REVIEW OF THE YEAR 5688

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The purpose of the present article is to present in brief outline a review of the most significant events of interest to Jews during the period dating from April 1, 1927 to which point Doctor Linfield's article "A Survey of the Year 5687" in the preceding volume of this publication led, up to the middle of July 1928.

The period under review was in a general way a fairly normal one, insofar as Jewish life is concerned. With the exception of those of Hungary, Lithuania and Turkey, and for a time Roumania, the governments in power in the various countries with which the Jewish question in an acute form has been associated, were liberal in character and there was no official oppression or discrimination. Unofficial anti-Jewish propaganda and outbreaks of a violent nature against Jews also dwindled in number and in intensity during the period, except for the riot in Oradeamare, Roumania, which aroused the notice and the indignation of the civilized world. Freedom from oppression and relief from the necessity of forestalling and combatting unfavorable agitation, left the Jewish communities of all countries, except those mentioned above, free to turn their attention and to apply their energies to communal problems, religious, cultural, and educational interests, and to such international Jewish questions as emigration, economic reconstruction and the restoration of Palestine.

I.

THE UNITED STATES

In the United States there were but few incidents to divert the Jewish community from attention to internal problems. When the period opened the suit for libel brought by Aaron Sapiro, an attorney for a number of cooperative agricultural
produce organizations, against Henry Ford, automobile manufacturer, was being tried in a United States Court in Detroit. This case attracted nation-wide attention and was of considerable interest to the Jews of the United States as well as of other countries because the charges of libel were based upon articles which had appeared in the *Dearborn Independent*, a weekly magazine published by Ford, in which for some time there had appeared many articles derogatory to Jews. After the trial had lasted for thirteen weeks, the presiding judge granted the application of counsel for Ford for a mistrial, on the ground that a juror had given an interview to a newspaper. Mr. Sapiro thereupon announced the intention to have the case re-tried, and in July a date for the new trial was tentatively set.

Shortly thereafter, Louis Marshall, President of the American Jewish Committee, announced that following a series of conferences with and at the request of agents of Mr. Ford, the manufacturer had issued a signed statement repudiating the attacks against the Jews individually and collectively which had appeared in the *Dearborn Independent*, apologizing for them and offering to make amends. Following the publication of this statement, counsel for Mr. Sapiro announced that his client's vindication had been achieved and the libel suit would not be continued. Shortly thereafter, this suit as well as that of Herman Bernstein, who had also brought an action against Mr. Ford, were settled out of court. Mr. Ford's retraction and apology attracted intense interest and was regarded by the entire press of the United States with great satisfaction. In November, Mr. Ford wrote a letter to Theodor Fritsch, a notorious anti-Jewish agitator of Leipzig, Germany, who had announced that he would continue to publish the *Dearborn Independent* articles, the publication rights of which in German and other languages he claimed, revoking these rights and demanding that he cease the use of his (Ford's) name in connection with the further publication, sale, or other distribution of the articles. Ford also suspended the publication of the *Dearborn Independent* at the end of 1927.

In the meantime there had occurred in New York City, an extremely unpleasant incident. Three Jewish physicians

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1For full text of this statement, see Vol. 29, pp. 383-389.
serving as internes in a public hospital complained that they had been victims of a hazing episode at the hands of a group of non-Jewish internes. Several of the latter were arrested and, later, they publicly apologized to their Jewish associates. The charge of the Jewish internes that religious bias was intense at the hospital, led to a number of investigations, one of which was conducted by the City Commissioner of Accounts, who submitted a report containing data to support his conclusions that the charges of anti-Jewish discrimination at the hospital were well founded.

There was during the year the usual number of cases of clubs and the like discriminating against Jews. The action of the Board of Governors of a golf club in Milwaukee in adopting a resolution asking eight of the Jewish charter members to resign, aroused some resentment in that city because it was believed that the step aimed at the reduction of the number of Jews in the club. A rather flagrant instance was that of the Metropolitan Masons Country Club in New York, which changed its name when The Jewish Tribune, supported by a number of leading Masons, protested that a club which discriminates as between members of races or creeds has no right to include the word "mason" in its designation.

Much excitement in Jewish circles was aroused also during the year by the production of the motion picture "King of Kings" which purported to be a portrayal of the life of Jesus of Nazareth. It was charged by many that parts of the picture, especially those dealing with the crucifixion of Jesus, were inaccurate and so presented as to arouse or intensify anti-Jewish feeling, and demands were made on many sides for the withdrawal of the picture from exhibition. Several Jewish organizations, especially the Independent Order B'nai B'rith, brought these criticisms to the attention of the producers of the picture who declined to withdraw it because of the large investment involved, but agreed to make a number of changes calculated to minimize the harm which it was believed the picture was doing. These changes, however, did not give universal satisfaction and the demand for the complete withdrawal of the picture continued.

Owing to the considerable decrease in the number of Jews entering the country, the immigration question which had,
up to a few years ago, had so much of the attention of Ameri-
can Jews, has shrunk considerably in importance. Jews, 
however, took part in the movement to secure legislation 
to hasten the reunion of families of immigrants who had 
entered the country before the coming into force of the 
Immigration Law of 1924, a movement which led finally to 
the passage of the Jenkins Bill which provides that one-half 
of the quota of visas from each country shall be given to 
the relatives of aliens already here, and also as many of the 
rest of the quota, reserved for agricultural workers, as shall not be used by the latter.

No other of the many immigration bills introduced, in-
cluding one for the progressive halving of the present quotas 
during the next five years, was passed. Bills introduced in 
the Senate and House of Representatives requiring newspa-
pers published in foreign languages to print translations 
in English of all or part of their contents, also were never 
brought to a vote.

During the past winter, The Hebrew Sheltering and Immi-
grant Aid Society (Hias) protested to the Surgeon General 
of the United States against certain types of questions which 
were being put to intending Jewish immigrants by United 
States medical officers attached to the American Consulate 
at Warsaw. These questions, which, it was explained, were 
employed to test the sanity of applicants for visas, were also 
attacked on the floor of the House of Representatives. The 
Surgeon General ordered an investigation on the spot.

Late in June last, much discussion was aroused by the 
announcement of the Department of Labor that every alien 
admitted on or after July 1, 1928 will be provided with an 
identification card, which is to be produced whenever proof 
of legal entry may be required. The Jewish press saw in 
this device a means of bringing about by indirection the 
registration of aliens, a measure which has in the past 
aroused much opposition. That the measure had any such 
intent was denied by government officials who insisted that 
the identification cards were being issued for the benefit of 
admitted aliens.

Aside from legislation in the Congress of the United 
States, the passage of the so-called "Rosh Ha-Shanah Bill"
by the Massachusetts Legislature is of great interest. This bill provides that foodstuffs may be sold on a Sunday whenever either Rosh Ha-Shanah or Yom Kippur begins on a Monday, the object of the bill being to enable observant Jews to obtain fresh food before the beginning of these holidays. This bill, which was introduced by Isidore H. Fox of Boston, was at first vigorously opposed, but it was finally passed by both Houses of the Legislature by large majorities, and even when it was vetoed by the Governor, passed over his veto by the required two-thirds vote.

No serious attempt was made during the year to bring about the passage of legislation providing for the reading of the Bible in public schools or for compulsory Sunday observance. The movement in some European countries for the outlawry of Shehitah, the Jewish method of slaughtering animals for food, had a counterpart in New York State where an organization calling itself the Animal Welfare League announced its intention to have a bill introduced in the Legislature with that aim in view. Nothing practical, however, came out of this agitation.

During the year, the Court of Appeals of the State of New York handed down a decision that it is legal for boards of education in the State to excuse pupils of the public schools for a short time one day in each week to receive religious instruction outside the school, but the movement in this direction which was somewhat active during the few preceding years did not attain any great headway during 5688.

In general, the relations between Jews and non-Jews were very amicable during the period. The movement, begun several years ago, largely upon the initiative of the Federal Council of Churches of Christ in America, continued, and “good will” meetings were held in several cities between rabbis and Christian clergymen. In Philadelphia where a group of ministers of various denominations have organized a Fellowship of Faiths, this tendency was given a setback by the action of the Presbytery which went on record, in March last, as being unalterably opposed to any fellowship that “tends to name Christianity as one of many equally good religions,” reaffirming the belief “that Christianity is a revelation, and so is the full and absolute religion,” and
enjoining upon its ministers and elders "the duty of abstaining from any participation in such meetings and movements."

On the other hand, the movement for the conversion of Jews was condemned at a meeting of the Home Mission Council of the Federal Council of the Churches of Christ in America, held in Cleveland in January, when the Superintendent of Jewish Evangelization of the Presbyterian Church, made a plea for greater activity in the direction of converting Jews. Exception to this was taken by the Rev. Dr. Ernest M. Halliday, General Secretary of the Church Extension Board of the Congregational Church, who declared:

"When it comes to going to the Jewish people and trying to get them to give up their faith, the background of our own religion, I would have no faith in such a program. . . . I would say to a young Jew who has left his synagogue: 'Go back to your rabbi and your synagogue, and the God you and I hold in common.'"

The events of the past year having to do with Jewish communal life may be roughly divided into two classes, first those touching upon domestic matters, and second those which have played a part in the life of Jewish communities abroad. Probably the most interesting event of domestic concern was the preparation by the Statistical Department of the American Jewish Committee of an enumeration of the Jewish congregations of the country in connection with the decennial census of religious bodies conducted by the United States Bureau of the Census. A preliminary summary of the results of this enumeration will be found elsewhere in this volume. In connection with this task, the Statistical Department also made a careful and painstaking inquiry into the number of persons of the Jewish faith in the country. The methods employed and the results obtained are discussed in detail in Dr. Linfield's article on the subject. Not only do we know that there are approximately 4,230,000 Jews in the country, but we also know their distribution throughout its various parts and many other interesting facts.

Another important effort along statistical lines is the inquiry now being conducted by the Bureau of Jewish Social Research for the Greater New York Survey Committee.
During the year, two reports based on some of the data gathered were published, one dealing with the movement of Jewish population within the City, and the other with the death rate and causes of death among Jews.

In connection with Jewish education, the survey of congregations by the American Jewish Committee showed that out of the total 2,948 congregations, 554 reported that they maintained Sabbath Schools with a total enrollment of 69,439, while 604 reported that they maintained week-day schools with a total of 64,863 pupils. The National Council of Jewish Education at its meeting in June, 1927, reported that only 30 per cent of the 800,000 Jewish children of school age are receiving a Jewish education, and that while new school buildings begun or completed during the preceding twelve months were to cost over two million dollars, only seven millions are expended annually for the maintenance of Jewish schools, or less than thirty dollars per pupil.

During the year the Yeshivah College of America was granted a charter by the University of the State of New York, authorizing it to grant baccalaureate degrees in Arts and Science. This institution will be the first Jewish denominational college in the United States, offering the usual college course with Jewish studies as part of the curriculum. It is expected that one of the group of buildings planned to house the college will be completed this fall. In this connection, it is interesting to note that the Union of Orthodox Jewish Congregations has been considering taking vigorous steps to bring about closer cooperation between Orthodox congregations, especially for providing religious educational facilities for the young.

An important event in the congregational field during the past year was the consolidation of Temples Emanu-El and Beth-El in New York City, two of the most famous congregations in the United States; the new organization which has adopted the designation "Congregation Emanu-El," is now building a new synagogue with a community center attached. Although no statistics are available, if we may judge by references in the Jewish press, there was a recession during the past year in the number of new buildings erected by congregations in large cities, as compared with the several preceding years, and an increase in this direction
in smaller cities. Unusually interesting is the case of the synagogue being erected in Mercedes, Texas, which is to house a congregation whose members are scattered through no less than sixteen towns in the Rio Grande Valley, on both sides of a highway known as a "seventy-five mile Main Street." This has no doubt been made possible by the motorcar and good roads, and may be the forerunner of synagogues to serve the spiritual needs of small and widely scattered Jewish settlements, the number of which, as Dr. Linfield’s surveys show, is considerable and growing.

In the field of Jewish literature, the year was notable for the issuance by the Jewish Publication Society of a one-volume history of the Jews by Professor Max Margolis and Alexander Marx, and a new volume in the Schiff Library of Jewish Classics Series. The latter comprises the Hebrew text of the treatise Ta'anit of the Babylonian Talmud,—critically edited on the basis of manuscripts and old editions, together with an English translation, both provided with many explanatory notes. This was the work of the late Professor Henry Malter, who died on April 4, 1925, after it had been set in type but before he could revise the proofs.

With regard to Jewish periodicals, the most important event of the year was the absorption on June 1, 1928, of the Jewish Daily News, the oldest Yiddish daily in the world (established 1885), by the Jewish Morning Journal. The disappearance of the Tageblatt was generally regarded as a consequence of its close and unvarying adherence, despite changing conditions and new lines of thought in Jewish life, to the ultra-conservative policies established by its founder, Kasriel H. Sarasohn, coupled with the decrease, due to restricted immigration, of the number of Jewish newspaper readers who cannot read English.

The Yiddish theatre movement suffered a serious loss during the year in the discontinuance of the Yiddish Art Theatre of New York, after an existence of ten years, during which time it had made a consistent effort to present, what its director, Maurice Schwartz, believed to be the finer plays in a superior manner. An attempt is now being made by Mr. Schwartz and his sympathizers to secure the means for reviving this organization. Other Yiddish theatres, more popular in their appeal, remained in operation and not a
few of them prospered, but they have been showing a growing tendency toward assimilation to the American English theatres, in the content and character of the plays presented, in the type of acting, dancing, and songs, and also in the use of more English in dialogue and lyrics, thus reflecting the trend among the members of their audiences.

The exhibition of the paintings of Leopold Pilichowski and of the sculpture of Henryk Glicenstein, both Jewish artists of Polish birth, drew a great deal of public attention and aroused much favorable criticism.

In the field of Jewish organizations a significant event was the dissolution of the Order B'rith Abraham, after an existence of sixty-eight years. The New York State Insurance Commissioner ordered this fraternal body to wind up its business because it was no longer in financial condition to meet its obligations to the dependents of members who had recently died or to incur new obligations. This condition resulted from the fact that the Order's insurance benefits were not paid out of a reserve fund built up on an actuarial basis, but by the assessment method. This Order, especially during the many years the late Samuel Dorf was its President, was one of the most influential organizations of its type in America.

Another interesting community event was the revival, after it had lain dormant for many years, of the idea of organizing Kehilloth in American cities. Efforts in this direction were made in Philadelphia and in Los Angeles, and in both cities such bodies, representing some but not all of the local Jewish organizations, have been established.

Another new organization which should be mentioned here is the Jewish Committee on Scouting, established in the spring of 1928, upon the initiative of Mortimer L. Schiff, a vice-president of the Boy Scouts of America, for the purpose of promoting the formation and administration of boy scout troops in connection with synagogues, Jewish Centers, and similar institutions, and generally to stimulate community interest in "scouting" for the benefit of Jewish boys.

We come now to a review of those significant events within the Jewish community which were related to the welfare of the Jews of other countries. These fall into three groups:
(1) those dealing with aid to Jews abroad, especially Russia; (2) those dealing with the reactions in our community to anti-Jewish outbreaks in Roumania, and in general, with the rights of minorities; and (3) those dealing with the interests of American Jewry in Palestine.

In October, 1927, a Constructive Relief Conference was held in Chicago under the auspices of the United Jewish Campaign of the Joint Distribution Committee and associated Committees, organized in September, 1925, for the purpose of collecting a fund of $25,000,000 for constructive relief abroad. Reports were presented by the various officers and by Dr. Bernard Kahn, representative of the Joint Distribution Committee in Europe, and by Dr. Joseph A. Rosen, agent in Russia of the American Jewish Joint Agricultural Corporation (Agro-Joint). Mr. Morris D. Waldman also reported the impressions gained by him on a trip to Poland made on behalf of the Joint Distribution Committee. A similar conference was held in New York in May last, at which the fact was brought out that the sum of $3,100,000 was needed immediately to meet commitments already made, and to enable the Joint Distribution Committee to respond to various urgent requests for assistance. On this occasion, Mr. Marshall made the statement that for years to come the work of relief will have to be continued, and that a great part of the financial burden will have to be borne by the Jewish community of the United States. In July last, David A. Brown, National Chairman of the United Jewish Campaign announced that up to the first of that month a total of $12,400,000 had been actually paid into the treasury of the Campaign committee, and that in response to the emergency appeal for the $3,100,000 referred to above, a total of $1,200,000 had been received. Earlier in the year, Mr. Brown had announced that subscriptions to the fund had reached $21,500,000. The work done during the year with the cooperation of the Joint Distribution Committee will be referred to under the various countries in which its activities centered.

In March last, announcement was made by James N. Rosenberg of New York City, Chairman of the Agro-Joint, that Julius Rosenwald of Chicago had agreed to subscribe $5,000,000 to a fund of twice that size for the continuance
and further development of Jewish colonization work in Russia, after the program outlined in 1925 by the Joint Distribution Committee and the Agro-Joint shall have been completed. Later, Mr. Rosenberg announced further details of the new plan. The Russian government had agreed to expend for this work $10,000,000 over a period of ten years if an equal amount is contributed by American Jewry, and, in addition, to provide land valued at another $20,000,000. The fund collected in the United States is to be administered by a new organization, viz., The American Society for Jewish Farm Settlement in Russia, which is to continue the work in Russia through agents, of whom Dr. Joseph A. Rosen is to be the head. No campaign or drive was to be resorted to to raise the American fund, which according to the terms of agreement with the Russian government must be completed before October 1, 1928. At the time this announcement was made, the amount of $2,100,000 in addition to Mr. Rosenwald's gift had already been subscribed.

While helping the Jews of European countries to reconstruct their economic life at home, American Jewry did not lose sight of the fact that emigration could also play a part in the solution of the economic problem. In the spring of 1927, upon the initiative of the Hebrew Sheltering and Immigrant Aid Society (HIAS), the Jewish Colonization Association (ICA) and the United Emigration Societies (Emigdirekt) with headquarters in Berlin, joined the American society in forming a new body "HICEM," for the purpose of working as a unit in Jewish emigration matters. Information and help of various kinds was to be extended to intending European Jewish emigrants by representatives of Hicem in various centers. With immigration restricted in the United States and Canada, it is the aim of this body to study the immigration possibilities of other countries, particularly some in South America, to learn the prospects for newcomers in them, give information to intending immigrants and prepare them in advance for rapid adaptation to the new conditions. At the annual meeting of HIAS in March last, it was reported by the president that "diligent survey and research has been made into such countries as Argentine, Brazil, Uruguay, where by means of interviews with government authorities and business organizations, every effort was made to see
what agricultural and industrial opportunities were open to the Jew. This information was then referred back to the HIAS branches in Poland, Roumania, Latvia, Lithuania and other European countries where HIAS, by means of classes taught languages and trades, gave instruction in agriculture and arranged for the passage of hundreds of these people to their new lands." Representatives of HICEM at points of debarkation receive the immigrants, help them to find employment, to acquire familiarity with the language and customs of the country and the like. Since the HICEM had begun to function, a total of 2,735 immigrants to South America had been aided in this manner. The HIAS continued during the year its activities on behalf of Jewish immigrants arriving in the United States.

Foreign interests of American Jewry, outside of matters of relief, were concentrated during the year on Roumania where a serious anti-Jewish outbreak occurred in December, 1927, at Oradeamare, in the Transylvanian section of Roumania. In view of the fact that this outbreak occurred under the regime of the liberal party, which had arranged a modus vivendi with the Roumanian Jewish leaders, Jewish public opinion in America was divided as to the attitude to be taken toward the Roumanian Government.

In the House of Representatives, Dr. William I. Sirovitch, a member of Congress from New York City, had introduced a resolution urging the United States Government to abrogate existing treaties with Roumania if anti-Jewish persecution does not cease. This action led to a conference between Mr. George Cretziano, the Roumanian Minister to the United States, Dr. Sirovitch and Louis Marshall, president of the American Jewish Committee, who had been in correspondence with Mr. Cretziano. At this conference, the latter gave assurances that his Government was determined to avert such incidents in the future. Mr. Cretziano restated his views in a letter to Dr. Sirovitch, the contents of which had the approval of his Government, and which Dr. Sirovitch made public. Representatives of the United Roumanian Jews of the United States also held conferences with Mr. Cretziano, with whom they discussed the condition of the
Jews in Roumania, and to whom they submitted suggestions for their amelioration and improvement.

In August, 1927, the American Jewish Congress in conjunction with The Committee of Jewish Delegations, held a conference on Jewish rights in Zurich, Switzerland. Besides representatives of the Congress, the conference was attended by a number of representative Jews from Poland; no English, French, German, or Roumanian Jewish organizations participated. The conference decided to establish a Council on the Rights of Jewish Minorities, membership on which was to be open to all Jewish Organizations dealing with the defense of Jewish Rights and to Jewish parliamentary representatives; biennial conferences of the Council are to be held. Its headquarters were established in Geneva.

American Jewish activities on behalf of Palestine were many and varied during the year. Much interest was taken in the Hebrew University. An offer to endow a chair in Yiddish language and literature was made by David Shapiro, the publisher of a Yiddish daily newspaper in New York, and accepted with conditions by the Board of Governors. In April last, at a meeting of the American Advisory Committee of the Hebrew University, announcement was made that a Society to be known as "The Friends of the University" had been formed, the members of which are to pledge $100 per annum for at least five years to be contributed for the maintenance of the University.

Interest in Palestine archeological research was stimulated last spring when Dr. John Garstang of the Institute of Archeology of the University of Liverpool, formerly head of the Department of Antiquities of the Palestine Government, delivered a lecture on Archeological Exploration in the Holy Land, under the auspices of the American branch of the Jewish Palestine Exploration Society, which is the only Jewish agency doing such work in Palestine.

The United Palestine Appeal which conducted a campaign to raise funds for the Zionist Organization of America, Hadassah, the Jewish National Fund, and the Keren Hayesod, reported (July 15, 1928) that since the beginning of the then current fiscal year, October 1, 1927, a total of $4,537,514.17 had been pledged, $3,257,881.14 had been paid in cash, and $2,431,522.80 had been transmitted to Palestine.
A great deal of public attention was attracted during the year by strife within the Zionist Organization of America. That dissatisfaction existed with the administration headed by the president, Louis Lipsky, became apparent at the thirtieth annual convention of the Organization early in the summer of 1927. On April 29, 1928, there was a meeting in Washington, D. C., of a number of Zionists opposed to the administration, at which charges of mismanagement and of unauthorized financial transactions were made by several persons who had previously been officials of the Organization or of affiliated bodies.

These charges were promptly denied by the administration and a controversy ensued, leading eventually to a decision on the part of the administration to ask for an inquiry into its acts at the hands of an impartial committee to be selected by Dr. Chaim Weizmann, President of the World Zionist Organization. Dr. Weizmann asked Judges Edward Lazansky, Mitchell May, Grover M. Moscowitz, and Otto A. Rosalsky, all of New York, to investigate the charges of mismanagement, especially those alleging the misuse and diversion of funds, and toward the end of June, this committee made public its report, after holding a number of hearings and examining the books and records of the Organization. After presenting various findings of fact, the report concludes by declaring that while there were instances of "loose management in the financial affairs of the Zionist Organization of America," yet "there is no proof that any person has acted or omitted to act for personal financial gain and there is no proof of any loss to the Zionist Organization of America." The report goes on to recommend that no one responsible for the irregularities pointed out should be continued as an officer or a member of any committee of the Organization and that no officer or member of any committee should be a paid employee of the Organization.

At the Convention of the Organization held a few days later in Pittsburgh, Pa., while delegates opposed to the administration showed considerable strength, there were indications that a majority of the delegates present wished to retain Mr. Lipsky in office and he was persuaded to have his name placed in nomination and was elected, despite his announced intention to withdraw and the recommendation
of the judges’ committee. The Constitution of the Organization was amended so as to relieve the president of responsibility for the financial affairs of the organization.

While this struggle was going on within the ranks of the Zionist Organization of America, important meetings were being held in London, in which American Jewry had a vital interest. In accordance with an agreement reached between Dr. Chaim Weizmann on behalf of the World Zionist Organization, and Louis Marshall on behalf of the Non-Partisan Conference to Consider Palestine Problems (See Vol. 27, p. 130; Vol. 28, p. 127; Vol. 29, p. 102), that a “Commission should be appointed to make a thorough survey and investigation of conditions in Palestine” for the guidance of an enlarged Jewish Agency to include representatives of non-Zionist elements, such a Commission had been appointed jointly by Dr. Weizmann and Mr. Marshall. Its members were Sir Alfred Mond (now Lord Melchett) of England, Oscar Wasserman, a banker, of Berlin; Felix M. Warburg and Lee K. Frankel of the United States. The Commission, in turn, appointed a body of experts to do the actual work of investigation, in accordance with terms laid down by Messrs. Weizmann and Marshall. The reports of the experts were ready late in the spring of 1928, and the Commissioners together with Messrs. Weizmann and Marshall, met in London in June. After a number of conferences, they unanimously agreed upon a set of recommendations for future work of the Jewish Agency in Palestine. The report of the Commission is published in abstract, as an appendix to this article.

II.

OTHER COUNTRIES

We proceed now to a brief review of the most significant events of Jewish interest in other countries than the United States. Based on the general tenor of Jewish life in these lands, a division of them into Western and Eastern countries appears logical; Palestine, of course, deserves separate consideration.
A. **Western Countries**

The appeal of a Jewish Committee in the famous Quebec School Case (See Vol. 27, pp. 223-9) which was taken to the British Privy Council, was lost early in February last. The Supreme Court of Canada had ruled that the Board of Protestant School Commissioners, which administers the schools in the Province of Quebec, which are attended by Jewish as well as Protestant children, is not obliged to give Jews representation on the Board or to appoint Jews as teachers. In sustaining this decision, the Privy Council expressed agreement with the Dominion Supreme Court which had handed down the opinion that legislation for the establishment of schools for non-Christians, not infringing upon the rights of the Catholic and Protestant communities, in their schools, would be valid. This decision was greeted with satisfaction by that part of Quebec Jewry which favors a separate Jewish school system, although steps in that direction are not likely in the near future.

Toward the end of January last, Col. Leopold H. Amery, British Secretary for the Colonies, came on a visit to Canada. The Zionist Federation took advantage of the occasion by appointing a delegation to wait upon him. The delegation was joined by Louis Lipsky, president of the Zionist Organization of America, who also acted as spokesman and submitted a petition praying for various reforms in the internal administration of Palestine to which the Secretary responded sympathetically.

Canadian Jewry continued, as in years past, its active work for Jewish immigrants, who, during the year ending March 31, 1927, numbered 4,471, and its cooperation with other Jewish communities on behalf of Palestine.

In **England**, the crisis over the question of Shehitah was passed in June last when the House of Commons passed a Slaughter of Animals Bill, providing that animals be stunned before being slaughtered, except in the case of animals slaughtered according to Jewish ritual by an authorized Shohet.

A committee headed by the Marquis of Reading was set up for the purpose of establishing a fund of $50,000 in honor
of the late Israel Zangwill, the income to be used for giving assistance to Jewish scholars and writers. An American committee is cooperating with the English body.

Following the anti-Jewish excesses at Oradea Mare, Roumania, the Joint Foreign Committee, which represents the Board of Deputies of British Jews and the Anglo-Jewish Association, took up the matter with the Roumanian authorities, especially M. Nicholas Titelescu, Roumanian Foreign Minister, and received assurances similar to those given in the United States by the Roumanian Minister to Washington.

In France, the chief Jewish event of the year was one which took place on French soil, but is more closely connected with Russian Jewry. It was the trial of Sholom Schwartzbard for the assassination in May, 1926, of Semion Petlura, head of the short-lived Ukranian Republic. The trial was characterized by heated disputes between attorneys. The Ukranian side while admitting that pogroms took place, contended that Petlura was not, except officially, responsible, and that Schwartzbard, in killing Petlura had acted as an agent of the Bolsheviks. The efforts on the part of Schwarzbard's counsel to prove Petlura personally condoned the pogroms, on the other hand, were bitterly resented by the Ukranians. Contrary to expectations, the trial lasted only a little over three weeks. Schwartzbard was acquitted. The Ukranian press, both in the Ukraine and abroad, expressed profound dissatisfaction with the conduct and outcome of the case.

Insofar as anti-Semitism is concerned the situation of the Jews of Germany has not changed during the year under review. The desecration of Jewish cemeteries which began in 1923 continued. The number desecrated since then approached close on to sixty during the year. After vandalism had been perpetrated in the cemetery at Cologne, the orthodox community issued a public appeal to the population asking its aid in apprehending the vandals. In many cases, rewards were offered for information leading to their arrest. Early in the year the Central Union of German Citizens of the Jewish Faith submitted to the Minister of Justice a memorandum calling attention to the numerous incidents of this nature and urging that special measures be taken to protect Jewish cemeteries. There were also two cases of attacks
upon synagogues, one at Luneberg and the other at Koenigsberg. Several anti-Jewish riots, led by Hakenkreuzler, also took place during the year; none of these, however, had serious results.

The German authorities were very energetic in suppressing all outbreaks of this nature. In a number of cases, in which the police succeeded in running down cemetery vandals, these were severely punished. The governments of Prussia, Bavaria and several other states issued special ordinances against the practice and threatening those found guilty with exemplary punishment. Anti-Jewish demonstrations were suppressed whenever their proceedings went beyond legal bounds. In May, 1927, a meeting in Berlin of 3,000 followers of Hitler, a notorious agitator, was dispersed by three hundred policemen. Similar action was taken when members of the National Socialist Party, really a reactionary group masquerading as Socialists, during a parade in Berlin, became abusive while passing through the Jewish quarter. Severe sentences were imposed upon six members of this party, convicted of terrorizing the Jewish population of Chemnitz. A professor lecturing at the law school of the University of Berlin who preached the desirability of expelling the Jews from the country was suspended by the Prussian Minister of Education. The latter created a sensation when he declined to legalize a student organization, which proposed to limit its membership to "Aryans." When the students persisted in their course, the Prussian government dissolved the organization.

An unusually interesting event in connection with the attitude of one government toward the Jews, was one circular issued last April by the then Federal Minister of Labor, Braun, ordering government employment offices not to exclude from the range of their activity Sabbath-observing Jews, but to attempt to find for them such work as would permit compliance with their religious tenets.

The anti-Shehitah movement was not absent in Germany. A bill to make stunning compulsory was introduced in the Diet of Bavaria. In the Prussian Diet a bill was passed limiting the number of animals to be slaughtered according to the Jewish method, proportionately to the consumption of meat by the Jewish population.
Among the outstanding events within the German Jewish community were the inauguration by the Union of Jewish War Veterans of a movement to settle Jews on farm lands; the decision of the Hilfsverein der Deutschen Juden to cooperate with the American Jewish Joint Distribution Committee in land settlement work in Russia, and to create for that purpose a fund to bear the name of Paul Nathan, late community leader; the formation of a committee for the protection of Jewish minority rights in eastern and southern Europe; the decision of the Berlin Kehillah to establish a central office for counteracting the tendency to boycott Jewish applicants for employment; and the publication of the first volume of the German edition of the *Encyclopaedia Judaica*.

**B. EASTERN COUNTRIES**

In **Austria**, anti-Jewish propaganda appears to be more prevalent than in Germany; in any case, if we may judge by press reports, the Austrian authorities do not display the same vigor in suppressing this agitation as do those of Germany. For a whole month before the Passover holidays in 5687, the Vienna *Volkskampf* published numerous articles accusing the Jews of the practice of “ritual” murder. Despite the protests of the Kehillah the police did not at first take any action. No such agitation took place before the Passover of 5688, its absence being ascribed to the decline of the Hakenkreuz movement, following Henry Ford’s retraction of the anti-Jewish charges published in his *Dearborn Independent*. In June, 1927, the administration of the Vienna University gave permission for an anti-Semitic lecture, at the University, on the alleged necessity of a *numerus clausus* for Jewish students, under the auspices of the Hakenkreuz. Later in the same month, a two-day riot took place in the University, when one of the students in the midst of a lecture suddenly shouted: “Out with the Jews!” Students ran amuck through the streets, raiding cafes and restaurants, molesting their patrons and passersby on the streets. The University was closed for a week, after a group of the students submitted a demand to the Senate of the institution for a *numerus clausus* for foreign Jewish students. There appear to have
been no occurrences of this nature during the scholastic year 1927–1928.

There was a movement against Shehitah also in Austria. A decision to petition the government to enact legislation against Shehitah was taken by the Vienna Society for the Prevention of Cruelty to Animals. When a similar society in the Austrian Tyrol demanded that proceedings be taken against ritual slaughters in the Bregenz district, the local government declared that, in its opinion, Shehitah does not involve cruelty.

Only two communal events appear to be worth recording here: (1) the failure of an attempt preceding the elections in 1927, to form a Jewish party; (2) the creation of a committee to gather funds for the support of the cultural and welfare institutions which were established under the late chief rabbi, Zevi Perez Chajes.

In an article in the Vienna Arbeiter Zeitung, last winter, a writer declared that the Jews of Hungary are the most persecuted minority in Europe. Not only do they suffer from the numerus clausus in the matter of education, but also from general economic persecution; the government exercises a censorship which prevents these facts from becoming known. The brief review which follows appears to bear out this assertion.

The most important event of Jewish interest in Hungary during the past year was the modification of the numerus clausus law. In the summer of 1927, Count Bethlen, the premier, announced at a conference of his party that the government intends in the near future to abolish the numerus clausus. This announcement was followed by loud protests from the chauvinist-nationalist elements, and when, in November, a bill on the subject was introduced in Parliament, demonstrations occurred in many places, sometimes accompanied by anti-Jewish excesses. There were riots in some of the universities.

The anti-Jewish demonstrations and rioting practically ceased when the true nature of the government's measure became known to the public. The bill substituted for enrollment along racial lines a system of preferences. Children of government officials receive first preference in being admitted to universities; the next category includes children of war
veterans and army officers; the third category comprises the children of peasants and of small artisans; the fourth category includes the children of persons engaged in industry; and the fifth of children of merchants. Inasmuch as an overwhelming number of the Jews of Hungary are engaged in commerce, the new law was expected to be as effective as, if not more than, the old in limiting the admission of Jews to institutions of higher learning. This information mollified the anti-Jewish elements, but aroused keen disappointment among Jews and the liberal part of the Hungarian population. After a series of protracted debates in both Houses of Parliament, the bill was passed in February, 1928, thus making it possible for the Hungarian representatives to the League of Nations to report that Hungary had kept the promise made to the Council in 1926 that the *numerus clausus* would be speedily abolished.

During the discussion of this bill, the government ordered a series of raids in the northeastern part of the country aimed at the expulsion of aliens not possessing the legal right of residence. In previous raids of this kind, the expulsion of Jews born in Hungary and whose forebears had been born in the country for generations back were seized and expelled. The order of the Ministry of the Interior aroused such a storm of protest that, shortly after it was promulgated, the Council of Ministers ordered its withdrawal.

The abolition of Shehitah was threatened in Hungary as in other lands. When a bill regulating the slaughter of animals was introduced in Parliament last spring, the demand was made by the Society for the Prevention of Cruelty to Animals that stunning be made obligatory, or if an exemption were made for the Jewish method the number of animals to be so slaughtered be limited in proportion to the consumption of meat by Jews. At this writing (July 15) no word is at hand as to the fate of this measure.

The only communal item of any importance refers to Zionism. Since the inception of the present Hungarian State, the government had declined to legalize Zionist work. But late in October, 1927, the Minister of the Interior approved the statutes of the Zionist Organization of Hungary on the ground that Zionism had been given international recognition by the League of Nations in the Palestine Mandate. The
first national convention of the new body took place in April last.

In Roumania, up to the middle of June, 1927, the situation of the Jews was most humiliating and insecure. Anti-Jewish outbreaks were frequent and widespread. They were, in most cases, instigated and perpetrated by university students, members of the League of Christian Students, founded and inspired by the notorious Professor Cuza. Complaints and petitions were repeatedly submitted to the government, but without result. In March, 1927, a delegation of Jews called on Octavian Goga, Minister of the Interior, and presented to him a memorandum citing cases of attacks upon Jewish passengers on railway trains by students. Goga's answer was decidedly hostile. He declared that "Jews also perpetrated excesses," and that "it is impossible for me (him) to apply force against the Roumanian students." Goga's statement as to excesses by Jews referred to several cases in which Jews had tried to defend themselves against attack. In his report to the Joint Foreign Committee, in May, Lucien Wolf, its secretary, declared that the Roumanian Government does not desire to restrain the anti-Jewish propaganda.

A change in the situation came with the fall of the Averescu Cabinet in June, 1927, when a temporary coalition cabinet was formed by Prince Barbu Stirbey, pending general elections on July 7. The new premier issued a statement pledging his government to various reforms and the maintenance of law and order. When the cabinet was completed it also issued a manifesto promising protection for the life and property of all citizens without discrimination as to race, religion, or nationality.

Before the elections, there was some discussion in Jewish circles regarding the advisability of creating a Jewish political party. A group of Jewish leaders, headed by Dr. William Filderman, opposed this suggestion, and engaged in negotiations with the leaders of the Liberal Party which, it was believed, would win the elections, concerning an understanding with the Jewish voters. An agreement along such lines was reached, and the bulk of the Jews of Roumania voted for the Liberal Party, although in Transylvania, the Jewish National Party supported the National Peasant Party. In
conformity with the agreement five seats in the Chamber of Deputies and two Senate Mandates were given to Jews.

With the advent of the new government, the anti-Jewish agitation practically ceased. But early in December, a Congress of Christian Students held at Oradea Mare in Transylvania became the occasion for anti-Hungarian and anti-Jewish riot on a large scale. Many persons were injured, stores were ransacked, houses pillaged, synagogues raided and Scrolls of the Law profaned and other ritual articles pilfered. The train bearing the students to their homes stopped in various cities en route, and smaller riots along the same lines were perpetrated. In Cluj (formerly Klausenburg) a group of the students were arrested and held for trial. Several hundred more were arrested upon their return to Bucharest.

These incidents aroused heated discussion in Parliament. Dr. Filderman accused the government of having neglected to take adequate preventive measures in spite of the fact that it had been warned that an outbreak was likely. Members of the Opposition charged the Government with intentional negligence. In reply to an interpellation in the Senate, M. Duca, Minister of the Interior, declared that the government profoundly deplores the riots, and will, at public cost, rebuild the synagogues which were destroyed and repair other damage. Later, the government removed the prefects of police in both Oradea Mare and Cluj, and forbade all student meetings. The University of Bucharest decided to expel all students convicted of plundering and profaning Jewish religious objects and synagogues, and to suspend for a year those convicted of minor offenses. In May, 1928, the Government dissolved the Christian Student’s League.

A survey made in June last by the correspondent of The Jewish Telegraphic Agency in Bucharest showed that of the Bucharest students accused of complicity in the Oradea-mare excesses, 30 had been sentenced to from ten days to six months’ imprisonment and permanently expelled from the University, while 380 were suspended from the University for a year. In Jassy, 15 students, and in Cluj, 8 students were imprisoned and expelled. In addition, three prefects, a director, an inspector, a commissioner and two sub-commissioners of police were removed from office. The press also
reported that the Roumanian Government had appropriated a total of 24,000,000 lei (about $150,000) as compensation to persons whose property was damaged during the excesses and for the restoration of synagogues.

The reports of anti-Jewish disturbances and their results and consequences overshadowed other news from Roumania. Just before the Oradeamare outbreak, the American Jewish Committee announced that the Government had decided to reopen all the Jewish schools which had been closed under the Averescu regime, to annul a regulation of that Government forbidding Jewish schools to close on Saturday, and to excuse Jewish pupils in public schools from writing on Saturday. In all municipal councils elected since the advent of the new Government Jews had been included, and a number of the Councils had made provisions for contributing to schools maintained by the Jewish communities.

Communal events centered around organization. A conference at Cernauti (Czernowitz), Bukowina, in May last, decided to form a Jewish National Federation for Bukowina, preliminary to the creation of a general federation for the entire country. Later a conference of Jewish leaders from various parts of the country decided to form a nation-wide union for communal cooperation.

Probably the outstanding event of Jewish interest in Poland during the past year was the change in the political attitude of the Jewish population. Whereas, in former years most of the Jewish voters supported the candidates of the ticket placed in the field by the minorities bloc, this was not the case in the elections for the Sejm held last March. The Jews were split up into no less than eight factions. In addition several of the National parties placed Jewish candidates on their lists. The Agudath Israel, orthodox organization, gave its support to the Government party; the Zionists of East Galicia put up their own ticket. As a result, the number of Jewish representatives returned to the Sejm at the recent elections was half of the number in the preceding Parliament, and not all the Jewish deputies support the same policy. At the present time, even those deputies who have joined in forming a Jewish bloc are in disagreement as to their attitude toward the Government, some favoring union with the opposition parties and others favoring an independent attitude
The former group point out that the Government has not realized the hopes which the Jewish population had placed in it. In a speech in the Sejm, last April, Senator David Schreiber expressed this view. "Unfortunately," he said, "we have been disillusioned. The Tsarist restrictions against Jews still apply in Poland. The compulsory Sunday closing law and other injustices against the Jews have not been removed, and no account has been taken either of the economic or the national demands of the Jews. We ask for the realization of the just Jewish demands and then we Jews will from all points of view take up our stand in support of the Government."

The political condition of the Jews of Poland has nevertheless improved during the year. Incomplete figures covering about half the country show that, at the municipal elections in August, 1927, of the 1597 municipal councillors elected in 68 towns, 540 were Jews. Before the opening of the scholastic year 1927-1928, the Government issued a circular against the continuance of the illegal *numerus clausus* which was still in force in some of the Universities. In October, 1927, announcement was made that a Department of Jewish Studies is to be created at the College of Philosophy of the University of Warsaw for the purpose of training teachers for the religious instruction of Jewish pupils in the state high schools. In January last, the Yiddish schools in Warsaw were given the status of public schools, and the Education Commission of that city voted to increase considerably the public allotment for the support of these schools. The threatened withdrawal from Jewish hands of monopoly concessions which was scheduled to go into effect on January 1, 1928, was put off to July 1. At the present writing there are no reports as to whether it will actually go into effect on that date.

In regard to Shehitah, an agitation against this practice was begun at the beginning of 1928 by a newspaper which was supported by a number of Polish organizations. The Society for the Prevention of Cruelty to Animals submitted a memorandum on the subject to the Minister of the Interior. The National Organization of Polish Women decided to call a conference on the subject. The belief was prevalent among the Jewish population that the agitation was instigated by
elements which desired to oust Jewish merchants and workers from the meat industry. This view was partially borne out by the fact that a memorandum asking the Government to prohibit Shehitah was presented by the Guild of Polish Butchers. It is said that the suggestion is supported by the Ministry of Agriculture, but opposed by the Ministries of the Interior and of Public Worship and Education. In the city of Warsaw, notwithstanding the vigorous opposition of Jewish municipal councillors, an inquiry into the advisability of compulsory stunning of animals before slaughtering was decided upon.

Except for a few incidents, Poland was practically free from anti-Jewish disturbances during the past year. Polish students of the University of Lemborg staged a demonstration in March after the results of the elections became known, and it was found that two of the four deputies sent to Parliament from Eastern Galicia were Jews. The police, however, took drastic measures and arrested many of the rioters. In the preceding summer, there had been anti-Jew riots in Lemborg, apparently an echo of similar incidents then taking place in Roumania. Jewish leaders, however, expressed satisfaction with the attitude of the police during the disorders.

In December, the Warsaw Technical Institute was forced to suspend lectures for a time because a group of the students declared a one-day strike after the Minister of Education had refused to approve an amendment to the by-laws of the student organization, providing for the exclusion of Jews from membership. When the students rejected the Minister's ruling, he ordered the organization dissolved; a strike followed and was answered by the closing of the school.

While there were no cases of desecration of Jewish cemeteries, the Jews of Stargard, Pomerania, were thrown into a panic in August, 1927, when a Protestant cemetery in that city was damaged and a rumor was started that the act of vandalism had been perpetrated by Jews in revenge for the desecration of Jewish cemeteries in Germany. Fortunately, however, the police succeeded in apprehending the culprit who proved to be a Christian.

The economic situation of the Jewish in Poland continued to be unfavorable during the past year. There was a sensa-
tional report in the spring of 1927 that in Bialystok a number parents had advertised that they were prepared to sell some of their children in order to provide food for the others. It was also reported that in order to provide their children with the necessaries of life some parents were sending their children to missionary homes.

A new trade law, which went into effect early in the present year, complicated the situation of Jewish artisans. The law requires that artisans who wish to establish their own shops pass an examination, eligibility for which requires a three-year apprenticeship, which, in turn, is not open to those who have not completed a three years' course in a trade school. The Government, it is true, established a number of trade schools, but their limited capacity and the fact that they employ Polish as the language of instruction, have been keeping many Jews away. The Joint Distribution Committee at the request of the Polish ORT, is at present making a study of the subject with a view to determining the advisability of supplementing the Government schools with Jewish schools.

Some relief from the hardships imposed by the compulsory Sunday Rest Law was granted to some sections of Polish Jewry, and the Government in the spring of 1927 decided to permit small traders and artisans who employ no help to engage in their business for several hours on Sundays.

During July last, the Joint Distribution Committee reported that during the year 1927, over a million Polish Jews had benefitted by the credit institutions which had been established with the support of the committee. A total of 874 of such institutions were then in existence. These loan Kassas are situated in cities and towns having together 80% of the Jewish population of the country.

In communal affairs the year was made noteworthy by the failure of the Warsaw Kehillah to agree on a budget for the Jewish schools. The Board was split into three factions, some opposing any allotment to the Hedarim, some being against supporting the Tarbuth schools in which Hebrew is the language of instruction, and the third faction being opposed to the Yiddish schools maintained principally by the labor elements. The Government was appealed to to settle the dispute.
In March, 1928, the President of Poland issued a decree in connection with the communal organization of the Jews of Poland. According to this decree the Supreme Council of this organization is to consist of 63 members, 34 of whom are to be laymen, and 17 rabbis, to be elected by the communities; the remainder, 8 laymen and 4 rabbis, are to be appointed by the Government.

In May last, the Jews in Polish Silesia organized a Union of Democratic Jews to protect Jewish interests in the religious, cultural, economical and political fields, and to combat anti-Semitism.

In Russia, three important questions engaged the attention of the Jewish population, viz., (1) agricultural colonization, (2) urban industrialization and (3) the growth of anti-Semitism.

Insofar as agricultural colonization is concerned, it may be noted that August 30, 1928 will mark the completion of four years of activity in this direction by the Government. According to a report rendered to the Constructive Relief Conference, held in Chicago last October, by Dr. Joseph Rosen, agent of the American Jewish Joint Agricultural Corporation, up to that time there had been settled on the land a total of 35,000 Jewish families; the total area occupied by these colonists being approximately 800,000 acres. During the past year this work has been continued and, as was mentioned above under United States, an endeavor is being made to raise sufficient funds to continue it for the next ten years. During the year, the Government decided to utilize a part of Siberia for agricultural colonization by Jews. This region is known as Bureya. After it had been made ready, a group of Jewish colonists were transported to the region. The American Agro-Joint as has been announced, will not participate in this enterprise. Reports which were received in May indicate that much damage was caused to crops in some of the Jewish colonies by storms; the Crimea colonies were, however, not seriously affected.

Demands that the Government help in the industrialization of Jews who were without work, were made by representatives of Jewish Organizations during the year. The wretched condition of thousands of Jewish artisans gave rise to this demand. In August, 1927, Central Executive Com-
mittee decided that the Comzet, the Government department originally charged with the supervision of the work of settling Jews on the land, include in its activities steps to further the industrialization of the Jewish masses. In the spring of 1928 the Ukranian Soviet ordered the local Soviets in a number of places to take vigorous measures to combat the unemployment in those districts, mainly among the Jewish population, by providing the unemployed with implements and tools and undertaking public works on which they may be employed. These soviets were directed also to increase the subsidies being given to Jewish technical and trade schools.

The Russian press gave a great deal of attention during the past year to indications that anti-Semitism was spreading among the workers and even members of the Communist Party. The newspapers gave full publicity to numerous instances of persecution of Jewish workers by their comrades and warned readers that anti-Semitism would hurt the cause of the revolution. The Government encouraged the publication of books and leaflets condemning anti-Semitism, and a number of persons charged with molesting Jews were brought to trial. The anti-Semitic epidemic spread even to the children in schools and several cases are on record of the cruel maltreatment of Jewish pupils by their non-Jewish schoolmates. Indications are that the Government looks on this phenomenon as one of its most serious problems.

The anti-religious activities of the Jewish section of the Communist party continued during the year, but on a much smaller scale than heretofore. The rabbis vigorously combatted this propaganda, especially the anti-Passover campaign during the past spring, when it was reported that matzoth was sold in great quantities in the Ukraine. Traveling rabbis and preachers openly protested against the attempt to suppress the celebration of the Passover. The traditional collections to aid poor Jewish families in celebrating the festival were carried on openly in White Russian and Ukranian towns. In Moscow, the synagogues were crowded during the Passover services and half a million pounds of matzoth were sold.

The Jewish communists were also very much disturbed by the wide distribution of Jewish religious books in Russia.
In an editorial published recently, the Yiddish Communist Daily, *Emes*, asks why the Government printing plant has published 85,000 copies of religious books, including prayer books, Pentateuchs, and manuals for women and children, for a single Jewish bookseller in Bobruisk, and demands that an investigation be made as to why a Jewish publisher in Berdichev was permitted by the Ukranian Government to print similar books of which he sold 100,000 during 1927.

C. PALESTINE

The following is a summary of the most important facts regarding Palestine contained in the report of Dr. Weitzmann, President of the World Zionist Organization, submitted in June last to Lord Plumer, British High Commissioner of Palestine, for transmittal to the permanent Mandates Commission of the League of Nations.

Only 2,713 immigrants entered Palestine during 1927. The decline was a direct result of the economic depression during that year. At the same time there was considerable emigration of Jews from Palestine. This totalled 5,073 in 1927 as compared with 7,365 in 1926, when the economic depression began; the net Jewish immigration during 1927 was therefore, 2,360. Sixty-three percent of the immigrants had resided in Palestine for less than two years, and another twenty-four percent had resided in the country for three years or less.

As for unemployment, this continued to present a serious problem during 1927. The average number of unemployed was 7,150. At the end of the year there were 6,361 unemployed on the register of the Jewish Labor Federation. By March, 1928, however, the unemployment had decreased to such an extent that direct relief was being paid to only 2,750 persons (as compared to 5,000 in 1927), and early in April it was found possible to absorb the remaining unemployed workmen and to suspend entirely the payment of doles, in spite of the fact that during the first three months of 1928 immigration again began to exceed emigration. The Zionist Organization spent during 1927, a total £150,000 on unemployment relief; the Labor Federation imposed on those of its members who had employment a tax which brought in
over £30,000, which were used also for unemployment relief. It is to be noted that the Zionist Organization bore the entire burden of Jewish unemployment and that no Jew became a charge upon the public funds of Palestine.

The economic depression did not vitally affect agricultural colonization. The older Keren Hayesod settlements covered eighty-five percent of their requirements from the proceeds of their own work, and only £8,000 had to be contributed for the support of these settlements as compared with £27,000 needed in 1926. An increase in the land devoted to citrus cultivation is marked in the settlements not under control of the Keren Hayesod. According to a census of the agricultural settlements made in April, 1927, by the Palestine Zionist Executive, there were at the time, 104 such settlements supporting a population of 30,500 souls on 1,000,000 dunams (about 250,000 acres) of land, with 11,521 head of cattle in addition to 4,567 draft animals.

Urban development naturally was retarded by the economic depression, but towards the end of 1927 there were indications that change was about to take place; a fair amount of new building was begun. Industrial development was also retarded during the year, but in industry there are also signs of approaching revival. Several firms which were obliged to close down during 1926 reopened during 1927, and progress was reported in the textile, tanning, woodworking, metal working and printing industries. The year 1927 was marked by an appreciable increase in the export of manufactures to Syria, and three companies were formed for exporting Palestine manufactures to various Jewish communities in other countries. The government gave a stimulus to industry by exempting various raw materials from import duty.

The Palestine Electric Company operating the so-called Rutenberg concession considerably extended the scope of its operations during 1927. Statistics of the workings of the company's power stations at Jaffa, Haifa, and Tiberias, show that during 1926–27 the company sold a total of over 2,000,000 kilowatt hours of current for power, residential and street lighting, and other purposes.

There was not during 1927, as in 1926, any outbreak of typhoid fever; malaria however, was more frequent during 1927 and severely hit many of the agricultural settlements.
During the year, 10,332 patrons were admitted to four Hadassah hospitals, in Jerusalem, Tel-Aviv, Haifa and Safed. More than 115,000 new patrons of all creeds were treated in the Hadassah clinics throughout the country. An important event in connection with public health, was the dedication of the Nathan and Lina Straus Health Center in Jerusalem on March 31, 1927, the gift of Nathan and Lina Straus of New York City, who have devoted the sum of $250,000 for this purpose. They have also offered to establish another health center in Tel-Aviv at the cost of $75,000.

In the matter of education it is worth noting that at the beginning of the school year 1927-28, the total number of Jewish schools in Palestine was 275, having an enrollment of 26,537 pupils; 222 of these schools serving 18,611 pupils, are under the supervision of the Palestine Zionist Executive. In addition other Jewish schools are gradually accepting the supervision of that organization. Of the 222 schools under the supervision of the Educational Committee of the Zionist Organization, 111 are kindergartens, 97 are elementary schools, 4 are secondary schools, 3 are technical schools, 4 are teachers' seminaries and 3 are miscellaneous institutions. It is interesting in this connection to note that, for the year 1926-27, the government grant-in-aid for the Jewish schools maintained by the Zionist Organization was £14,870, almost double the grant in 1925-26, and almost seven times as much as was granted in 1924-25; for the year 1927-28 the sum of £19,603 has been allocated by the government for this purpose.

During 1927 the work of the existing departments of the Hebrew University has been continued and preparations were undertaken for the establishment of new institutes, and for the erection of several new buildings. It should be noted here that early in 1928, the Board of Governors of the university decided to introduce under-graduate studies leading to the baccalaureate degree. The Jewish National and University Library had, on the first of December, 1927, a total of 173,111 volumes (137,000 works). Of this number 57,700 books were Hebraica and Judaica. The increase in the library during the year was approximately 36,000 volumes.

The promulgation of the Religious Communities Organization Ordinance in 1926 was followed in 1927 by the publi-
cation of draft regulations for the organization of the Jewish community. These regulations provide for three bodies representative of the Jewish community: (1) Rabbinical Council, (2) the Elected Assembly, and (3) the General Council; these are empowered in their several spheres to conduct the internal affairs of the community and to levy taxes on its members for education, poor relief, care of the sick, and other communal services. Steps are now being taken by the existing National Council for the election of the first Elective Assembly in accordance with the regulations.

Contributions to the Palestine Foundation Fund during the year ending September, 1927, reached the total of £883,616. The Jewish National Fund receipts during 1926-27 totaled £289,000.

APPENDIX

THE REPORT OF THE JOINT PALESTINE SURVEY COMMISSION

NOTE: At the time of going to press, there was not at hand a complete official copy of the report of the Joint Palestine Survey Commission. This was presented in two parts,—the first containing the findings of fact; the second, containing the recommendations of the Commission based upon these findings and the reports of the experts. Below are given (1) a brief abstract of the first part of the report and (2) the full text of the second part and the conclusion. Both the abstract and the text are reprinted from the New Judaea, London, of June 29, 1928.

1. ABSTRACT OF PART ONE

Jews constitute not more than 18 per cent of the population of Palestine. They occupy a comparatively small fraction of its territory. Moslems and Christians occupy the greater part of the land and constitute the preponderating majority of the people. A considerable part of the country has not been developed to the extent that its economic welfare and the health and comfort of its inhabitants require. Large tracts of land consist of swamps and marshes which should be drained in order to assure safe sanitary conditions. The highway system which is necessary for effective transportation is still in its incipient stages. Little is known as to the subterranean water supply. The land is practically without forests, and it is evident that in many other respects the absence of necessary Public Works constitute an obstacle to the attainment of that degree of progress which is essential to the growth of the country.

To a substantial extent the Palestine Zionist Executive has employed its funds in carrying out projects with which in fact it is not equitably chargeable. They benefit the entire country and in a sense have con-
stituted the performance of what are State functions and obligations as distinguished from those not pertaining to the administration of public affairs. In most countries the protection of the public health, the promotion of education, the construction of highways and the drainage of large areas, are regarded as Governmental functions. The expense incident to the reasonable exercise of these functions should be borne not by a part but by all the people of the country to be met by means of a just system of taxation—and not merely by a portion of the people.

So far as the public health is concerned, the establishment and maintenance of effective methods of sanitation are clearly not the business of a comparatively small fraction of the population. The prevention of disease and of epidemics benefits all. The elimination of malaria, for instance, regarded even from an economic standpoint, adds to the efficiency of every single individual. The enforcement of vaccination, the prevention of trachoma, tuberculosis and other similar ailments, safeguards every dweller in the land.

The ascertainment by a proper hydrographic survey of the surface and subterranean water resources of the country, their protection from defilement and waste, and the planting and protection of forests, of necessity benefit all because they tend to add to the public wealth and eventually would add to the revenues of the country.

The advantages of education are incapable of exaggeration, yet thus far the Government of Palestine has contributed comparatively little to the Jewish schools. It cannot be expected that the Government should defray the entire cost of education, but so long as reasonable standards established by it are observed in the schools, the expense of elementary education should be adequately subventioned by the Government. This does not mean that it should have any concern with religious, secondary, technical or special lines of education. We refer merely to the most fundamental phases of it. If any part of the people desires to supplement sanitation or hospitalisation or education, the expense attendant upon such further kinds of health and educational work should be borne by those desiring such supplementation.

This brings us to a consideration of the powers and duties of the Palestine Government as laid down in the Mandate of July 24th, 1922, whereby His Britannic Majesty's Government became the Mandatory for Palestine.

By Article 1 of that historic document, the Mandatory was given full powers of legislation and administration save as limited in the terms of the Mandate.

By Article 2 the Mandatory was made responsible for “placing the country under such administrative and economic conditions as would secure the establishment of the Jewish National Home” as laid down in the Preamble of the Mandate, which recites the terms of the Balfour Declaration. By the same Article, the Mandatory was made responsible for the development of self-governing institutions and also for safeguarding the civil and religious rights of all the inhabitants irrespective of race and creed.

By Article 4 the Jewish Agency was recognised “for the purpose of advising and co-operating with the Administration of Palestine in such
economic, social and other matters as may affect the establishment of the Jewish National Home and the interests of the Jewish population in Palestine, and, subject always to the control of the Administration, to assist and take part in the development of the country.” This merely speaks of co-operation and assistance but does not impose upon the Jews burdens which should be borne alike by all the inhabitants of Palestine, nor does it amount to an assumption by the Jewish Agency, nor the right by it to assume the functions pertaining to the Palestine Government.

Article II provides that “the Administration of Palestine shall take all necessary measures to safeguard the interests of the community in connection with the development of the country, and, subject to any international obligations accepted by the Mandatory, shall have full power to provide for public ownership or control of any of the natural resources of the country or of the public works, services and utilities established or to be established therein. It shall introduce a land system appropriate to the needs of the country, having regard, among other things, to the desirability of promoting the close settlement and intensive cultivation of the land.” This provision recognises, we submit, the obligations of the Government to the extent that we are claiming.

By the second paragraph of Article 11 the Administration is permitted to arrange with the Jewish Agency for it to construct and operate, upon fair and equitable terms, any public works, services and utilities, and to develop any of the natural resources of the country, in so far as these matters are not directly undertaken by the Administration. That, however, does not imply that the cost of such construction, operation and development is to be borne exclusively by the Jewish Agency. At all events if fair and equitable terms with the Jewish Agency cannot be agreed upon, it does not absolve the Government from constructing and operating such public works, services and utilities and to develop such natural resources as are necessary for the general welfare.

Again in Article 18 it is declared: “Subject as aforesaid and to the other provisions of this Mandate, the Administration of Palestine may, on the advice of the Mandatory, impose such taxes and Customs duties as it may consider necessary, and take such steps as it may think best to promote the development of the natural resources of the country and to safeguard the interests of the population.” Here again we find recognition of the principle which we are seeking to elucidate, namely, that the Jewish Agency should not be expected to meet the obligations which rest on the Palestine Government.

Further support of this idea is afforded by the White Paper of June, 1922, and especially of the letter of the Colonial Office to the Zionist Organisation of June 3rd, 1922, with the accompanying enclosure setting forth the British policy in Palestine, and the communication of the Zionist Organisation to the Colonial Office of June 18th, 1922, giving assurance that the activities of the Zionist Organisation would be in conformity with the policy mentioned. So, too, the correspondence of the Colonial Office with the High Commissioner of Palestine with respect to the proposed formation of an Arab Agency presented to Parliament by command of His Majesty in November, 1923, strongly fortifies this interpretation.
Throughout these documents stress is laid on the fact that the Palestine Government was to be conducted as one affecting all the people, and that neither the Jewish Agency nor the contemplated Arab Agency was to undertake obligations and burdens which of right belong to the entire population represented by the Palestine Government.

In this connection we venture to refer to the subject of taxation and the registration of land titles. It is rather startling to learn that to a great extent there has been no adequate provision for the settlement and registration of titles. Recently an Ordinance has been promulgated dealing with lands in villages. Until the titles of rural properties are finally settled there will necessarily arise confusion and litigation, and the owners of agricultural land will be hampered in their efforts to borrow money secured by mortgages on their land because of the possible insecurity of the titles. Although these difficulties are recognised the land survey undertaken is far from completion. Such a survey necessarily constitutes the first step toward the adoption of a system looking to the quieting of titles and their registration. The expense of such a survey is, of course, borne by the Government. The early completion would advance land development. The facilitation of the acquisition and the disposition of land, conforms with public policy.

The laws and the methods of taxation which are now in force are recognised to be archaic and inequitable. They discriminate in favour of those lands which are not cultivated, and which are therefore unproductive, and penalise the industry and enterprise of those who add to the productivity of the soil and to the prosperity of the country. In most countries where land taxation prevails, it is upon the basis of the fair value of the land, whether it be cultivated or not, or whether the methods of husbandry be good or bad. The actual value of the land is, as it should be, the controlling factor. Any other policy obstructs the economic development of the country. It is hoped, therefore, that a fiscal policy may soon be adopted which will tend to equalisation in taxation upon a reasonable basis.

In recent years the products of the Palestinian soil have largely increased and there are gratifying possibilities of further increase. The vineyards and the tobacco fields give promise of good financial returns were it possible to export into the British Empire the wine and other liquors produced from the grapes as well as tobacco both in its raw and in its manufactured state, at reduced customs rates. The home market, confined as it is to local consumption, can absorb only a small part of the production. Foreign markets are, therefore, essential to the profitable development of this industry. There is an encouraging demand for these products in Great Britain. A serious difficulty, however, is encountered in the Laws regulating imports into the territory of the Mandatory Government, and subject the Palestinian producer and his infant industry to destructive competition. If these products were afforded the advantage of Imperial Preference, there would be an encouragement to those who are investing their capital and devoting their labour in this promising field of what may be called the Palestinian agricultural industry. It would add to the wealth of Palestine and thereby enable it to expand in many directions. In view of the comparatively large imports
REVIEW OF THE YEAR 5688

it is desirable that they be counterbalanced so far as practicable by the volume of exports.

The power to grant Imperial Preference has been questioned on the theory that the so-called Most Favoured Nation Clauses contained in various Treaties of the Imperial Government stand in the way. It would seem, however, that these Clauses are inapplicable to Palestine. They refer to "other" Foreign States or Nations or Countries or Powers, but Palestine does not properly come within any of these designations. It is not in reality "foreign." The language of the Clauses in question cannot properly be stretched so as to apply to Palestine over which His Britannic Majesty's Government is the Mandatory. The relations created by the Mandate are of the most intimate character. Although Palestine is not constituted British territory and cannot be said to be a Protectorate, yet its affairs are under the supervision of the British Colonial Office. While not, strictly speaking, a British Colony, nevertheless in some aspects it partakes of the character of a Colony. Comprehensive duties toward Palestine have been imposed upon the Mandatory by the Council of the League of Nations.

By Article 2 of the Mandate, the Mandatory is made responsible for "placing the country under such political, administrative and economic conditions as will secure the establishment of the Jewish National Home."

By Article 3 "the Mandatory, as far as circumstances permit, is to encourage local autonomy."

By Article 5 the Mandatory is responsible "for seeing that no Palestine territory shall be ceded or leased to, or in any way placed under the control of, the Government of any foreign Power."

By Article 9 the Mandatory is responsible "for seeing that the judicial system established in Palestine shall assure to foreigners as well as to natives, a complete guarantee of their rights."

By Article 10 "pending the making of special extradition agreements relating to Palestine, the extradition treaties in force between the Mandatory and other foreign Powers shall apply to Palestine."

By Article 12 the Mandatory is "entrusted with the control of the foreign relations of Palestine and the right to issue exequaturs to consuls appointed by foreign Powers. He shall also be entitled to afford diplomatic and consular protection to citizens of Palestine when outside its territorial limits."

These among other provisions demonstrate that with the existence of so close a relationship between Palestine and the Mandatory the idea that they are foreign to one another is inconceivable, in fact it is implicitly excluded. Consequently we submit that the Most Favoured Nations Clause would seem to be inapplicable.

A further significant fact bearing on this point is that Imperial Preference has by Orders-in-Council been accorded to practically all other Mandated territories assigned to Great Britain with the sole exception of Iraq. Although there are differences between the three classes of Mandates created by the Covenant of the League of Nations, it is believed, so far as the matter now under consideration is concerned, that these differences are not material. The resolution adopted by the Permanent Mandates Commission at its session in July, 1925, to the effect that the Council of the League of Nations "should recommend to the
Mandatory Powers, and also to all States, whether members or not of the League of Nations, which have concluded special Treaties or Conventions with the Mandatory Power . . . to extend the benefits of such Treaties or Conventions to mandated territories . . .” would indicate that, in the view of the Mandates Commission there is no distinction between the various types of mandated territories on the question of “the well-being and development” of those territories (to use the phrase of Article 22 of the Covenant of the League of Nations) and that they are all to be treated on an equality as virtually forming part of the Mandatory Power to which they are attached.

But regardless of these considerations, the relations between Palestine and the Mandatory are of a special character which bring them outside of the purview of the Most Favoured Nations Clause as interpreted and applied in International Law. Various precedents have been called to our attention illustrative of this statement. Thus, France has applied the regime of tariff assimilation to Tunis, although the latter belongs to the non-assimilated group of the French protectorates, and its Government is carried on under the direction of the French Foreign Office and not—as in the case of Palestine by the British Colonial Office. The United States extended preferential tariffs to Hawaii before its annexation. Portugal likewise granted such preference to Brazil, as did Cuba to various Latin-American States. There have likewise been instances of preferential practices in cases of territorial contiguity. A notable instance is to be found in the grant of a duty reduction of 20 per cent accorded by the United States to Cuba in 1903. Cuba was unquestionably a foreign State, yet the extraordinary circumstances which brought the United States and Cuba into relation with one another, and the moral obligations which the United States recognised as existing on its part towards Cuba, were considered a justification for this procedure in the face of the most favoured nation relations which the United States bore to other nations. The test of “extraordinary circumstances” as shaping the relations between two territories and as determining the interpretation of the treaty clauses under discussion may be said to have full scope between the Mandatory and Palestine. It is not likely that any other Nation would view the allowance of Imperial Preference by the Mandatory to Palestine as the grant of a “favour,” according to the fair intendment of that word as employed in the clauses in the Treaties to which reference has been made. Even though such preference be not an absolute right, the conferring of it would be justified by considerations similar to those obtaining between a guardian and his ward.

PART TWO

2. Conclusions and Recommendations

I. Preliminary Statement

In surveying the results of ten years’ Jewish activity in Palestine due weight must be given to the special character of the problem which had to be dealt with. The unsettled condition of Palestine at the close
REVIEW OF THE YEAR 5688

of the War and the political unrest which prevailed there were in themselves sufficient to make it necessary for both the Government of Palestine and for all colonising agencies to proceed cautiously. Until 1920 Palestine was governed as a country under military occupation. A civil administration under a British High Commissioner was established in July, 1920, and two years elapsed before the status of Palestine was regularised by the confirmation of the terms of the Mandate by the Council of the League of Nations. Throughout this period Palestine was disturbed by political agitation, which culminated in the Jaffa riots of May, 1921. Since then there has been no disturbance of the public peace, and the tension which had existed was gradually relaxed. The anti-Zionist agitation among the Arabs has practically ceased, largely because they realised that Jewish immigration, far from injuring them, has in many respects, in fact, been materially to their advantage. Nevertheless, in appraising the work which has been done in Palestine it should be borne in mind that the country is one in which the great majority of the inhabitants are not Jewish.

It was, moreover, a country which not only had been devastated by the War, but suffered from centuries of neglect. It was not without natural resources, but little or nothing had been made of them, and both time and money were required for their development. In the condition existing at the termination of the War, Palestine was not a promising field for colonisation, even had its area been more extensive and its soil more fertile.

In important respects the problem with which the Zionist Organisation had to deal was unusual. The Zionist Organisation was devoid of governmental powers. It did not possess a Government's resources of land or money. It relied solely upon voluntary contributions. That it was able to secure a fund averaging nearly £650,000 annually affords striking testimony to the devotion and the enthusiasm of its supporters. Most of the immigrants had little or no agricultural experience. Most of them came from countries in which living conditions were altogether different from those prevalent in Palestine. They were, however, imbued by a lofty ideal.

Due weight being given to these considerations, a broad survey of Jewish activities in Palestine since the close of the War leads to the general conclusion that the results may be regarded as hopeful for the future, though mistakes have been committed in the course of these years.

Based upon the reports of the Experts and upon their own personal observations, the Commissioners have reached the following conclusions and make the following recommendations:—

II.—Immigration

1. The immigration programme of the Palestine Zionist Executive has not always been prepared with due retard to actual facts and conditions. Conclusions of too sanguine a character have sometimes been drawn from temporary and abnormal demands for labour when they were not sufficient grounds for assuming that they would continue. While it is desirable to bring into Palestine as many immigrants as it
may reasonably absorb, it is clear that in the long run Jewish interests will be best subserved by a programme pursuant to which there shall always be maintained a reasonable balance between the number of immigrants admitted and the economic needs of the country.

2. It is suggested as regards the immigration of persons without means that the existing Government regulations, while generally satisfactory, might be amended so as to enable the Jewish Agency to submit proposals for the Labour Schedule three times instead of twice a year. The present period of six months is too long for the purpose of ascertaining the needs of the labour market.

3. A more thorough selection of individual immigrants than that which has hitherto prevailed, and more in consonance with the needs of the country, should be made.

4. As regards immigrants with means, the selection of such immigrants constitutes a responsibility which should not be assumed by the Palestine Offices of the Jewish Agency. Free play must be given to private enterprise. Immigrants should be given full and detailed information with regard to conditions prevailing in Palestine. To that end, the Jewish Agency should maintain an efficient information bureau which should be in constant communication with the Palestine Government and with the principal centres from which immigrants come.

5. Immigrants with means as prescribed by the Government regulations, and who are qualified to undertake industrial and commercial enterprises should be encouraged to settle in Palestine.

6. The Palestine Offices must bear a purely economic character, working under the direct orders and instructions of the Immigration Department of the Jewish Agency and independently of local politics, it being necessarily understood that these offices are to work in cooperation with the local Jewish Organisations.

7. Repayments by immigrants of all advances made to or for them should be enforced as speedily as they are able to make such repayments.

III.—Agriculture

1. On the basis of the Experts' calculations, without allowing for the improvement of land through artificial fertilisation, and taking into account all of the cultivable land in Palestine, it would appear to be possible to sub-divide such land into 33,000 irrigated and 50,000 non-irrigated farms. Of this land, approximately 8 per cent is now in Jewish hands.

2. Until the Jewish Agency shall have in hand funds to proceed with the consolidation of all the existing colonies where such consolidation is deemed desirable, no new colonies shall be established.

3. The Commission regrets that the Palestine Government has not as yet found it practicable to take steps towards the facilitation of "close settlement of Jews on the land, including State lands and waste lands not required for public purposes," as contemplated by Article 6 of the Mandate. It takes note of the statement of the Government that the apportionment of State lands to Jewish settlers cannot take place until the cadastral survey of the country has been completed. It is believed, however, that it would be appropriate for the Jewish Agency to urge the
Government to adopt such measures as to render certain lands available for settlement even before the completion of the survey.

4. The importance of a systematic policy of afforestation throughout Palestine cannot be exaggerated. It would not only favourably influence the climate and afford protection to the water supply, but it would render it possible eventually to utilise the hill sections of the country which are not available for agriculture and thereby provide a new source of revenue. It is believed that the extension of such a policy is likewise a function of Government, and it is hoped that the Palestine Government will seriously consider this subject.

5. No progressive colonisation of Palestine is practicable until a modification of the present system of taxation has been effected. The Commissioners are aware of the fact that the Government of Palestine have adopted as a temporary expedient a plan for the commutation of the tithe based on an average of five years' yield of the land. This, however, has been applied only to certain villages. Although this new system eliminates some of the major evils of the tithe, it will not prove satisfactory since taxation should be based not on the actual yield, but on the unimproved value of the property to be taxed.

6. It is desirable that the Government of Palestine shall stimulate the agricultural development of the country by exempting new agricultural enterprises from taxation for a period of five years, in conformity with the common practice that obtains in other parts of the world where encouragement of agricultural colonisation is sought.

7. Efforts should be made in the future to secure settlers who possess means of their own, in addition to those immigrants who, though without means, are specially qualified for agricultural settlements. (Chaluzim.)

8. It is desirable that before a colonist is settled upon land, the preparation of the holding should be carried to a point at which it is capable, by means of good husbandry, of providing him with a living from the beginning. This necessitates previous drainage of the land, provision made for water supply, in the case of irrigable land suitable irrigation works, the construction of such roads as are required for communication and connection with the nearest highways, and the preparation of the soil itself for the selected crops. This selection should be made on the basis of adequate scientific data, and the machinery and implements placed at the disposal of the colonist should be carefully adapted to actual requirements.

9. The Agricultural Colonisation Department should be re-organised and conducted by the Jewish Agency in such a manner as to secure competent business management and the application of sound economic principles in its administration.

10. In the opinion of the Experts the further establishment of communal settlements (Kvuzoth) is undesirable, but the equipment of existing settlements of this character should be completed. The Commissioners concur in this opinion. As regards new colonies initiated during the past year, they believe that they should not be abandoned, but that necessary means be found to proceed with their equipment, provided their reorganisation can be effected so as to convert them into individualistic co-operative settlements (Moshavim) or for use as training centres.
11. In view of past experience, unless new factors come to light, the further establishment of hill colonies should be abandoned.

12. The desirability of enabling settlers to become the actual owners of land is recognised. Under the present Articles of Association of the Jewish National Fund this seems to be precluded so far as its lands are concerned. It is recognised that there are instances where the settler will be unable to repay the entire cost of the land, because of inadequate returns. In such cases it may become necessary to continue the existing or a modified leasehold system by the Jewish National Fund. The Jewish Agency should, however, in addition to the lands now owned or hereafter acquired by the Jewish National Fund secure a land reserve free from similar restrictions. All land purchases should be preceded by thorough soil analyses and water surveys, and the price to be paid should not exceed the fair value of the land.

13. In the past more colonists have been settled in given areas than can reasonably be maintained thereon. It is important that this tendency be guarded against in future colonisation. There are existing colonies in which the holdings per family will have to be increased if the settlers are to become self-supporting. The needs of each individual colony in this respect present separate problems which should be dealt with on their merits and without delay. The problem is complicated, both in the case of existing colonies and of new colonisation, by the lack of reliable data concerning a number of material points, such as the water supply available for irrigation and the extent to which the productivity of the soil can be increased by the use of fertilisers. A hydrographic survey should, therefore, be made at an early date, and the practicability of artificial fertilisation should likewise be ascertained. The making of such a hydrographic survey seems to be a function of Government, because of the tremendous part which an adequate water supply plays in the future development of all Palestine.

14. Formal written contracts between the Jewish Agency and the individual settlers should be executed at once and without the intervention of any other body. In arriving at the amount which the settler is to repay, liberal allowances are to be made for the fact that the moneys advanced by the Palestine Zionist Executive, as the cost of settlement, were enhanced by causes for which the settler was not responsible. The amount to be repaid should be fixed at a sum at which the land can be profitably operated, due regard being had to the economic value of the land rather than the amount expended upon it by the Agency. The payments are to be made in instalments at times to be specified in the contract. Settlers who fail to meet these requirements are to be replaced by others who will.

15. The possibilities for Jewish settlement are limited by the supply of cultivable land in Palestine. It is therefore desirable that prompt investigations be made regarding the use of artificial fertilisers. This is of special importance in view of the fact that land prices have reached a very high figure.

16. The principle that outside labour of any kind shall not be employed by settlers, as now practised in the Zionist colonies, is indefensible if one has in mind the ultimate success of colonisation because, among other reasons, it results from such a system that at times when the fruits
of all the efforts expended by the colonist are at stake, he is unable to
hire the necessary labour without which it will be impossible for him
and his family to harvest his crop. Many of the difficulties sought to be
obviated by the existing system might be met by inserting in the contract
between the Colonisation Department and the settler of a clause whereby
a minimal compensation is assured to hired labour.

17. The present unscientific use of water in parts of the citrus zone
is already showing signs of lower water levels. In view of the importance
of the citrus industry, regulations should be adopted and enforced for
the proper use of water for irrigation purposes.

18. Zones for new settlement should so far as practicable be located
in areas suitable for the growing of specialty export crops, with due
regard to the general agricultural needs of the country.

19. The co-operative purchase of materials and supplies required by
the settlers and the co-operative marketing of produce are regarded as
conducive to the creation of better conditions both economic and social.
Such a system must, however, be administered by an organisation or
body uninfluenced by social theories.

20. The co-ordination of the activities of the various bodies engaged
in agricultural research and extension work is of primary importance
in order that the planning of research activities for a number of years in
advance should become practicable, and for the further purpose that a
system of instruction and unification of the curriculum in agricultural
schools may be brought about. The present over-lapping would thus
be eliminated. To this end, a Board should be constituted, upon which
should be represented:

(a) The Government Department of Agriculture;
(b) The Department of Agricultural Colonisation of the Jewish
Agency;
(c) P.I.C.A., and Mikweh Israel;
(d) The Hebrew University.

21. No subject is of more importance than that of the marketing of
the products of the colonists. This calls for careful investigation and
involves the adoption and maintenance of high standards of quality,
proper attention to the problem of shipment and transportation, and
the creation of an agency which will facilitate the handling and sale of
such products.

22. The extension of the facilities of the Experimental Station to
further the solution of practical problems in horticulture is indicated.
Advantages would accrue to the Station and the Colonisation Depart-
ment from maintaining close contact with the Hebrew University to
accomplish this end.

IV.—INDUSTRY

1. The encouragement of industry should not in any sense be regarded
as a matter of subordinate importance. While it is essential that the
work of agricultural colonisation should be continued and intensified,
there is also room in Palestine for industrial development. Of the entire
population of Palestine about sixty-five per cent lives on the land, so
that taking the country as a whole, from the point of view of consump-
tion it cannot be said that the urban population is disproportionately large.

2. Steps should be taken towards the establishment in London and New York of a Palestine commercial and tourist bureau. The Jewish Agency should offer its co-operation to the Government of Palestine in this matter and the support of the P.I.C.A., Chambers of Commerce, Banks and principal producers should be enlisted.

3. In Palestine, as in other new countries, it is essential that industries should enjoy some measure of protection in their infancy. The effect of the revised Customs Tariff which has recently been promulgated is to give protection to certain local industries. It is not suggested that protective duties should be levied indiscriminately. Every case should be considered on its merits in accordance with a well-considered policy. The judicious use of tariffs for the encouragement of industries having a reasonable prospect of establishing themselves on a self-supporting basis, will have a beneficial effect on the conditions of life in Palestine, and will be to the advantage of the population as a whole.

4. Bound up with the question of tariffs is that of Customs Agreements with neighbouring countries. Article 18 of the Mandate provides that:

"The Mandatory shall see that there is no discrimination in Palestine against the nationals of any State Member of the League of Nations (including companies incorporated under its laws) as compared with those of the Mandatory or of any foreign State in matters concerning taxation, commerce and navigation."

The same Article states that the Administration of Palestine may:

"On the advice of the Mandatory, conclude a special Customs Agreement with any State the territory of which in 1914 was wholly included in Asiatic Turkey or Arabia."

There would, therefore, appear to be nothing to prevent the Palestine Government from concluding Customs Agreements with Syria, Iraq, Hejaz and Turkey. Customs Agreements with these neighbouring countries are of special importance since they constitute the natural markets for Palestinian exports. A Customs Agreement approximating free trade between Palestine and Syria was, in fact, negotiated in 1921, but it is understood that this Agreement is not to be persisted in. If such agreements are to serve a useful purpose, it is essential that there should be no sudden changes, since new industries cannot be expected to make headway if they are exposed to the risk of abrupt alterations in the conditions under which they have been established.

5. In view of the complicated problems involved in the use of protective duties, and the importance of ensuring that tariffs shall take into consideration the interests alike of industry, revenue and the consuming public, it would seem desirable for the Palestine Government to establish a special Tariff Board charged with the duty of laying down and applying definite principles of fiscal policy.

6. The existing railway tariffs in Palestine are not sufficiently flexible, and neither favour the local manufacturer as against the importer nor encourage export trade. It is suggested that the Government of Palestine consider the feasibility of a general reduction of freight rates, and in
particular of the introduction of a special freight tariff on goods for export.

7. The co-ordination of transport facilities is assuming increasing importance, more especially in view of the harbour projects in contemplation. The establishment of a Transport Board by the Palestine Government is therefore deemed an urgent necessity.

8. The development of home industries is of substantial importance. Certain sections of the Jewish population—notably the Yemenites—are well adapted for this occupation. Such industries would not only cater for tourist traffic, but in view of the sentimental appeal of Palestine, are likely to open remunerative markets abroad. By this means a considerable number of Jewish workers in the towns could find employment outside of factories.

9. A co-ordinated effort between the Government of Palestine and the Jewish Agency should be initiated for the establishment of a bureau which would advise prospective immigrants as to the advisability of transferring their existing plants to Palestine, or establishing new industries there. Of such a bureau there should be represented:—
   (a) The Government of Palestine;
   (b) The Jewish Agency;
   (c) The Chambers of Commerce;
   (d) The Economic Board for Palestine;
   (e) Banks;
   (f) Palestine Manufacturers' Association.
   (g) Jewish Labour Federation.

10. It is highly desirable as a source of revenue to provide adequate hotel facilities for the ever-increasing number of tourists.

   V. Education.

1. It is the function of the Government to furnish minimum secular education to every child whose parents demand such instruction and grants should be made by the Government to such non-Governmental schools, as comply with such minimum requirements as shall be laid down officially; the grant should be based upon the proportion of children attending school.

2. The present system whereby the grant-in-aid is paid to the Jewish Agency for further distribution is satisfactory, since it guarantees the maintenance of proper standards. The Jewish Agency will doubtless desire to supplement the Government grant.

   VI. Public Health

1. A larger share of responsibility than hitherto with regard to Public Health should be borne by the Government. Such functions as vaccination, the suppression of epidemics, the control of contagious diseases, drainage and improvements in the quarantine service constitute direct duties of Government.

2. It is desirable that grants-in-aid be extended to private hospitals upon the basis of the number of days of free treatment provided in them.
The Jewish Agency will doubtless desire to supplement these subventions in order to maintain standards regarded by them as essential.

3. The medical and health work conducted under Jewish auspices should be co-ordinated and consolidated. It is probable that Hadassah is the logical organisation to undertake this co-ordination.

4. The Kupath-Cholim (Sick Fund of the Workmen's Labour Federation) should limit its activities to the task which it had primarily set for itself, namely, workmen's insurance, sick benefits and care of convalescents, turning over to the Health Department of the Jewish Agency its other medical and health activities. It is proper that the reorganised Kupath-Cholim be maintained since it has been instrumental in teaching sound principles of self-help and self-government.

5. Every effort should be made to co-ordinate the activities of the private hospitals in Palestine in order to maintain a harmoniously working system. This may involve the formation of a Central Hospital Board and the consolidation of a number of institutions.

VII. Labour.

1. The Commission sympathises with the aspirations of the workers to improve their social and economic condition and welcomes their realisation.

2. Whilst fully appreciating the achievements of organisations representative of the workers in the direction of agriculture, immigration, health services and cultural activities, it is believed that the acceptance of the principle that industry and agriculture must be established upon an economic basis including an equitable return on capital invested, is a necessary preliminary to the progressive increase in the standards of living which it is desired to establish.

3. The Jewish community should establish conciliation machinery in order to eliminate the losses incurred by disputes in industry and agriculture. Such conciliation machinery could be best established by the creation of a council consisting on the one side of representatives of employers in industry and agriculture, and on the other side of representatives of organisations of the workers in equal numbers. All matters in industry or agriculture tending to lead to labour disputes, and such disputes which may already occur should be referred to this council on the application of either side in the dispute, and the council should make every endeavour to effect a settlement by conciliation, provided that in its opinion the matters at issue are sufficiently important to merit consideration. The services of an impartial chairman should be availed of where required.

4. Co-operative organisations of producers and consumers, as well as organisations of the workers should be encouraged. Such organisations should be founded on sound business principles, and not according to doctrinaire theories.

VIII. Finance.

1. In view of the lapse of time which will inevitably precede the establishment of the enlarged Jewish Agency and the introduction of the recommendations of the Joint Palestine Survey Commission, every effort
must be made to strengthen the position of the existing Zionist funds (Keren Hayesod and Keren Kayemeth) during the period of transition, so that the constructive activities and consolidation work will not suffer.

2. The minimum annual budget beginning with the fiscal year 1929–30 will roughly be £1,000,000. This total has been reached in the following manner:

(a) New colonisation after consolidation of existing settlements—expenditure is to be made only against contracts specifying repayments in due course—not less than £250,000

(b) Consolidation of financial and co-operative institutions and to improve shipping and marketing facilities £100,000

(c) Additional land purchases (such purchases to be made only when land can be obtained at fair market value) 200,000

(d) Loans to newly established farmers 50,000

(Items (a), (b), (c), and (d) will be eventually recovered.)

(e) Elementary education—in addition to Government grants-in-aid, university, technical, secondary and religious education 120,000

(f) Training of immigrants and assistance to labour 50,000

(g) Consolidation of and subventions to hospitals 100,000

(h) Administrative budget of Jewish Agency, and its funds 50,000

(i) Miscellaneous 50,000

Total £1,000,000

The above budget has been composed on the assumption that the Government will appropriate sufficient moneys to provide for objects which, in our opinion, are of governmental character, and that the Jewish Agency will exercise strict economies in collection and administration expenditure.

It is not too much to expect that the United States, with the establishment of the Jewish Agency, will raise a minimum of $3,000,000 annually for five years; and that an equal amount will be raised by all other countries contributing to Palestine funds.

It follows from the conclusions which the Commission have drawn, and the expert investigations, that the future and continuous development of the homeland in Palestine must primarily depend on the funds available for this purpose.

The present budget of the Keren Hayesod scarcely suffices to maintain existing services and to carry out the necessary consolidation of the already acquired possession and the economic development of the schemes already in existence. It is evident that, until more funds are forthcoming, for the present no new enterprises can be undertaken.

The Commissioners, however, feel very strongly that a policy which does not allow of further development and the acquisition of new terri-
tory, the founding of new colonies, and the initiation of broader schemes of great importance to the economic life of the country, must be considered entirely unsatisfactory, and one not acceptable to the Jewish community as a whole for the carrying out of its duty and obligations.

They consider a minimum budget of £1,000,000 a year should be aimed at. They believe that this amount can and should be raised. If there were such a budget the solution of the difficulties attending the establishment of a National Home in Palestine and its maintenance over a number of years, could be proceeded with and brought to a satisfactory conclusion.

They wish, however, to emphasise the necessity for strict economy and the best utilisation of the funds to be provided, for the reorganisation of methods which they have concluded to be necessary, and the frank acceptance of the Jewish Agency on the lines which have been discussed.

If these conditions are complied with, the Commissioners appeal to the entire Jewish world to make the necessary sacrifices to establish an ideal which will prove a just source of pride and satisfaction to all members of the community, and will be regarded by the world as a worthy effort on behalf of Jewry for the re-establishment of the country of their origin. The Commissioners themselves undertake to use their own personal endeavours towards the success of the appeal which they are putting forward with a confident hope of success.

Melchett
Lee K. Frankel
Felix M. Warburg
Oscar Wassermann

London, June 18th, 1928.