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World Zionist Congress, 1922-1928.

GESCHAFTSORDNUNG DES ACTIONS-COMITES

(vom Actions-Comite am 24. August 1922 beschlossen).

I. Einberufung.

(Siehe Paragraphe 47 und 48 des Organisationsstatuts).

Art. 1. Das Actions-Comite wird von der Executive im Einvernehmen mit dem Praesidium des Actions-Comites einberufen. Wird ein Einvernehmen nicht erzielt, so hat sowohl die Executive wie das Praesidium das Recht der Einberufung.

Art. 2. Die Einberufung einer Sitzung muss unter Angabe der Zeit und des Ortes spaetestens vier Wochen vor deren Zusammentritt erfolgen. In dringenden Faellen kann die Einberufung fristlos erfolgen, wenn Executive und Praesidium es gemeinsam fuer erforderlich halten.

II. Tagesordnung.

Art. 3. Die provisorische Tagesordnung einer Sitzung ist, abgesehen von dringenden Faellen, nicht spaeter als zwei Wochen vor deren Zusammentritt von der Executive im Einvernehmen mit dem Praesidium des Actions-Comites festzusetzen und den Mitgliedern des Actions-Comites bekanntzugeben. Die Tagesordnung hat die Punkte zu enthalten, die von der Executive, von dem Praesidium oder von einem Mitgliede des Actions-Comites gewünscht und nicht spaeter als 15 Tage vor der Sitzung bei der Executive angemeldet werden.

Art. 4. Die provisorische Tagesordnung wird zu Beginn der Sitzung einer Bestaetigung durch das Actions-Comite unterworfen und kann durch Beschluss geendert werden.

Art. 5. Jedoch koennen Angelegenheiten, die unter die Absatze VII, Art. 12, 13 (Budgetrecht) und VIII, Art. 14, 15 (Beschlussrecht) der Geschäftsordnung fallen und nicht in der provisorischen Tagesordnung vorgesehen waren, nur dann nachtraeglich in die definitive Tagesordnung aufgenommen und behandelt werden, wenn die Executive oder zwei Drittel der anwesenden gewaehlten Actions-Comite-Mitglieder ihre Zustimmung hierzu geben.

III. Leitung der Geschaefts.

Art. 6. Das Praesidium des Actions-Comites besteht aus dem Vorsitzenden und vier Stellvertretern. Es leitet die Agenden des Actions-Comites. Ihm obliegt die Leitung der Sitzungen. Das Praesidium hat alle Verkehrungen zu treffen und alle noetigen Unterlagen zu schaffen, welche der tatsächlichen Ausuebung der in Par. 49 des Organisations-Statuts vorgesehenen Beratungs- und Aufsichtsrechte dienen. Es hat den staendigen Verkehr mit der Executive und den Mitgliedern des Actions-Comites aufrecht zu erhalten. Der Vorsitzende hat die zur Erledigung der Geschaefts des Praesidiums notwendigen Einrichtungen zu treffen. Die hierzu noetigen Mittel werden ihm von der Executive zur Verfuegung gestellt.

(Die Zahl der Stellvertretenden Vorsitzenden wurde vom A.C. in der Sitzung vom 31. August 1925 auf 4 erhoeht).

IV. Sitzungsordnung.

Art.7. Zur Teilnahme an den Sitzungen sind berechtigt neben den im Par.46 des Organisationsstatuts erwähnten Mitgliedern des Actions-Comites, die Mitglieder des Finanz- und Wirtschaftsrates, sowie die Personen, deren Anwesenheit seitens der Executive, seitens des Praesidiums fuer bestimmte Fragen oder fuer die Dauer der Tagung oder auf Beschluss des Actions-Comites gewuenscht wird.

Den Ersatzmitgliedern des Actions-Comites ist auf ihren Wunsch die Anwesenheit ohne Beratungs- oder Stimmrecht gestattet.

Art. 8. Die Sitzungen sind nicht oeffentlich, es sei denn, dass das Actions-Comite mit Zustimmung der Executive das Gegenteil beschliesst. Alle Sitzungsteilnehmer sind verpflichtet, keinerlei Mitteilungen ueber den Verlauf der nichtoeffentlichen Sitzungen in die Oeffentlichkeit zu bringen. Die Verhandlungen werden ausfuehrlich protokolliert. Das Praesidium hat im Einvernehmen mit der Executive fuer die Herausgabe von Presseberichten zu sorgen, welche die gefassten Beschluesse, den Inhalt der Reden, beziehungsweise der Teile von Reden zu enthalten haben, gegen deren Veroeffentlichung seitens der Executive oder des Praesidiums kein Einspruch erhoben wird. Mitglieder des Actions-Comites beduerfen zur Veroeffentlichung der von ihnen in den Sitzungen des Actions-Comites gehaltenen Reden oder gestellten Antraege der Zustimmung des Praesidiums.

V. Wirkungskreis des Actions-Comites.

Art. 9. Der Wirkungskreis des Actions-Comites umfasst folgende drei Gebiete:

- a) Beratungs- und Kontrollrecht,
- b) ausserordentliches Budgetrecht und
- c) ausserordentliches Beschlussrecht.

VI. Beratungs- und Kontrollrecht.

/der Aus-
fuhrung

Art.10. Gemaess Par.49, Abs.1 des Organisations-Statuts dient das Actions-Comite "zur Beratung und Ueberwachung aller Angelegenheiten, die vom Kongress oder Zentralrat beschlossen worden sind, sowie zur Beaufsichtigung aller zionistischen Institute".

Art. 11. Die Executive hat ueber die Ausfuehrung der Beschluesse des Actions-Comites spaetestens in der naechstfolgenden Sitzung zu berichten oder die Gruende anzugeben, weswegen sie diesen Beschluesen nicht entsprechen hat.

VII. Budgetrecht.

Art. 12. Nach Par. 49, Abs. 2 und 3 ist es Aufgabe des Actions-Comites, "innerhalb des vom Kongress, bez. vom Zentralrat festgesetzten Budgets Einzelbestimmungen zu treffen.

Wenn unvorhergesehene Umstaende es erfordern, kann das Actions-Comite mit Zweidrittelmehrheit Aenderungen in dem festgesetzten Budget beschliessen".

Art. 13. Beschluesse, die das Actions-Comite in Ausuebung seines Budgetrechtes im Einklange mit obigen Bestimmungen und gemaess Art. 4, bzw. 5 fasst, und die nicht auf der Tagesordnung angekuendigt waren, beduerfen, wenn die Executive sofort nach Beschlussfassung Einwendungen erhebt, zu ihrer Gueltigkeit einer neuerlichen Beschlussfassung durch die naechste Sitzung des Actions-Comites.

VIII. Ausserordentliches Beschlussrecht.

Art. 14. Nach Par. 45, Abs. 4 des Organisations-Statut ist das Actions-Comite "berechtigt, in dringenden, wichtigen Angelegenheiten der Zichnistischen Organisation Beschluesse zu fassen, soweit dies nicht den Beschlussen des Kongresses oder des Zentralrates widersprechen".

Art. 15. Die Beratung solcher Antraege kann erfolgen, wenn sie gemaess Art. 3, 4 und 5 vorschrittsmaessig auf die Tagesordnung gestellt werden und wenn ueberdies die ~~Dringlichkeit in der Sitzung selbst entweder von der Executive gefordert oder vom Actions-Comite mit einer Zweidrittelmehrheit beschlossen wird.~~

IX. Abstimmungen.

Art. 16. Sofern das Statut, die Geschaeftsordnung oder ein Beschluss des Actions-Comites nicht anders bestimmt, ist fuer die Annahme von Antraegen die absolute Stimmenmehrheit erforderlich. Der Vorsitzende stimmt mit. Stimmengleichheit gilt als Ablehnung.

X. Wahlen.

Art. 17. Wahlen erfolgen nach absoluter Stimmenmehrheit; ist eine solche nicht zu erzielen, so sind die Kandidaten, die die meisten Stimmen haben, auf eine engere Wahl zu bringen. Tritt in dieser Wahl Stimmengleichheit ein, so entscheidet das durch den antierenden Vorsitzenden zu ziehende Los.

XI. Kostenersatz.

Die Kostenersatzung fuer die Barauslagen der Mitglieder des Actions-Comites erfolgt in folgender Weise:

Es wird erstattet:

- a) Pass- und Visakosten,
- b) Eisenbahn 3. Klasse und Schiffskabine 3. Klasse,
- c) fuer jeden Tag des Aufenthaltes am Orte der Tagung 10 sh.

Fuer die Teilnahme an Actions-Comite-Tagungen, die anlaesslich des Kongresses stattfinden, haben die Mitglieder des Actions-Comites keinen Anspruch auf einen Kostenbeitrag.

Die im Para. 46 c) benannten Personen haben einen solchen Anspruch nur gegenueber ihren Institutionen und in gleicher Hoehe.

(Beschluss des 15. Kongresses).

J. Leo Kohn

REPORT OF THE PALESTINE ZIONIST EXECUTIVE.

FOR THE PERIOD OCTOBER 1, 1927, - MAY 31, 1928.

Introduction.

The Palestine Zionist Executive organised itself at one of the sessions of the three days' meeting held at London, September 21 to 24, 1927, with the other members of the Zionist Executive. The departments of Political Work and Immigration were assigned to Colonel F. H. Kisch; those of Colonization, Industry, and Labour to Mr. Harry Sacher; and those of Education and Health to Miss Henrietta Szold.

Mr. Sacher, together with Mr. S. A. Van Vriesland, the Treasurer, arrived in Palestine, on October 14, 1927. He was called upon at once to grapple with two outstanding problems, unemployment and the adjustment of the educational system to the drastic curtailment of the budget necessitated by the state of the finances of the Zionist movement. Colonel Kisch arrived on November 14, 1927, and Miss Szold, who had gone from the London meeting to America to be present at the Conference of the United Palestine Appeal in Cleveland, took up her duties in Jerusalem on November 30, 1927.

The exigencies of the situation were such that two of the members of the Executive were called away from Jerusalem for considerable periods, Colonel Kisch to South Africa in obedience to an urgent request from the Keren Ha-Yessod, to conduct its collection campaign in South Africa for the two years 1928 and 1929, and Mr. Sacher to London, on three occasions, for the

purpose of discussing urgent financial and economic situations at close range with the members of the London Executive. Colonel Kisch left Jerusalem on February 19, 1928, and expects to be back at his post on July 20, 1928; Mr. Sachse's absences extended from the middle of December, 1927, to January 19, 1928, from March 8, 1928, to April 18, 1928, and again he left Jerusalem for London on June 8, 1928, to be present at the sessions of the Jewish Agency Commission.



POLITICAL DEPARTMENT.

IMMIGRATION.

While the XVth Congress was in session at Basle, the Government of Palestine informed the Palestine Zionist Executive of their intention to restrict immigration to a minimum, due to the critical state of the labour market. The immigration of "chalutzim" was stopped altogether. All the efforts of the Palestine Zionist Executive had only the one result of securing the confirmation by the Government of all the applications for immigration certificates submitted prior to August 23, 1927.

The action of the Government, laid down in correspondence dated August 23 and October 3, 1927, imposed considerable restrictions as compared with the original Immigration Ordinance and its modifying Regulations. The only applications allowed were:

- (i) by men settled in Palestine on behalf of their wives and young unmarried children;
- (ii) by recognised educational institutions of standing in Palestine to introduce pupils or students, under bond to maintain the pupils or students in Palestine for a period of at least three years and to remove them from Palestine if at any time required by the Government to do so;
- (iii) by persons of substantial means whose presence and activity may reasonably be expected to increase the wealth of the country; and
- (iv) by or on behalf of Jewish political refugees from the territories of the Union of Soviet Republics.

Owing to the grave economic situation prevailing in the country, the Executive could do no more than use its best energies to conduct immigration within the limits of the new restrictions. In many cases it succeeded in mitigating the hardships growing out of them, which affected primarily "dependents" and persons of independent means. The confirmation of the Colonial Office was obtained to the grant of

permits to 79 Jewish political refugees from Russia. Other lists, of 120 persons, were submitted to the Colonial Office for approval, and it is hoped to receive endorsement of it in the near future.

In its representations to the Government on these two aspects of the immigration ruling, the Palestine Zionist Executive demonstrated that the application of the new restrictions was calculated to bring about the permanent breaking up of families. Sometimes they even prevented sons and daughters from bringing their parents to Palestine, though they were maintaining them from Palestine, in their present homes, and could therefore more easily maintain them in Palestine as part of their own families. Besides, such means as were at their disposal would, if they brought their parents to Palestine, be kept within the country.

As for the persons of independent means, the new attitude implied in changing the definite sum of £500, which appears in the Regulations attached to the Immigration Ordinance of 1925 in force up to August 23, 1927, to the indefinite description "substantial means", affected detrimentally the very immigration which it would appear was of the highest importance to the country in its regrettable economic state. A number of persons who demonstrated their possession of means, which according to the Ordinance of 1925 would have made them candidates for admission, were refused. The rejection of such persons with capital, the reasons for whose exclusion were not made known, naturally restrains others in the same class from attempting to settle in Palestine at a time when the enterprises in which they presumably intend to invest their capital would appear to be what the country stands in sore need of.

The Palestine Zionist Executive also demonstrated to the Government that the Immigration Ordinance of 1925, with its Regulations, in force until the restrictions contained in the letter of October 3 were put into operation, could be altered only by making amendments to the Ordinance and issuing new Regulations, which, besides, according to the terms of the original Ordinance, required the approval of the Secretary of State. The restrictions referred to had not been enacted in this required form, and therefore the changes in the Ordinance of 1925 were illegal, i.e. in all decisions made by the Government on cases of immigration under the provisions of the letter of October 3, the Government acted without legal warrant.

The reply of the Government to these representations in general terms recognised their soundness, and the promise was held out that the Immigration Ordinance would, in consequence thereof, shortly be revised, the revision to take the discussed points into special consideration.

A peculiar aspect of the immigration situation which has given rise to vexatious incidents has developed in connection with immigrants who, having entered the country on a tourist visa, and desiring afterwards to stay as residents, apply for permission to remain in the country permanently. In the period from October, 1927, to April, 1928, 627 Jews of this category received permission to become settlers, or "immigrants". In this number are included those whose bona fides the Executive was called upon by the Government to guarantee. In the same period there was, however, also a restricted number of cases in which applications were refused that had not been brought to the notice of the Executive, while all cases within that period endorsed by the Executive were accepted by the Government.

latterly a change has taken place in the attitude of the Government. The endorsement of the Executive has not availed in all cases in which tourists desired to become "immigrants". Recently there were under consideration 11 cases comprising 26 persons. They were refused permission to remain and were ordered to leave the country after a short notice. The Palestine Zionist Executive took up negotiations with the High Commissioner with the result that of the eleven, six were accorded permission to become permanent settlers, while four were refused such permission, and one case is still being held under consideration.

The attitude of the Government towards tourists-immigrants has aroused acute resentment in the Jewish community in Palestine. The view is held widely that a Jew who comes to Palestine should be regarded as one returning to his homeland, from which he cannot be expatriated.

Under the new restrictions visas to Palestine are granted only on national passports, valid for return to the country of origin. Hitherto recognition was given to laissez-passeurs issued by the British agent at Aden, Personalausweise issued by the German Government, Nansen passports, laissez-passeurs issued by the Polish Government to Poles, Egyptian laissez-passeurs, and special passports issued by the Roumanian Government to Roumanian immigrants. Refusal to honor such documents, it is obvious, affects a very large number of Jews who have been relegated to an anomalous political status as a consequence of after-war conditions. The Palestine Zionist Executive intends to negotiate with the High Commissioner for a return to facilities and alleviations formerly allowed.

There remains the question of a Chaiutz immigration. The Palestine Zionist Executive was painfully conscious of the effect of a complete stoppage of general immigration - how

detrimental it is to the economic development of Palestine and how it dries up the sources of man strength in the European countries upon which depend the continuity and effectiveness of the Zionist movement. But the Executive saw no possibility of carrying on negotiations with the Government on this question. It was of the opinion that no demands could be made in good faith at a time when there was no satisfactory reply to an enquiry by the Government whether the Executive would be prepared to assume financial responsibility for a larger number of unemployed.

The Executive is convinced that the only possibility of removing the bar on immigration, an aim which must be the goal of all Zionist effort, can be secured only by the creation of enlarged opportunities for work and employment. Whatever is effected in the improvement of Zionist finances and the increase of budgetary means, especially for colonization, will automatically correct the grievous aspects of the situation that has overtaken the movement and affected it in Palestine, as well as in the Diaspora.

NATURALIZATION.

The process of obtaining naturalization certificates has become normalized on the whole. There remain only a few details to be changed in the procedure. At present a certificate of naturalization is issued twelve months or more after an application has been submitted. This causes hardship to many persons who go abroad as delegates of public institutions or on private business, etc. The Executive has been in correspondence with the Government with a view to curtailing the interval between the submission of an application and the granting of the certificate. The

fluctuations in Jewish labour conditions and in the ability of the Executive to meet the minimum needs of the unemployed with relief moneys. At the same time the Executive were given and took occasion to discuss with the High Commissioner every possibility that appeared for putting works into operation, while keeping the Government informed of the Executive's possibilities to supplement public works by financing works in the Zionist settlements out of extra-budgetary funds put at their disposal. In searching out and evaluating the public possibilities, the Executive was efficiently assisted by the General Federation of Jewish Workingmen, whose members stood on watch throughout the whole period. It was only when the passing of the winter rains and the securing of contributions from Mr. Nathan Straus, Mr. Felix M. Warburg, Mr. Bernard Baron, and an anonymous donor created a favourable conjunction of circumstances that the Government adopted and began to carry out a program of public works - afforestation, road-building, public buildings, to which were added building operations, drainage works, in the Jewish settlements financed with the sums just mentioned plus the small balance left in the labour budget. Fortunately, through the efforts of Sir Alfred Mond and some of his friends, a fund was secured that enabled the Executive to distribute doles until the Government works could be depended on.

While practical difficulties arose from time to time with regard to specific proposals, the general attitude of the Colonial Office and the Palestine Government was throughout sympathetic and helpful. Not only was a genuine desire shown to provide employment for Jewish labour, but the attitude taken was that the Government had a responsibility in the matter which it desired to do the utmost to discharge.

In view of the fact that the combined efforts of the Government and of the Executive will suffice to stave off unemployment only until September, the Executive are still engaged in discussing future possibilities with the Government. Among these the outstanding element is the construction of the harbour at Haifa. It was suggested that, pending the final approval of the plans, a considerable number of workers might be employed at once on the preparation and assembling of stone and other material, and on the construction of the necessary roads. However, by order of the Secretary of State, no works could be begun pending the approval of the final plans for the construction of the harbour. The plans of the engineer will probably be ready by the end of June, when a decision will be made whether the work will be done departmentally or whether it will be put out at tender. The negotiations of the Palestine Zionist Executive with the Government indicate in general that the latter is mindful of the necessity of normalizing the situation from the point of view of the Jewish settler.

THE DROUGHT.

The insufficient rain that fell in the Jordan Valley and adjacent regions during the season 1927-1928, and a spell of extraordinary heat that struck the country prematurely, carried very serious loss to the settlements of the section of the country. In some of them the loss is complete in some only half the crop could be saved. The estimate of losses submitted to the Palestine Zionist Executive was subjected to a searching investigation by experts made in the places affected. It was found that the loss amounts to no less than £30,000. The Palestine Zionist Executive

submitted a memorandum on the subject to the High Commissioner, in which recommendations for the relief of the stricken settlers were made. Action has been promised by the Government.

EXEMPTION OF THE EXPERIMENTAL STATION FROM PAYMENT OF TITHES.

But little progress can be reported during the last two years in the negotiations with the Government with regard to the exemption of the Experimental Station from the payment of tithes. The tithes were exacted regularly. Recently, however, the pressure on the part of the Executive for a definite reply resulted in a promise from the Government to issue shortly an ordinance that will enable the Government to exempt the crops of such stations from tithes. The exemption, the Government informed the Executive, will not be retroactive.

RECENT LEGISLATION.

The Executive submitted observations on various sections of the Ordinance on the Urban Property Tax. The Ordinance will produce a radical change in the system of taxation in Palestine.

The draft Companies Ordinance contained a clause which discriminated between the official languages, by demanding that the memorandum of a company, articles of association (if any), as well as alterations in the memorandum in respect of the object of the Company and any certificates of shares must be accompanied by a certified English translation if submitted in any other language. The Executive submitted

strong protests against such discrimination. The Government agreed to delete the objectionable clause from the Ordinance.

The Palestine "Official Gazette" of November 29, 1927, contains a draft ordinance dealing with the licensing and inspection of industrial establishments and with the employment of women and children in industries, making a further advance towards a code of labour legislation for Palestine.

The Palestine "Official Gazette" of November 15, 1927, contains the draft of an Educational Ordinance introducing a number of important changes in the Palestine Educational system. In some respects these changes are likely to conduce to greater efficiency in educational administration, but they are open to serious objection in so far as they confer upon the Government powers of supervision and control which, if exercised to their full extent, would involve an excessive measure of interference with the activities of educational institutions administered by agencies other than the Government or the local authorities, in particular the institutions administered by the Zionist Organization. The Draft Ordinance is also open to criticism on the ground that its provisions with reference to the financial support to be afforded from public funds to institutions other than those under the direct control of the Government or local authorities are vague and unsatisfactory, and, so far as the Hebrew schools are concerned, fail to give a definite assurance that these schools will continue to receive Government support on the same scale as at present, and under conditions not less favourable. It is not thought that there is in fact any intention on the part of the Government to reduce the grants

or to change the conditions under which such grants are made; but the provisions of the Ordinance on this point are ambiguous. Suitable representations with reference to the Ordinance have been made to the Government of Palestine by the Palestine Zionist Executive, and if satisfactory assurances are not obtained in Jerusalem, the matter will be taken up in London.

CUSTOMS TARIFF.

A revised Customs Tariff is published in the Palestine "Official Gazette" of December 1, 1927.

The Syria-Palestine Customs Agreement, the subject of a resolution, among the political resolutions of the Basle Congress, has, since the Congress, been the subject of renewed discussions between the Zionist Executive and the Government both in Jerusalem and in London. The Agreement has not yet come into force, and there is good reason to believe that the Government, in deference to the representations addressed to it in the interest of the Palestine exporting industries by Doctor Weizmann (then in Palestine) and the Palestine Zionist Executive in an interview with the High Commissioner, gave the information that they would not agree to any formula which will materially change the status quo ante.

Keneset Israel.

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The Jewish Community Regulations (Kneset Israel) were signed by the High Commissioner for Palestine on December 30, 1927, and have now come into force. Since the Regulations were established in draft in the Palestine "Official Gazette" of July 15, 1927, a few amendments have been introduced mainly with a view to safeguarding the position of the Sephardic section of the Community, more especially in matters relating to the constitution of the Rabbinate and of the Rabbinical Council. Minor amendments have also been introduced for the purpose of meeting points raised by the Agudath Israel and other dissentient minorities. It was not thought advisable to risk further delay in the coming into force of the Ordinance through questioning these amendments, especially as they are in themselves of no great importance, and do not materially affect the working of the Regulations.

ZIONIST INFORMATION BUREAU.

The Zionist Information Bureau, situated centrally in Jerusalem, continued its useful work among tourists. Zionist visitors found a warm welcome there, and whenever necessary were put in touch with responsible persons connected with the Executive and the Head Offices of the Funds. The tourists who resorted to it, Zionists and non-Zionists alike, were given every opportunity to obtain a picture of the work under Zionist auspices. An appreciable number of non-Jews availed themselves of the Bureau's services. The Bureau reports that during the year ending 1927, ⁴⁸¹ tourists were received and assisted. This number does not include all who called with letters of introduction at the Zionist

Executive offices. Unfortunately, owing to the financial stringency, the contemplated expansion in the tourist reception work was not effected. It was not possible to open a branch at Tel-Aviv or maintain a permanent official at Haifa. The Palestine Zionist Executive continued its official at Kantara, whose function is to fly the Zionist colours at this junction and direct visitors to communicate with the Bureau in Jerusalem. Useful service was rendered by this official. Cruisers calling at Haifa were met by Zionist officials, the head office of the Keren Ha-Yessod kindly assigning one of its English-speaking officers to make special trips to Haifa. The staff of the Immigration Department, both at Haifa and Jaffa, gave their utmost cooperation.

The Zionist Information Bureau, directed by a Committee representing the Palestine Zionist Executive, the Keren Ha-Yessod, and the Keren Kayemeth Le-Israel, is supported in somewhat unequal share by these three bodies. Its budget for next year has been fixed at £900. Mr. Gershon Agrensky, director of the Press Bureau of the Palestine Zionist Executive before it went out of existence, continued to represent the Palestine Zionist Executive on this Committee, and as Honorary Director of Information of the Palestine Zionist Executive dealt with most of the tourists, especially visitors from America, who were referred to or called upon the Executive. The members of the Executive and all responsible officers were at all times ready to receive visitors. Indeed, much importance was attached to the reception of such visitors, especially during the period of the economic depression.

ROYAL VISITORS.

In April, 1928, Her Royal Highness, Princess Mary, accompanied by her husband Viscount Lascelles, visited Palestine. The itinerary of their visit included the Hebrew University and the settlement Kiryat Anavim, near Jerusalem. Princess Mary displayed great interest in the plan and routine work of the settlement and the details of its development. The members of the Palestine Zionist Executive as well as the Directors of the Keren Ha-Yessod and Keren Kayemeth were present at her cordial reception by the settlers. The Executive presented a letter of welcome to Princess Mary, to which a gracious reply was made on her behalf.

The purpose of the visit paid by the Crown Prince of Italy to Palestine was mainly religious. His itinerary was arranged strictly in accordance with his avowed purpose. A change could have been introduced only in favour of Italian settlements; that is, if by chance there had been among the Jewish settlements one the settlers of which were Italians, or one which had been established through the efforts of Italians, he might have visited it. As it was, no modification of his program, which would have made it include the new Jewish colonization work, could be brought about. The members of the Executive were invited to receptions given in his honour. At one of them, that given in the Italian Consulate, the Executive as such was granted officially the opportunity of describing the colonization and cultural work of the Zionist Organization, in further elaboration of its letter of welcome addressed to the Prince on his arrival in Palestine.

OTHER VISITORS.

Distinguished visitors during the period under review included Sir Alfred (now Lord) Mond and his party and M. and Mme. Emile Vandervelde, the latter the guests of the Executive. Sir Alfred Mond, arriving in Palestine when the cloud of economic depression was beginning to lift, gave the Yishuv much-needed encouragement on all occasions when he addressed public meetings. His conferences with the Executive were highly illuminating, and his conversations with the heads of the Palestine Government will no doubt prove to have been of very great value.

M. Vandervelde delivered two lectures at the Hebrew University, in addition to addressing several workers' meetings in Tel-Aviv and Haifa. His public utterances, and his more intimate discussions with the Executive, revealed an understanding of and attachment to the Jewish National Home which the Yishuv will long cherish.

Executive of the
Zionist Organisation.

האגודה הציונית
המנהלית

TELEGRAMS: "ZIONIBURO, LONDON."
CODES: BENTLEY'S & MOSSE'S

77 GREAT RUSSELL STREET,

LONDON, W.C.1.

1 A0 1

October 14th, 1927.

Dr. Abba Hillel Silver,
Cleveland, Ohio.

Sir,

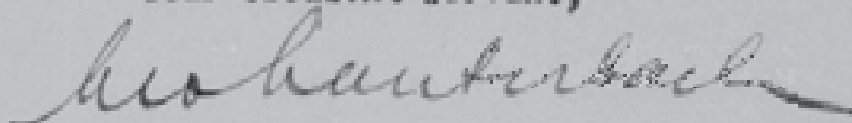
I have the honour to inform you on behalf
of the Executive of the Zionist Organisation that the
XVth Zionist Congress assembled in September last in
Basle elected you to act as

MEMBER OF THE GENERAL COUNCIL

of the Zionist Organisation for the ensuing Congress
period.

I am, Sir,

Your obedient Servant,



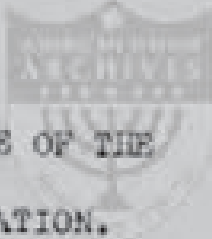
Secretary, Organisation Dept.

LIST OF ADDRESSES

OF ZIONIST OFFICERS, INSTITUTIONS, FEDERATIONS,

SEPARATE UNIONS AND GROUPS.

ISSUED

WRHS BY 
THE CENTRAL OFFICE OF THE
ZIONIST ORGANISATION.

LONDON, JANUARY 1926.

OFFICERS OF THE ZIONIST ORGANISATION.

1234

(Elected at the XVth Congress, 1927).

	<u>Address.</u>	<u>Telegr. Adr.</u>
1.	<u>President of the Zionist Organisation:</u> Dr. Chaim Weizmann, 77, Great Russell Street, LONDON, W.C.1.	Zioniburo London
2.	<u>President of the Executive.</u> Mr. Nahum Sokolew, 77, Great Russell Street, LONDON, W.C.1.	"

	<u>Members.</u>	
3.	Dr. M. D. Eder, 77, Great Russell Street, LONDON, W.C.1.	"
4.	Lieut.-Col. F. H. Kisch, Palestine Zionist Executive, JERUSALEM.	Zioniecm Jerusalem.
5.	Mr. Louis Lipsky, 114, Fifth Avenue, NEW YORK CITY.	Zionists, New York
6.	Mr. F. Rosenbluth, 77, Great Russell Street, LONDON, W.C.1.	Zioniburo London
7.	Mr. H. Sasher, Palestine Zionist Executive, JERUSALEM.	Zioniecm Jerusalem
8.	Miss H. Szold Palestine Zionist Executive, JERUSALEM.	Zioniecm Jerusalem

General Council.

For the Federations.

9.	Mr. Adolf Bernhardt, Strada Columb Nou 7, BUCAREST.	Ageco Bernhardt Bucarest
10.	Dr. M. Biloski, Waitstr. 12, BERLIN-CHARLOTTENBURG.	
11.	Mr. Kurt Blumenfeld, Rueischeimerplatz 7, BERLIN-WILMERSDOEF.	Orghip Berlin
12.		
13.	Dr. A. Coralnik, o/o, "The Day", 183, E. Broadway, NEW YORK CITY.	
14.	Mr. Haim Parcky, Place Sw. Nedlya 14, SOFIA.	
15.	Dr. B. Feiwel, 75, Great Russell Street, LONDON, W.C.1.	Keryessod London
16.	Mr. Jacob Fishman, 77, Bowery, NEW YORK CITY.	

17. Mr. A. J. Freiman,
73, Rideau Street, OTTAWA, Ontario, Canada.
18. Mr. Abraham Goldberg,
1030, Trinity Avenue, NEW YORK CITY.
19. Mr. Phillip Guedalla,
5, Hyde Park Street, LONDON, W.2.
20. Dr. M. Hindes,
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21. Dr. Schmarya Levin,
TEL-AVIV.
22. Mr. Leon Levite,
Moniuszki 9, WARSAW. Levite
Centre Sjén Warsaw
23. Dr. Bension Mossinschn,
Gymnasium Herzlia, TEL-AVIV.
24. Mr. Leo Motskin,
83, Avenue de la Grande Armeé, PARIS. Delisrael
Paris
25. Mr. A. Pacifici,
Via S. Cervasio 1, FIRENZE.
26. Dr. Leon Reich,
Kraszewskiego 1, LONON.
27. Mr. Morris Rothenberg,
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2266, Cedar Avenue, Bronx, NEW YORK.
31. Mr. I. Schwartz,
Myburgh's Chambers,
84, St. George's Street, CAPETOWN.
32. Mr. Max Shulman,
3800, West Roosevelt Road, CHICAGO.
33. Dr. Abba Hillel Silver,
The Temple,
CLEVELAND, Ohio. U.S.A.
34. Mr. J. Suprasky,
TEL-AVIV.
35. Dr. Ceica Thon,
ulica Jazna 5, KRAKOW.
36. Mr. M.M. Ussischkin,
P.O.B. 150 JERUSALEM. Ussischkin Keren
Jerusalem
37. Dr. Stephen Wisc,
40, West 68th Street, NEW YORK CITY.

For the Separate Union.Mizrachi.

- 38. Rabbi Mayer Berlin,
P.O.B. 470, JERUSALEM.
- 39. Mr. H. Farbstein,
Krolewska 16, WARSAW.
- 40. Dr. S. Fedorbusch,
Bernsteina 9, Lwow.
- 41. Rabbi J.L. Fischmann,
c/o, Mizrachi Organisation,
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- 42. Mr. Samuel Landau,
P.O.B. 667, JERUSALEM.
- 43. Mr. Levi Lowin-Epstein,
Dzika 7, WARSAW.
- 44. Deputy M. Nurok,
Schuetzenstrasse 9, RIGA.
- 45. Dr. Hermann Pick,
P.-A. H. Zahnarzt Caro,
Koopornicker Str. 99, BERLIN, S.O.

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P.O.B. 121, TEL-AVIV.
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5, Rehov Bogratchow, TEL-AVIV.
- 48. Dr. N. Molser,
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- 49. Mr. Josef Sprinzak,
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- 50. Mr. Nahum Twersky,
P.O.B. 200, TEL-AVIV.
- 51. Mr. Nahum Verlinsky,
Skolas iela 27/12, RIGA.

For the Separate Union.Peale Zion-Zeire Zion.

- 52. Mr. A. Harsfeld,
c/o, Morkas Choklai,
Boulevard Rothschild, TEL-AVIV.
- 53. Ing. E. Kaplansky,
Talpieth, JERUSALEM.
- 54. Mr. Berl Locker,
Badenschestrasse 46, II, BERLIN-WILMERSDORF.

55. Mr. I. Hereminski,
Pension Niedl,
Obermais, MERAN.

56. Mr. Salmon Rubaschow,
P.O.B. 199,
TEL-AVIV.

For Radical Zionists.

57. Mr. Izchak Gruenbaum,
Tlomackie 6,
WARSAW.

58. Dr. M. Soloweitschik,
Bismarckstrasse 106,
BERLIN-CHARLOTTENBURG.

For Zionist Revisionists.

59. Mr. M. Grossman,
34, Delsize Park Gardens,
LONDON, N.W.3.

60. Mr. Richard Lichtheim,
Konstanzerstrasse 65,
BERLIN, W.

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Deputy-Members.

67. Prof. Selig Brodetzky,
West Gate,
62, Headingley Lane, LEEDS.

68. Mr. Sam Cohen,
Praterstrasse 17, WIEN II.

69. Dr. Meyer Ehner,
Dr. Reissgasse 1a, CERNIAUTI.

70. Dr. Josef Fischer,
Memorandului 18, CLUJ.

71. Rev. J. K. Goldbloem,
7, St. Anne's Terrace,
Hackney, LONDON, E.8.

72. Dr. Alexander Goldstein,
c/o, Keren Hayesod,
P.O.B. 731, JERUSALEM.

73. Dr. Georg Halpern,
39, Compayne Gardens, HAMPSHIRE, N.W.

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Lehmstactte 17, BRENN.

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P.O.B. 214, JAFFA.

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Listopada 44, Lwow.
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1179, Bleury Street, MONTREAL.
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8, Place Kleber, STRASBOURG, France.
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P.O.B. 540,
City Hall Station, New York.
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210, Blackstone Blvd.,
PROVIDENCE, RI., U.S.A.
93. Mr. Elihu D. Stone,
142, Washington Street,
DORCHESTER, Mass., U.S. A.
94. Mr. Meyer Weisgal,
c/o, Zionist Organisation of America,
114, Fifth Avenue, New York, U.S.A.
95. Dr. S. Wahrhaftig,
Gredzka 26, KRAKOW, Poland.

For the Separate Union.

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96. Rabb. Dr. Jacob Aleshkovsky,
PETACH TIKVAH.
97. Mr. Lazarus Barth,
Josef Haydnstrasse 1, BERLIN, E.W.

98. Rabbi Jacob Levinson,
636, Eastern Parkway,
BROOKLYN, New York.
99. Rabbi Mairim Magnes,
c/o, Mizrahi Organisation,
31, Union Square, NEW YORK.
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Marjanska 8, WARSAW.
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Kirjath Moshe Montefiore,
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102. Mr. Moshe Schapiro,
P.O.B. 667, JERUSALEM.
103. Mr. M. Schiff,
122, Anhurst Road, LONDON, E.8.

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Hitachduth.

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Vilniaus g-vė 3, KOWNO.
105. Dr. Jacob Hellmann,
Kaisergartenstrasse 14/3, RIGA.
106. Mr. Eliezer Jaffe,
Nahelel, ...
via ...
107. Prof. M. Lazersons,
Marijas iela 10b, RIGA.
108. Mr. I. Skvirsky,
Str. Leovei 38, CHISINAU, Roumania.
109. Dr. Arich Tartakower,
Pomorska 91, LODZ.

For the Separate Union.

People Zion - Zeire Zion.

110. Mr. Alfred Berger,
Sachsische Strasse 1, BERLIN, W.
111. Mr. Eisig Brudny,
P.O.B. 224, TEL-AVIV.
112. Mr. I. Idelson,
P.O.B. 224, TEL-AVIV.
113. Mr. Berl Katznelson,
P.C.B. 199, TEL-AVIV.
114. Mr. David Remez,
TEL-AVIV.

For the Radical Zionists.

115. Ir. Nahum Goldmann,
Bismarckstrasse 108,
BERLIN-CHARLOTTENBURG.
116. Ing. Robert Stricker,
Hollandstrasse 10, WIEN II.

For the Zionist Revisionists.

117. Dr. Jakob Hofmann,
Elisabeta iola 18/3, RIGA.
118. Dr. Abraham Weinshall,
Hadar Ha Carmel, HAIFA.

Congress Court.

126. Mr. S. Grenemann,
Tauentzionstrasse 13, BERLIN, W.50.

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126. Rechtsanwalt Erich Cohn,
Meierottestr. 4, BERLIN, W.16.
127. Dr. Friedrich Eckstein,
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129. Dr. Leo Goldhammer,
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132. Mr. A. Levinson,
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- (54). Mr. Berl Locker,
(see above).
133. Dr. Michael Ringel,
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Str. Janou Flondor 7, CERNAUTI.
138. Dr. Juda Zimmermann,
ul. Gredzka 59, KRAKOW, Poland.

Congress Court of Honor.Chairman.

- (125). Mr. S. Gronemann,
(see above).

Members.

139. Dr. Wilhelm Berkolhammer,
Orzeszkowej 7, KRAKOW.
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Lewetowstr. 16a, BERLIN, N.W.
142. Dr. M. Deutsch,
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143. Dr. Szymon Feldblum,
Sw. Jana 3, KRAKOW, Poland.
- (104). Mr. Leo Garfunkel,
(see above).
- (113). Mr. Berl Katsnelson,
(see above).
144. Dr. Abraham Perlmann,
ul. Warszawska 8, SOSNOWIEC, Poland.
145. Dr. Henryk Roemarin,
Sykatuska 46, Lwow.
146. Dr. Leon Tannenbaum,
Csackiego 1, DRZHOBYCZ, Poland.
147. Dr. Oscar Wolfberg,
Passauerstrasse 22, BERLIN, N.W.

Congress Solicitor.

148. Dr. A. Barth,
Friedrich Ebert Strasse 28, BERLIN, N.W.7.

Deputy Congress Solicitor.

149. Dr. Siegfried Moses,
Werdauerstrasse 7, ZWICKAU i SACHSEN.

Auditors.

150. Mr. Simon Marks,
35, Prognal,
Hampstead, LONDON, N.W.3.
151. Mr. Montague Burton,
64, Kent Road, HARMCOATE.

Deputy Auditors.

152. Mr. Paul Goodman,
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Golders Green, LONDON, N.W.11.
153. Mr. Moss Greenberg,
4, Laurel Road, LIVERPOOL.



Z I O N I S T I N S T I T U T I O N S .

Executive of the Zionist Organisation,
77, Great Russell Street,
LONDON, W. C. 1.

Zioniburo
London

Palestine Zionist Executive,
P.O.B. 92,
JERUSALEM.

Zionieem
Jerusalem

Keren Kayemeth Leisrael, Ltd.,
P.O.B. 203,
JERUSALEM.

Keren
Jerusalem

Keren Hayesod, Ltd.,
P.O.B. 731,
JERUSALEM.

Kerjessed
Jerusalem

Jewish Colonial Trust, Ltd.,
Brook House,
Walbrook, LONDON, E.C.4.

Juedische
London

Anglo Palestine Company
Jaffa,
TEL-AVIV.

Anglobark
Jaffa

Agence Permanente de l'Organisation Sioniste,
43, Rue Plantamour,
GENEVA.

Zioniburo
Geneva

Archiv der Zionistischen Organisation,
Meinckestrasse 10,
BERLIN, W.16.

Archiv
Orghip
Ber'in

Praesidium of the General Council (A.C.)
of the Zionist Organisation,
83, Avenue de la Grande Armees,
PARIS XVI.

Motskin
Delisrael
Paris

Commission d'Emprunt de la Organisation Sioniste
83, Avenue de la Grande Armees,
PARIS XVI.

Womens International Zionist Organisation,
75, Great Russell Street,
LONDON, W. C. 1.

WIZOCENTRE
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The Hebrew University,
P.O.B. 340,
JERUSALEM.

Jewish National and University Library,
JERUSALEM.

CENTRAL OFFICE OF THE ZIONIST ORGANISATION.

LIST OF ADDRESSES.

SUPPLEMENT NO.1.

Kindly insert the following alterations and additions in
our "List of Addresses, dated January last."

GENERAL COUNCIL.

Members.

<u>No.</u>	<u>Address.</u>	<u>Telegr. Adr.</u>
11.	Mr. Kurt Blumenfeld, Brandenburgischestr. 46, BERLIN, ..	
46. (temporary address)	Dr. Ch. Arlosoroff, c/o, Zeire Zion of America (Mitochond), 425, Lafayette Street, NEW YORK CITY.	
55. (temporary address)	Mr. I. Bereminski, c/o, National Labour Committee, 32, Union Square, NEW YORK.	

GENERAL-ZIONISTS.

Deputy-Members.

111.	Mr. Eising Brudny, c/o, Hamashbir, P.O.B. 130, TEL-AVIV.
------	--

FEDERATIONS.

201. Argentine:	Federation Sionista Argentine Tucuman 1646, BUENOS AIRES.	Sionista Brykes
213. Denmark:	Dansk Zionist forening. c/o, Mr. J. Margolinski, Rensgade 19, COPENHAGEN.	
214. Egypt:	Federation Sioniste d'Egypte, Rue Sheikh Aboul Setee 14, Immeuble Colonel, CAIRO.	
216. Estonia:	Estimne Sioniste Organisation, Van Viru toena 9/3, TALLINN.	
217. Finland:	Huumerkas Hazoni b'Finland, Malmgatan 25, HELSINKI-FINLAND.	
219. France:	Federation Sioniste de France, 83, Avenue de la Grande Armee, Paris XVI,	

<u>No.</u>	<u>Address.</u>	<u>Telegram...</u>
235a. Norway: (Trondheim)	Zionist Foreningon, c/o, Mr. J. Gysels, Wesselsgate 5, TRONDHJEM.	

HITACHUTH.

370b. Palestina:	Hitchauth, Central Office, P.O.B. 36, TEL-AVIV.
385. Latvia:	Hitchauth Zeire Zion, Perses iela 16, RIGA.
388. Poland:	Hitchauth Hapoel Hazeir, Sienkiewicza 3/5, LADZ.

GROUPS AND SOCIETIES.

532c. Dutch East Indies:	Mr. W. Oelberg, Brogweg 41, BANDONG.
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March 9th, 1928.

[April 20, 1928]

ההסתדרות הציונית . המשרד המרכזי.

THE ZIONIST ORGANISATION.

CENTRAL OFFICE.

TELEGRAMS: "ZIONIBURO. LONDON."

TELEPHONE: MUSEUM 3817 (4 LINES)

CODES: BENTLEY'S & MOSKOW'S.

In reply please address The Secretary.

77, GREAT RUSSELL STREET,

LONDON, W.1.

and quote the following Reference No.

TO THE MEMBERS OF THE GENERAL COUNCIL

AND TO THE

FEDERATIONS AND SEPARATE UNIONS.

Fellow-Zionists,

It affords the Executive much gratification to be able to inform you of a decision that represents a significant advance in our work.

After an exchange of views between Jerusalem, London and New York, the Executive have resolved to stop the payment of doles to the unemployed in Palestine and to replace it by undertaking new constructive works. As was already foreshadowed in our last circular to the General Council, the labour situation in Palestine has improved during the last few weeks to such an extent that the amount disbursed in relief money diminished from week to week and actually declined from £1,050, which was paid at the beginning of January, to about £600 per week.

The number of unemployed at the present moment is about 2,700, of whom there are about 1400 at Tel-Aviv, 600 at Haifa, 250 in the neighbourhood of Beifa, and 500 in Jerusalem. The decline in the number of the unemployed, of whom there were as many as 7,000 a year ago, is due to industrial developments, which have absorbed about 1200 additional workers, to the transference of about 500 to manual occupations, to the employment of about 1000 in Government works, to the increase of the number of workers in the colonies and various Jewish undertakings by about 800, to the employment of Jewish skilled workers by Arab contractors and in Transjordan, as well as to the fact that a number of unemployed have emigrated, although the latter have been estimated by the Workers' Organisation not to exceed 500.

The proposal regarding the employment of the 2,700 persons is to be carried out on the basis of a comprehensive and carefully drawn up programme of work. This programme comprises the following:

- (a) Establishment of the Nathan Straus Health Centre.
- (b) Building of the Northern District of Tel-Aviv.
- (c) Building of the Petach-Tikvah - Kfar Sabra and Moscheh-Gulsh roads.

- (d) Road construction in Jaffe.
- (e) Quarantine Station works at Haifa.
- (f) Extension of the Rutenberg works on the Jordan.
- (g) Construction of a new Post Office.
- (h) Building of the Hospital in the Valley of Jezreel.
- (i) Water supply works by the Jewish National Fund.

The financing of these various works, as can be seen, will be covered from various sources. The Government Treasury, the general Zionist and special funds, contributions from Municipalities, and the resources of private organisations will all co-operate in providing the necessary means for these undertakings.

The problem of the unemployed will not, however, be solved simply by these measures. In order to be able to bring the payment of the doles to an end, the co-operation of the Zionist Organisation through the provision of further considerable resources is essential. The programme of work abovementioned requires supplementing by the continuance of the building programme undertaken in the colonies last year - likewise by way of substitution for relief payments - and consisting mainly in the construction of permanent buildings and the carrying out of irrigation work in the Nuris district. For the execution of this programme a sum of £25,000 is needed, in addition to the regular Budget adopted by Congress. The sum of £25,000 has been provided by generous donors as follows:-

Donation of Mr. Nathan Straus.....	£10,000
" " Mr. Felix Warburg.....	10,000
Anonymous.....	5,000

	<u>£25,000</u>

In order to complete the entire scheme for the abolition of the dole, further aid from the Government to the extent of £15,000 was considered necessary, and it was thought that the Government might grant the city of Tel-Aviv a loan of £15,000, as it did last November, in order to enable the Municipality to repay debts of a similar amount to the Executive. This idea has apparently not been realised, although the collaboration of the Government has been secured in another manner.

As will be seen from this account the programme of works, if it is to be carried out in its entirety, must be supported out of the regular Budget, which must provide a sum of £15,000-£20,000. The Executive, in deciding to bring the chapter of doles to an end and to inaugurate new constructive works, hopes that the Budget will be fully covered despite the present serious financial

situation. Only if the Budget is covered will it be possible to place our finances again upon a sound basis as decided by the Congress, as well as to carry out the new works programme now taken in hand.

The Executive, in coming to their decision, of the significance and responsibility of which they are fully conscious, have been actuated by the two following resolutions of the last Congress.

1. The Congress requests the Executive, in its measures for the suppression of unemployment, to give priority to the undertaking of public works over the granting of unemployed relief, and accordingly demands that the Executive shall take care that for the occupation of the unemployed public constructive works shall be carried out which render possible the constant employment of workers. The works that are primarily thought of are those which serve equally our colonisation work as well as the requirements of the labour situation.

The Executive shall make every endeavour to provide adequate means for the aforesaid works.

2. The Congress instructs the Executive to use a part of the funds that may be raised for the suppression of unemployment beyond the Budget adopted by the Congress, in order to supplement the regular Budget to such an extent as will further and secure the employment of workers.

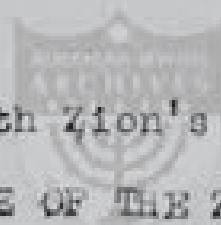
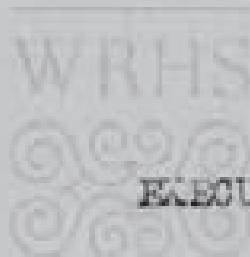
Apart from these Congress resolutions, however, the Executive have based their decision to a greater degree upon the confidence which, in the present momentous moment, they believe they can repose in the leaders of the Zionist movement in all countries. Every Zionist who has followed the development of our movement during the last two years knows what it means if we succeed in eliminating the dole system from the public life of Erez Israel. The doles were like an incubus on the Jewish community, and especially on the workers. They undermined courage and confidence, and they had a paralysing effect upon the development of free and helpful initiative both in and out of the country. If thousands of idle hands now become active once again, a new spirit should enter the country and likewise penetrate our movement, and thus new ways will be opened up for national and private enterprise.

It is impossible to foresee with even approximate definiteness what the future has in store. But there is every indication that, as a result of the development of Haifa, the extension of the Rutenberg works, the beginning of the exploitation of the resources of the Dead Sea, as well as the expansion of the plantations, and above all in consequence of a renewed and more vigorous development of Jewish enterprise in Erez Israel, the present unemployed will within not too long a period be definitely and organically absorbed by the economic system of the country, so that a new

stream of immigration will be possible.

We accordingly address the most earnest request to all Zionist Federations and Separate Unions, to the members of the General Council and to all Zionist leaders and workers of all grades, to support the Executive in their efforts to secure the new constructive works whilst maintaining an orderly financial administration. The Congress Budget must be provided. Efforts on behalf of the Keren Hayesod must be doubled and trebled in every country. This year, in which the Keren Hayesod work in various countries has not proceeded with the desired and necessary initial success, the utmost endeavour must be made to attain record figures, for it is solely upon the extent of the funds that are raised that the rate of progress of our work depends.

We appeal to all Federations and other bodies to devote themselves with renewed energy and self-sacrifice to the attainment of our ideal. Through a union of all forces we shall succeed in completely overcoming the recent depression in Palestine, and we trust that all elements in our movement will be welded together more closely and inspired by a new sense of joy and pride in our common cause.



With Zion's greetings,

EXECUTIVE OF THE ZIONIST ORGANISATION.

Isaac Herzl

Member of the Executive.

ההסתדרות הציונית. המשרד המרכזי.

AMERICAN MEMBER
LOUIS LIPSKY

THE ZIONIST ORGANIZATION

CENTRAL OFFICE
LONDON, ENGLAND

AMERICAN OFFICE
111 FIFTH AVENUE
NEW YORK

May 8, 1928.

Dr. Abba Hillel Silver
The Temple
Cleveland, Ohio

My dear Dr. Silver:

It has been suggested that the meeting of the Actions Committee be held in Berlin on July 10th. This is rather early because the Zionist Convention will not be adjourned, in all probability, until July 4th.

Will you please let us know when is the earliest convenient date for you.

Very cordially yours,

Louis Lipsky

May 11th, 1928.

Mr. Louis Lipsky,
The Zionist Organization,
111 Fifth Ave.,
New York City.

My dear Mr. Lipsky:-

I shall not be able to attend
the meeting of the Actions Committee this year
in Berlin. It will not be possible for me to
go abroad this summer.

Very sincerely yours,

AHS/IR

May, 1928.
Jerusalem.

DRAFT MEMORANDUM

TO

JOINT PALESTINE SURVEY COMMISSION.

ON EDUCATION AND HEALTH.

The first part of the programme presented by the Zionist Executive to the Joint Palestine Survey Commission proceeds from the point of view that the realization of the Zionist ideal must be determined by an effective system of colonization of Palestine as the Jewish National Home. Any coordinate or subordinate undertaking sponsored by the colonizing agency must have an inevitable connection with the colonization undertaking, and be determined by it.

But even in the central colonization undertaking and in shaping the conditions connected with it, the fundamental consideration is after all the human material to be colonized or to colonize itself. Certain groups might consider conditions acceptable which do not approximate the basic living conditions that make it possible for certain other groups to risk the hazards of pioneering. What pioneering demands or can do with, especially in the present era of swift communication between the areas of settled living and the outposts of civilization, cannot be defined with absolute exactitude. In dealing with the main Zionist colonization undertaking, the fact, for instance, cannot be lost sight of that Jews as a race have long been weaned away from the earth and the occupations that grow out of the cultivation of the land. This fact has a deepgoing effect upon the cost and the forms of Zionist colonization. It implies extraordinary provisions for training and therefore carries with it the waste bound to be connected with the work of learners, and it demands social forms of settlement that accord with the views and traditions of the settlers. These same views and traditions, the history of the Jewish race, its aspirations, and its present

status in the advanced countries from which Zionist settlers come to Palestine must also enter into consideration when determining the provisions to be made for education and health, the so-called "unproductive" departments of the Zionist enterprise.

In both these departments, education and health, a very extensive establishment already exists in Palestine and cannot but be reckoned with in drawing up a long-term plan of operation.

In the Department of Health the Joint Palestine Survey Commission provided the report of experts of which the Executive has made use in drawing up its plan. In the Department of Education no such provision was made, but the Executive was fortunately in possession of a partial survey made early this year (1928) by Doctor I.B.Berkson.

EDUCATION.

In education in particular "sentimental" considerations cannot be set aside without jeopardizing the movement towards and in Palestine. All the experts of the Palestine Joint Survey Commission seem to be agreed that the task of colonizing Palestine is so little alluring, by reason of the difficulties connected with the absence of an abundant water supply and of varied or at least basic raw material, that only the sentiment that attaches the Jew to the Holy Land irrevocably enables him to summon to his aid, in overcoming obstacles, the "stiffneckedness" of the race that keeps courage up to the mark in the face of hardship. If that sentiment is an asset, it also imposes an obligation. The same sentiment, it may not be forgotten, is bound up inextricably with Jewish cultural aspiration. In the nature of the thing the number of Zionists cannot be computed who come to Zionist Palestine and brave all difficulties in order to secure an adequate education for their children. But that number is large, of that there can be no doubt. The "numerus clausus" and the chicanery of the authorities in certain European countries attendant upon the establishment of elementary schools for Jewish children is the modern form of persecution which is one of the most potent

impulses urging Jews towards modern Zion. Equally strong is the impulse that grows out of the partly unconscious but largely conscious desire to re-establish Jewish culture, one base of which is an educational system.

To say, therefore, that a colonizing movement must content itself with a system of elementary education, while theoretically sound, is not wholly applicable to the Zionist colonizing movement. It is conceivable that such an attitude might have been enforced if from the beginning the movement had been strictly regulated by a diagrammatic plan based on purely economic considerations. At present, when we have to deal with a lively community well on the way towards organic completeness, we cannot ignore the fact that it has not contented itself, and will not content itself, with the minimum. Above and below an elementary system of education it has added institutions that cannot be disregarded in a long-term plan of development.

In general, for instance, it might be held that kindergartens need not be a part of the supported system of education in a pioneer community. In Palestine, where the revival of the national language is of prime importance, a duty devolves upon the colonizing agency to take them into consideration. The kindergarten is indispensable from the point of view of the Hebrew language. With parents using a European language, the young child would either get no knowledge of Hebrew or acquire a debased knowledge. The kindergarten avoids this complication, and in addition is a means of bringing the language to the adult members of the family in the home and so hastening the process of consolidating the heterogeneous Jewish immigration. Moreover, insofar as the kindergarten performs the functions of a nursery school, it sets mothers free for their proper share in the main colonization work in the rural districts and for gainful occupations advantageous to the family exchequer in the urban centers. In the urban centers, besides, housing and playground conditions are such that public provision for the care of young children is unavoidable.

A case of another kind can be made out for what may be by some be regarded as the premature establishment of secondary and professional schools. Mention must be made again of the well-known insistence upon educational opportunities that is characteristic of the Jewish parent. In Palestine providing a secondary and a higher education is, besides, the outstanding means of attaching the younger generation to the country - of making a home out of a "colony".

On the other hand, the whole burden of providing more than the opportunities for an elementary education cannot be cast upon the colonizing agency. The closer the pioneer community approaches organic completeness, the greater must be its share in the financial and in a large sense also in the administrative responsibility for the advanced educational opportunities for which it clamors on behalf of its children and adolescents. A degree of advance has been made by the Palestinian Jewish communities in this respect. When the Communities Ordinance (Keneset Israel) recently promulgated by the Government of Palestine is put into complete effect by the inner Jewish organizing forces, there will be a noticeable increase in the contributions to the financial means required by the system of education and its expansion, an increase which should also be met by increased grants-in-aid on the side of the Government. Meantime other measures have been and must be taken to produce the results desired in this respect.

The present Jewish population of Palestine, reckoned at 160,000, contains about 32,000 children of school age, from five to fourteen years inclusive, practically 20% of the number of Jewish inhabitants. Without the pressure of a compulsory education law, 27,040 of this number, according to the Government census of 1927, attend schools; 18,633 the schools of the Zionist system, 23 the Government schools, 7,858 non-Zionist Jewish schools, such as the Alliance Israelite Universelle, the Evelina de Rothschild School and the Talmude Torah, and 526 the Mission schools.

Under Zionist auspices in 1928, 788 teachers, approximately one-third on part time, are conducting 688 classes in 225 schools, kindergartens, elementary schools, secondary schools, Teachers' Seminaries, and technical and trade schools, situated in Jerusalem, Tel-Aviv, Haifa, Tiberias, Safad, and other towns, and in the Judean, Samaritan, and Galillean rural settlements.

From the point of view of the budget, the Zionist schools are divided into four categories: 1. Those for which the Zionist Organization is wholly responsible, to the number of 95, with 12,947 pupils; 2. those subsidized in part by the Zionist Organization, to the number of 54, with 2542 pupils; 3. the 26 schools with 888 pupils in settlements whose educational budget is at present covered in part by the Palestine Jewish Colonization Society (PICA); and 4. 50 schools with 2300 pupils, supervised by the Zionist Organization, but not receiving any financial support from it.

From another point of view the Zionist schools fall into three divisions: a) the "general" schools, of which there are 118; b) the Mizrahi schools, to the number of 61; and c) the Labour schools, to the number of 46.

The budget for the three categories, supported wholly by the Zionist Organization, supported in part by it, and subventioned by the Pica, is regularly derived from five sources: a) the Keren Hayesod; b) the Government of Palestine; c) the Pica; d) tuition fees paid by parents; and e) the grants of local councils (municipalities).

In 1927-1928 (5688), the current year, the following sums will be derived from these sources:

Keren Hayesod	EP:55,000 (including EP:2000 from the Mizrahi).	
Government of Palestine	19,933	
Pica subvention	4,870	
Tuition Fees	} From Categories Municipalities } I and III	<u>24,409</u> (estimated)
Total:		EP:104,212

to which must be added two extraordinary, non-recurrent contributions, EP:4000 from Baron Edmond de Rothschild, and EP:3450 from the teachers in the school system, bringing the available funds up to EP:111,662.

Even with the aid of these supplementary contributions the available funds did not suffice to give a seat in the schools to the whole school population that turns to the Zionist schools, nor did they permit expansion of the pedagogic work, nor cover the most elementary educational requirements, but, on the contrary, curtailments were demanded. Similarly, the same financial basis for 1928-1929 (omitting the extraordinary contributions, which are not recurrent) will involve, first, discontinuing the general responsibility for kindergartens and turning over to other bodies about half the kindergarten work, a procedure which had a deteriorating effect this year, either keeping young children on the streets in the cities or forcing them into missionary schools; second, putting some of the Teachers' Seminaries on a grant basis and curtailing the work of all of them; third, increasing the number of pupils per teacher in the elementary schools and the discharge of about twenty-five; and, fourth, not allowing for due increases in teachers' salaries. This year there was no provision for a Director's salary, nor for an adequate corps of inspectors, nor for a collection department, without all of which an effective service is unthinkable. The absence of a collection department constantly imperils the receipts from tuition fees. It is apprehended that the losses from tuition fees and municipal grants as estimated may amount to EP:5000 this year. Thus, though the curtailments described above be made, next year's contribution from

the Central Zionist fund, the Keren Ha-Yessod, instead of £P:55,000, should be £P:70,000, or, indeed, £P:75,000 if the deficit likely to occur in the two sources of receipts from the Jewish population is to be made good.

And granted that the additional sum of £P:20,000, exactly the sum by which the educational budget was curtailed for 5688, can be found in the Zionist funds collected outside of the country, there will still be only a meagre provision for such items as repairs to buildings. There will be next to none for furniture and educational material. There will be none at all for physical education, and for recreational and club activities, and, what is most serious in a system that has the task of developing the Hebrew language, none at all for the compiling and publication of text books. The existing school system does not include vocational training, and only the rudiments of manual training. The city schools are housed in large part in rented buildings in no wise adapted, either from a sanitary or a pedagogic point of view, to educational purposes. For such inadequate housing a sum of £P.7,647 will be expended during 1927-1928 in rent payments.

The above analysis of needs is not exhaustive. It leaves out of account the expansion of secondary education in the two gymnasias, in the Technicum, the Bet-Sefer Reali, the few existing commercial, manual trade, and arts and crafts schools, and it makes no mention of the development of the Hebrew University.

In the present state of development of Zionist education in Palestine and for the moment confirming our statement to elementary education, the per capita expenditure for Categories I and III, those supported wholly by the Zionist Organization and subventioned by the Pica, is £6.50. The full significance of this figure appears only if it is considered on the one hand in connection with the imperfections and shortcomings of the system as just described and on the other hand with the following per capita expenditures for elementary education in other countries and in Palestine under other auspices:

Holland	£17,00
England & Wales	10.20
Norway	9.60
Switzerland	9.10
Irish? Free State	6.70
Govt. of Palestine	5.00

Nevertheless Jewish education in Palestine shows the beginnings of a fairly comprehensive system. The task of the next period of development is to intensify what exists and to fill in the vacant places in the scheme. On the fiscal side its task will be to stimulate payments by parents and municipalities and secure increasing grants-in-aid from the Government, so relieving the central Zionist fund. The figures and tables that follow are designed to give an idea, on the basis of past achievements of what may be expected from these three sources with the growth of the Jewish community and its organization.

The first table shows the sources and the amounts of the receipts for a series of years for the schools of the four categories which constitute the system of Zionist education in Palestine. For Categories I and III all sources of receipts are shown; for Category II only the subvention derived from Zionist funds.

Table I.

Year	:Keren :Ha-Yessod :	:Govt.of: :Palestine. :	:PICA :	:Tuition: :fees & :grants & :by Muni: :cipali-: :ties & :Village :Councils :Cat. I & : III	: :Various: :	:Total :	:Total : all :four :Cate- :gories.
1921/22 (5682)	:££:100,602	2,647	:9,616	:24,715	: 240	:137,825	---
1922/23 (5683)	:££:70,607	2,518	:9,516	:14,442	: 5,985	:103,068	---
1923/24 (5684)	:££:63,175	2,255	:8,346	:13,691	: 735	: 88,202	109,817
1924/25 (5685)	:££:63,000	2,664	:6,610	:19,467	: 600	: 92,341	117,406
	: (X)	:	: (XXXX)	:	:	:	:
1925/26 (5686)	:££:74,550	4,870	:5,610	:24,191	: 436	:109,657	136,976
	:	:	:	: (XX)	:	:	:
1926/27 (5687)	:££:76,616	14,870	:5,410	:18,129	: 1,564	:116,589	158,387
	:	:	:	:	:	:	:
1927/28 (5688)	:estimated:	:	:	:	:	:	:
	:LP:55,000	19,933	:4,870	:24,409	: 7,450	:111,662	:
	: (XXX)	:	:	:	:	:	:

(X) Includes ££:4,550 on account of deficits of previous years.

(XX) The accounts for the year 1926-1927 are not yet closed.

(XXX) Includes £P:600 in payment of debts of the two preceding years.

(XXXX) In the figures for 1925-1926, 1926-1927, 1927-1928, there is not included under the heading "Pica", the sum granted by the Pica to the schools of Petach Tikvah. It is included under the heading "Tuition fees and grants, etc".

The point to be noted is the contribution derived from the population itself under the headings "Tuition fees" and "Municipalities" to which must be added the amount paid by parents to the partly supported (Category II) and independent schools (Category IV). In 1926-1927 these contributions ran up to nearly £60,000: from tuition fees and municipalities, £18,129 for Categories I and III; from tuition fees to partly supported and independent schools about £40,000. To judge what the Jewish population itself is paying for education one would have to know and analyze the receipts of the other Jewish schools in the country.

The second table shows, in the first column, the sums expended by the Keren Ha-Yessod for all its purposes, immigration, colonization, labour, medicine, education, etc.; and in the

second column the sum appropriated from the general budget for kindergarten, elementary, and secondary education.

TABLE II

<u>Year.</u>	<u>Total Keren Ha-Yessod Expenditures.</u>	<u>Keren Ha-Yessod Contribution to Education Budget</u>
1921/22 (5682)	653,681	100,607
1922/23 (5683)	481,232	70,607
1923/24 (5684)	462,737	63,175
1924/25 (5685)	571,261	63,000
1925/26 (5686)	650,086	74,559
1926/27 (5687)	690,361	76,616
1927/28 (5688)	627,157	55,000

A true percentage, showing the relation between the expenditures for education by the Zionist Organization and its expenditure for all settlement purposes cannot be deduced from this table, because it does not take account of the sums expended for the purchase of land by the Keren Kayemeth. Moreover, in order to get a true picture of what is done in Jewish Palestine for education as compared with all other departments of Zionist endeavor, one would have to take into consideration the general budget of the Pica and the expenditures for the Yeshivot, the Talmude Torah, and the Hadorim.

Table III shows the relation of the Government Education budget to its appropriations for education and to the grants-in-aid to the Zionist Organization schools.

TABLE III.

Y E A R	Total Expenditure by the Government of Palestine			Expenditure on Education by the Government of Palestine		Grant-in-aid to Zionist Organization Schools	
From April 1st, 1920 to 31st of March, 1921	£E. 1,228,000	£E. 49,000	£E. 2,238	(in the year		5681)	
From April 1st, 1921 to 31st of March, 1922	£ 1,881,000	88,000	2,647	(" " "		5682)	
From April 1st, 1922 to 31st of March, 1923	1,837,000	89,000	2,518	(" " "		5683)	
From April 1st, 1923 to 31st of March, 1924	1,633,000	97,000	2,255	(" " "		5684)	
From April 1st, 1924 to 31st of March, 1925	1,807,000	100,000	2,664	(" " "		5685)	
From April 1st, 1925 to 31st of March, 1926	2,040,000	101,000	4,870	(" " "		5686)	
From April 1st, 1926 to 31st of December, 1927	3,903,000	221,000	19,998	(" " "		5687)	
					plus three months of	5688)	
TOTAL:	£E. 4,329,000	£E. 745,000	£E. 37,190				

The Government of Palestine thus expended in 1926-1927, a sum of £5.00 per capita on the pupils in its schools and £0.80 on each pupil in the Zionist Schools. In 1927-1928 the latter per capita will rise to £1.06. These figures to be fully significant must be taken in connection with the fact that while the present Jewish population constitutes 18% of the total population of Palestine, the Jewish population constitutes 40.4% of the total school population.

What are the points to be considered in calculating the sums required during the next ten years for the development of a kindergarten, elementary, secondary, and vocational system of education, paying due regard also to manual, and physical training, to recreational and club activities, to an adequate equipment of the school rooms, to proper pedagogic aids, and to the development of text books and school library facilities?

The assumption is that the Jewish population will increase from 160,000 to 317,000.

This implies that, taking into consideration immigration

and the natural increase, the number of pupils in the Zionist Organization schools will rise from 18,000 to 36,000. For the purposes of a forecast we may assume an average annual attendance of 27,000. In 1926-1927, the Zionist fund made a per capita contribution of £P.4.20 to education. On the one hand, the expectation should be that in view of increases in the Government's grant-in-aid and in the payments made by the Jewish population of the country, the contribution by the Zionist fund should diminish. But on the other hand, we must provide for better equipment, for educational material of all kinds, for larger personnel, for text books and libraries, etc., and for an increase in the subvention to schools in Categories II and IV, in order to keep them attached to the Zionist system and under its supervision. We may therefore assume that during the first period of five years the contribution by the Zionist fund can be reduced only to £P: 4 per capita, but in the second period of five years a reduction to £P:3 may be expected. If we take the average for the two periods, £3.50 per capita, a rough estimate is that the Zionist fund should contribute £P:945,000 in the course of the ten years' period.

In assuming an average increase of 27000, we have dealt only with the increase calculated, not on the basis of the whole population, but only from the point of view of the number of pupils now comprised in the Zionist system of education. But the number of pupils now served by the Zionist system of education does not cover the whole Jewish school population from five to fourteen inclusive. There are now 5,000 who visit no schools at all, and 4,000 who are in schools in which the language of instruction is not Hebrew, or the schools of the missionaries. In these figures are not included schools like the Evelina de Rothschild and the Alliance Israelite Universelle, in which Hebrew is one of the two languages of instruction, the other being English in the former and French in the latter.

Roughly speaking, the Zionist system may hope to absorb the children now receiving no education and successive annual additions to this category, again by immigration and by natural

increase, from 1000 the first year up to 10,000 at the end of the period. These children are bound to belong to the poorest, the non-paying population. Entirely new provision will have to be made for their housing. It is therefore fair to propose that the Zionist fund or the central fund that takes its place should make a capita contribution of £P: 4 to their education, which will amount to £P:220,000 in ten years.

It is also fair to assume that a perfected Zionist system of education will attract children of those circles that do not yet demand a modern education. On the basis of the present 4000 in schools not using Hebrew as the language of instruction, we assume that in the course of the ten years' period, a per capita contribution of £P:4 will be required from the central fund, an amount of £P:176,000 in the course of ten years.

For vocational training, so important a provision in the East that Egypt is devoting to it one-third of its whole educational budget, a sum of at least £P:100,000 should be requisitioned from the central fund for the establishment, building, equipment and administration of two schools.

Finally the central fund should also make provision for the erection of suitable buildings.

At this moment there are needed in Jerusalem 18 school and kindergarten buildings; in Tel-Aviv, 16; in Haifa, 5; in Tiberias, 2; in Safad, 3; in Hebron, 2; in other cities, 4; at rural points, 12. If good plots can be secured, and provision be made for outdoor instruction, especially for kindergarten classes, the cost of building may be reduced by 25%. The cost of building would not be less than £200,000. As in the case of the large hospitals required, a plan for long term loans should be worked out. Failing that, the Central Education Fund should amount to:

EP: 945,000 present Zionist school system.
220,000 provision for children now not in schools.
176,000 provision for children in schools not
using Hebrew.
100,000 vocational training.
200,000 buildings and sites.
EP: 1,641,000

The above presentation has not dealt, it will be
noticed, with the education of the blind, the deaf and dumb,
and the defectives.



HEALTH.

In the Report of Professor Rosenau and Doctor Wilinsky to the Joint Palestine Survey Commission on health conditions and health agencies in Palestine, the statement is made that the sum of \$1,000,000 is expended annually on the care of the health of a Jewish population of 160,000, a pro capita expenditure of \$6, an unusually high average. And in the ten years from 1918 to 1928 the health agencies more or less directly connected with the Zionist Organization expended considerably more than a million pounds, in which are not included the sums contributed by the population itself to these health agencies nor the sums sunk by the Jewish National Fund in preparing the lands from a sanitary point of view for occupation.

As in education so in matters of health the characteristics of the Jew and the circumstances connected with Jewish colonization in Palestine cannot be left out of account. It is a commonplace that Jews as a race are quick to utilize every improvement devised by science in remedial medicine. They heed the last word spoken by science when sickness invades the household. The fact that there are nearly 450 Jewish physicians in Palestine, one to every 355 Jews, proves the assertion at least indirectly, as it is also proved by the identification of the Jewish people with the progress of medical science even during the ages when Jews were excluded from participation in almost every other professional and economic endeavour.

The country as a field of colonization is as exacting as the Jews to be colonised upon it. The subtropical climate and the sharp alternations of climate between various parts of the small country - the Jordan Valley, the Vale of Jezreel, the mountain districts, and the coastal plain - demand radical adjustments difficult to make by the immigrant from the European Continent with its more equable climate. The difficulties are increased by the diseases endemic in the country, malaria, typhoid,

dysentery, and eye diseases, which induce a considerable degree of morbidity among immigrants of lowered vitality, especially in the early period of their settlement, when they are badly housed in tents and barracks, and especially because, the healthier stretches of the country being occupied, they must content themselves with the afflicted areas. Besides, the Jewish colonists in Palestine have for the most part gone from the comparatively easy conditions of urban living to the primitive conditions under which "native" labour works in a country in many parts destitute of even so elementary a convenience as an ordered water supply. For the Jewish colonist there is the added menace to his physique that he is doing hard manual work to which he has never before been accustomed, and that the problems of nutrition are new to him and in any case difficult of solution.

To counteract all these hardships he has the aid of an incomplete public health and sanitary service only ten years old, for up to the end of the war Palestine had only a primitive medical establishment and no sanitary safeguarding of any sort.

The two Zionist agencies, the Hadassah Medical Organisation and the Sick Benefit Fund of the General Jewish Federation of Labour (Kuppat Holim), have been a foremost factor in improving the last mentioned condition. Together they have covered the Jewish sections of the country with a network of hospitals, polyclinics, laboratories, infant welfare and health stations, and sanatoria. There are, besides, Jewish hospitals to the number of three and an Asylum for the Insane, all in Jerusalem, established by philanthropic associations, and three Infant Welfare stations of the Plunkett System in Tel-Aviv belonging to the Women's International Zionist Organisation.

The Hadassah Medical Organisation receives from 80% to 85% of its budget of £125,000 from Hadassah, the Women's Zionist

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Organization of America, £2,000 annually from the House of Rothschild, and the balance from the population of Palestine, its institutions being open to all races and creeds.

The Kuppat Holim derives about two-thirds of its receipts from membership dues and from the contributions imposed upon employers of labour, and the rest from the Keren Hayesod and from Hadassah the Women's Zionist Organization of America. While the Kuppat Holim has polyclinics of its own and one hospital in the Emek, it also enjoys the benefits of the Hadassah institutions. The latter privilege brings its income from the public Zionist funds up to half, the other half being derived in general from that part of the Jewish population which is organized in the Federation of Labour.

There exists also an Anti-Tuberculosis League, which cooperates with the Hadassah Medical Organization.

Medical research work is carried on in several departments of the Hebrew University.

A part of the recommendations made by Drs. Rosenau and Wilinsky in their Report concern themselves with administrative relations. Some of those recommendations have been anticipated by action on the part of the Palestine Zionist Executive and the Zionist health agencies. These recommendations may be classified under the following heads:

1. The relation of the Jewish health work to that of the Government of Palestine.

2. The relation of the Hadassah Medical Organization to the Palestine Zionist Executive.

3. The relation between the Hadassah Medical Organization and the Kuppat Holim.

4. The relation of the hospitals under Zionist auspices to those established by philanthropic societies.

The following paragraphs summarize and comment upon what the Report has to say under these four heads:

Under 1. The relation of the Jewish health work to that of the Government of Palestine:

(a) The Report deprecates the fact that the Jewish hospitals, at best limited in bed capacity, must withdraw a considerable number of their beds from general cases to accommodate infectious cases, typhoid and dysentery, due to the inadequate provisions made by the Government whose function is to meet the whole need for infectious cases. On this point there has for the past three years been constant negotiation on the part of the Zionist agencies, with the result that there has been improvement, notably at seasons of epidemics, but the Government is still far from doing its full duty, thus putting a burden unfairly upon the Zionist institutions.

(b) The Report stresses the point that the care of the insane is a Government function and that the Government of Palestine has fallen far short of making adequate provision. Along with the care of infectious cases the care of mental cases has equally been the subject of urgent representations to the Government. Only a few months ago these representations had a partly successful issue. The Government appropriated a limited sum for structural improvements in the Ezrat Hospital for the Insane, refusing, however, to contribute regularly to its maintenance. The Ezrat Nashim Asylum can accommodate only 55 patients. The only other Asylum for the Insane is the Government institutions at Bethlehem with a capacity of 60, most of these beds being occupied by Arab patients. Even when there are beds available for Jews, it is difficult to persuade a Jewish patient or the relatives in

charge of him to resort to the Bethlehem institution situated in wholly Christian-Arab surroundings and almost completely devoid of a Jewish medical and nursing personnel. The number of Jewish mental patients requiring institutional care is 150. The Zionist agencies, though approached by the Government of Palestine to assume, at least in part, the care of their insane, have consistently refused to entertain the proposition. They occupy the attitude set forth in the Report.

(c) The Report urges that the Jewish medical school inspection work for 22,000 children, of which it expresses high praise, should be transferred to the Government or that Government subsidize it. In view of the fact that the school hygiene work as now done by the Hadassah Medical Organization has outstanding pedagogic as well as health aspects, the Executive is inclined to accept the second rather than the first suggestion. The matter will be taken into serious consideration at the first opportunity.

(d) The Report is of the opinion that the infant welfare and pre-natal work now being done by the Jewish agencies should eventually be taken over by the Government. It admits that the time for the transfer has not yet arrived and that the process of transferring it can at best be only slow and gradual.

In addition to the above points dwelt on by the Report, the Executive desires to point out that the Government has up to now done nothing toward the solution of the very serious Tuberculosis problem. Whatever has been accomplished has been done by the Hadassah Medical Organization in maintaining 36 beds for tuberculous patients at its hospital at Safed, and by it in cooperation with the Anti-Tuberculosis League in polyclinic and home-visiting work.

On the other hand, the efforts of the Executive and other Jewish agencies have been successful in transferring to the Government the full responsibility for the Anti-Malaria work, which was begun in the Jewish settlements by the Hadassah Medical Organization and put under Government control when the Malaria Research Unit was established by the Joint Distribution Committee. On the other hand, the Government has until very recently held out against making a contribution to the maintenance of the Hadassah Hospitals. Recently a departure was made in granting an annual sum of £.2,000 to the Hadassah hospital in Tel-Aviv through the Municipality, on the pattern of annual Government grants to municipal hospitals in such Arab communities as Nablus, Gaza, and Tul-Karem.

In one more department the Jewish health agencies have endeavoured to transfer responsibility to the Government. When the Hadassah Medical Organization first began operations in Palestine, in 1918, the existing laboratory facilities were next to nil, even under Government auspices. It therefore was compelled to set up a comprehensive system of laboratories. During the last two years the Hadassah Medical Organization has consistently refused, except for its own institutions, to make such analyses as are properly Governmental functions, in the hope that thus they would be dealt with in the laboratories of the Government. Up to this time the expedient has not proved effective, due to lack of Government facilities.

The Report to the Palestine Joint Survey Commission insists with much emphasis that the health budget of the Government of Palestine is signally inadequate to the needs of the country. It cites the following figures and percentages.

1921-1922	£E: 142,865	% 7.6 of the whole budget
1922-1923	105,368	5.7 " " " "
1923-1924	93,258	5.7 " " " "
1924-1925	82,423	5.1 " " " "
1925-1926	84,481	4.3 " " " "
1926-1927	96,679	3.9 " " " "

While the budget of the Government of Palestine was trebled, going from £E:881,000 in 1922 to £E:2,524,000 in 1926, the health budget fell from 7.6% to 3.9% of the whole budget in the same period.

It is thus obvious that the Zionist agencies must persist in the course they have adopted, the course recommended by the Report, to demand that the Government assume its proper share of the health care of the Jewish population and do its full duty to the country at large.

Under 2 and 3, the relation of the Hadassah Medical Organization to the Palestine Zionist Executive and the relation between the Hadassah Medical Organization and the Kuppat Holim, the Report submits that there ought to be a closer alliance between the Hadassah Medical Organization and the Palestine Zionist Executive. It outlines a method of administration designed to bring such an alliance about, whereby the Hadassah Medical Organization would become the Health Department of the Palestine Zionist Executive, and replace the present Vaad Ha-Briut (Advisory Health Council). This alliance being consummated, there would follow such a coordination of the spheres of the Hadassah Medical Organization and the Kuppat Holim as would eliminate all possibility of duplication. This recommendation is in line with the resolution adopted by the XVth Congress at Basle:

"The Congress instructs the Palestine Executive to take early steps to draw up a definite plan for the organization of Zionist health work in the country along the following lines:

(a) Uniting of all public national bodies at present engaged in the domain of Jewish health work for the purpose of establishing complete unity.

(b) Developing the initiative and activity of the Yishub in the domain of health work, and eventually undertaking the direction of the health work by the systematic preparation of the Yishub to participate in the financial responsibility and a gradual transference of particular branches into the hands of local organs".

No steps were taken to carry out the resolution, because the Zionist Executive in Palestine, to whom it was referred, desired to await the receipt of the medical Report to the Joint Palestine Survey Commission in the expectation that it would deal with a problem that has long been looked upon as such, when the subject is under consideration, the recommendations of the Report will receive due attention.

Under 4, the relation of the hospitals under Zionist auspices to those established by philanthropic societies, the Report recommends an administrative union, whereby expenses would be decreased and facilities, if not increased, at least made to yield their maximum use. Towards such a union with at least one hospital in Jerusalem, the Bikur Holim, the first approach has been made by the joint action of the Chancellor of the Hebrew University, the Director of the Hadassah Medical Organization, and the member of the Palestine Zionist Executive responsible for its health interests. This step was taken with a view to bringing about such hospital conditions as will grant

the possibility of forming a medical faculty of the Hebrew University, with eventually a central hospital establishment in Jerusalem that shall afford University Hospital facilities.

The other series of recommendations made in the Report concerns itself with measures of economy in the administration of the medical work of the Jewish health agencies and with methods of securing the participation of the population in the expenditure for health work done by the public agencies.

With reference to the first point, measures of economy, both agencies, the Hadassah Medical Organization and the Kuppat Holim, have for the past two years been keeping a watchful eye on their respective administration.

As for the second point, the contributions of the population, the two tables that follow are indicative of the trend in the past and what may be done to strengthen the trend in the future:

Expenditures of the Hadassah Medical Organization
From 1920 to 1927.

		<u>Payments by Muni- cipalities and Colonies.</u>	<u>Payments by Patients</u>	<u>Total % of Budget.</u>
1920	£E:120,812	£E: 575	£E: 5,014	5,589 4.6%
1921	119,531	2307	5,312	7,619 6.3%
1922	125,040	3994	10,426	14,420 11.5%
1923	64,213	3765	10,501	14,266 22.1%
1924	34,555	4406	9,345	14,251 16.8%
1925	91,446	6285	11,030	17,315 18.8%
1926	122,430	8000	11,400	19,400 16.3%
1927	125,137	6406	11,393	17,799 14.2%

Expenditures of the Kuppat Holim from 1921 to 1928.

	^{x)} <u>No. of Members.</u>	<u>Expenditure.</u>
1921/22	5,000	£F: 24,367
1922/23	6,600	26,238
1923/24	8,100	29,603
1924/25	12,300	41,752
1925/26	15,000	55,256
1926/27	15,000	50,070
1927/28	15,000	45,000 (estimated)

Note: x) Not including the number of the households represented.

Thus, in 1927, the sums expended by the two institutions amounted to about £F: 170,000. The amount derived by the Hadassah Medical Organizations from the public it serves was £F: 17,799 being 14.2% of the whole sum expended; while the corresponding sum so received by the Kuppat Holim was about £F: 30,000 or 56 2/3%, which percentage, as shown before, does not take into account the privileges enjoyed by the Kuppat Holim in the Hadassah hospitals.

The payments secured from the population are the result of constant attention, on the part of the Zionist medical institutions, to the need of educating the public to make itself more and more responsible financially for medical care. The sums recorded show that the pressure exercised by the administrators of both institutions aided as they were by the attitude of the Executive and by the best public opinion, has been effective. The emphasis on this point must grow stronger as the community clothes itself in more and more definite forms of organization. The expectation is justified that the receipts from the public will increase steadily.

A point to be noted is that the Hadassah expenditures in 1927 for a Jewish population of 160,000 are nearly the same as they were

in 1922 with practically half the population. Hence, though we assume a doubling of the population in the next ten years, we need not assume a doubling of the expenditure, at most an increase of 50%. That would mean an average annual addition of £P:25,000 to the £P:100,000 now contributed by the Zionist funds over and above the receipts from the population, a sum of £P:1,250,000 in ten years.

This calculation does not take into account the economies that will be effected in the work and through the proposed union of the Jewish hospitals of Jerusalem, nor the transfer of functions to the Government, nor the transfer, in whole or in part, of hospitals to the Jewish municipalities, nor the increase of payments from the population. The last should be considerable once the Communities Ordinance (Keneset Israel), which grants the Jewish communities inner taxing powers for education, health, and social welfare enterprises, is in full operation. All these increases should amount to at least as much as the average £P:25,000 annual addition to the sum derived from the funds.

On the other hand, this increase in receipts from within cannot be taken to release the outside fund, for even now there are unmet medical needs, such as of the tuberculous, of chronic invalids, and certain forms of preventive work, together with natural expansion. It is, therefore, safe to stick to the figure of £P:1,250,000 for ten (10) years to cover the field now covered by the Hadassah Medical Organization.

An analysis of the figures in the Kupat Holim table shows that while during the last five years the number of members doubled, the expenditure rose only by 50%. But for various reasons we ought to estimate the necessary increase at 66 2/3% in ten years, £P:75,000 instead of the £45,000 of today. That is, the average annual expenditure for the next ten years should be £60,000, of which the Zionist funds would supply £,20,000 annually or £200,000 during the course of the ten years per. loc.

Again, there will be increases in receipts not taken into account here. If proper health insurance legislation is passed, if the Government participates in the expenses of the Kuppas Holim, if employers can be made to make their proper contributions to the health insurance fund of their workers, if proper arrangements are made with other medical organizations instead of maintaining a separate medical service, if the preventive and sanitary work of the Government and other agencies leads, as it surely will, to a diminution of morbidity; there will be a considerable decrease in the expenses, which, however, will be absorbed by the need to provide for the incapacitated and the aged worker.

Two points have not been mentioned in the above enumeration of needs, the provision of modern hospital and clinic buildings, and the investigation of practical health problems.

A building is at present needed in Haifa, the new building at Tiberias will soon require an addition, as will the new building at Tel-Aviv, and subsidies for the erection of model clinics in the rural districts would serve the cause of medicine well. The largest requirements are the central or University hospital at Jerusalem and a sanatorium for the tuberculous. A sum of £50,000 would cover all but the last two. The last two would require very large means, which should be provided by a well-considered system of loans and amortization.

For research work to be done by the Hebrew University in connection with practical health problems an annual sum of £500, or £5,000 for the ten years' period would suffice.

According to this evaluation the Jewish community, doubling its numbers in 10 years, requires for its health needs

£ 1,250,000 to cover the undertakings of the Hadassah
Medical Organisation

200,000 to cover the undertakings of the Kuppat
Holim

5,000 medical research

50,000 minor hospital and clinic structures.

£ 1,505,000

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Note: To our regret the Report of Mrs. Rosenau and
Wilinsky was received after the request for a statement to be
submitted to the Joint Palestine Survey Commission. Accordingly,
though the statement deals with the notes and recommendations in
the Report, there was no time to refer them to the institutions
involved, - the Hadassah Medical Organization, Kuppat Holim, and
Vaad Ha-Briat - for definitive action. All that could be done
was to indicate in what respects the recommendations contained in
the Report had been anticipated and in what respects, as, for
instance, in the attitude towards the existence of two medical
agencies, they coincided in intent, if not in administrative de-
tail, with the action of the Zionist Congress. In casting up
the prospects for the necessary development of the medical work
in Palestine, the statement therefore had to accept its existing
division between the Hadassah Medical Organisation and the Kuppat
Holim. The figures cited, though ranged under these two headings,
have reference to the work now done by the two agencies. This
arrangement should not be taken to imply that the recommendations
of the Report will not in due time be considered seriously in

connection with the Zionist Congress Resolution conveying the same attitude. Similarly every other recommendation made will be discussed and as soon as conditions are favourable applied to the improvement of the medical establishment.

SOCIAL WELFARE WORK.

The communities of Jewish Palestine are expending very considerable sums on philanthropic institutions for the care of the aged and the orphan, and for a variety of public welfare institutions, such as chreches, babies' homes, etc. In some cases these institutions are supported almost wholly by the population, in most cases there are large contributions from the outside. It is impossible to estimate the sums required and secured by these institutions. There is much duplication, while there are needs completely disregarded. There is also much duplicity, fraud, and waste in both the collection of the moneys and their expenditure.

The gravest feature of the situation is the complete absence of any agency for the organization of outdoor relief. Collections for all the variety of cases of impoverishment due to accidents, sickness, abandonment, and maladjustment are made in the most haphazard way, and nearly all relief actually administered fails to be constructive.

The Zionist Organisation has never dealt with this aspect of Palestine life, and at this moment the expectation is that it will be dealt with when the provisions of the Keneset Israel are applied to the organization of the Communities. For this work of organization support should come from a central fund. There should be sufficient money supplied for the next five years to secure the service of experts in social work, two sorts of experts, one to organize the social work administratively, the other to work out systems of pensions, health and life insurance, etc. At the advice of the organizers, it may become necessary to supply in small measure also the funds required to administer relief.

The existing institutions would be influenced in their conduct by such a central organizing agency even though its first duty would be the systematizing of outdoor relief. Through it, influence could be brought to bear upon the mode of collections for the institutions, which would in turn bring about their healthy reorganization. A sum of £.100,000 would suffice for five years, and would call out from the population a sum five times as large.

Resume.

Budget for Public Welfare Work for 10 years based on an increase in the Jewish population from 160,000 to 317,000.

Education	£.1,641,000
Medicine	1,505,000
Social Welfare	<u>100,000</u>
	<u>£.3,246,000</u>

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CONFIDENTIAL

MEMORANDUM SUBMITTED BY THE EXECUTIVE OF
THE ZIONIST ORGANISATION FOR THE CONSID-
ERATION OF ~~THE~~ JOINT PALESTINE SURVEY COM-
MISSION, June 1st, 1928.



Zionist Organisation,
77, Great Russell St.
London, W.C.1.

MEMORANDUM SUBMITTED BY THE EXECUTIVE OF THE ZIONIST ORGANISATION
FOR THE CONSIDERATION OF THE JOINT PALESTINE SURVEY COMMISSION

LONDON, JUNE 1st, 1928.

The Executive of the Zionist Organisation think it proper to lay before the Joint Palestine Survey Commission a programme covering a period of ten years. In submitting this programme the Executive take account of the conclusions of the experts. Further, they have in view a scheme of work which should be within the reach of an enlarged and re-constituted Jewish Agency.

2. From the report of Messrs. Price Waterhouse and Co., it will be seen that in the five years' period 1922-1927 the receipts of the principal Zionist agencies, - the Palestine Foundation Fund (Keren Hayesod), the Jewish National Fund (Keren Keyemeth Leyisroel) and the Hadassah Medical Organisation - amounted in the aggregate to £3,559,545, or an average of approximately £710,000 a year. These figures represent net income, after deducting the cost of collection, which averages about twenty-five per cent. It is to be anticipated that with the reconstitution of the Jewish Agency, some reduction might be effected in the cost of collection, and it is not an excessive demand upon an enlarged Jewish Agency that it should produce a net annual income amounting to double the average for the last five years.

3. The programme outlined in this memorandum is based upon the two-fold assumption that, on the one hand, increased resources will become immediately available, and on the other hand, that the income of the Jewish Agency will be steadier, as well as larger, than in the past. On the one hand, a programme covering a period of years, as is here contemplated, necessarily involves large expenditure in the first years, notably for the purchase of land; and on the other hand, it should be the aim of the transformed Jewish Agency to conduct its operations on a cash basis which would greatly facilitate the work of settling an economically self-supporting rural population.

4. The proposals here submitted do not cover every branch of activity hitherto undertaken by the Zionist Organisation as
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the Jewish Agency. They deal only with (i) agricultural colonisation, and (ii) industry and urban development. There are certain other branches of Jewish activity in Palestine, notably in the sphere of public health, with regard to which it is intended to make proposals in a supplementary memorandum.

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1.

RURAL SETTLEMENT

General Observations

1. The experts have commented somewhat critically upon the influence exerted through political pressure by certain economic and social theories in determining both the form and the personnel of the agricultural settlements. The Zionist Executive are of opinion that these criticisms do not take sufficiently into account certain facts which are of the essence of the problem of Jewish colonization in Palestine. The Zionist Organisation has not been free to select for the purpose of settlement individuals who, measured by a strictly economic test, would have been picked out as the ideally best. It has had to deal with such elements as, in fact, made themselves available, and the distinctive characteristics of those elements have inevitably played a large part in determining the personnel, and, through the personnel, the economic and social form of the settlements. Nevertheless, it is not the desire of the Zionist Executive to dispute that the result has been that experiments have been made in regard to whose ultimate success serious doubts have been expressed by the experts. It must be borne in mind that these experiments, whatever objections there may be to them from a purely economic point of view, reflect a genuine idealism which has prompted the Haluzim to make heavy, and, indeed, excessive sacrifices for the sake of translating into practice their conception of social justice. That idealism must be respected and conserved as a valuable asset in the building-up of the Jewish National Home. What is essential is that it should be directed into the most productive channels.

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The experts state that it is important to complete the equipment of the Kvutzeth (co-operative groups), and to test their ability to support themselves. The Zionist Organisation is of opinion that the completion and consolidation of the existing settlements of this type should be carried out as rapidly as possible, in order that they may be given a fair opportunity of justifying themselves on their merits as self-supporting units. The Zionist Organisation fully recognises that economic realities must be faced, and the programme now being submitted is based on the assumption that economic considerations must be given full weight, and that the goal should be to achieve financial and economic success and the establishment of a self-supporting rural population in the shortest possible period of time.

2. The rural colonisation problem falls into two parts:

(a) the completion and consolidation of existing colonies, and

(b) the founding of new colonies.

3. At the present moment, the Zionist Organisation estimates that the cost of consolidating the existing colonies should be approximately £350,000. This figure is contested by the colonists themselves, and is not accepted by the experts. The Zionist Organisation is making a thorough investigation of the question, and will be prepared to give a final estimate, and to justify that estimate in the course of a few months.

4. It is proposed by the Zionist Organisation that the first task of the Jewish Agency shall be the completion and consolidation of the existing colonies, and it is already the settled policy of the Zionist Executive not to commence any new settlements until funds are available for completing the programme of consolidation.

5. The Zionist Organisation recognises the principle that colonisation should only be carried out on the basis of contracts previously executed between the colonists and the Jewish Agency. The Zionist Executive have already decided to apply this principle rigorously in regard to new colonisation, and they are making every

/effort

effort to get the necessary contracts executed in regard to existing settlements. An instruction to that effect was given by the last Congress. The intention is that such contracts shall be made directly between the colonists and the Jewish Agency, and that there shall be no third party to the contracts.

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II.

NEW COLONISATION

1. Some 20,000 dunams of land will shortly be in the possession of the Zionistt Organisation and available for new colonisation. The information at the disposal of the Executive indicates that there will be no difficulty in acquiring considerable additional areas if the necessary funds are available.

2. It is suggested that a sum of money should be set aside at the earliest ^{possible} moment in order to make a survey of the lands which could be purchased, including in particular a thorough hydrographic survey. This survey should embrace:

- (a) The Plain of Esdraelon;
- (b) The Maritime Plain;
- (c) The whole of the Jordan Valley;
- (d) The Huleh District;
- (e) The South.

The survey should have regard to:

- (a) Soil;
- (b) Available water supply;
- (c) Approximate cost of the land;
- (d) Approximate cost of drainage, irrigation and other primary improvements;
- (e) Purpose for which the lands are suitable.

For these surveys a sum of not less than about £20,000 is necessary and should, it is submitted, be set aside by the Jewish Agency.

3. Pending the execution of the surveys above indicated, the following estimates can be offered. It must be understood that these are necessarily very rough. The first group of lands should be acquired before the second.

(1)

Area in
Dunams: Price
£P.

- i. In the Maritime Plain: From Rafa in the South to Ras-el-Nakura in the North..... 200,000 1,800,000

Part of this area (about 25-30 per cent.) can be irrigated and will be fit for citrus and other plantations. It is estimated that on the area which cannot be irrigated the unit of settlement is 150 dunams; on the area that can be partly irrigated (up to 50 per cent) the average unit of settlement is 30 dunams; for farm labourers up to 12 dunams.

- ii. In the Plain of Esdra elon: Between Haifa and Beisan..... 200,000 800,000

The unit of settlement on this land will be 150 dunams. If the irrigation of comparatively large areas (up to 40,000 dunams) from the ~~Esdra~~ springs proves to be possible, this unit could be reduced for those areas to 80 dunams, 10-20 per cent. of which would be irrigated.

- iii. Beisan District. 200,000 800,000

It is estimated that the Arabs who acquired in 1921 about 400,000 dunams in this district from the Government will be willing to sell about 50 per cent. of this area. Part of this area, (perhaps 30,000 dunams) is irrigable. The average unit of settlement in this district is 125 dunams.

- iv. Jaffa District: Round Jaffa and the Judaeen colonies there can be purchased..... 50,000 250,000

About 50 per cent. of this land can be irrigated and is suitable for citrus plantations. Average unit of settlement is 30 dunams. Average unit for small-holdings for farm labourers is 12 dunams.

TOTALS..... 650,000 £P.2,850,000

(2)

- | | Dunams | £P. |
|---|---------|---------|
| i. In the Valley between Acre and Safed..... | 50,000 | 200,000 |
| ii. In the Valley between Jerusalem and Nablus | 50,000 | 250,000 |
| iii. Huleh District and adjoining lands..... | 150,000 | 600,000 |
| iv. Beisan Government lands..... | 200,000 | 300,000 |
| v. Jordan Valley Government lands (to be leased) | 150,000 | ----- |
| vi. Southern District (Negob), to the South of Hebron-Gaza..... | 500,000 | 625,000 |

TOTALS..... 1,130,000 £P1,975,000

The foregoing figures do not take into account the possibility of the eventual acquisition of land in Transjordan. No provision is here made for the cost of the leased lands:

4. In planning the new colonisation, there are three main classes of settlers to be considered:-

- (a) Farmers with some independent means;
- (b) Farmers without independent means;
- (c) Labourers to be supplied with holdings calculated eventually to provide them with their principal source of livelihood, their income from their allotments being supplemented by the wages earned in the neighbouring colonies.

5. The Zionist Organisation fully appreciates the strength of the arguments advanced with much force by the experts in favour of encouraging the settlement on the land of persons with some means of their own, and is prepared to take all possible steps to provide facilities for settlers of this type. It must, however, be pointed out that, other things being equal, a sound agricultural training is more important to successful colonisation than a limited amount of private means.

6. The following types of farm are proposed. It will be noted that the estimates of expenditure and income vary considerably according to the character of the farm. The figures given below are exclusive of the cost of land.

TYPE I.

Area: Plain of Esdraelon and Maritime Plain.

Unit of land: 150 dunams (unirrigated).

Cost of Settlement: £600 per family.

Detailed Budget:	Stable...	£70	
	Dwelling-house...	130	
	Poultry-house ...	20	
	Store-house..	20	£240

	Detailed Budget	240
	2 cows and 1 mule	80
	Poultry.....	5
	Implements and tools.....	35
	Fencing (£10), pipes (£10), percollation	30
	Deep ploughing, manure, plantations..	60
	Seeds.....	25
	Participation in cost of bull and communal machinery	30
	Maintenance of family and cattle one year	70
	Unforeseen	25
		£600
Annual Income:	5 dunams table grapes.....	37.50
	2 dunams fruit trees unirrigated....	112.00
	4 cows (after 4-5 years) 9000 litre milk.	112.50
	Sale of 2 calves.....	5.00
	3 dunams vegetables.....	18.00
	Poultry.....	24.00
	Salable surplus of grain.....	25.00
		£234.00
Expenses:	Annual Income	£234.
	Maintenance of family.....£120	
	Taxes..... 30	
	Fertiliser, insurance..... 50	£200.
		£ 34
Annuity:	(at 2½ per cent. interest)	30
Terms of repayment:	About 33 years (including 4 free years)	

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TYPE II.

Area:	Maritime Plain.	
Unit of Land:	30 dunams, about 40 per cent, irrigated.	
Cost of Settlement:	£600 per family.	
Detailed Budget:	Development of 10 dunams orange-grove.	£383.75
	Dwelling-house, poultry-house, stable...	170.00
	1 cow	30.00
	Sundries.....	<u>16.25</u>
		£600.00
Annual Income:	From 10 dunams orange-grove (nett)...	200.00
(after fruitbearing)	From dairy (after four years).....	30.00
	From plantation of grapes-almonds ...	<u>20.00</u>
		£250.00
Annuity:	(at $2\frac{1}{2}$ per cent. interest.....	£ 30.00
Terms of Repayment:	About 35 years (including 6 free years).	

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TYPE III.

Area:	Maritime Plain.	
Unit of Land:	12 dunams (of which 8 irrigable) - small holding for farm labourers .	
Cost of Settlement:	£250 per family.	
Detailed Budget:	Development of 4 dunams orange-grove	£153.
	Dwelling-house.....	60.
	Irrigation and deep ploughing of vegetable garden.....	37
		£250

Income of Settler until Fruitbearing: The settler will work on an average about 40 days in the development of his own orange-grove. He will in this way earn about £10 a year, included in the above-mentioned loan. For the remainder of the year he will

- (a) devote part of his time to growing vegetables and fodder - crops, or plant grapes and fruit-trees;
- (b) work for outside employers, say 200 days at 17½ P.T. per day = £35.

Note: The difference between the wage of 25 P.T. a day and 17½ P.T. a day is an allowance included in the loan for subsistence ultimately to be repaid by the colonists.

Income of Settler after fruitbearing:	4 dunams of orange-groves will yield a nett income of.....	£80
	Income from outside work.....	35
		£115
Annuity:	(at 2½ per cent. interest).....	£15

Terms of Repayment: About 32 years (including 6 free years .

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TYPE IV

Area:	Plain of Esdraelon.	
Unit of Land:	Diversified farm on area of 80 dunams; (10 per cent irrigable).	
Cost of Settlement:	£650 per family.	
Detailed Budget:	Stable.....	£70
	Dwelling-house.....	130
	Poultry-house	20
	Storehouse.....	20
		£240

	Forward	9. £240
2 cows and 1 mule.....		80
Poultry and beehives.....		10
Implements and tools.....		35
Fencing, pipes and parcellation.....		30
Ploughing, manure, plantation.....		60
Seeds.....		15
Participation in cost of bull & machinery		30
Maintenance of family and cattle for 1 year		70
Unforeseen.....		30
Irrigation.....		50
		<u>£550</u>

Income:	5 dunams of table-grapes.....	£37.50
	2 dunams fruit trees (irrigated).....	40.00
	2 dunams vegetables (").....	24.00
	4 cows (after 4 years) 10,000 litres.....	125.00
	Sale of two calves.....	5.00
	Poultry - 45 laying hens, sale of eggs....	14.00
	Sale of chickens and hens.....	10.00
		<u>£553.50</u>

The yields from the grain-fields cover the cost of maintenance of the cattle, except for £15 worth of fodder which must be bought.

Expenses:	Maintenance of family.....	£120.00
	Fodder and seeds.....	20.00
	Taxes.....	15.00
	Cost of irrigation.....	8.00
	Fertiliser, insurance, repairs.....	50.00
		<u>£214.00</u>

Annual Profit £.41.50

Annuity:	(at 2½ per cent. interest).....	£30.
Term of Repayment:	Total loan about 33 years (including 4 free years.)	
	-----000-----	

TYPE V.

Area: Maritime Plain near Jewish Colonies.

Unit of Land: 30 dunams (50 per cent. irrigable).

Cost of Settlement: £500 per family.

Detailed Budget:	Development of 10 dunam orange-grove	£383.75
	Dwelling-house.....	100.00
	Sundries.....	16.25
		<u>£500.00</u>

Income of Settler until Fruitbearing:	From 100 working days in own grove (included in above loan).....	£ 25.00
	From 160 working days outside employment.	28.00
		<u>£ 53.00</u>

Income of Settler after Fruitbearing:	From 10 dunam grove (nett income).....	£200.00
	From other plantations (vegetables).....	40.00
		<u>£240.00</u>

1.5% per annum.

including 4 free years!!

/Annuity

Annuity: £30 per annum.

Term of Repayment: 32 years (including 6 free years).

7. Alternative Schemes.

i. Unit: 5 Dunams orange groves
1 dunam vegetables
14 dunams irrigated fodder crops.

Budget: Developing 5 dunams orange grove.....£192
2 cows..... 100
Poultry and beehives..... 10
Dwelling-house and stables..... 140
Sundries 18

£460

Annual nett Income:
after Fruitbearing:.....£135.

ii Unit: 10 dunams irrigated land, of which 5
dunams orange-grove.
4 dunams fodder crops.
1 dunam vegetables.
15 dunams unirrigated land for fodder crops.

Budget: Developing 5 dunams orange-groves.....£192.
Water installation for 5 dunams..... 50.
3 cows..... 150.
Poultry and beehives..... 20.
Dwelling-house and stable..... 160
Sundries..... 18

£ 580

Annual nett Income
after Fruitbearing:.....£ 160

iii Unit: 5 dunams orange grove
30 dunams almond grove (unirrigated).

Budget: Developing 5 dunams orange-grove..... £ 192.
Developing 30 dunams almond-grove..... £ 310
Dwelling-house..... 100

£ 602

Annual net Income
after Fruitbearing: £ 160.

iv. Unit: 5 dunams orange grove
25 dunams vineyards.

Budget: Developing 5 dunams orange grove..... £ 192.
Developing 25 dunams vineyard 264
Dwelling house..... 100

£ 556

Annual net Income
after Fruitbearing..... £150

8. It is proposed that of the 650,000 dunams of land comprised in the first group of lands mentioned in paragraph 3 above, sixty per cent should be used during the next ten years for colonisation in accordance with the programme which follows, the balance being retained in reserve for further colonisation as further means become available.

9. The following programme is designed to provide for the settlement of 6,700 families, made up as follows:

With private means.....	2,000
Without means.....	2,700
Labourers to be provided with allotments	<u>2,000</u>
	6,700

Proposed Programme of Colonisation.

	Number of families to be settled	Cost per family	Total Cost
		£	£
(a) Maritime Plain, unirrigated area; 60,000 dunams to be settled in the first instance.	400	600	240,000
(b) Maritime Plain, irrigated area; 48,000 dunams to be settled in the first instance.	1600	600	960,000
Farm-labourers on small holdings to be settled on 12,000 dunams	1000	250	250,000
(c) Plain of Esdraelon and Beisan District, 180,000 dunams unirrigated land to be settled in first instance.....	1200	600	720,000
and about 64,000 dunams irrigated land.....	800	650	520,000
(d) Jaffa District, -24,000 dunams.	700	500	350,000
Farm labourers on small holdings	1000	250	
	6700		3,290,000

	Forward	£3,290,000
Deduct capital provided by settlers (say 2000, with average capital of £250 each).....		<u>500,000</u>
		£2,790,000

10. It will be understood that these figures do not purport to be more than rough estimates, but they have been calculated as carefully as possible on the available information.

11. The total cost of the settlement of 6,700 families on the plan outlined above would be as follows:

Purchase of land: (650,000 dunams, of which: it is estimated that a substantial balance would remain over to be held in reserve)	£.	2,850,000
Other costs:	£ 3,290,000	
Less	£ 500,000	
(to be provided by 2000 families with means)		<u>2,790,000</u>
		£5,640,000

12. It is realised that the suggested areas of the holdings are in some cases rather less than those recommended by the agricultural experts. It will, however, be observed that the acquisitions of land provided for in the programme leave a considerable margin in the event of its being shown by experience to be necessary for the size of the holding to be increased in the case of any particular type.

13. The foregoing estimates do not include provision for various capital works and overhead charges, namely drainage and irrigation works, surveys, experiment and research, extension service, and administration.

14. As regards experiment and research, Professor Lipman in his report on the Agricultural Institute and Experimental Stations envisages the development of this institution into an agricultural college, with a correspondingly large increase in its cost. The execution of the entire programme outlined by Professor Lipman, desirable as it doubtless is in itself, will probably

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be beyond the resources of the Jewish Agency, but it is proposed that expenditure on the Institute, Experimental Stations and extension service should be increased to an average of £22,500 a year during the next ten years.

15. The total resources required for the execution of the foregoing plan of colonization during the next ten years may now be summarised as follows:

(a)	Purchase of land (650,000 dunams)...	£.	2,850,000
(b)	Settlement of 6,700 families.....		2,790,000
(c)	Drainage and amelioration schemes..		450,000
(d)	Experimental Station and extension.		225,000
(e)	Land Survey and Hydrographic Survey		<u>20,000</u>
			6,335,000
(f)	Present commitments of Jewish National Fund on land already purchased.....		250,000
(g)	Cost of consolidating existing colonies.....		<u>350,000</u>
			600,000
(h)	Administration		<u>150,000</u>
			£7,085,000
			<u>£7,085,000</u>

This represents an average annual expenditure of £708,500.

16. It will be observed that in all the above estimates no reference is made to the second group of lands referred to in paragraph 3 above. Certain of these lands may become available in the course of the ten years' period, and it would be advisable, should opportunity occur, to acquire such lands. Special attention is directed to the question of the Huleh marshes. This problem has been investigated, but unfortunately considerable differences of opinion exist as to the cost of carrying out the necessary drainage and reclamation works. The area is so large and so important that it is recommended that an early opportunity should be taken of submitting the whole problem for further consideration by competent experts. Should their reports indicate that the undertaking is economically practicable, the Zionist Organisation strongly urge the provision of the funds necessary for carrying it out.

III.

URBAN SETTLEMENT.

1. The marked development of industry in Palestine since the War is a matter of common knowledge, as is also the fact that it is due in an overwhelming degree to the joint efforts of Jewish capital and Jewish labour. Though there has been, as was to be expected, some infant mortality among the new industrial enterprises, many of them have successfully survived the trade depression of the past two years, and the fact that so large a proportion have weathered the storm is itself an indication that Jewish industry in Palestine has a promising future.

2. Much depends upon the policy of the Government, more particularly in the matter of tariffs, taxation and transport. So far as the Jewish Agency is concerned, the problem of industrial development, and consequently of the settlement of Jews in the towns is, on the one hand, that of the provision of land for industrial and commercial use and for private occupation on reasonable terms, and, on the other hand, the provision of adequate financial facilities for industrial and commercial undertakings.

3. As is well-known, urban land values in Palestine have risen since the War to an unwarrantable level. This is largely due to speculation in urban real estate, which, in turn, is due to the fact that neither the Jewish National Fund - which has of necessity concentrated its attention on purchases of rural land - nor any other public utility institution has been in a position to acquire urban land on a large enough scale to exert a determining influence on the market. In addition to adequate provision for the purchase of agricultural land by a body which can be relied upon to develop it in the public interest, it is essential that similar provision should be made for the purchase of land in urban areas, with the object of making sites available on reasonable terms both for dwelling-houses and for industrial and commercial establishments, of checking speculation, of preventing
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the exploitation of enterprises by the land monopoly, and of making unearned increment available for approved public purposes.

4. During the ten years' period under consideration such an institution should direct its attention primarily to Jaffa and Haifa, where industrial and commercial development are likely to be most active. In Jerusalem land values are greatly inflated, but industrial and commercial development, and consequently the growth of the population, are not likely to be as marked as in Jaffa and Haifa, and Jerusalem does not, therefore, present so urgent a problem. It is, however, suggested that certain not very extensive areas should be bought in order to link up the Jewish quarters.

5. So far as Haifa is concerned, the most important question which arises is that of the future of what is commonly called the Haifa Bay Complex. This area is under the control of a Jewish Company. This Company, however, is unable to make use of the land, and it is necessary that the property in question should be taken over. The cost of doing this would approximate to £150,000, but a considerably larger sum would be necessary for the development of the area, so that the total expenditure involved might reach £650,000. It is possible that the Jewish National Fund may buy this area, but the money necessary for development would still have to be provided.

6. For ordinary commercial purposes credit facilities on a considerable scale already exist, but the Jewish bank, the Anglo-Palestine Company, though it renders valuable service, is not sufficiently powerful to command the full influence which it is desirable that it should exert in the interests of the all-round development of Palestine. It is very desirable that steps should be taken to make liquid the considerable sums which the Anglo-Palestine Company has invested in advances which in themselves are entirely safe, but which are in the form of

/long

long-term agricultural credits. Apart from this, it is proposed, - as part of a general scheme of reorganisation - to increase the capital resources of the Anglo-Palestine Company by £250,000.

7. The increase of the population to be anticipated during the next ten years will involve much building activity, and a consequent demand for mortgage credit. For this purpose a sum of £300,000 is estimated to be required, and the resources at the disposal of the General Mortgage Bank of Palestine should be increased by that amount. This should be an addition to the capital of the Bank, and debentures should be issued for a much larger amount, perhaps in the ratio of one to ten.

8. Special provision should be made for workmen's dwellings to be leased at moderate rentals or to be sold on easy terms.

9. The provision of credit for industry constitutes a difficult problem. Very few of the industrial enterprises which have started in Palestine have had sufficient capital. In too many cases their founders have not had large enough resources of their own for the acquisition and equipment of a suitable factory, - still less for the provision of adequate working capital. It is clearly desirable that industrial development should not be checked by lack of credit facilities for enterprises having a reasonable prospect of development. It is suggested that for this purpose a sum of £500,000 should be made available, and it might be desirable to constitute a special institution for dealing with industrial credits.

10. The expenditure required during the next ten years for giving effect to the foregoing proposals may now be summarised as follows:

/Purchase

	£	17.
Purchase and development of urban land, exclusive of Haifa Bay Complex...	1,000,000	
Haifa Bay Complex.....	650,000	
Mortgage Credits	300,000	
Industrial Credits	500,000	
Increase of Capital of Anglo-Palestine Co.	<u>250,000</u>	
		2,700,000
Add		
Estimated Cost of Programme of Agricultural Colonisation (see above, Section II, paragraph 15).....		7,085,000
Provision for Education, Public Health and Immigration Services, and Administrative Charges.....(about)		<u>3,500,000</u>
TOTAL	£13,285,000	

or an average of roughly £1,300,000 a year. This is slightly less than double the average annual income of the principal Zionist funds during the past five years.

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WRHS IV.
IMMIGRATION

1. Any estimate of the growth of the Jewish population during the next ten years must necessarily be of a conjectural character. The Jewish population of Palestine at the beginning of 1923 was 85,312, and is estimated to have risen to 159,000 at the end of 1927. The increase is accounted for as follows:

Jewish Immigration and Emigration

<u>Year</u>	<u>Immigrants</u>	<u>Emigrants</u>
1923	7421	3466
1924	12862	2037
1925	33801	2151
1926	13081	7365
1927	<u>2715</u>	<u>1071</u>
	69878	20090 leaving a nett immi- gration of
		<u>49788</u>
	Add non-registered immigrants estimated at.....	<u>10000</u>
		59788
		/Year

<u>Year.</u>	<u>Births</u>	<u>Deaths</u>	<u>Natural Increase</u>	Forward	18. 59788
1923	3276	1310	1966		
1924	3623	1196	2427		
1925	4000	1817	2183		
1926	5299	1782	3517		
1927	---	---	about 3500		
					<u>13593</u>
				TOTAL.....	<u>73381</u>

2. Assuming that private capital will continue to flow into Palestine on at least as large a scale as in the five years 1922-1927, and that the resources of the Jewish Agency in its enlarged and reconstituted form will show a substantial increase, it is reasonable to assume that there will be an increase in the rate of growth of the Jewish population. The following estimate, though necessarily of a hypothetical nature, is believed to be conservative.

Jewish population January 1, 1928	160,000
Nett immigration, 1928-1937, - 10 years	
at 15,000 per annum.....	150,000
Natural increase, 10 years, at 22 per	
thousand per annum.....	<u>52,000</u>
	<u>362,000</u>

representing an increase of 202,000, or 126 per cent, during the next ten years.

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