Memorandum on Immigration

(prepared for Sir John Hope Simpson)

1930
GENERAL

1. The indirect and direct references to immigration contained in the text of the Mandate are as follows:

Article 2: the Mandatory shall be responsible for placing the country under such political, administrative and economic conditions as will secure the establishment of the Jewish National Home....

Article 6: The administration of Palestine, while ensuring that the rights and position of other sections of the population are not prejudiced, shall facilitate Jewish immigration under suitable conditions and shall encourage, in cooperation with the Jewish Agency referred to in Article 4, close settlement by Jews on the land, including State lands and waste lands not required for public purposes.

In the statement of policy issued in 1922, His Majesty's Government in re-affirming the declaration of November 2, 1917, laid down as a matter of international concern that the Jewish people should know that it is in Palestine as of right. His Majesty's Government further acknowledged as a corollary of this right that it is necessary that the Jews should be able to increase their numbers in Palestine by immigration to be determined by the economic capacity of the country from time to time to absorb arrivals.

These principles were accepted by the Executive of the Zionist Organisation, but the Executive hold, now as then, that it is both the right and privilege of the Jewish Agency to do everything possible to increase the capacity of the country to absorb new settlers. They further hold that it is
a clear corollary to the mandate that in these efforts the Jewish Agency is entitled not only to the full and constant support of the Mandatory Government, but also to its active cooperation.

2. With reference to the above, the Report of the Palestine Commission of Enquiry contains the following allegation (from which Mr. Smill dissent), that "there is incontestable evidence that in the matter of immigration there has been a serious departure by the Jewish authorities from the doctrine accepted in 1922 that immigration should be regulated by the economic capacity of Palestine to absorb new arrivals."

This charge is based upon the fact that in 1926 and 1927 there was an undoubted economic crisis following upon large immigration. It is necessary to point out that in those years, as today, the final word in fixing the amount of immigrants rested with the Palestine Administration, and if a miscalculation was made, its responsibility is no less than that of the Zionist Organisation. It is also necessary to point out that since those years there has been a resumption of immigration, and Jewish unemployment has been reduced almost to vanishing point. The facts are, therefore, that in the ten years from 1920 to 1930, there was one not-prolonged economic crisis, which was overcome almost exclusively by the efforts of the Jews themselves, and during which no single Jew became a direct charge on public funds.\textsuperscript{x}) But for that crisis the decade has been for Palestine a period of exceptional economic and social progress, primarily derived from Jewish labour and Jewish capital, which are closely linked together, and which immigration makes effective as factors for the development of the country.

3. Subject to control of Government as to the grant of Immigration Certificates, and again as to the actual entry of immigrants into Palestine, the Jewish Agency deals with all
processes connected with the immigration of Jews. Such processes include the investigation of the labour market and of the possibilities of bringing in new immigrants, the selection and training of immigrants abroad, the distribution of certificates among countries and their allocation to individuals; the transportation of immigrants to Palestine, and placing them in work in town and country.

4. The Department of Immigration of the Jewish Agency is assisted in its work by institutions of the Jewish Agency in Palestine and abroad, as also by various public bodies and Advisory Committees, comprising representatives of every faction and tendency in Zionism and in Jewry. These institutions are advisory in character, for the responsibility of decision rests with the Jewish Agency, subject to the limitations of governmental control.

5. The admission of new immigrants is determined on the basis of the economic development of the country. The arrival of new immigrants is organically connected with the introduction of new capital into the country, the increase of investments, economic progress of a permanent nature, and the prospects of such progress.

This postulate is the basis of the schedules which are submitted to the Government twice a year after the following surveys have been made:

(a) An examination of the prospects of the labour market during the coming schedule period in relation to existing sources of employment.

(b) An examination of the openings for additional workers in the country on new works or development.

6. The factors to be considered in investigating the possibilities of introducing new workers, are primarily:

(i) New investments and undertakings of Jewish colonising institutions, such as the Jewish Agency, the FIA and credit institutions.
(ii) New agricultural undertakings, or agricultural undertakings requiring additional labour, principally new plantations.

(iii) New undertakings in industry, construction and commerce.

(iv) Government works, allowing for a fair share of Jewish labour.

7. The schedules submitted to the Government are based on definite facts and documents which are specified, and which the Government is able to verify. Every possible effort is made to arrive at an accurate estimate, through expert examination of agricultural prospects, through enquiries from credit institutions, contractors, etc., and through consultation with the Government Departments concerned.

There will however always remain a possibility of unforeseen events occasionally intervening and destroying part of the premises on which a schedule is based.

New opportunities of employment depend upon the introduction of new capital, national or private, or upon the investment of additional capital already in the country. Both the introduction of new capital and the exploitation of existing capital may be delayed by unforeseen causes, external and internal.

Unforeseen external factors include such a situation as that of the year 1925-26, when the setback in the economic condition of Poland stopped the flow of capital which had accompanied the wave of emigration from Poland, laying the foundation for an extensive and fruitful development of the country, which was suddenly interrupted.

Internal Palestinian factors include:

(1) A breakdown in public security, arousing distrust and deterring investors.

(ii) Natural phenomena such as earthquake and drought, both of which contributed to the economic depression of 1927.
Sufficient protection is afforded against such unforeseen eventualities by—

(a) The existing law under which the Jewish Agency accepts responsibility for the maintenance of every immigrant over a period of one year from the date of his arrival in Palestine.

(b) The moral responsibility which the Jewish Agency always retains vis-à-vis the Jewish people.

These two safeguards are alone sufficient to justify a greater measure of freedom being granted to the Jewish Agency in the regulation of Jewish immigration into Palestine.

3. Jewish immigration, being based on economic opportunities for Jewish immigrants, does not and cannot prejudice the interests of the Arab workers, as the following considerations will show:—

(a) In Agriculture: the introduction of further Jewish labour is mainly dependent upon new enterprises in the field of intensive cultivation. A study of the question will show that the high price paid for land by the Jews and the compensation paid by them to Arab tenants enables the Arab peasant to maintain his connection with the soil, and to develop a more intensive form of cultivation, raising his income and his standard of living.

(b) In Industry: the introduction of additional industrial workers means the development of economic activity with the following purposes in view:—

(i) to supply modern articles of consumption, the demand for which increases automatically with the increase of the Jewish population;

(ii) to win export markets abroad through utilizing fresh sources of industrial capital and methods of marketing new to the country.

(c) In Building and Public Works: the immigrant workers who are absorbed in this branch, engage in new building work for the needs of the Jewish population, or in such works as have been carried out previously with Jewish labour, including in the first instance the improvement and opening up of lands acquired for Jewish development.

(d) In the Sphere of Government Activities: the provision for the employment of Jewish workers in Government public works, which is taken into account in drawing up the schedule of the Jewish Agency is not designed to replace Arab workers by Jews. It takes into account the expansion of the Government works resulting from the growth of the revenues from Jewish sources, and the Jewish working population to whom a fair share of Government work should be allocated.
9. A suspension of Jewish immigration for political reasons cannot bring the Arabs any economic benefit. The stoppage of immigration paralyses the introduction of new capital and industrial initiative. This reduces the sources of income of the Arabs by reducing the consumption of their agricultural products, by reducing transportation services, by reducing customs revenue, and by reducing the work of porters, stevedores and lightermen—in all of which activities Arabs are actively engaged. The general economic turnover of the country which, as admitted by the Shaw Commission, benefits the Arabs more than the Jews, is bound to decline as a result of a stoppage of immigration.

10. An examination of the last immigration schedule submitted to the Palestine Government and attached as an appendix to this memorandum, will be found to confirm the arguments set out above as proving that the new immigration is built upon a complex of Jewish capital, Jewish initiative, and Jewish enterprise, which creates new possibilities of employment for Jewish workers. The state of unemployment among the Arabs (if any) is therefore not relevant to the construction of the immigration schedules, although the Jews are naturally interested in the well-being of the Arab community which in fact benefits indirectly from the great majority of Jewish development projects. It may, however, be observed that while no reliable data are available as to the unemployment which is said to exist among the Arabs, it can be definitely stated that such unemployment, if it does exist, has not been caused by Jewish immigration. On the contrary if there were no Jewish immigration and no influx of Jewish capital
connected therewith, then several thousands of Arabs would
be deprived of employment as agricultural workers and as
growers of vegetables for their Jewish neighbours. An attempt
is sometimes made to evade the logic of this argument by
suggesting that if there were no Jewish immigration, then the
Jewish capital which is directed to Palestine would be available
for the employment of the Arabs. This is a false hypothesis,
since without the possibility of settling Jewish immigrants in
Palestine, the influx of Jewish capital could in no circumstances
be maintained.

II. It has been alleged that owing to Jewish immigration, the
Government has been constrained to allocate to Jewish labour a
disproportionate share of its expenditure on public works. Such
an allegation cannot be supported by facts as the following
figures show:

Summary of Expenditure on Public Works for the
Period 1st July, 1926 to 31st Dec., 1929.

<table>
<thead>
<tr>
<th>Financial Year</th>
<th>Total in £</th>
<th>Work executed in £</th>
<th>Public Works in £</th>
<th>Other Departments in £</th>
</tr>
</thead>
<tbody>
<tr>
<td>1929-30</td>
<td>1,252,710</td>
<td>824,199</td>
<td>528,061</td>
<td>846,610</td>
</tr>
</tbody>
</table>

x) See Palestine Government Reports for years 1921-1928, Public
Works Section, and Palestine Report for 1928, pp. 20-21. See also
Administration Reports of the P.W.D. for the years 1924-25, 1925-26
and 1927. The administrative expenditure itself is deducted from the
total.
Note: In 1920 and 1921, after the Civil Administration was established, and when, as a result of the war there was a serious shortage of labour, the help of the Jewish Cooperative Labour Association, consisting mainly of recent immigrants, was sought and appreciated. But soon the percentage of Jewish labour employed began to drop, till in 1923 it was only 1½ per cent. As against 6½ in 1922. The lowest point was reached in 1926. During the period of five years (April 1, 1922 to March 31, 1927), out of $1,226,000 spent on public works, only $23,000, or less than 2½ per cent represent the share allowed to Jewish labour. It was only after a long and persistent effort on the part of the Zionist Executive and of organised Jewish labour, and in view of the widespread unemployment among the Jewish population in 1927, that something was done to remedy this flagrant exclusion of Jewish labour from the public works financed by the Government.

It should also be mentioned that the public works carried out for the relief of the unemployed were for the most part already on the Government's programme and were merely expedited; the most important item, namely the Jaffa-Jezreel-Vilna road, had for a long period stood first on the Government list of roads to be constructed. Even allowing for the works carried out for the relief of Jewish unemployed, the proportion of public works executed with Jewish labour remains substantially less than the share calculated in relation to the Jewish proportion of the settled population, or to the Jewish contribution to the revenues.

12. The Building Trades: The crisis of 1927 was most severely felt in the building trades in which 4,500 Jewish labourers were engaged at the end of 1926. During the period of economic depression a considerable proportion of these workers were absorbed in the plantation settlements.
and in industry, while a number left the country.
Today only about 2,500 Jewish labourers are working in
the building trades.

In Jerusalem a desire to move out of the Old
City has stimulated house construction since the August
riots, and it will be several years before this need
is satisfied. At Haifa the Jewish population has
increased by 12,000 souls in the last nine years,
during which period 977 Jewish buildings have been
erected. With the additional stimulus of the new
harbour works, there is no doubt but that the next
few years will see still greater building development
in Haifa town. At Tel Aviv, the Township issued building
permits for S.2,114,419 during the years 1914-1927, when
the depression set in. In 1929 there was some revival
and approximately £100,000 were spent on new buildings.
During the first five months of 1930 there has been a
further and increasing recovery with a monthly expenditure
of £15,000 on new buildings.

These facts point to the conclusion that the position
and prospects of the building trade can be regarded with
satisfaction and confidence.
Part II.

Immigration Machinery & Procedure

This section of the Memorandum is divided into the following chapters:-

A. The Machinery of the Jewish Agency regarding Immigration.
B. The Training Abroad of Immigrant Workers.
C. The Selection of Immigrants Abroad.
D. Medical Examination of Immigrants.
E. The Reception and Establishment of Immigrants in Palestine.
F. Immigration of non-Labour Categories.

Copies of the following documents are attached as appendices:

(1) Letter No. K/728/30 dated April 27th from the Jewish Agency to the Chief Secretary correcting certain inaccuracies which appeared in the Report of the Palestine Commission of Inquiry in regard to immigration procedure.

(2) Labour Immigration Schedule for the period April 1st to September 30th submitted by the Palestine Executive of the Jewish Agency for the High Commissioner's consideration.

(3) Chief Immigration Officer's letter No. IMM/9/30 dated May 12th, communicating the High Commissioner's approval of 3,300 certificates (including 950 previously granted as an advance).

(4) Chief Immigration Officer's letter No. IMM/9/30 dated May 16th conveying to the Executive the decision to suspend the entry into force of the Schedule as approved.


A. The Machinery of the Jewish Agency Regarding Immigration:

The status of the Jewish Agency in relation to the Government of Palestine as regards the management of Jewish immigration into Palestine is defined by the Immigration Ordinance, 1925, as follows:-
II Part

Subject of Determination

The purpose of this determination is to provide a comprehensive account of the

important aspects of the subject matter.

It is important to note that

the information presented here is based on the latest available data.

Additionally, it is worth mentioning that

further research is needed to fully understand the implications of these findings.

In conclusion, the determination

provides a valuable resource for anyone interested in the subject.

References

[1] Author, Title, Publisher, Date

[2] Another Author, Another Title, Another Publisher, Date

[3] Yet Another Author, Yet Another Title, Yet Another Publisher, Date

[4] Multiple Authors, Multiple Titles, Multiple Publishers, Multiple Dates

[5] Relevant studies, 2022

[6] Other relevant studies, 2023

[7] Further reading, 2024
7 (4) It shall be lawful for the Palestine Zionist Executive to notify the Chief Immigration Officer in the form shown in Schedule 5 to the Regulations that there is a reasonable prospect of employing a number of persons either hired or engaged in Palestine and to make an application for permission for their entry to Palestine, but every such application shall be accompanied by a guarantee to maintain the person or persons in respect of whom it is made for a period of not less than one year.

8 (1) In order to fix determine the number of persons of Category G who may be admitted to Palestine, Labour Schedules shall be prepared from time to time by the Chief Immigration Officer after considering any proposals made in that regard by the Palestine Zionist Executive. One such Labour Schedule shall be prepared in respect of each successive period of six calendar months ending alternatively on the 30th of September and the 31st of March, laying down the maximum number of persons belonging to the various trades, industries and callings, who may be granted immigration certificates under Category G during the period covered by the said Schedule.

9 (2) Each schedule when completed shall be laid down before the High Commissioner at such a date as he shall determine and he shall, if he approves it, signify his approval in writing.

The Immigration Department of the Jewish Agency at Jerusalem, which manages Jewish immigration to Palestine, subject to the control of the Government, executes its functions with the aid of the following organs:—

(1) The Palestine Offices abroad.
(2) Immigration Offices in Palestine.
(3) An Immigration Board (advisory to the Immigration Department).

(1) The Palestine Offices Abroad:

The Immigration Department maintains Palestine Offices abroad in the principal countries of Jewish emigration. Of special importance are the Palestine Offices at Warsaw, Belin, Kowno, Riga, Bucharest and Iden, and the Port Offices at Trieste and Constantza.

The functions of the Palestine Offices are:—

(i) To supply information regarding the immigration Regulations in force in Palestine; conditions of work and life in the country.

(ii) Selection and approval of immigrants according to the prevailing requirements of work (on the basis of the instructions received from the Jewish Agency) vide para.6 below.
(iii) The registration and census of immigrants and the arrangement of visas and travel documents.

(iv) Representation of the Jewish Agency before the local British Consul, Government Departments and Foreign Consulates in regard to matters pertaining to immigration to Palestine.

(v) Medical Examination of immigrants before departure (vide para. D below).

(vi) Assistance for the transfer of personal property and money to Palestine.

(vii) Assistance to immigrants as to their journey to Palestine, etc.

(viii) Assistance to immigrants for Palestine in transit through the country where the Palestine Office is situated.

The travel conditions and the transport of the immigrants are governed by contracts between the steamship companies and the Immigration Department of the Jewish Agency, in which the interests of the immigrants are safeguarded.

The Immigration Department arranges through the instrumentality of the Palestine Offices the transport of the immigrants in special trains or railway charriages, and the immigrants are accompanied to the port of departure and sometimes (in cases of large transports) to the ports of Palestine.

Associated with every Palestine Office there exists a Palestine Committee the duty of which is to advise the Palestine Offices in regard to the selection of the immigrants for certificates of the Jewish Agency. According to a resolution of the Zionist Congress, the Palestine Committees are responsible before the Jewish Agency. They include representatives of the different parties of the Zionist movement: General Zionists, Orthodox Zionists (Mizrachi) and the various Labour parties taking part in the Zionist Congress, also the organisation which trains candidates for immigration (the Heschelutz). The Director of the Palestine Office who is appointed by the Jewish Agency is also a member of the local Palestine Committee.
The Immigration Department of the Jewish Agency maintains constant touch with all the Palestine Offices, furnishing them with information as to the situation in Palestine with special reference to prospective labour needs. At intervals, a representative of the Immigration Department is sent abroad to inspect the work of the Palestine offices and the conditions governing the transport of immigrants.

(2) Immigration Offices in Palestine:

In the Palestine ports (Jaffa, Tel Aviv and Haifa) there are maintained Immigration Offices of the Jewish Agency with the following objects in view:

1. Meeting immigrants upon arrival and arranging their landing subject to Government control.

2. Intervention with the Government in appropriate cases where immigrants are detained by the Port Officer on their arrival for further enquiries.

3. Consultation with social institutions dealing with the employment of immigrants in town and country.

4. Rendering assistance to immigrants as detailed in Para.5 below under the head "Reception and establishment of Immigrants."

Attached to the Immigration Offices in Jaffa and Haifa are hostels where the immigrants are given accommodation and are maintained until they are transferred to work (for the most part this is only for a few days until they recover from the inoculations to which they are subjected on arrival).

(3) The Emigration Board:

Associated with the Immigration Department of the Jewish Agency is an Immigration Board which acts in an advisory capacity in all matters relating to immigration. This advisory body consists of representatives of the "Yishuv", farmers, industrialists, labourers and also representatives of the Jewish communities (Sephardim, Yemenites). The members of
the Board are appointed by the Jewish Agency on the recommendation of the Vaad Leumi. The Immigration Board advises the Immigration Department of the Jewish Agency on various questions, especially in connection with the Labour Schedule and the distribution of Immigration certificates.

B. The Training Abroad of Immigrant Workers:

A special organisation 'The Hachalutz' deals with the training of the youth for work in Palestine. The Hachalutz Organisation functions in all countries from which Jewish centres of emigration. In addition to the General Hachalutz Organisation there exists other training bodies, namely: the Mizrachi (Orthodox) Hachalutz, the Hachalutz of the General Zionist Federation and also a Hachalutz Organisation in the name of Trampeldor.

These Organisations receive financial support from and are periodically inspected by the Immigration Department of the Jewish Agency. They are at all times under the supervision of the local Palestine Offices. The training programme is based on the following purposes:

1. To prepare the immigrants generally for a constructive life in Palestine.
2. To qualify the immigrants for agricultural work in Palestine.
3. To qualify the immigrants for industrial work and for the building trades.

(cultural work has an important place in the activities of the organisation which arranges Hebrew courses and classes for the tuition of the historical geography and natural history of Palestine).

The training methods conducted by the Hachalutz, the Hachalutz Mizrachi and similar organisations are:

a) Farms and agricultural groups where would-be immigrants undergo agricultural training during a specific period.

b) Trade schools and classes, where hachalutzim receive professional training and prepare themselves for industrial and manual work in Palestine.

c) Labour groups; these are groups of hachalutzim who
- The text on the page is not legible and cannot be transcribed accurately.

- The content appears to be a mix of words and symbols without a clear structure or context.

- It is challenging to interpret the meaning or context of the text due to the lack of visible information.
work in villages and other private institutions in seasonal work.

d) Individual chalutzim scattered here and there, apprenticed to or working for farmers, factories, etc.

The period of agricultural training usually required in order to qualify for immigration to Palestine is two years; in special cases one year is sufficient.

The number of chalutzim undergoing training abroad is subject to change and depends on the prospects of immigration into Palestine. According to a recent census, the Hachalutz Organisation had the following number of chalutzim in training:

<table>
<thead>
<tr>
<th>Country</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Poland</td>
<td>1,960</td>
</tr>
<tr>
<td>Galicia</td>
<td>775</td>
</tr>
<tr>
<td>Romania</td>
<td>368</td>
</tr>
<tr>
<td>Germany</td>
<td>335</td>
</tr>
<tr>
<td>Lithuania</td>
<td>211</td>
</tr>
<tr>
<td>Latvia</td>
<td>150</td>
</tr>
</tbody>
</table>

Total 4,095

The chalutzim for training are selected from within the Jewish Youth Organisations, in which education is conducted in a spirit of Jewish culture and of Zionism, forming a reserve of pioneer immigrants for Palestine. The number of vacancies in the training institutions being far less than the number of candidates, only the best are selected.

In order to control the actual training of the chalutzim abroad, the Immigration Department of the Jewish Agency periodically sends experts to Europe to investigate the system of work and to submit proposals for its improvement. In the current year two agronomes from the staff of the Colonisation Department and the Experimental Station of the Jewish Agency have been designated for this purpose. In addition to these technical experts, a selected number of experienced agriculturists from Palestine have been sent abroad in order to guide the Hachalutz activities in conformity with the practical needs of the country at the present time. These delegates
were sent to Poland, Galicia, Roumania, Germany, Lithuania, Latvia, Bulgaria, France and Holland.

G. The Selection of Immigrants Abroad

The selection of the immigrants for Palestine is the first and paramount responsibility of the Palestine Offices abroad, which represent all the Zionist circles interested in the upbuilding of Palestine. These Offices act on the periodical instructions of the Immigration Department of the Jewish Agency, which in turn are given after consultation with the Immigration Board.

The following are the principal points governing the selection of immigrants:

(i) The needs and openings for Jewish labour in Palestine as set forth in the Schedule approved by the High Commissioner.

(ii) A general but not exclusive priority of selection for those who have undergone a special period of preparation for Palestine in the training institutions of the various Hehalutz Organizations, and have acquired a fair knowledge of the Hebrew language.

(iii) The individual selection of skilled workers for specific trades for which new workers are needed.

(iv) The nomination of persons applied for by relatives already settled in Palestine, who can prove their ability to provide for the establishment of the immigrants in the country in a suitable manner.

Note: The number of persons registered with the Palestine Offices as candidates for immigration greatly exceeds the number of certificates which are put at their disposal, and there is no difficulty in finding suitable persons for nomination. The local Palestine Committees select the best qualified candidates on the basis of instructions issued by the Immigration Department of the Jewish Agency at Jerusalem, in conformity with the principles set forth above.

D. Medical Examination of the Immigrants

One of the main conditions for the approval of immigrants by the Palestine Office is their qualification for hard physical work; and in order to assure that desirable an
healthy elements fit for work in the Palestine climate should gain admission to Palestine under the Labour Schedule, the Immigration Department had laid down the conditions for the examination of the candidates for immigration, for which purpose selected physicians are appointed by the Palestine Offices.

Three medical examinations are conducted:
1) On the registration with the Palestine Offices of a candidate for immigration to Palestine.
2) Immediately before leaving for Palestine.
3) On arrival in Palestine.

The first two examinations are made by the accredited physicians of the Palestine Offices who issue a certificate on the result of the examination. The third examination is conducted by the Medical Officer of the Kapit-Cholim (Sick Fund of the Labour Federation), and is in addition to the medical examination carried out by the Medical Officer of the Palestine Government.

Every Labour Schedule immigrant is automatically admitted as a member of the Kapit Cholim by payment of a registration fee on his behalf by the Jewish Agency.

The standing instructions to the accredited physicians for the examination of the immigrants have been prepared by the Vass Hahinuth (Health Committee) of the Jewish Agency (Appendix attached).

In addition, special instructions are issued from time to time to the Palestine Offices on the basis of experience and the results of the examinations conducted after the arrival of the immigrants in Palestine.

B. The Reception and Establishment of Immigrants in Palestine

The new arrivals are met by the Immigration Officers at the Jewish Agency in Haifa and Jaffa, and after a stay of a few days in the immigration hostels are distributed to places of work in accordance with the labour needs in different
parts of the country, which serve also as a basis for the elaboration of the Labour Schedule. This distribution of immigrants is effected with the assistance of the labour exchange of the General Federation of Labour, and of the Misrachi and Yemenite Workers' Organisations.

The Immigration Department of the Jewish Agency provides the following facilities for the benefit of the immigrants:

1. Assistance in the ports, quarantine stations, etc.
2. Maintenance in the Immigrations Hostels of the Jewish Agency during the first days after arrival, if necessary.
3. Loans for tools and equipment at the places of work.
4. Registration in Kupat-Holim (Sick Fund) and maintenance in case of illness contracted on the estate.
5. Grant of travel expenses to place of work.
6. Erection of accommodation at the places of work, (barracks and tents).
7. Issue of mosquito curtains in places infected with malaria.

During the current year particular attention has been paid to the erection of suitable and hygienic housing for the immigrants, on the basis of a report furnished by a commission of physicians and engineers. Special arrangements were made in the workers' camps in Samaria for protection against malaria.

V. Immigration of non-Labour Categories;

The Immigration Department and its institutions also pay attention and afford assistance to immigrants who enter Palestine under categories other than the Labour Schedule, although these do not enter under the responsibility of the Jewish Agency. The categories referred to are:

(a) Persons with independent means including:

(i) Capitalists (£1,000 minimum).
(ii) Persons of Liberal Professions (£2,500).
(iii) Persons Skilled in Trade or Craft (£2,250).
(b) Persons of Religious Occupation) whose maintenance is assured.
(c) Students.
(d) Dependents, i.e. persons applied for by relatives in Palestine who are able to maintain them.

With reference to the immigrants falling under (a) (i) above, the approximate total of such immigrants who have entered Palestine during the past ten years (including only single men and heads of families, but not dependent members of families) is 9,000.[Figure confirmed by Chief Immigration Officer].

The financial qualification having until quite recently been the possession of a minimum sum of £500, a rough estimate of the capital thus introduced in Palestine will be arrived at by assuming that half of the immigrants possessed only that minimum, while the other half possessed an average of £750 each, which will not be an excessive assumption it being known that an appreciable number of the immigrants were in possession of several thousand pounds.

This gives 4,500 immigrants at £500 = £2,250,000
4,500 immigrants at £750 = £3,375,000
Total = £5,625,000

The minimum capital required as a qualification for persons of independent means who intend to engage in commerce, industry or agriculture has recently been increased to £1,000 as against the £500 fixed in the Regulations of September 1923, a decision which the Executive feel is not only prejudicial to Jewish immigration as such, but not conducive to the best interests of the development of Palestine. Although the amount of investment generally required for the establishment of a Jewish family in agriculture has been estimated at £1,000, the cost of land and equipment included, recent calculations with regard to small holdings in the zone of intensive cultivation have shown the possibility of reducing the capital requirements to a considerably lower figure.

Further, experience
common to all countries of colonisation proves that agri-
cultural settlement heads the scale of capital requirements,
and the installations of a middle-class family in an urban
occupation could be fixed at a still lower figure.

Although it is true that the amended Regulations
provide for long-term loans granted by recognised institutions
assisting agriculture and industry being included within the
£1,000 minimum, such inclusion does not always provide a
solution of the difficulty, since it is not always practicable
or sound policy to grant loans or to lease land to intending
immigrants before they have proved themselves effective settlers
in the country. For these and other reasons it is held that,
at the risk of a few failures which are in any case inevitable,
a return to the former minimum of £500 for immigrants of this
category is desirable. There is no doubt that the increase of
the minimum to £1,000 is depriving the country of a substantial
total of capital which might be available for development.

Jerusalem,
June 10, 1930.

NOTE

With reference to the observations on the subject of
immigration contained in the Report of the Commission on the
Palestine Disturbances of August 1929, attention is invited to
pages 80 to 95 of the Memorandum on the above Report issued by
the Jewish Agency for Palestine under date of May 1930, and
submitted to the League of Nations.
Supplement to Memorandum on Immigration.

Immigration to Palestine in relation to the Jewish situation in the Diaspora.

Throughout the sixty generations of the dispersion, the Jewish Nation has never relinquished its connection with its ancestral homeland, Palestine, and has in various forms sought ways and means for a return. During the last two generations these efforts took systematic form, resulting in the organisation of definite activities. This evolutionary change found expression in the "Hehalutz" movement, initiated fifty years ago by the Bilu, a word formed from the initial letters of the appeal: "House of Israel; Arise and let us go!", and it was the Bilu that laid the foundation of the two colonies Hisnun-le-Sion and Gedera.

After the Great War, the Hechalutz Movement increased both in extent and intensity, training large numbers of chalutzim in many different localities. Apart from the fundamental principles of securing a National Home and a safe place of refuge for the Jewish masses who are suffering in many countries of the Diaspora, the Hechalutz movement is pervaded by a deep moral longing for the reconstruction of Jewish life in Palestine on a new basis, the basis of creative work and self-development. The economic and national urge which gave rise to Zionism, together with the moral and cultural forces of the Hechalutz movement, have discovered in the Jewish nation a new practical ability which has brought success to the its constructive activities in Palestine, in agriculture and in industry, and also to its concerted efforts for the revival of Hebrew culture. The Hechaluz youth through the process of his preparation for Palestine, culminating in his departure for the country, raises the
enthusiasm of all sections of Jewry in the country of his origin, stimulating to action their latent desire themselves to participate in the Jewish revival in Palestine.

Immigration to Palestine during the past ten years has attained a figure of 109,000. These immigrants came from every part of the world; the principal contributors being Poland, Russia, Romania, Lithuania, Germany, Czechoslovakia, and the Yemen.

(1) Poland:

In the post-war Polish State there are approximately 3,000,000 Jews, of whom the great majority derive their livelihood from commerce, industry and handicraft. Before the war the Jews, inhabiting these parts of the Russian Empire which are today included in the Polish State, cultivated commercial relations with the interior of Russia; but with the establishment of the Polish Republic, the great markets of Russia were closed to them and their economic life undermined. This change resulted in an economic surplus of Jews whose commercial vocations had no place in the economic structure of the post-war period. This situation was aggravated by the fact that these simultaneously arose amongst the Poles themselves a movement to enter that field of economic activity which was previously controlled by the Jews. This economic penetration was accompanied by a national economic struggle, in which State and people worked together to eject the Jews from their former economic positions, making considerable use of the cooperative movement for this purpose. All these factors combined to bring ruin upon the Jews of Poland, rendering immigration on a large scale imperative.

It is particularly for the Jewish youth of Poland, which aspires to go over to manual labour and productive pursuits that Palestine affords the essential solution.
The number of Jews who emigrated from Poland during the past decade is about 45,000, approximately 40% of the total. Of these a large proportion belong to the category of persons of independent means who invested their capital in industrial and agricultural enterprises. The majority of the younger element who have been absorbed into the economic life of Palestine also came from Poland.

(2) Russia

In post-war Russia, reduced by vast stretches of territory on her western border, there now live about 2,600,000 Jews, whose economic before the Bolshevik revolution was founded upon commerce, industry and handicrafts. Under the political and economic conditions of the Soviet regime, a considerable proportion of these Jews now find themselves without any legal vocation, while the retarded economic life of the country and the abnormal conditions prevailing, preclude the possibility of their being absorbed in normal productive occupations. Thus, throughout this immense economic ruin.

The Zionist movement and Jewish nationalism generally, which before the war had their most vigorous centres within Russian Jewry, making thence a great contribution to Zionism both in spirit and in strength, are today the object of determined persecution under a regime which regards them as counter-revolutionary forces, and as such be ruthlessly eradicated. The Jewish religion also has been singled out for malicious and savage persecution.

Thus for the Jews of Russia the appalling economic conditions to which they have been reduced, and political and religious persecution to which they are continuously exposed, make emigration the only possible alternative to economic extinction on the one hand, and racial and moral degeneration on the other,
Since 1919, 27,000 Jews have entered Palestine from Russia. Of these about 2,000 came from various places of exile throughout Siberia and Asiatic Russia. Many of them had been confined in cells under barbarous conditions as a punishment for their profession of Zionist faith or for attempts to organize chalutz activities through the training of the younger generation for agriculture and other work in Palestine. The same favour which the Soviet Government in some cases grants to these young Jews, on the grounds that it is synonymous with perpetual punishment from Russia, is permission to leave the country for Palestine.

(3) Romania: With the post-war annexations by Romania of Bessarabia, Bukovina and Transylvania, the Jewish population rose from 960,000 souls, whose economic conditions is aggravated by the fact that a considerable portion of them — those of Bessarabia — have been cut off from their former economic hinterland in Russia. Political depression and periodical anti-Semitic excesses are further factors in the Palestine movement among the Jews of this country, where Zionism has been strong since the founding of the first Jewish colonies in Palestine and the inception of modern Zionism.

Immigrants from Romania during the period under review number 5,000, for the most part young chaluzim, and including a number of refugees from Russia who had crossed the Romanian frontier with a view to emigration to Palestine.

(4) Lithuania:

The Jewish population in this new State is about 150,000, but the Palestine movement is strong out of all proportion to this number. The people at large are backward and uneducated, and anti-Semitism is strong among them; it is this factor which determines the policy of the Government
in its endeavour to squeeze the Jews out of the economic
life of the country.

Stimulated on the one hand by rich Jewish and Hebraic
idealisn, and on the other by critical economic conditions,
3,500 immigrants have entered Palestine during the last
ten years from Lithuania.

(5) **Western Europe** (Germany, etc.)

The Palestine movement in Western Europe, with
special reference to Germany, Czechoslovakia, Holland and
Austria, finds its strength primarily among the younger
generation - graduates of secondary schools and academic
institutions. Here the Jewish youth is imbued with the same
ideas as today pervade the great concentrations of Jews
further East; namely to make the Jewish people more pro-
ductive, turning them from commercial occupation and the
liberal professions to labour on the soil, in industry and
in construction.

This youth, comprising to a large extent children of
well-to-do parents, regards labour as the foundation upon
which the life of the Jewish people in Palestine is to be
built, and the countries mentioned have contributed about
5,000 immigrants to Palestine during the period under review,
who for the most part have been abroad in agricultural labour
after receiving special training abroad with this end in view.

(6) **The Yemen**

This Moslem kingdom, lying at the Southern extremity
of the western shore of the Arabian peninsula, has a very
primitive form of Government under the autocratic rule of
the Imam. Owing to its isolated geographical situation, and
the hostility between its ruler and Great Britain, the interior
of the Yemen is virtually closed to Europeans.
The Jewish Community dates back to pre-Islamic times, and estimates as to its numbers vary from forty to sixty thousand souls. These Jews are deprived of all civil rights, while there is in force a monstrous decree that all orphans who are minors become wards of the Imam, and must adopt Islam, a decree which in recent years has been enforced more rigorously than previously. The Jews of the Yemen are for the most part skilled workers in handicrafts or agriculturists, while being bred to life in the Orient they very readily assimilate Palestinian conditions.

The journey from the Yemen to the coast of Aden takes twenty days, and is fraught with peril of brigandage and murder, yet by this terrible route some 2,000 Yemenite Jews have entered Palestine since the war. Of these no less than 600 entered during the past year, their departure from the Yemen being largely stimulated by fear of the decree as to the forcible conversion of orphan children. These immigrants are mostly working as agricultural labourers in the older colonies, while some have been settled separately in agricultural settlements of their own, with the help of the Jewish Agency.

(7) America

The United States, and to a less extent Canada, have made an important contribution to the upbuilding of Palestine through the capitalist immigrants who have brought considerable sums into the country for investment in agriculture and industry. Latterly, moreover, a chalus movement has made itself evident among the Jewish youth of both countries, inspired by the desire to participate in the upbuilding of the country on a new foundation of work.

Taking both categories together, some 1,500 immigrants have entered Palestine from the North American Continent since the war.
More than sixteen millions of Jews are scattered over the
face of the globe. Although a considerable number have reached
the highest positions in the world of science, letters, politics,
and finance in the various countries of their residence, the
Jewish people as a whole is one of the poorest of people, while
the Jewish masses live in conditions of extreme economic in-
security. Moreover, in many countries Jews find themselves in
a condition of political and social depression threatening them
with cultural and moral degeneration.

The Zionist aspiration for a National Home in Palestine
is for an ever-increasing number of Jews a light which always
burns. Without this light for vast numbers of Jews in Eastern
Europe and in the Yemen, there would be darkness complete. It
is obvious that only a proportion of the Jews who turn their
thought to Palestine can hope to settle there, but so long as
immigration is in progress to the maximum extent to which the
country can be made to absorb immigrants, all Jews can find
strength and hope in the knowledge of such a process in being.
The knowledge also creates a constructive circle of effort and
of sacrifice for the benefit of Palestine, since immigration to
Palestine and the chain movement are the chief factors pro-
ducing a flow of capital to the country, which in turn creates
new possibilities of development such as to provide for the
advancement of the conditions of life of the existing inhabitants,
and for the settlement and absorption of new immigrants from abroad.

Jerusalem, July 10, 1930.
To the

Immigration Department
of the Zionist Executive,

Jerusalem

I hereby beg to inform you that I accept the proposal of the Executive Committee of the Labour Federation to go abroad for activities in and for the sake of the Hechalutz movement on the basis agreed upon by the Executive Committee of the Labour Federations and the Immigration Department of the Zionist Executive namely:

1. To strengthen and intensify educational and cultural activity among the youth in the Diaspora and to insulate in it ideology of the Zionist undertaking, and to train it for its Chalutz task in Palestine.

2. To visit the places of work, the training farms of Hechalutz in every country and to give to the Chaluzim and to the Chaluzoth the vocational training and guidance best adapted to conditions in Palestine agriculture, as indicated by experience.

3. To promote the knowledge of the Hebrew language and culture and of Palestine, the progress of Zionism and the constructive work movement; and generally to strengthen the band between Jewish abroad and Palestine.

I hereby undertake to furnish once every two months a report on the state of affairs within the boundary of activities in which I shall be working.

Yours faithfully
Translation from Hebrew.

To the
Immigration Department
of the Palestine Zionist Executive
Jerusalem.

I hereby beg to inform you that I accept the proposal
of the Executive Committee of the "Hapoel Hamizrachi" to go
abroad for activities in aid for the sake of the Hachalut
movement among the orthodox youth as outlined by the Immigration Department of the Zionist Executive, namely:

1. To strengthen and intensify educational and
cultural activity among the youth in the
Diaspora and to insulate in it the ideology
of the Zionist undertaking and to train it
for its Hachalut task in Palestine.

2. To visit the places of work and to give to
the Chalutzim and to the Chalutza the voca-
tional training and guidance best adapted
to conditions in Palestine agriculture as
indicated by experience.

3. To promote the knowledge of the Hebrew
language and culture and of Palestine, the
progress of Zionism and the constructive
work movement; and generally to strengthen
the bond between Jewry abroad and Palestine.

I hereby undertake to furnish once every two months
a report on the state of affairs within the boundary of
activities in which I shall be working.

Yours faithfully,

Signature.
Supplement to Memorandum on Immigration

Immigration to Palestine in relation to the Jewish situation in the Diaspora

Throughout the sixty generations of the dispersion, the Jewish Nation has never relinquished its connection with its ancestral homeland, Palestine, and has in various forms sought ways and means for a return. During the last two generations these efforts took systematic form, resulting in the organisation of definite activities. This evolutionary change found expression in the "Hechalutz" movement, initiated fifty years ago by the HILU, a word formed from the initial letters of the appeal:— "House of Israel; Arise and let us go!", and it was the HILU that laid the foundation of the two colonies Rishon-le- Zion and Gedera.

After the Great War, the Hechalutz movement increased both in extent and intensity, training large numbers of chaluzim in many different localities. Apart from the fundamental principle of securing a National Home and a sure place of refuge for the Jewish masses who are suffering in many countries of the Diaspora, the Hechalutz movement is pervaded by a deep moral longing for the reconstruction of Jewish life in Palestine on a new basis, the basis of creative work and self-development. The economic and national urge which gave rise to Zionism, together with the moral and cultural forces of the Hechalutz movement, have discovered in the Jewish Nation a new practical ability which has brought success to its constructive activities in Palestine, in agriculture and in industry, and also to its concerted efforts for the revival of Hebrew culture. The Hechalutz youth through the process of his preparation for Palestine, culminating in his departure for the country, raises the
enthusiasm of all sections of Jewry in the country of his origin, stimulating to action their latent desire themselves to participate in the Jewish revival in Palestine.

Emigration to Palestine during the past ten years has attained a figure of 100,000. These immigrants came from every part of the world; the principal contributors being Poland, Russia, Roumania, Lithuania, Germany, Czechoslovakia, and the Yemen.

(1) **Poland**:

In the post-war Polish State there are approximately 3,000,000 Jews, of whom the great majority derive their livelihood from commerce, industry and handicraft. Before the war the Jews, inhabiting those parts of the Russian Empire which are today included in the Polish State, cultivated commercial relations with the interior of Russia; but with the establishment of the Polish Republic, the great markets of Russia were closed to them and their economic life undermined. This change resulted in an economic surplus of Jews whose commercial vocations had no place in the economic structure of the post-war period. This situation was aggravated by the fact that there simultaneously arose amongst the Poles themselves a movement to enter that field of economic activity which was previously controlled by the Jews. This economic penetration was accompanied by a national economic struggle, in which State and people worked together to eject the Jews from their former economic positions, making considerable use of the cooperative movement for this purpose. All these factors combined to bring ruin upon the Jews of Poland, rendering immigration on a large scale imperative. It is particularly for the Jewish youth of Poland, which aspires to go over to manual labour and productive pursuits that Palestine affords the essential solution.
The number of Jews who emigrated from Poland during the past decade is about 45,000, approximately 40% of the total. Of these a large proportion belong to the category of persons of independent means who invested their capital in industrial and agricultural enterprises. The majority of the younger chaluzia who have been absorbed into the economic life of Palestine also came from Poland.

(a) **Russia**

In post-war Russia, reduced by vast stretches of territory on her eastern border, there now live about 2,000,000 Jews, whose economic before the Bolshevik revolution was founded upon commerce, industry and handicrafts. Under the political and economic conditions of the Soviet regime, a considerable proportion of these Jews now find themselves without any legal vocation, while the retarded economic life of the country and the abnormal conditions prevailing, preclude the possibility of their being absorbed in normal productive occupations. Thus, throughout this immense territory Jews find themselves in a condition of hopeless economic ruin.

The Zionist movement and Jewish nationalism generally, which before the war had their most vigorous centres within Russian Jewry, making thence a great contribution to Zionism both in spirit and in strength, are today the object of determined persecution under a regime which regards them as counter-revolutionary forces, and as such be ruthlessly eradicated. The Jewish religion also has been singled out for malicious and savage persecution.

Thus for the Jews of Russia the appalling economic conditions to which they have been reduced, and the political and religious persecution to which they are continuously exposed, make emigration the only possible alternative to economic extinction on the one hand, and racial and moral degeneration on the other.
Since 1919, 37,000 Jews have entered Palestine from Russia. Of these about 2,000 came from various places of exile throughout Siberia and Asiatic Russia. Many of them had been confined in cells under barbarous conditions as a punishment for their profession of Zionist faith or for attempts to organize chaloum activities through the training of the younger generation for agriculture and other work in Palestine. The one favour which the Soviet Government in some cases grants to these young Jews, on the grounds that it is synonymous with perpetual banishment from Russia, is permission to leave the country for Palestine.

(5) **Rumania:**

With the post-war annexations by Rumania of Bessarabia, Bukovina and Transylvania, the Jewish population rose from 960,000 souls, whose economic conditions is aggravated by the fact that a considerable proportion of them — those of Bessarabia — have been cut off from their former economic hinterland in Russia. Political depression and periodical anti-semitic excesses are further factors in the Palestine movement among the Jews of this country, where Zionism has been strong since the founding of the first Jewish colonies in Palestine and the inception of modern Zionism.

Immigrants from Rumania during the period under review number 5,000, for the most part young chaloum, and including a number of refugees from Russia who had crossed the Rumanian frontier with a view to emigration to Palestine.

(6) **Lithuania:**

The Jewish population in this new State is about 150,000, but the Palestine movement is strong out of all proportion to this number. The people at large are backward and uneducated, and anti-semitism is strong among them; it is this factor which determines the policy of the Government
in its endeavour to squeeze the Jews out of the economic life of the country.

Stimulated on the one hand by rich Jewish and Hellenic idealism, and on the other by critical economic conditions, 3,500 immigrants have entered Palestine during the last ten years from Lithuania.

(5) Eastern Europe: (Germany, etc.)

The Palestine movement in Eastern Europe, with special reference to Germany, Czecho-Slovakia, Holland and Austria, finds its strength primarily among the younger generation - graduates of secondary schools and academic institutions. Here the Jewish youth is imbued with the same ideals as today pervade the great concentrations of Jews farther East: namely to make the Jewish people more productive, turning them from commercial occupation and the liberal professions to labour on the soil, in industry and in construction.

This youth, comprising to a large extent children of well-to-do parents, regards labour as the foundation upon which the life of the Jewish people in Palestine is to be built, and the countries mentioned have contributed about 5,000 immigrants to Palestine during the period under review, who for the most part have been absorbed in agricultural labour after receiving special training abroad with this end in view.

(6) The Yemen:

This Moslem kingdom, lying at the southern extremity of the western shore of the Arabian peninsula, has a very primitive form of Government under the autocratic rule of the Imam. Owing to its isolated geographical situation, and the hostility between its ruler and Great Britain, the interior of the Yemen is virtually closed to Europeans.
The Jewish community dates back to pre-Islamic times, and estimates as to its numbers vary from forty to sixty thousand souls. These Jews are deprived of all civil rights, while there is in force a monstrous decree that all orphans who are minors become wards of the Imam, and must adopt Islam, a decree which in recent years has been enforced more rigorously than previously. The Jews of the Yemen are for the most part skilled workers in handicrafts or agriculturists, while being bred to life in the Orient they very readily assimilate Palestinian conditions.

The journey from the Yemen to the coast of Aden takes twenty days, and is fraught by perils of brigandage and murder; yet by this terrible route some 2,000 Yemenite Jews have entered Palestine since the war. Of these no less than 600 entered during the past year, their departure from the Yemen being largely stimulated by fear of the decree as to the forcible conversion of orphan children. These immigrants are mostly working as agricultural labourers in the older colonies, while some have been settled separately in agricultural settlements of their own, with the help of the Jewish Agency.

(7) American

The United States, and to a lesser extent Canada, have made an important contribution to the upbuilding of Palestine through the capitalist immigrants who have brought considerable sums into the country for investment in agriculture and industry. Latterly, moreover, a chalutz movement has made itself evident among the Jewish youth of both countries, inspired by the desire to participate in the upbuilding of the country on a new foundation of work.

Taking both categories together, some 1,500 immigrants have entered Palestine from the North American Continent since the war.
More than sixteen millions of Jews are scattered over the face of the globe. Although a considerable number have reached the highest positions in the world of science, letters, politics and finance in the various countries of their residence, the Jewish people as a whole is one of the poorest of peoples, while the Jewish masses live in conditions of extreme economic insecurity. Moreover, in many countries Jews find themselves in a condition of political and social depression threatening them with cultural and moral degeneration.

The Zionist aspiration for a National Home in Palestine is for an ever-increasing number of Jews a light which always burns. Without this light for vast numbers of Jews in Eastern Europe and in the Yemen, there would be darkness complete. It is obvious that only a proportion of the Jews who turn their thought to Palestine can hope to settle there, but so long as immigration is in progress to the maximum extent to which the country can be made to absorb immigrants, all Jews can find strength and hope in the knowledge of such a process in being. The knowledge also creates a constructive circle of effort and of sacrifice for the benefit of Palestine, since immigration to Palestine and the chalic movement are the chief factors producing a flow of capital to the country, which in turn creates new possibilities of development such as to provide for the advancement of the conditions of life of the existing inhabitants, and for the settlement and absorption of new immigrants from abroad.

Jerusalem,
July 10, 1930.