by 110%). Thus, the above figures would be equivalent to a 1973 poverty line of IL 210 and a "near poverty" line of IL 262, or a "poverty band" of IL 210-262 per standard adult. For a standard family of four, the 1973 poverty band would be IL 693-865.

II. CHARACTERISTICS OF LOW INCOME GROUPS

Regression analysis showed that the main causes of low income per standard adult were lack of earning power of the family head due to advanced age or disability; or the low earning power of the head of a large family because of low educational level and lack of occupational skills; or some combination of these causes.

The low-income groups (according to an ordering by income per standard adult) consist, therefore, of the old and disabled, on one hand, and of large families whose heads had low earning power because of low educational level and low occupational skills or some disabilities, on the other hand.

Families with a cash income per standard adult below IL 100 in 1968/69 (lowest income range — poverty group) accounted for 12.3% of all families and 13% of all persons. An additional 6.2% of the families and 7% of all persons had cash incomes per standard adult of between IL 100 — IL 125 (second lowest income range near poverty group). But the lowest income range included 16% of all children (another 9% of all children lived in the second-lowest income range) and 29% of all family heads aged 65 and over. One-third of all family heads with less than 5 years of schooling were in this lowest income range, as were 35% of all family heads who did not belong to the labor force. Food consumption constituted more than 40% of total consumption expenditure in both low income groups, compared with only one-fourth in the remainder of the population.

4. This is equivalent to a total net income (including imputed income) of about IL 140 per S.A. — i.e., about 58% of median income.
5. Minimum needs of a standard family of four were calculated at IL 260 in 1963. The cost of living index rose by 26% from 1963 to September 1968 (center of the income period of the 1968/69 survey); the cost of the same consumption basket in September 1968 was IL 328 for a family of four and IL 100 per standard adult — but real consumption per head rose by approximately 17% over this period. If it is agreed that the minimum requirements rose in line with consumption per head at current prices (46%), in September 1968 they were about IL 380 for a family of four or IL 115 per standard adult.

Table 1
Characteristics of Low Income Groups

	Poverty Group Up to IL 100	Near- Poverty Group IL 100-125	Rest of Population Over IL 125
Monthly Gross Cash Income per standard adult in 1968/69:			
No. of families (000)	75.6	38.4	500.2
%	12.3	6.2	81.5
No. of persons (000)	287.8	158.6	1,792.5
%	12.9	7.1	80.0
children below 17, % of persons	48.8	47.5	37.0
Family size (%)			
1—2	50.7	43.7	30.6
3—4	15.9	17.7	45.8
5—6	14.8	15.7	17.1
7+	18.6	22.9	6.5
Employment Status of Family Head (%)			
Employees	35.6	58.6	69.2
Self-employed	10.3	9.4	18.4
Not belonging to labor force	54.1	32.0	12.4
Age of Family Head			
18—34	12.8	18.1	20.5
35—54	29.0	35.6	46.8
55+	58.2	46.3	32.7
65+	40.1	31.3	12.8
Education of Family Head			
0—4	52.6	40.6	12.9
5—8	32.0	39.7	32.0
9—12	9.5	12.3	35.3
13+	5.9	7.4	19.8
Country of Origin of Family Head (Jewish Families)			
Asia-Africa	59.8	60.1	31.6
Europe-America	33.3	33.1	54.2
Israel	6.9	6.8	14.2
Women heads of families, (%)			
	27.4	20.9	10.6
Family heads immigrated after 1958 (%)			
	21.3	22.5	10.8
% of food in consumption expenditure			
	48.4	46.1	27.3
" " (incl. imputed cons. exp.)	42	41	25

Source: Family Expenditure Survey 1968/69.

Note: The Survey population included total urban population which accounted for 82% of total population.

As Table 1 shows, the low income population consisted of a relatively high percentage of individuals living alone, two-person families, and many large families. Hence, almost half of the low-income population were children below the age of 17, compared with only 37% in the remainder of the population.

58% of the family heads in the lowest income group and 46% in the second-lowest income group were over 55 years old, compared with only one-third in the remainder of the population. 54% of the family heads in the lowest income group and 32% in the second-lowest income group did not belong to the labor force, compared with only 12% in the remainder of the population. This shows the preponderance of family heads who did not work because of old age, especially in the lowest income group. In the second lowest income group, working family heads with low earning power were more numerous.

The low educational level of family heads in the lowest income groups is reflected by the high percentage of family heads with less than 5 years of schooling: 53% in the lowest income group and 41% in the second-lowest, compared with 13% in the remainder of the population. The low educational level, combined with insufficient vocational training, explains the low earnings of the working family heads; however, these factors also caused the low incomes of the old and retired, since pensions are determined by previous income from work — which was greatly influenced by educational and occupational levels.

Both low-income groups show a relatively high percentage of family heads born in Asian-African countries and relatively low percentages of those born in Europe, America and Israel. Among the old and retired, the share of those born in Europe and America was considerable; among the working heads of large families, the percentage of those born in Asia and Africa was relatively large.

22% of all families in the two lowest income groups were new immigrants (had immigrated after 1958), compared with only 11% in the remainder of the population. 27% of all family heads in the lowest income group and 21% in the second-lowest income group were women, compared with only 11% in the remainder of the population. Two thirds of these women lived alone. Most of these single women in the lowest income groups were old and did not work. Some 30% of all one-parent families with women heads also belonged to the lowest income groups.

A large percentage of the low-income population lived in the smaller towns, mostly in the new development towns. Less than one-quarter of the families in the lowest income group and only some 35% in the second-lowest income group lived in the three large towns, compared with 42% of the remaining population.

An ordering of families by deciles according to consumption per standard adult shows a similar picture. The low consumption groups had a preponderance of aged family heads not belonging to the labor force, as well as a relatively high percentage of large families. There was a remarkable difference in this respect between the lowest and the second-lowest deciles. There was a greater concentration of large families in the second-lowest decile, while individuals and two-person families were concentrated more in the lowest decile. Hence, family heads not belonging to the labor force were more numerous in the lowest decile, while working family heads with low incomes and large families constituted a much higher percentage in the second-lowest decile. This parallels the difference between the two lowest income groups. The consumption data allow a comparison with the highest deciles, as well as with the average: 48% of all family heads in the lowest decile and

27% in the second-lowest decile did not belong to the labor force, compared with only 10% in the two highest deciles, 29% of all families in the lowest decile and 50% of those in the second lowest were families of 5 or more persons, compared with only 4% in the highest decile.

In the two highest deciles we find a high concentration of 3- and 4-person families, whereas their weight was spectacularly low in the two lowest deciles. There were more very small families (singles and 2 persons) in the highest deciles than in the lowest deciles. But while those in the lowest deciles were mostly old couples or old widows and widowers living alone, in the highest deciles there was a considerable percentage of young couples and individuals.

The low income categories consisted of two distinct groups: families whose heads did not belong to the labor force because of old age or some disability, and families whose heads worked but had low incomes. In the first group, the family heads were much older and had a lower education, and the families were small. Most of the individuals and two-person families were in this group. Among those working, a considerable percentage worked only part of the year; the families were relatively large; and the family heads had low educational levels (although higher than those not belonging to the labor force).

46% of all families with heads not belonging to the labor force were in the low-income categories; only 12% of the families whose heads worked were in these categories (Table 2).

Table 2
Low Income Groups by Employment Status of Family Head (%)

Monthly Gross Cash Income per Standard Adult	Not Belonging to Labor Force	Employees	Self-Employed
up to IL 100	35.4	6.8	7.6
IL 100 — IL 125	10.7	5.7	3.5
over IL 125	53.9	87.5	88.9
Total	100.0	100.0	100.0

Source: Family Survey 1968/69.

Though 54% of all family heads in the lowest income group did not belong to the labor force, their families constituted only 32% of all persons in that income group, 68% belonging to families whose heads worked. In the second-lowest income group, family heads who worked had a greater weight than those not in the labor force, and their families constituted 84% of all persons in the second-lowest income group.

The causes of low income were different in these two categories. Non-participation in the labor force, due mostly to old age, combined with low educational level were the main causes of low income of families whose heads did not belong to the labor force; in the second category, the low earnings of the family head, combined with large family size, were the main causes of low income per standard adult. Almost three-quarters of all persons in the two lowest income groups belonged to families whose heads worked, but their earnings were too low to guarantee their families an income above the poverty or near-poverty line.

Non-Participation in the Labor Force

54% of the families in the lowest income range and 32% of those in the second-lowest income range had heads who did not belong to the labor force (Table 1). Their incomes were low mainly because the main earner in the family did not work due to old age or some disability, and income from other sources was very small.

Families whose heads did not belong to the labor force consisted of the following categories :

Table 3
Composition of Families

	Heads not belonging to Labor Force %	Heads Self- Employed and Employees %
Husband-Wife Families, wife working	8	23
Husband-Wife Families, wife not working	41	67
Independent individuals, men	5	2.5
Independent individuals, women	29	2.5
One-Parent Families, with men heads	2	2
One-Parent Families, with women heads	15	3
Total	100	100

Only about half of the families whose heads did not belong to the labor force were husband-wife families, compared with 90% among all other families. But women living alone constituted 29% of those not belonging to the labor force, compared with 2½% of those working; one-parent families with women-heads constituted 15% of those not belonging to the labor force, compared with only 3% among those working.

35% of the families whose heads did not belong to the labor force were in the lowest income group, and 11% were in the second lowest (Table 2). The composition of the families of this category in the lowest income groups was quite similar to that shown above — with some preponderance of individuals, and with less husband-wife families with working wives in the lowest income group. 87% of these families whose heads did not belong to the labor force and which were in the lowest income group had no earner at all, as did 72% of those in the second-lowest income group — compared with 62% in the remaining income ranges.

Non-participation of the family head in the labor force was caused by old age or some disability. But a considerable percentage of those retired because of advanced age lived in quite comfortable circumstances, as they received considerable pensions on the basis of previous earnings or had income from other sources. Hence, even in the highest income groups there were families whose heads did not belong to the labor force. Low educational level of the aged (indicating low earnings before retirement and lack of pension rights stemming from previous work) was, therefore, an additional cause of low income; 71% of all family heads more than 65 years old who did not belong to the labor force and were in the lowest income group had less than 5 years of schooling. This combination of non-participation in the labor force with low educational level caused low income in most cases.

Most family heads not belonging to the labor force were more than 55 years old in all income ranges (about 80% or more); but in the two lowest income

ranges, the percentage of those with a low educational level was much higher than in the rest of the population. 65% of the family heads not belonging to labor force in the lowest income group, and 48% of those in the second-lowest income group, had less than 5 years of schooling — compared with 26% in the other income groups. This too, is a relatively high percentage connected with the higher age groups in this category. In the total population in income groups above IL 125 per standard adult, only 13% of all family heads had less than 5 years of schooling (Table 1). There is a certain inverse correlation between age and educational level due to the rapid expansion of education during the last 20 years.

Because of the large percentage of independent individuals, old couples and one-parent families among families whose heads did not belong to the labor force, average family size in this category was small. Hence, only 32% of all persons in the lowest income group and 16% in the second lowest belonged to this category. The great majority (about three-quarters of all persons in the two lowest income groups) belonged to families whose heads were working, but their income per standard adult was low.

Low Income of Families in which Family Heads were Working.

Low income per standard adult in families in which the main earner was working had the following main causes :

1. Partial employment due to age or poor health
2. Low Income due to low educational level and low occupational skills
3. Low income per standard adult due to large family size.

In most cases, we find a combination of these causes.

Partial Employment, Education and Age

36% of all family heads in the lowest income group and 59% of those in the second-lowest income group were employees; 10% and 9%, respectively, were self-employed (Table 1). A considerable part of these were only partially employed during the year (30% of employees in the lowest income group worked less than 43 weeks.

A small percentage were partially employed since they entered the labor force during the year, after military service or after completion of their studies; they were in the lowest income ranges only temporarily. Some additional cases were temporarily in distress due to a work or traffic accident or ill health. But the majority of those partially employed were workers who changed jobs frequently because of low work capacity, lack of skills, mental or physical disability, or chronic illness.

While we had data on partial employment during the year (weeks worked), we did not have data on part-time work — which was more frequent in the lower income brackets than in the higher ones.

The most important cause of low income per standard adult in families whose heads were working was their lack of occupational skills and their low educational level. 41% of the employees in the lowest income range and 36% in the second-lowest had less than 5 years of schooling, compared with 11% in all other income ranges. Only about one-fifth in the two lowest income ranges had more than 8 years of schooling, compared with 58% in the other income brackets. Among the self-employed, too, the educational level of those in the two lowest income brackets was decidedly lower than that of the others.

Family heads in the two lowest income brackets who were employees were somewhat older than those in the other income brackets — but among the self-employed, age was no cause of low income. Self-employed family heads in general were older than employees.

One-third of all employees with less than 5 years of schooling were in the lowest income brackets, compared with 5% of those who had more than 8 years of schooling.

Occupation

The data available to us allow a classification of occupations only in very broad groups.

They show that working family heads in the two lowest income groups were concentrated in the lower-paid occupations. There were no professional and scientific workers, and very few managerial and clerical workers, in the lowest income category; these two occupational groups were also very sparsely represented in the second-lowest income category. Against this, there was a considerably higher percentage of traders, agents, salesmen and service workers in the lowest income brackets (compared with the rest of the population), stemming from numerous small peddlers, hawkers and occasional service workers. But the share of blue-collar workers (industrial, agricultural, construction and transport workers) was only somewhat higher in the lowest income brackets. It has to be assumed (according to the earnings of these family heads) that they belonged to the least skilled and were among those with the lowest earnings in each occupational group. Each occupational group had a broad range of earnings. Thus, for instance, average earnings per hour of an employee among the clerical workers were IL. 5.26 in 1973, but 10% of them earned less than IL. 2.50 per hour, and 14% earned more than IL. 8.

Family Size

There was a preponderance of large families in the lowest income ranges (by income per standard adult). Almost 30% of all families in the two lowest income brackets had 6 persons or more, compared with about 11% in the other income brackets. Most of the heads of the large families in the two lowest income brackets worked. The combination of low earning power of the family head and large family size caused low income per standard adult in these families. Large family size can cause low income per standard adult even in families with middling incomes.

31% of all employees' families had an income of less than IL. 600 per month, but only 12½% of employees' families had an income of less than IL. 125 per standard adult — since a considerable part of the families within the IL. 240—IL. 600 range were relatively small or medium, so their income per standard adult was above IL. 125.

The causes of large family size have not been investigated in this study. Educational level, age, degree of religiousness, country of origin, environment (dwelling locality), housing facilities and to some degree earnings are factors influencing family size. Since low educational level of the family head (and his wife) causes low earnings and influences family size, this was the most conspicuous feature of large families in the lowest income ranges.

Country of Origin

There was a preponderance of families who had immigrated from Asian-African countries in the lowest income categories. 60% of family heads in the lowest brackets (income per standard adult) were born in Asian-African countries compared with 32% in the other income brackets.

Regression analysis showed that income per standard adult was influenced by country of origin to a certain degree. In the main, the fact that the family head had immigrated from Europe or America before 1958 had a considerable positive influence on income per standard adult, compared with Jewish Israeli-born family heads. The fact that the family head was born in Asia or Africa

had a smaller negative influence compared with Jewish Israeli-born heads. An investigation into the determinants of family income had shown that after the influence of the family head's education on family income had been taken into account, country of origin and year of immigration had little influence — because of the stronger correlation of country of origin with education than with family income.⁶

The lower educational level of family heads who had immigrated from Asian and African countries was also the main cause of the relatively large percentage of these families in the lowest brackets by income per standard adult.

The educational level of family heads who had immigrated from Asia or Africa was considerably lower than that of the other family heads in the two lowest income brackets. It was also lower in the other income brackets. The higher percentage of families whose heads had immigrated from Asia or Africa in the two lowest income brackets is well accounted for by their lower educational level.

Income per standard adult was, as we have seen, decisively influenced by family size in addition to the other determinants of family income. The size of families whose head had immigrated from Asian-African countries was, on the average, larger than that of the other families. This was an additional cause for the preponderance of these families in the lowest income brackets (by income per standard adult).

Large family size as an additional cause of low income per standard adult was found mainly among families whose heads had immigrated from Asian or African countries. Though in the lowest income range, these had a greater percentage of one- and two-person families than families with 7 or more persons, the latter had much more weight among the number of persons. In the second-lowest income range, the percentage of large families was greater than that of small families. Among the families whose heads had immigrated from Europe or America, more than three-quarters in the low income brackets were one- and two-person families; there were very few large families. Among families with heads born in Israel, there was a considerable percentage of large families in the second-lowest income range.

The weight of large families among those of Asian-African origin in the higher income ranges, though considerably smaller than in the lowest income ranges, was much greater than that of families whose heads were born in Europe or Israel. Also, the families of European origin showed a preponderance of one- and two-person families in the higher income ranges.

The majority of families of European-American origin in the lowest income categories were among those not belonging to the labor force — mostly widows, widowers or old couples — and their average family size was therefore small.

The majority among those of Asian-African origin were large families whose heads worked. Families whose heads had immigrated from European-American countries were, on the average, older in all income categories, compared with the other segments of the population.

Dwelling Locality

A considerable part of the families in the two lowest income ranges lived in smaller localities, mostly in the development towns. The three largest cities accounted for only 26% of the families in the lowest income range and 35% of those in the second-lowest income range, compared with 42% in all other income ranges.

6. F. Ginor, "Determinants of Family Income in Israel", Research Paper No. 10, David Horowitz Institute, July 1974.

Jerusalem was exceptional among the three cities; the percentage of families in the second-lowest income group living in Jerusalem was higher than that in the other income groups.

This greater concentration of low income groups in the new towns is a well known phenomenon, connected with the less prosperous employment opportunities in these towns compared with the other towns. An additional factor is the fact that some of the people in the well paid occupations (engineers, doctors, teachers), do not live in these towns, but commute from a nearby town or suburb.

Housing

An important dimension of poverty is overcrowded housing of low quality. In 1968, 9% of all Jewish families lived in a housing density of 3 persons or more per room (this share declined to 6% in 1972), and we have to assume that almost all of them belonged to the lowest income ranges. The large families in the lowest income brackets usually lived in crowded conditions. 90% of the families which lived in a density of more than 3 persons per room were families of 6 persons or more.

Crowded, low-quality housing, together with the low educational level of the parents and low income, lay the groundwork for the vicious circle of poverty for children from large families in the lowest income groups. The crowded living conditions, and the lack of encouragement by parents and the environment, make it difficult for a child to persevere in his studies and to achieve the school marks necessary for continuation. Hence, there are many school dropouts among these children, and only a small percentage continues to secondary schools and the university. But only education and vocational training can enable these children to obtain an occupation which will assure them and their families an income above the poverty band.

The above analysis shows the great importance of the educational level to income per standard adult. The effect of education on the reduction of poverty (and the ills connected with it) has been recognized by the government; many measures have been introduced to encourage educational achievements of the children of poor and uneducated parents. The fact that only 7% of the family heads of Jewish families in the lowest income groups were born in Israel, compared with 14% in the other income groups, is an indicator of some success of these measures. Our figures pertain to 1968/69; it can be assumed that during the five years since then, there has been further improvement.

III. ESTIMATED SITUATION IN 1973

Since 1968/69, various changes have occurred which influenced the size and composition of the low income groups. The percentage of family heads not belonging to the labor force rose, but unemployment declined. There was a considerable rise in the standard of living of all strata of the population, including those in the lowest income brackets. The percentage of unemployed declined from 5.3% in 1968/69 to 2.6% in 1973, and GNP per capita at constant prices rose by 27% during the same period. The average income of employees' families at constant prices rose from 1968 to 1973 by 26%.

According to indices of inequality (Lorenz index), there was no change in the inequality of family income in the total population since 1968/69, though there was a slight improvement in the inequality index of employees' families.

The indices of inequality for the period before 1968/69 are also given here in order to show their development. According to these indices, there was an increase in inequality in 1967 compared with the late fifties and the beginning

of the sixties, due to the recession and unemployment in 1966 and 1967. After the recession, there was a decline in inequality in the total population to about the same level as before the recession, and to a lower level among the employees (Table 4).

Does the fact that the inequality index for all families remained unchanged from 1968/69 to 1973 indicate that the relative position of the lowest income group remained unchanged? Though this seems a reasonable conclusion, it is very possible that the relative position of the lowest income groups improved or became worse — since the decline or increase in the index caused by such an improvement or worsening could be balanced by greater or smaller inequality between medium and high income groups.

Family size in the lowest income group (per family) tended to decline between 1957/58 and 1968/69; at the same time, the income share of the lowest decile by income per standard adult rose — despite a small increase of the inequality index. Thus, there was an improvement in the relative position of the lowest decile.

Detailed data after 1968/69 are available only for employee families. These show that the decline in the inequality index from 1968/69 to 1973 was accompanied by an increase in the per-family income share of the lowest decile. An ordering by income per standard adult shows a similar rise in the income of the lowest decile.

Table 4
Indices of Inequality* of Monthly Cash Income in Urban Families

	Income per Family	
	All Families	Employees
1957/58**	0.355	0.311
1963/64	0.364	0.309
1967	0.409**	0.362
1968/69	0.371	0.313
1970	0.378	0.305
1971	0.362	0.293
1972	0.374	0.298
1973	0.374	0.300
Income per Standard Adult (Jewish Urban Families)		
1957/58	0.367	0.351
1963/64	0.369	0.346
1967	0.413	0.387
1968/69	0.372	0.342
1970	0.368	0.332
1972***		0.328
1973***		0.324

* Lorenz Index calculated by deciles of population.

** Jewish families only. In years in which data for Jewish and total population are available, the inclusion of Arab families changes the index only a little.

*** All urban families, including Arab families.

Source: Statistical Abstract of Israel, 1973. Central Bureau of Statistics; Report of the Committee on Income Distribution and Social Inequality, Tel Aviv, 1971. For calculation of standard adult see p. 38.

Table 5
Urban Families by Age, Education and Employment Status of Family Head (%)

Age	1968/69	1973	Years of schooling	1968/69	1973
up to 24	3.0	5.6	0-4	19.6	17.5
25-34	16.4	21.3	5-8	32.5	32.8
35-44	22.8	19.3	9-12	30.6	30.9
45-54	21.1	19.0	13+	17.3	18.8
55-64	19.4	17.4	Total	100.0	100.0
65+	17.3	17.4			
Total	100.0	100.0			

Employment Status	1968/69	1973
Employees	64.4	65.7
Self-Employed	16.8	14.2
Not belonging to the labor force	18.8	20.1
Total	100.0	100.0

Source: Central Bureau of Statistics.

Table 6
Estimated Share of Families in Lowest Income Brackets in 1973

Employment Status of Family Head	Income per Standard Adult					
	Up to IL. 100		IL. 100-125		Above IL. 125	
	1968/9	Est. 1973	1968/9	Est. 1973	1968/9	Est. 1973
Employees	35.6	25-34	58.6	58	69.2	71-70
Self-Employed	10.3	7-9	9.4	8	18.4	15-16
Not belonging to labor force	54.1	68-57	32.0	34	12.4	14-14
Total	100.0	100	100.0	100	100.0	100
% of families	12.3	9-11	6.2	5.5	81.5	85.5-83.5
% of persons	12.9	9-11.5	7.1	6	80.0	85-82.5

The declining family size in the lowest income bracket was mainly a result of the ageing of the population. The percentage of singles and two-person families in the total population rose, and this trend continued after 1968/69. At the same time, there was a rise in the share of the larger families.

But the percentage of 5- and 6-person families, which had declined up to 1968, rose between 1968 and 1973. Against this, the share of families with 7 persons and more declined somewhat after 1968.

The two lowest income groups had a relatively high percentage of singles, two-person families and large families in 1968/69. The families whose heads did not belong to the labor force because of old age were mostly small (widows or widowers living alone, or old couples); the families whose heads were working, but had a low income because of low education and lack of occupational skills, were mostly large families.

The increase in the share of one-and two-person families since 1968, together with the increase in the share of families whose heads did not belong to the labor force, indicate a continuation of the decline in the average family size of the lowest per-family income group. Hence, the relative position of the low-income group in an ordering by income per standard adult appears to have improved further, though the inequality index in an ordering by income per family showed no change.

The majority of the large families belonged to the employee families. The 5- and 6-person families, whose share increased from 1968 to 1973, were represented to the same degree in the lowest income group as in the rest of the population — whereas families with 7 persons and more were overrepresented in the low income groups. Hence, the rise in the income share of the lowest decile in the employee population after 1968/69 points to an improvement in the relative position of the lowest income group. Conclusions as to such an improvement can be drawn only after changes in age, composition and educational level of family heads have been taken into account.

Though the percentage of those aged 65 and over had increased in the total population, the share of urban family heads in this age group in 1973 was similar to that in 1968/69. Against this, the share of young family heads (up to 34 years) had risen considerably (Table 5).

The general rise in the educational level of the population is reflected in the decline in the percentage of family heads with less than 5 years of schooling (from 19.6% in 1968/69 to 17.5% in 1973), and the rise of those with more than 12 years of schooling from 17.3% to 18.8%.

The share of those not belonging to the labor force rose 7%. This corresponds to the increase in the percentage of one- and two-person families. The share of employees also increased to some extent, whereas the share of selfemployed declined. The rise in the share of those not belonging to the labor force does not appear to be the result of the ageing of the population, since the share of family heads in the higher age groups had not risen. But labor force participation of persons aged 65 and more declined from 20.2% in 1969 to 18.8% in 1973, and that of males from 35% to 32.6%. This decline in the labor participation of the older age groups, especially males, appears to be the main reason for the rise in the percentage of family heads not belonging to the labor force.

How can the percentage of the families below and within the poverty band be estimated on the basis of the above data? Regression analysis showed that labor participation and educational level explained about one-third of differences in income per standard adult. We can, therefore, try to estimate the percentage of families in the lowest income brackets according to the changes in employment status and educational level of family heads. If the share of family heads with less than 5 years of schooling in the employment status groups is taken as an indicator for the share of families in the lowest income group, this share can be estimated.

If it is assumed that the share of family heads with less than 5 years of schooling in the low income groups by employment status remained the same, the share of families in the lowest income groups declined from 12.3% in 1968/69 to 11% in 1973, and in the second lowest from 6.2% to 5.5%. This must be regarded as the

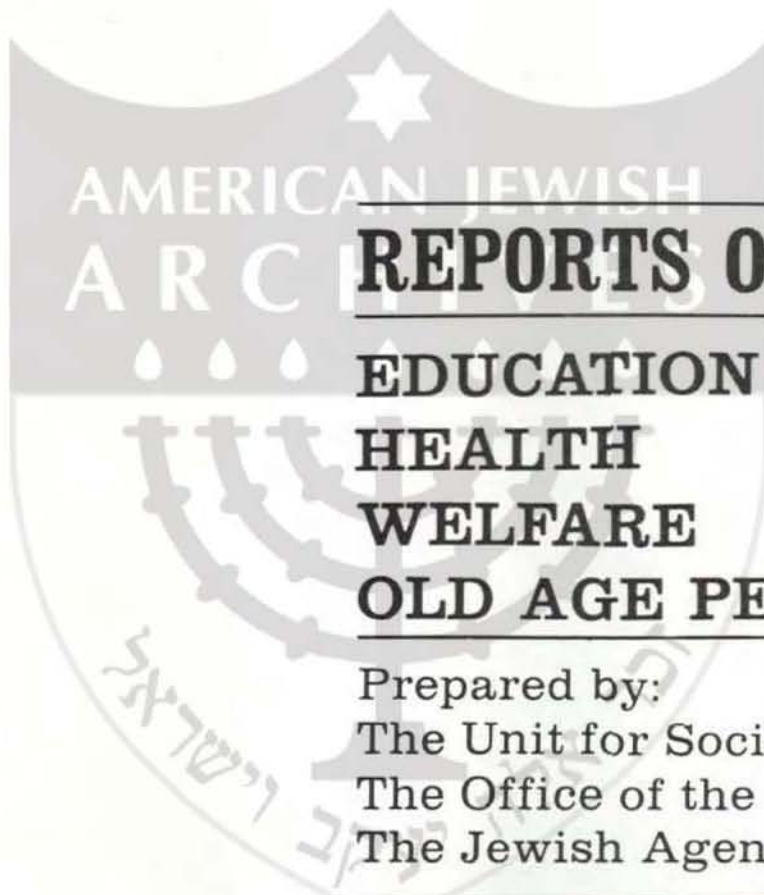
upper limit if we take into account the decline in unemployment — which reduced partial unemployment among employees and the self-employed (the number of weeks worked per urban male employed rose from 46.1 in 1968/69 to 48.9 in 1973) — and the great decline of the share of employees' families who had less than 40% of median income.

Data on incomes of employees' families show that the share of families with an income of less than two-fifths of the median declined from 10% in 1968/69 to 5.5% in 1973, and that of those with an income of less than half the median declined from 14.5% in 1968/69 to 10.3% in 1973⁷. This serves as an indicator that the share of working family heads in the lowest income group declined. If this decline (owing to improved employment conditions and increased child allowances) is taken into account together with the almost stable percentage of large families mentioned before, the share of families in the lowest income group is estimated at 9%. It is estimated that the share of families with working heads in the lowest income group declined from 46% in 1968/69 to 32% in 1973, but that in the second-lowest income group only from 68% to 66% — and the share of families with heads not belonging to the labor force rose correspondingly. Changes in the distribution of family income correspond to this estimate.

According to this estimate, the percentage of families in the two lowest income groups declined from about 18.5% to about 15%, and the percentage of persons from 20% to about 16% (Table 6). During this period, there was an improvement in social transfer payments designed to guarantee a minimum income to those not receiving adequate incomes because of temporary interruption (unemployment, childbirth, work accidents, sickness), old age or physical or mental disabilities, and to those with large families and low incomes. Whereas the increase in child allowances and insurance payments connected with temporary interruption of work are included in employee families' incomes and could therefore be taken into account in the above estimate, no data were available to estimate the impact of improved national insurance pensions. The above estimates therefore tend to overestimate the percentage of families and persons in the lowest income groups.

7. Incomes of employee families, 1973, Supplement to Monthly Bulletin of Statistics, 5, 1974.

THE YOUNG LEADERSHIP CABINET OF THE U.J.A. CABINET COMMUNIQVES 1290 AVENUE OF THE AMERICAS, NEW YORK, N.Y. 10019



REPORTS ON:

EDUCATION

HEALTH

WELFARE

OLD AGE PENSIONS

Prepared by:

The Unit for Social Programs

The Office of the Chairman

The Jewish Agency for Israel

August, 1972

EDUCATION

In the field of education, the Jewish Agency participates in the tuition fees of children in the non-mandatory grades of the secondary schools, whether academic, vocational or agricultural. In general schools, these are the tenth through twelfth grades, and in vocational schools, the tenth through fourteenth grades. In the school year 1971/72, I.L. 73,000,000 was expended to assist almost 95,000 pupils. The Jewish Agency grant covers the difference between the total tuition fee and the share of the pupil's family as determined by the Agency's criteria.

The base criterion is the gross monthly per capita income of the family, divided by a figure composed of the parents and all children under the age of eighteen. Other factors are also taken into consideration, such as the number of other children attending secondary school, or chronic illness in the family.

The importance of Jewish Agency participation in school fees, especially in families with more than one child of high school age, may be judged from the fact that in 1971, the average national monthly income was I.L. 775, whereas annual school tuition fees are as follows:

10th grade	I.L. 1,295
11th grade	I.L. 1,370
12th grade	I.L. 1,435
13th and 14th grades	I.L. 1,435

Rates of participation in accordance with the basic criterion of family income are:

<u>Monthly Income Per Capita</u>	<u>Rate of Agency Participation</u>
Up to I.L. 140	100 percent
Up to I.L. 165	80
Up to I.L. 190	60
Up to I.L. 200	40
Up to I.L. 260	20
Up to I.L. 300	10
Above I.L. 301	0

When additional criteria are applicable, the rate of Agency participation becomes higher. The following table indicates the percentage of children in each grade benefitting from Agency participation, and the percentage of such participation compared to the total school fee:

<u>Percentage of Participation</u>	<u>10th grade</u>	<u>11th grade</u>	<u>12th grade</u>	<u>13th grade</u>	<u>14th grade</u>
100	40.0	39.0	33.5	24.0	10.5
85	0.5	0.6	0.5	-	-
80	5.0	4.0	4.0	4.0	7.0
60	5.0	4.0	4.0	4.0	7.0
55	0.7	0.7	1.0	0.5	3.0
40	3.0	3.2	3.5	3.0	3.0
35	0.8	0.8	1.0	0.5	-
20	3.5	3.9	4.0	3.5	3.0
10	2.0	1.8	2.0	3.0	3.0
0	39.5	42.0	46.5	24.5	63.5

In addition to children whose families make individual applications for participation, which are evaluated according to the criteria outlined above, certain children are granted assistance on the basis of their place of residence or their status. Thus, pupils residing in 449 development towns and immigrant settlements are fully exempted from tuition fees, and those in 150 kibbutzim and moshavim receive blanket participation of 60 percent. Full fees are paid for children of new immigrants, for wards of Youth Aliyah, and for especially gifted children from deprived cultural backgrounds.

August 1972

BETTER THAN SMASHING THE TOOLS

THESE boys hate society. I'll give you an example. One boy was referred to us by a social worker who could not establish any real contact with him. I went to visit him several times and finally persuaded him to come here. "He told me that he had learned not to trust anyone, and that his only friend was his dog. He said that he takes his dog out only late at night and early in the morning, when there are no people on the streets, so the dog won't see anyone but him."

The place was Jaffa, and the speaker was Jacky Zuckerman, who was a teacher and school principal in Rumania. When he came to Israel four years ago he had expected to remain a teacher, and spent his first year here teaching French.

Now he has taken on a challenge which would try the skill of any educator and test the patience of any human being — the challenge of educating boys who don't want to be educated, for work they don't want to do.

The problem of such boys has been receiving increasing recognition lately. To find concrete, day-to-day solutions, a unique pilot programme has been set up within an existing framework — one which has gained little publicity but some success. Some 25,000 boys and girls have "graduated" from its clubs, and it has worked for 22 years, not with "problem" youth, but simply with ordinary youngsters. Now it has been asked to provide facilities for solving much tougher problems.

Work and study

Since November, Mr. Zuckerman has been coordinating an experimental programme to rehabilitate "marginal youth," boys between the ages of 14 and 18, who are neither working nor studying. Many already have criminal records, and their idling on the streets is a continuing invitation to crime. The programme, housed in a renovated building in the heart of Jaffa, is called "Kelet," from the Hebrew root meaning "absorption." The scheme involves several months of work and study in Kelet, designed to pre-

A pilot project in Jaffa for absorbing marginal youth is now in its sixth month. Jacky Zuckerman, a fairly recent Rumanian immigrant, took on the challenge of educating boys who don't want to be educated for work they don't want to do. In a special interview for *The Post*, LEA LEVAVI discusses progress with him.



pare boys for placement in special army work programmes.

The project began when the Ministry of Labour approached the Association of Technical Clubs for Youth, an organization with 22 years' experience in providing after-school technical instruction in development towns and underprivileged communities throughout the country. The Ministry asked the association to contribute its experience and know-how to set up a special programme, during the morning hours, for "marginal youth." The combined efforts of the Ministry of Labour, the Association of Technical Clubs and the Department for Youth Rehabilitation of the Tel Aviv Municipality made Kelet a reality.

"We started five months ago with 16 boys," Mr. Zuckerman told me when I visited the Jaffa Club last week. "All but one have already been successfully integrated into army work programmes, or have left Kelet for one reason or another. The one exception is a 15-year-old boy who went to an army camp but came back to us after two weeks because he couldn't get along there. We hope to send him to the second of the two army camps to which our 'graduates' go, and I think that at the second camp he may get on better."

Q. What about those who "leave for one reason or another?"

A. "I divide the drop-outs into two categories: 'positive dropping-out' and 'negative.' Positive dropping-out is when a boy decides that it isn't worth while for him to remain in Kelet, where he gets

only IL2.00 a day, or to work toward acceptance into an army technical camp, where he would earn IL5.00 a day. Having come to that conclusion, he goes out to find himself a better job. That to me is very positive. But unfortunately, there's another kind of drop-out: the boy who decides to go back to the 'easy' life of wandering the streets and finding money through crime."

Mr. Zuckerman said there were now 11 boys at Kelet and "each one is a world unto himself."

Q. How long does the average boy stay here?

A. "The watchword of our programme is elasticity. As I told you, every boy is a world unto himself. This isn't a school with a prescribed course of study. Our purpose is to prepare boys for work. We want to teach them basic skills in carpentry, simple metal work and so forth, and how to work in a group. These boys not only don't like society, they hate it. Maybe our most important task is to try in some way to bring them back into normal society." As he spoke, the door flew open, and a 14-year-old bounded in shouting at the top of his voice: "Come quick! the boys are fighting!"

"They're very aggressive," Mr. Zuckerman explained when he returned from a brief peace-making mission. "They don't know how to argue things out. If they're angry at someone, they'll take a chair and throw it. We try at least to teach them to express their anger verbally instead of by smashing the tools or throwing things at the other boys."

From the next room, the faint sound of a guitar could be heard. Can the boys stop work to play their guitars?

Involved sometimes

"On paper, the boys are divided into two groups," said Mr. Zuckerman. One works from 8 to 10 and studies from 11 to 1, with a recess from 10 to 11, during which they can play basketball, tennis or football, eat breakfast or do as they please. The second group studies from 3 to 10, has recess and works from 11 to 1, so that studying and working are rotated. But that's only on paper. Sometimes a boy gets so involved in his work that you can't tear him away for recess."

Certain types of carefully chosen work do indeed hold their attention.

"They like to make equipment they can use for play — tennis rackets, games, guitars — and they also like to make attractive things which they can show off in the neighbourhood. The boys who come here have contempt for work as such. They would like to get lots of money for doing nothing and they aren't too enthusiastic about spending five hours a day here for IL2.00. But still, they sometimes

become so interested in their work that they are willing to give it all they have."

Q. Can you keep them in the classroom for the two hours a day set aside for studies?

A. "We try our best. We limit the studies to the most basic subjects — reading, writing and arithmetic, except where the boys ask for other subjects. Occasionally, someone wants to learn English or Tanach (Bible) and we try to satisfy every expressed desire to learn. We had hoped to give lessons on social studies, behaviour, etc., but we found that it is hard for them to sit still for more than 20 minutes at a time. So we decided to give up on formal lessons in those areas and try to sneak bite-size portions into the everyday activities. We've also found out that we have to be flexible at all times. Sometimes, in the middle of the work period, a boy decides he wants to read a book. Within reason, we try to let them have a fair amount of freedom in such cases."

Q. You kept using the word "we." Who, besides yourself, works here?

A. "We have a technical instructor and a teacher." The boys, in the midst of their recess, began peeking in to see what was going on behind the closed door. Mr. Zuckerman's efforts to keep them outside were unsuccessful. We decided this was a good time to let the boys express their opinions, and Mr. Zuckerman left the room to encourage freer expression.

"This work is a waste of time," Avraham told me. "But I want to go to an army camp and I have to stay here until they send me."

"I'm only here ten days and I'm leaving in another four days," 15-year-old Yaakov said proudly.

I had been told the boys stay here at least two months; sometimes four or five months. How, I asked Yaakov, are you going to an army camp after only two weeks here?

A. "The social worker arranged things for me very fast."

Later I asked Mr. Zuckerman whether the boy was really leaving after two weeks.

"The social workers see that the boys don't have the patience to stay here for two months. Since they don't have much of an idea of time anyway, the social worker tells them they'll leave in two weeks. In the meantime they get involved in their work and stay on."

"The army camp programmes are run jointly by the army and the Ministry of Labour," said Mr. Zuckerman. "A successful 'graduate' of such a six-month camp can either remain on the base as a civilian worker or receive a certificate which entitles him to apply for work at the Youth Labour Exchange — a door which is now closed to these boys because of their past failures as workers. Our scheme is just a first step but a very important one."

Mr. Zuckerman went on to point out the importance of the material and technical help received from the Association of Technical Clubs for Youth.

Models

"Their help is the basis of our work. They give us the models which the boys work on and all the materials and tools we need."

In addition to the new and special Kelet project, the Association of Technical Clubs offers technical training to 7,000 boys participating in its regular after-school programmes. Of the 25,000 boys who have thus far benefited from the network of 40 clubs throughout the country, many now work in technical trades (including engineering) and some serve in technical capacities in the regular army. The Association, which was founded in Haifa in 1949, has thus performed an enormously important, if highly under-publicized and inadequately-supported function.

In the words of Mr. Yaakov Cassel, a member of the Association's Board of Directors, "our clubs are designed to bring modern technology to those boys for whom technology is something far removed from their everyday lives." With funds from the Ministry of Labour, the Ministry of Education, the Jewish Agency and private donations, the clubs offer a varied programme of everything from electronics to carpentry, from metal work to broadcasting. With the growing awareness for the need of such clubs, especially in hardship areas, the Association wants to expand the scope and improve the quality of its programme and to open more clubs, if only the necessary funds can be raised.

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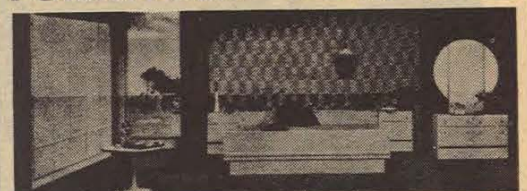
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The Market for Color Film
Processing in Israel
Part I: Local Market



September 1960

A. A. KESSLER - Economic Research Service
Jerusalem, Israel

Ref.: 32/12

September 29, 1960

Herbert A. Friedman
United Jewish Appeal
165 West 46th Street
New York 36, New York

Dear Mr. Friedman:

In accordance with your request made in Jerusalem on August 7, 1960, I hereby submit to you Part I of a report on The Market for Color Film Processing in Israel.

Part I deals with the Local Market. Part II, which will be based on preliminary investigations being carried on by correspondents abroad, will deal with Foreign Markets.

In line with the terms of reference laid down by you, no study was made of the future processing requirements of Israeli moving picture producers. Military requirements were also not investigated since these ordinarily would be met by internal military facilities.

This study attempts to answer the question: Is the Israel market large enough to support a relatively large color film processing facility capable of handling Kodachrome? If the unverified information received as to the minimum economic size of such a facility is correct, the answer is: Only partially; reliance will have to be placed on work obtained from foreign countries.

Two estimates, differing widely from each other, are presented for the potential business available from tourists. Both of these start off from firm facts, and then pass through a series of more or less reasonable assumptions before reaching the final figure. Alternative checks which were made, but not presented here, lead us to believe that the most reasonable estimate probably lies in between the two presented here. It is assuring that even if either extreme were taken, the order of magnitude, and hence the main conclusions, would not change. A serious change would occur only if our tourist estimate proved hopelessly pessimistic. The basis of this estimate could certainly be improved, but this would require a systematic study which could not be attempted within the budget limitations.

Yours sincerely,

A. A. Kessler
A. A. Kessler

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Enc.

The Market for Color Film Processing in Israel

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Some of the Findings and Conclusions

THE PRESENT SALES OF COLOR FILM AND PROCESSING SERVICES IN ISRAEL ARE VERY LIMITED; THE MARKET POTENTIAL, HOWEVER, IS QUITE LARGE. A KODAK AFFILIATED PROCESSING FACILITY IN ISRAEL WOULD OBTAIN AN ANNUAL TURNOVER OF \$100,000 FROM THE LOCAL MARKET, INCLUDING TOURISTS. ADDITIONAL WORK WOULD HAVE TO BE RECEIVED FROM FOREIGN COUNTRIES.

Section A. The Present Market

+ Imports of color film are now running at approximately \$30,000 annually. A third of this amount is purchased by Israeli residents (excluding military authorities), another third by tourists visiting Israel, and the remaining third by the diplomatic corps, etc.

+ Existing local processing facilities are small and turn out uneven work. They do not handle Kodachrome.

+ The value of local processing is at present about IL.40,000 annually; this would cost only \$10,000 if done in the United States.

+ An estimated \$25,000 worth of processing is done abroad for Israel residents and diplomats stationed in Israel.

+ Local processing prices are out of line with American prices. They are lower or approximately the same for developing reversal film and much higher for prints.

Section B. The Potential Market

+ The expected volume of processing of a Kodak affiliated facility in Israel, handling Kodachrome, is estimated at \$100,000 at the end of the first year of operations, assuming the existence of proper conditions regarding quality, service, prices, etc.

+ About half of the expected volume would come from tourists visiting Israel.

+ The establishment of a Kodak affiliated processing facility would, in itself, result in part of the expected growth in the demand for color film processing. It would also result in a shift to Israel of the processing now sent abroad.

+ A decrease in the present prices of color prints would lead to a very large increase in the demand for this item.

+ A large processing facility in Israel would be a dollar earning and dollar saving operation.

Section C. Preliminary Remarks on Foreign Markets

+ The local facility will initially have to depend on processing business obtained from other countries if it is to reach the stated minimum profitable annual volume of \$200,000 - \$250,000.

The potential color film market in Greece, Turkey and Yugoslavia, to judge by comparative imports of photographic goods, is larger than the resident market of Israel.

+ If Israel obtained even part of the processing work originating in these countries, the profitable volume of business would be attained.



Section A. The Present Market

1. Color film market and color film processing market

A distinction will be made in this report between the market for color film and the market for color film processing. This is necessary in the case of Israel, and other countries in similar circumstances, for a number of reasons.

+ All film used in Israel is imported. However, only part of processing services are imported; the rest are supplied locally.

+ There are at least three different price levels for color film in Israel, depending on the type of consumer. The demand for processing services is different for each of these groups.

+ The share of non-resident consumers is relatively high in the total market. There does not have to be any correspondence between the place where these transients buy their film and where they have it processed.

2. Purchases of color film

a. General information

Imports of color film into Israel for civilian use are currently running at \$30,000 annually. This figure does not include imports made directly by the military authorities. The

following discussion will, therefore, refer to the civilian market even if this is not stated specifically.

This estimate is based on compilations of import license data, interviews with import agents and distributors, government officials, and camera supply store owners. There are no official statistics of foreign trade in color film. The official statistics of imports of all film, compiled by the Central Bureau of Statistics and based on customs records, are partial, inconsistent, and misleading; therefore, they were not used.

Color film imports probably amount to between 5 and 10 per cent of the value of total imports of film (including plates, etc.) and sensitive paper. If X-ray film, microfilm, and and paper are excluded, the share of color film would be between 10 and 20 per cent. These estimates are quite rough, since we made no systematic investigation of black and white film consumption. Nevertheless, the orders of magnitude given above reveal that color film is still a relatively small item in Israel.

Buyers of color film in Israel are conveniently classified into three main groups, each of which purchases about a third of total

supplies. This information is summarized in Table 1.

Table 1: Purchase of Color Film in Israel, 1960 ^{1/}
(c.i.f. prices)

Resident population		
Amateurs	§7,000 ^{2/}	
Professional photographers	1,500	
Government offices and institutions	<u>1,500</u>	
Total		§10,000 ^{2/}
Tourists (at approved shops)		
		10,000 ^{3/}
Diplomatic corps and other duty-free purchases		
Diplomatic commissaries	7,500	
Duty free shops	2,000	
Ships' chandlers	<u>500</u>	
Total		<u>10,000^{3/}</u>
Total purchases		§30,000

^{1/} Basic estimates refer to data for July 1959-June 1960, April 1960-March 1961, and January-December 1960. Estimates were rounded so as to approximate the 1960 calendar year.

^{2/} Includes §5,000 of unofficial imports. Sum includes pre-paid processing.

^{3/} Includes pre-paid processing.

b. Resident population

The resident Israeli population obtains its color film through two main channels: official commercial imports and unofficial imports. Supplies seem to be divided evenly between the two channels over the past half year or so.

About 60 per cent of the \$5,000 official allocation for color film imports are obtained by Kodak. Agfacolor imports amount to another \$1,000, while Ferrania, Gevaert, and other brands account for the remaining \$1,000. Almost without exception, the price of these films when imported do not include pre-paid processing.

Professional photographers include newspaper photographers, lithographers, moving picture producers, studio and other commercial photographers.

Government offices and institutions include the Survey Department, Ministry of Health, Ministry of Agriculture, the Government Printer, the Government Press Office, the Hebrew University, the Weizmann Institute, and Malben. The Ministry of Defense and the defense forces are not included.

The sources of the "unofficial" imports which reach the resident market are tourists, diplomats, representatives of foreign press who operate in Israel, smuggling, and gifts sent through the mail. The most important of these sources appears to be American tourists who dispose of excess color film in Israel because of the relatively high prices to be obtained locally. Diplomatic personnel are also an important source of these unofficial supplies. ^{1/} These supplies reach the market in uneven amounts at uneven intervals. Some retail outlets reported that offers by tourists were small and intermittent; others reported occasional large offers. These supplies seemed to be concentrated in a small number of stores with fairly large turnovers. Most of this film seemed to be Kodachrome of European origin (including pre-paid processing); no Kodachrome of this type is imported for the resident market.

It appears that if leakages from diplomatic sources are taken into account, supplies through the unofficial channel actually

^{1/} We were informed of one commissary which recently limited the number of rolls which could be purchased by any one person. This step was apparently taken after some personnel were discovered selling their supplies.

would considerably exceed \$5,000. However, in order to avoid double counting in our calculations, we did not add these amounts to our estimates of unofficial supplies. Similarly, we ignored possible purchases by tourists in authorized stores on behalf of residents. These amounts are believed to be negligible.

c. Tourists

There are nine approved camera supply shops in Israel at which tourists can purchase color film against payment in foreign currency. This scheme was inaugurated three years ago and got off to a slow start. During 1959, however, supplies amounted to approximately \$7,000, and they are estimated at \$10,000 for 1960. Only Kodachrome (35 mm. and Cinefilm) are sold under this scheme. Supplies received from the beginning of 1959 to the end of June 1960 were as follows:

35 mm. (135)	1,192 rolls
16 mm. 100 feet	43 rolls
16 mm. 50 feet	494 rolls
8 mm. 25 feet-double	909 rolls
8 mm. 25 feet-magazine	576 rolls

Color film sold under the tourist scheme is subject to customs duty. Color film sold to the resident market is subject to purchase tax in addition to customs duty.

d. Diplomatic corps and other duty-free purchases

The commissaries of the various diplomatic legations in Israel are the largest customer under this heading. Most of the imports are of Kodak films.

There is a duty free shop at the Lod airport which caters to outgoing travellers, both tourists and Israelis, to whom sales are made in foreign currency. There are also duty free shops in a number of leading hotels which sell to tourists. Since goods purchased at these shops are normally delivered only when the tourist leaves the country, color film sales are understandably small.

Ships' chandlers have only recently begun to purchase color film. Their clientele not only includes Zim and other lines putting in at Haifa, but also United Nations and diplomats of smaller legations which do not have organized commissaries of their own.

3. Color film - price considerations

a. Resident population

Color film imported officially for the resident market is subject to a total of 155 per cent customs duty and purchase tax.^{2/} (Black and white film is subject to 260 per cent duty and tax.) The color film imported into Israel for the resident market does not usually include pre-paid processing since this is also subject to the same 155 per cent levy if included in the film price. Exposed film which has been sent abroad for processing and has returned is not subject to the customs duty and purchase tax.

^{2/} These figures are calculated on the basis of the c.i.f. price plus port charges (=100).

	<u>Color</u>		<u>Black and white</u>
(1) c.i.f. plus port charges	100		100
(2) Customs duty (50%)	50	50	100 (100%)
(3)	150		200
(4) Addition used for calculating whole-sale price (3) x (40%)	60		120 (60%)
(5)	210		320
(6) Purchase tax (5) x (50%)		105	160 (50%)
(7) Duty and taxes		155	260
(8) Price including duty and taxes		255	360

If a 10 per cent difference is assumed between the f.o.b. price and the c.i.f. plus port charges price, and the f.o.b. price is taken as 100, the comparative Israeli import prices, including customs and purchase tax, would be 270 for color and 366 for black and white film.

b. Tourists

Color film imported under the tourist scheme is subject to the same 50 per cent customs duty paid on imports for the resident market; it is exempt from purchase tax. Although the authorized stores work on only a 15 per cent mark-up on these sales (as compared with 25 per cent on color film for the resident market), the prices to the tourist are high. The local dollar prices to the tourist are from 30 to more than 40 per cent in excess of equivalent list retail prices in America, and about double that if ^{3/} discount, rather than list prices are taken.

c. Diplomatic corps and other duty-free purchases

Diplomats, etc. can purchase color film at their retail list prices abroad.

^{3/} Comparative prices are:

<u>Film type</u>	<u>List price abroad</u>	<u>Price to tourist in Israel</u>
35 mm. 135 A	\$4.95	\$7.00
8 mm. 25 feet	3.80	5.00
8 mm. 25 feet-magazine	5.00	6.50
16 mm. 50 feet-magazine	7.00	10.00
16 mm. 100 feet	10.00	14.00

List prices were not verified. A 20 per cent discount on the list prices would make the Israel prices from 64 - 78 per cent higher than the American ones.

d. Unofficial channels

The prices of the color film reaching the resident market through unofficial channels are about 60 per cent of the price which would have obtained had the film been imported through official channels. Specifically, the retail list price of Kodachrome, including pre-paid processing, is \$5.75 in the United States. This film would cost about IL.26- if imported officially; it can actually be purchased at about IL.16-.

The local distributor of Agfa film sells reversible Agfacolor at a price which includes local processing. The film, as imported, does not include pre-paid processing.

4. Local processing

The current output of local processors of color film is estimated at somewhat less than IL.35,000 a year. These estimates are based on prices received at present by professional processors; they are summarized in Table 2.

Table 2: Processing of Color Film in Israel, 1960
(valued at prices received by professional processors)

Professional processors		
Developing		
Agfacolor	IL.2,100	
Others	<u>6,500</u>	
Total		IL. 8,600
Mounting of transparencies		3,100
Prints and enlargements	<u>16,000</u>	IL.27,700
Occasional processors		<u>6,300</u>
Total		<u>IL.34,000</u>

The estimates in Table 2 are based on interviews with the professional processors and on the other sources already cited. The estimate for "Prints and enlargements" is the weakest one in the first group; detailed information was obtained only from the major processor. Overall data on trends of sales of Ektachrome developing kits were used in obtaining the estimate for the occasional processors.

There are three laboratories in Israel which devote all or a substantial part of their efforts to color films processing for customers.

The major one is connected with the Agfa distributor. In addition to reversible Agfacolor, this laboratory also handles other still color films; only a small part of its time is devoted to prints and enlargements and to copy work. Neither this nor other laboratories in Israel handle Kodachrome.

The other laboratories mainly handle Gevacolor negative and prints, Ferrania color film, and Ektachrome. One of the laboratories develops 8 mm and 16 mm movie film.

The general quality of work done by these laboratories is uneven. Results are often very good and often inferior. One of the reasons for this is the tendency to overuse developing solutions. Most of the commercial photographers who were interviewed preferred to do their own developing, if the time factor made sending the film abroad impractical. On the other hand, a large part of the retail outlets interviewed, which mainly cater to amateurs expressed satisfaction with local processing.

The occasional processors include commercial photographers, Government offices, institutions, newspapers, lithographers, and amateurs. Ektachrome seems to be the most popular film with this group.

5. Local processing - price considerations

a. Two price levels

There are two price levels locally for developing color film. The lower level applies only to the developing of reversible Agfacolor. The distributor sells this film with pre-paid processing included in the price. He has been able to give exclusive developing rights to one of the laboratories against a substantial reduction in the price charged. The finisher receives only IL.2.80 for a 36 exposure roll of reversible Agfacolor. This should be compared with IL.4.00 for other film, including negative film, IL.4.80 for a 20 exposure roll of Ektachrome, and IL.6.00 for a 36 exposure roll of Ektachrome.

All the above prices are prices received by the processor. The consumer pays 25 per cent more, and the difference is the retailer's mark-up.

b. Comparison with United States prices

In order to evaluate the prices involved in local processing, it is necessary to make international comparisons. The current price list of a large American color film finishing firm (Drewry Photocolor Corporation, whose main office is at 550 West Colorado Street, Glendale 4, California) was used for this purpose. A difficulty presents itself here in that some American processors cater

directly to the consumer as well as to retail outlets. Authoritative data on mark-ups and discounts to retail outlets were not obtained. The American and Israeli list prices may thus represent different revenue to the finishers in each country.

Table 3: Prices Paid by Consumers for Color Film Processing in Israel and the United States

	Israel			United States
	IL	rate	rate	\$
Agfacolor negative film	3.50	1.95	1.45	0.90
Other negative roll film	5.00	2.80	2.10	0.90
Reversal roll film (unmounted)				
Agfacolor and Anscochrome (36 exp.)	3.50 ^{1/}	1.95	1.45	2.50 ^{2/}
Gevaert, Ferrania, Perutz, etc. (36 exp.)	5.00	2.80	2.10	(2.50) ^{3/}
Ektachrome (20 exp.)	6.00	3.30	2.50	1.50
Kodachrome (36 exp.)	--	--	--	2.50
Color prints (postcard or desk size)				
from negatives	2.50	1.40	1.05	0.29
from slides or transparencies	3.50	1.95	1.45	0.45
Movie film (16 mm. 100 ft. roll)				
Anscochrome	25.00	13.90	10.40	4.25
Duplicate transparencies				
3 duplicates	1.00	0.56	0.42	0.30
25 duplicates	0.70	0.39	0.29	0.15

^{1/} Agfacolor
^{2/} Anscochrome
^{3/} Assumed to be equal to uniform processing price for Kodachrome, Ektachrome, and Anscochrome

The conversion of Israel pounds into dollars in Table 3 was made at the official exchange rate of IL.1.80 to the dollar and at a more realistic rate of exchange -- a rate which might be received on exports, for example -- IL.2.40 to the dollar.

The most striking feature of the comparison is the existence of the two price levels in Israel processing. Here this expresses itself in the competitive position of Israel on some items and the wide disparity between Israeli and American prices on other items. Specifically, Israeli prices are competitive for developing reversal film other than Ektachrome and Agfacolor, on the assumption that the price in the United States would be the same as the uniform price charged for Kodachrome, Ektachrome, and Anscochrome. The Israeli price for developing Agfacolor reversal film is not only competitive, it even seems ridiculously low compared with the American processing price for Anscochrome. The Israeli price is also way out of line in another direction. In the United States, \$0.90 is charged for all types and sizes of negative roll film, and \$2.50 for 36 exposure reversal film. In Israel, the same price is charged for both.^{4/}

^{4/} This point should not be pushed too far. The volume of negative film developing in Israel has been quite small, and there has not been any strong pressure to differentiate the processing prices for the two types. Also, the low American price for negative film may signify that the profits are not being made on the developing but on the prints; it may be a "loss leader"

On the other hand, the comparative excess of Israeli prices over American prices gets progressively larger as one goes from duplicating transparencies, to developing negative Agfacolor and Ektachrome, to developing other negative film and movie film, to the making of prints (enlargements) from transparencies and negatives. This progression may very well be spurious. The volume of duplicating work has been negligible and the quoted prices may be historical prices without much relevance for the future. Likewise, it is understood that the distributor of Gevacolor is trying to lower the processing prices for the film he sells in order to bring them more into line with those for Agfacolor.

The important aspect of the progression is that Israeli prices are closer to American ones in developing and farther away in making prints. Part of the explanation for this is the high price of color photo paper in Israel; customs and purchase tax amount to 165 per cent of the c.i.f. price (plus port charges). The chaotic supply situation is also a factor; official allocations are small and haphazard. Finally, the volume of work is small -- a factor which is at the same time a cause and an effect of high prices.

c. Dollar equivalent of local processing

The price list of American prices was used to answer the question of how much the processing being done in Israel would cost if it were done in the United States.

The volume of processing in terms of the prices received by the local finishers is less than IL.35,000 annually. This represents expenditures by consumers at the retail level of approximately IL.40,000.

The same processing done in the United States would cost the consumers only about \$10,000.

6. Processing of Israel color material abroad

a. Estimated volume

The current annual volume of color film processing executed abroad and originating in Israel is estimated at \$25,000. A breakdown of this total is given in Table 4. It does not include the processing of film purchased by tourists in Israel, except for a nominal sum which appears under the heading of "Diplomatic corps and temporary residents". It is estimated that the expenditure on processing by tourists of film purchased by them in Israel is in excess of \$15,000. Somewhat more than \$5,000 of this sum, however, is included in the price paid for the film.

Table 4: Value of Color Film Processing
Abroad Originating in Israel, 1960

Through Kodak distributor		
Developing		
Kodachrome	₪3,000	
Kodacolor	200	
Ektachrome	<u>300</u>	
Total	₪3,500	
Prints and copies	<u>5,000</u>	
Total		₪ 8,500
Through distributors of other films		500
Diplomatic corps and temporary residents		14,000
Directly by residents		<u>2,000</u>
Total		₪25,000

The estimate of the volume of developing sent abroad through the local Kodak distributor is based on an analysis of shipment records for two months. The estimate for prints and duplication work was obtained by assuming that the same breakdown of expenditures between developing and print work in local processing also existed on processing sent abroad.^{5/}

The estimate for the diplomatic corps and for residents sending film abroad directly is based on an analysis of film consumption. Part of the duty-free color film sold in Israel is purchased by residents leaving the country; it has been assumed, however, that the processing of such film, or its equivalent in film brought into the country by returning residents, does not originate in Israel.

In order to formally complete the picture, a nominal amount was included for processing sent abroad by tourists and temporary residents in Israel. Actually, it is fairly certain that there is a substantial volume of processing sent abroad by temporary residents, not included in the diplomatic corps, which has been left out of our estimate.

^{5/} In terms of physical volume, the relative amounts of print work would be greater in case of processing sent abroad. (This is implicit in the differences in price structures between Israel and the United States.) This assumption seems to conform to the actual situation.

The processing of the color film purchased in Israel in authorized shops for tourists was also completely omitted in our estimate.

b. Price consideration

The purchaser of color film in Israel often has a choice as to where his film will be processed. In terms of the time ^{he} has to wait for the finished product, the choice is in favor of Israel; in terms of cost, in favor of processing abroad. The local Kodak distributor, and presumably the other film distributors as well, receive payment in Israel pounds for processing sent abroad through them. The distributor charges the consumer IL.1.00 for duplicate transparencies which are far superior in quality to duplicates made in Israel at the same price. He charges IL.1.40 for a post card size photo from Kodacolor or Ektacolor and IL.1.80 for a similar size photo made from a transparency; these prices include postage, insurance, and handling. The comparative local processing prices for the latter items are IL.2.50 and IL.3.50.

Section B. The Potential Market

1. Assumptions underlying the forecast

Among the problems to be explored in considering the market potential for color film processing, which can be supplied by a large and efficient finishing establishment operating in collaboration with Kokak, are the growth of local demand for color film and color film processing, the shift of processing to the local facility, and the recruitment of new customers. The potential of the entire processing market will be investigated initially. The share of the proposed facility will be considered later.

It will be assumed that inhibiting factors such as insufficient supplies, high prices and sluggish consumer response will be overcome satisfactorily, and that good quality and good service will be offered by the proposed facility. Except for a number of points which have been mentioned before, there will be no discussion on how to increase the size of the market. Rather, the question will be: Given certain minimum conditions, what is the size of the market likely to be in the near future?

The forecast made here is a short-term one; it takes into account the next two to three years only. In functional time, it is primarily interested

in assessing the level of sales of the proposed processing facility at the end of one year's operation.

Finally, it will be assumed that the level and structure of processing prices will be equal to those in the United States. This will be done so as to obtain an estimate of volume in comparable terms.

2. Demand of the resident population: amateurs

a. Demand for color film

Total supplies of color film, at present prices, seem almost adequate to meet the demand of Israeli amateurs. A somewhat greater supply of Kodachrome, at the relatively low unofficial prices would be absorbed easily. Some of this would represent additional purchases rather than a shift from other brands.

This description of the present state of the market is irrelevant to the future. Even at present prices, demand is growing. One considered view puts this growth at 30 per cent annually for the past few years. While there is reason to suspect that this estimate actually refers to the professional, rather than to the amateur, market, the rate of growth is not far-fetched. Real expenditures on consumption have increased by about 10 per cent annually over the past

five years. While there are no direct statistics yet available to corroborate this point, it appears that there has been a substantial and more than proportionate increase of expenditures on leisure time activities among the upper income groups, within the last few years. The higher income groups now constitute the main customers for color film. If the disposable income of these groups will rise by 10 per cent annually in the future, expenditures on color film (and, in this case, on processing) will rise in the neighborhood of roughly 15 per cent.

Increasing demand, even at present price levels, also comes about by changes in the relative set of values of consumers. Many new consumers of color film in Israel were led to make the purchase, "even though they really couldn't afford to", because of the snob aspect. Travelling abroad also seems to add pressure to use of color film. We believe that a 5 to 10 per cent allowance for this factor annually would be extremely conservative.

The psychological factor also operates in another medium, that of advertising and publicity. Hitherto, nothing organized and sustained has been done in this field, except for the distribution of placards and displays by representatives of film manufacturers among retail outlets. The results of a proper advertising campaign would probably be to change the

entire order of magnitude of color film consumption in Israel. No separate estimate is made for this item, since it is conceived as making effective increases in consumption which can be traced to other factors.

A noticeable decrease in the price of color film would be an effective means of increasing its consumption and spreading its use among middle income group consumers. No allowance was made for this in our estimates.

b. Demand for color film processing

There are two important aspects which will be considered under this heading: the effect of price changes and the effect of the very presence of the proposed facility on increasing demand.

Complaints about the high prices of color film and its processing in Israel are widespread. These complaints are valid if they refer to high prices in comparison to prices abroad, to the average level of income in Israel, and to the prices of making black and white prints.

These complaints are less founded if they refer to the price of developing reversal film and the price of transparencies in relation to the price of black and white prints. Thus, a roll of good 35 mm. monochrome film of 36 exposures, together with developing and (say 30) 6 x 9 cm or 7 x 11 cm prints

(approximately $2\frac{1}{2} \times 3\frac{1}{2}$ inches or 3×4 inches) would cost about IL.11.50. If the enlargements were made to post card size, the total cost would be IL.22. The comparative cost of locally processed Agfacolor transparencies would be IL.18.- or IL.19.-

The basis for the underlying complaints with regard to the price of transparencies seems to be the high initial cost involved in purchasing a projector. Many amateurs feel that they cannot fully enjoy their transparencies without one; yet the cost is beyond their means.

This leads us to the conclusion that a decrease in the price of developing reversal film will have but a small effect on increasing expenditures on reversal film and its processing.

On the other hand, a substantial decrease in the price of developing negative film and of prints (both from negative and reversal film) is certain to have a heavy impact on consumption. It is significant that those retailers who volunteered information on this subject all used the same example: a decrease in the price of a 4×7 cm. print from IL.1.80 to IL.1.00. Estimates as to the immediate effects of such a step on consumption ranged from a minimum increase of three times to a minimum increase of ten times; most of the estimates were in the range of five to ten times.

The price of IL.1.00 per color print would be four times the local price of a monochrome print, but still above the comparable American prices, (\$0.29 for a post card, not a 7 x 9 cm. size) when calculated at a reasonable exchange rate.

The lowering of the price from IL.1.80 to IL.1.00 could probably be accomplished by operating at a large volume and improving efficiency. Any further decrease would depend on a change in the price of paper. This would involve a change in the rates of customs duty and purchase tax. As in the case of film, these taxes discriminate in favor of paper for color prints.^{6/} If a further decrease in the price of color prints could be brought about, it would open the market up to consumers of even limited means.

The existence of an efficient color film laboratory in Israel would result in a practically complete shift of processing now sent abroad by amateurs to this laboratory. A moderate customs protection against processing done abroad could be applied for, but would not really be necessary for an efficient establishment.

^{6/} Customs and purchase tax amount to 165 per cent of the c.i.f. price (plus port charges for color photo paper, or against 278 per cent in the case of monochrome paper. The latter rate includes a special levy which brings the total amount of Israel pounds expended, including the purchase price of the paper, to IL.5.00 for every \$1.00 of imports.

3. Demand of the resident population: others

a. Professionals

High prices and the lack of a local laboratory doing prompt, uniformly high quality work were cited as reasons for the relatively negligible volume of color film work among studio and commercial photographers. On the other hand, the main difficulty in the case of newspaper photographers, etc. is the poor quality of color reproduction in local printing establishments. Some people connected with this field believe, however, that the establishment of a color facility capable of handling professional grade work at reasonable prices would lead to a substantial increase in color reproduction work in printing and allied fields.

We have conservatively estimated the increase of consumption of the professionals at 100 per cent during the first year of operation of the proposed color processing laboratory, most of the growth coming from the studio photographers. Processing of color film by movie producers was not included. Practically all of the processing now being done by studio photographers and a substantial share of work being done by other professionals, or sent by them abroad, would be absorbed by the proposed facility.

b. Government offices and institutions

Price considerations are much less important for this group of consumers than for any others. The growth in color film consumption among existing offices will be, in the main, steady but unspectacular. A possible exception is the Government Press Office, whose photographers now use black and white almost exclusively. A steady increase can be expected too in the number of government units and educational institutions using color film for instructional purposes, etc.

The establishment of the proposed laboratory will probably make these offices more color film conscious in the long run, but its main effect in the short run now being done by themselves. We have taken a 10 per cent annual growth factor for this group. Demand by the military establishment was not included.

4. Demand of the diplomatic corps

Although it is possible that the existence of a conveniently located finishing laboratory will increase the consumption of color film by this group, this factor has not been taken into account. On the other hand, it certainly will have the effect of diverting the processing work now being sent abroad to the local facility.

The increase of sales by duty free shops and ships' chandlers is irrelevant, for the most part, to the present discussion.

5. Demand of tourists

a. Number of tourists

Tourism is a major industry in Israel. It is expected that more than 110,000 tourists will visit Israel during 1960 and spend a total of some \$25 million within the boundaries of the country. Estimates as to the continued growth of tourist traffic in Israel are very optimistic. At an annual rate of growth of 15 per cent, which is lower than the most recent official forecast, there should be 145,000 tourists in Israel during 1962. Very roughly, one out of every 15 persons in Israel will be a tourist.

It is obvious that not all tourists are potential customers of a local color film processing laboratory. To begin with the statistical records show that there are tourists who remain in the country too short a time to be interested in having their films processed in Israel. It will be assumed that only those tourists remaining in the country

20 days and longer would be interested in local processing.

7/ Actually, some tourists stating their intention to remain between two and three weeks also expressed interest in having their color film processed locally. This group could not be separated from the 10-19 days of sojourn group. See following footnote.

At the other extreme, the official statistics count as tourists such a wide variety of non-permanent residents as diplomatic personnel, "experts" working in Israel, foreign students, Americans who are here "in order to make up their minds," and other temporary residents. For the present purpose, diplomats will be excluded from the tourist category. This will be done at the price of excluding all "tourists" remaining in Israel over three months. ^{8/} The margin of error involved in this procedure is very small.

8/ The share of tourists staying in the country less than one month increases as the number of tourists grows. It had almost reached 77 per cent during the first half of 1960. It is assumed that it will be 80 per cent during 1962. The breakdown by time groups for January-April, when the share was 80.7 per cent was used as a model for the assumed distribution in 1962:

	<u>8</u>
Up to 5 days	25
6- 9 days	15
10-19 days	30
20-29 days	<u>10</u>
Total, less than month	80
1 month	8
2 months	3
3 months	1
more than 3 months	<u>8</u>
Total	<u>100</u>

The tourists who are left after the elimination process constitute approximately 20 per cent of all tourists. Thus, out of the 145,000 tourists expected in another two years, only 29,000 can initially be considered potential customers for the proposed finishing laboratory.

b. Estimates of demand

Starting from this statistical base, alternative assumptions were made regarding the number of camera users among tourists, their use of color film, the amount used, etc. in order to arrive at a reasonable estimate of the potential of this market. Many of these assumptions were based on impressions received from interviews with tens of tourists. These interviews were casual for the most part, budget limitations preventing any serious study from being made. Impressions, rather than firm data, were obtained.

Two of the many alternative estimates made yield values of approximately \$35,000 and \$100,000 as the annual value of processing work obtainable from tourists in Israel. The higher figure is derived from the type of assumptions explained above. The lower estimate is derived from the assumption that tourists will have processed in Israel at least that

amount of film which they purchase in the
country.^{9/}

9/ High estimate

We assumed that about 50 per cent of the number of tourists have cameras. Actually, among American tourists, the number of "tourist units" (viz., an individual, man and wife, family, or a small group of very close friends travelling together) having cameras was quite high. We took 80 per cent as the overall average, and assumed that there were 1.5 persons per tourist unit, obtaining about 50 per cent.

50 per cent of the 29,000 customers mentioned in the text gives a more realistic estimate of potential customers: about 15,000, i.e., those who have cameras.

During 1959 and the first half of 1960, American (and Canadian) tourists made up about 45 per cent of all tourists. According to information received from people in the camera supply business in Israel, color film accounts for 80 per cent of total film consumed by amateurs in America and about 25 per cent in Europe. These percentages were applied to the proportion of tourists (45% x 80%) + (55% x 25%), yielding a weighted average of 50 per cent of actual potential customers who use color film, or 7,500 persons.

It was then assumed that only half of these could or would patronize the local lab oratory, either because they did not use Kodak film, or because they wanted the finished film to be waiting for them when they returned home, or because they lack funds, or for other reasons. After this deduction, the estimated number of cash customers becomes 3,750.

The frequency with which (American) tourists use their cameras seems to depend on the avidity of the person towards photography as an avocation, the amount of travelling he is doing in the country, and the length of stay in the country. Tourists who use one roll of color film a day, on the average, for two weeks running are not uncommon. Since the hypothetical customer of the proposed laboratory is someone who remains in the country about a month, the following might be a better portrayal of his photographing habits:

2/ continued

1st week	5 rolls
2nd week	3 rolls
3rd week	2 rolls
4th week	1 roll

Assuming that he leaves the country with one or two exposed rolls in his pocket, this would make 10 rolls he has given to be processed locally. 3,750 persons x 10 rolls x \$2.90 (for 36 exposures, mounted) gives an expenditure of \$108,500, rounded off to an even \$100,000.

Low estimate

The high price of color film sold under the tourist scheme restricts sales. If the 50 per cent customs duty on this film were abolished, and if the extra expenses connected with the administration of the scheme were eliminated, so that the film could be sold at its usual retail list price, purchases would increase significantly almost immediately.

Estimates of this increase, by people connected with the scheme, range from two to five times (minimum) of present value of sales; proper publicity abroad should raise sales even further. We have assumed an increase from \$10,000 to \$30,000 annually resulting from lowering prices. In addition, there should be a growth in sales proportionate to the expected 15 per cent annual increase in the number of tourists. According to these assumptions, then, sales to tourists should approach \$40,000 annually in another two years.

This amount is at c.i.f. prices and represents approximately 10,000 rolls of color film (using the composition of films received within the framework of the tourist scheme as a guide). The retail value of developing this film is \$29,000.

The crucial assumption is now made that tourists will process in Israel the same quantity of film which they purchase in the country.

The \$29,000 thus represents the assumed value of developing by the local laboratory. To this we add \$8,000 which is an estimate of the value of a relatively small amount of prints made from transparencies. This is based on the following calculation:

g/ continued

out of 10,000 rolls there will be only 200,000 good exposures; and we have assumed that 10 per cent of these, or 20,000, will be made into prints at the average price of \$0.40 each.

The sum of \$37,000 was rounded in the text to \$35,000.

6. Summary of estimates of the potential market

a. In prices paid by the consumer

The estimated potential local market for the processing of color film, within a year after the start of operations of the proposed finishing plant, is between \$100,000 and \$170,000 annually in rounded figures. These estimates are summarized in Table 5.

Table 5: Estimated Potential Local Market for Color Film Processing in Israel

<u>Processing for:</u>	<u>Value, in United States list prices</u>
Amateurs	
Now done in Israel	\$18,000
Now done abroad	<u>26,000</u>
Total	\$ 44,000
Professionals and Government offices	
Now done in Israel	3,500
Now done abroad	<u>7,000</u>
Total	10,500
Diplomatic corps	11,500
Tourists	\$35,000 - 100,000
Total	\$101,000 - 166,000

These estimates were made on the basis of assumptions as to conditions prevailing with regard to supplies, prices, consumer response, and the quality and service given by the proposed facility. They were made on the basis of further specific assumptions made explicit -- at the appropriate places. The estimates cannot be expected to be any more realistic than the assumptions on which they are based.

As stated several times previously, these estimates do not take into account processing for the defense establishment or for Israeli movie producers.

The prices on which the estimates were based are list prices charged by an American finisher; they are prices paid by the consumer.

b. In prices received by the processor

Under the conditions prevailing in Israel, processing will probably be channelled through retail outlets. At present, retailers receive 20 per cent off the consumer prices as their margin.

The deduction of the retailers' margin would leave the producer with gross proceeds of between \$80,000 and \$133,000. The order of magnitude is that of \$100,000.

c. Kodak's share of the processing market

It is to be expected that even if the proposed laboratory does not become a monopoly, it will be the dominant element. Much of the envisaged potential will come about because the Kodak name will be officially attached to it. This is obvious in the case of tourists, but it is also true in the case of the resident market. The very magnitude of the market potential changes if the Kodak aura is removed.

In the face of such competition, the existing small processing laboratories will be hard pressed even to maintain their existing volume of less than \$10,000. Their existence in the future does not seem likely to effect the order of magnitude of processing work available to the proposed Kodak affiliated laboratory.

d. Implications

The purpose of this study was to investigate the adequacy of the local Israel market for profitably supporting a modern, large color film finishing laboratory. We were not requested to investigate the problem of the technical minimum size of such finishing units. However, we were given to understand by Israeli trade sources that the minimum profitable turnover of a large facility handling, among other types, Kodachrome film, was in the neighborhood of \$200,000 - \$250,000 a year.

Assuming that this information is substantially correct, the potential of the local market, at least in the near future, would not be able to support such a processing facility. The accepted solution in Israel to such a problem is to export the services of the laboratory to markets in which Israel possesses some advantage. This problem will be considered briefly in Section C, which is in way of a preliminary report preparatory to Part II of this study.

In fact, the sales of the processing facility, as shown above in Table 5, already are oriented towards invisible exports. Tourists sales constitute from 35 to 60 per cent -- say roughly one-half -- of the total sales volume. In addition to this obvious point, the proposed facility will also save part of the foreign currency now being spent abroad on processing, and earn another part. Indeed, except for sales of some \$20,000 worth of processing which is an outgrowth of work now being done in Israel, the whole operation is dollar earning or dollar saving.

These facts are of importance in all steps of negotiation with the Israel government. The report has implied at several points that concessions on some issues must be obtained if the minimum conditions for profitable operations are to be achieved.

Section C. Preliminary Remarks on Foreign Markets

1. Types of possible markets

There are two types of markets in which Israel might have some advantages as an exporter of color film processing services. The first type are markets which are geographically close to Israel and for whom Israel can serve as regional center. Turkey, Greece, and Cyprus are the obvious examples.

The second type are markets which at present do not fully utilize Kodak facilities elsewhere and which restrict the import of Kodak products because of shortages of hard currency. If Israel conducts its trade with such countries under the terms of payments agreement, and thus payments in hard currency are not necessary, Israel could be a logical supplier. Yugoslavia, Poland and other Eastern bloc countries, and again Turkey might fall into this category; this point needs further investigation.

2. Comparative sizes of markets

A very rough estimate of the comparative size of the total camera goods market in Greece, Turkey, Yugoslavia, and Israel might be provided by recent imports of photographic goods.

	<u>1958</u>	<u>January-June 1959</u>
Greece	1,307,000	661,000
Turkey	891,000	675,000
Yugoslavia	1,509,000	516,000
Israel	658,000	267,000

Imports by Greece, Yugoslavia, and Turkey are not too different from each other; they are all substantially larger than Israel's imports. This would suggest that the color film market potential of each of these countries might also be substantially larger than the potential of Israel's resident market.

This speculation is relevant in so far as it leads to the tentative conclusion that if the proposed local processing facility could obtain part -- say a third -- of the processing work of these three countries, it would reach the apparent profitable turnover figure.