



A
SURVEY OF PALESTINE

Prepared in December 1945 and January 1946

for the information of the

ANGLO-AMERICAN COMMITTEE OF INQUIRY.

VOLUME I.

Price: £P.2 per set (2 volumes).

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“In response to the demand that the memoranda prepared by the Government of Palestine in December and January last for the information of the Anglo-American Committee of Inquiry should be made available to the public a limited number of this Survey has been reprinted for sale. The opportunity has been taken to amend or delete a number of statements or figures which, as given in the original memoranda, were either incorrect or liable to misinterpretation. The Committee has been informed of the corrections made and has been supplied with the amended text as presented in these volumes.

April, 1946.”

ERRATA.

PAGE 514.

Figures in the column headed "diesel oil" actually relate to consumption of gas oil, and figures in the column headed "gas oil" relate to consumption of diesel oil.

It is also important to note that, as from 1940, figures of consumption of refined oil products relate to consumption by Consolidated Refineries and Off-Take for local consumption from the installations of the distributing companies less increases in stocks held by large consumers.

Palestine.



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18th February, 1946.

Gentlemen,

I am directed by the High Commissioner to present formally for the information of the Anglo-American Committee of Inquiry the material relating to Palestine listed in the table of contents immediately behind this letter.

2. The material thus assembled is described as a survey of Palestine and was prepared between the middle of December, 1945 and the end of January, 1946. References in the text to "the present time" or "now" are accordingly to be interpreted as indicating a date within that period.

3. Except where otherwise stated, the data used in the survey are from official sources. It has been the object throughout to present them with complete objectivity and without suggestion as to the conclusions which might be drawn from them. Where an opinion has been expressed, it is generally because elucidation of the point covered has specifically been requested through you. The survey, while intended to cover in convenient form factual matter pertinent to examination of conditions in Palestine with special attention to subjects bearing on absorptive capacity, does not pretend to be exhaustive. This intention unavoidably entailed the application of a degree of selectivity, but the criterion applied, in addition to the rule of accuracy, has been the extent to which data are likely to be of assistance or interest to the Committee in following its terms of reference, and no other principle. In particular, the survey is to be regarded as supplementing such readily accessible digests as the reports of the Royal Commission of 1937 and the Partition Commission of 1938. I would ask the Committee to accept in advance, having regard to the speed at which the material necessarily had to be prepared, the apologies of this Government for any defects in the manner or form of presentation.

I am, Gentlemen,
Your obedient servant,

J. V. W. SHAW
Chief Secretary
to the Government of Palestine.

**The Secretaries to
the Anglo-American Committee of Inquiry.**

7/9/46

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CHAPTER I.

THE MANDATE.

Turkish Rule.

In the closing days of the Ottoman Empire the area which is now Palestine was divided for the purpose of administration into three Sanjaqs (Districts); the two northern Sanjaqs, those of Acre (corresponding roughly to the present day Districts of Galilee and Haifa) and Nablus (corresponding to the present day District of Samaria), were units of the Villayet (Province) of Beirut whose Governor was responsible direct to the Government in Constantinople; the third Sanjaq, that of Jerusalem (corresponding to the present day Districts of Jerusalem, Lydda and Gaza), was an independent Sanjaq subject immediately to the Ottoman Government.

Occupation of Palestine by Allied Forces.

2. Between October, 1917, and September, 1918, the whole of Palestine was occupied by the Allied Forces under General Allenby and placed temporarily under a British military administration known as O.E.T.A.

The Balfour Declaration.

3. On 2nd November, 1917, during the course of General Allenby's advance, the British Government published a statement of policy, afterwards known as the "Balfour Declaration", which took the form of a letter from Mr. A. J. Balfour, then Secretary of State for Foreign Affairs, to Lord Rothschild. The declaration contained in this letter read as follows:—

"His Majesty's Government view with favour the establishment in Palestine of a National Home for the Jewish people, and will use their best endeavours to facilitate the achievement of this object, it being clearly understood that nothing shall be done which may prejudice the civil and religious rights of existing non-Jewish communities in Palestine, or the rights and political status enjoyed by Jews in any other country".

The text of this declaration had been submitted to President Wilson and had been approved by him before its publication and, on the 14th February and 9th May, 1918, the French and Italian Governments publicly endorsed it.

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The Covenant of the League of Nations.

4. Fighting with the Turks was ended by the Armistice of the 30th October, 1918, and on the 30th January, 1919, the Supreme Council of the Peace Conference decided that the conquered Arab provinces, including Palestine, were not to be restored to Turkish rule. On the 28th June, 1919, the Treaty of Versailles and the Covenant of the League of Nations were signed. Article 22 of the Covenant reads as follows :—

“To those colonies and territories which as a consequence of the late war have ceased to be under the sovereignty of the States which formerly governed them and which are inhabited by peoples not yet able to stand by themselves under the strenuous conditions of the modern world, there should be applied the principle that the well-being and development of such peoples form a sacred trust of civilisation and that securities for the performance of this trust should be embodied in this Covenant.

The best method of giving practical effect to this principle is that the tutelage of such peoples should be entrusted to advanced nations who by reason of their resources, their experience or their geographical position, can best undertake this responsibility, and who are willing to accept it, and that this tutelage should be exercised by them as Mandatories on behalf of the League.

The character of the Mandate must differ according to the stage of the development of the people, the geographical situation of the territory, its economic conditions and other similar circumstances.

Certain communities formerly belonging to the Turkish Empire have reached a stage of development where their existence as independent nations can be provisionally recognized subject to the rendering of administrative advice and assistance by a Mandatory until such time as they are able to stand alone. The wishes of these communities must be a principal consideration in the selection of the Mandatory.

Other peoples, especially those of Central Africa, are at such a stage that the Mandatory must be responsible for the administration of the territory under conditions which will guarantee freedom of conscience and religion, subject only to the maintenance of public order and morals, the prohibition of abuses such as the slave trade, the arms traffic and the liquor traffic, and the prevention of the establishment of fortifications or military and naval bases and of military training of the natives for other than police purposes and the defence of territory, and will also secure equal opportunities for the trade and commerce of other Members of the League.

There are territories, such as South-West Africa and certain of the South Pacific Islands, which, owing to the sparseness of their population, or their small size, or their remoteness from the centres of civilization, or their geographical contiguity to the territory of the Mandatory, and other circumstances, can be best administered under the laws of the Mandatory as in-

tegral portions of its territory, subject to the safeguards above mentioned in the interests of the indigenous population.

In every case of mandate, the Mandatory shall render to the Council an annual report in reference to the territory committed to its charge.

The degree of authority, control, or administration to be exercised by the Mandatory shall, if not previously agreed upon by the Members of the League, be explicitly defined in each case by the Council.

A permanent Commission shall be constituted to receive and examine the annual reports of the Mandatories and to advise the Council on all matters relating to the observance of the mandates”.

The fourth paragraph of this Article prescribed that the wishes of certain communities formerly belonging to the Turkish Empire should be a principal consideration in the selection of the Mandatory and President Wilson pressed for the despatch of an inter-Allied Commission to Syria and Palestine to discover the wishes of the peoples of these two areas. This project failed, however, and the President then sent an unofficial American Commission which toured these areas in June and July, 1919, and privately reported that the Arabs wanted complete independence for a united Syria and Palestine, but, if supervision was necessary, their first choice was the United States, their second Great Britain. The Zionists had already made their wishes known; on the 18th December, 1918, the American Jewish Congress had adopted a resolution asking for the trusteeship of Great Britain and the same request was made in a scheme submitted by the Zionist Organization to the Supreme Council of the Peace Conference on the 3rd February, 1919. On the 25th April, 1920, the Supreme Council at San Remo allotted the Mandate for Palestine to Great Britain and on the 1st July, 1920, the military government of O.E.T.A. was replaced by a British civil administration headed by Sir Herbert Samuel, the first High Commissioner for Palestine. Turkish sovereignty over Palestine was not, however, formally renounced by Treaty until the signature on the 10th August, 1920, of the Treaty of Sèvres. Under Article 95 of that Treaty it was agreed to entrust, by application of the provisions of Article 22 of the Covenant, the administration of Palestine to a Mandatory who would be responsible for putting into effect the declaration originally made on the 2nd November, 1917, by the British Government and adopted by the other Allied Powers. The text of the Balfour Declaration was embodied in this Article of the Treaty of Sèvres.

The Palestine Mandate.

5. The next step was the determination of the terms of the Mandate. On the 20th November, 1920, the United States Gov-

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ernment claimed that the participation of the United States in the war entitled it to be consulted as to the terms of Mandates. The British Government agreed and a draft of the Palestine Mandate, together with those of other British Mandates, was submitted to the United States Government. At the request of the United States certain alterations were made, mainly in regard to economic matters; the United States Government insisted on the application of the principle of equal economic opportunity for all States Members of the League and the United States in respect of all Mandates with the exception of that for Palestine; it waived this claim with regard to Palestine in recognition of the special situation and the interests of the Jewish National Home. The discussions delayed submission of the draft Mandate to the Council of the League and it was not until the 24th July, 1922, that an agreed text was confirmed by the Council and until 29th September, 1923, that it came formally into operation. This text is set out below in full :—

“The Council of the League of Nations :

WHEREAS the Principal Allied Powers have agreed, for the purpose of giving effect to the provisions of Article 22 of the Covenant of the League of Nations, to entrust to a Mandatory selected by the said Powers the administration of the territory of Palestine, which formerly belonged to the Turkish Empire, within such boundaries as may be fixed by them; and

WHEREAS the Principal Allied Powers have also agreed that the Mandatory should be responsible for putting into effect the declaration originally made on November 2nd, 1917, by the Government of His Britannic Majesty, and adopted by the said Powers, in favour of the establishment in Palestine of a national home for the Jewish people, it being clearly understood that nothing should be done which might prejudice the civil and religious rights of existing non-Jewish communities in Palestine, or the rights and political status enjoyed by Jews in any other country; and

WHEREAS recognition has thereby been given to the historical connexion of the Jewish people with Palestine and to the grounds for reconstituting their national home in that country; and

WHEREAS the Principal Allied Powers have selected His Britannic Majesty as the Mandatory for Palestine; and

WHEREAS the mandate in respect of Palestine has been formulated in the following terms and submitted to the Council of the League for approval; and

WHEREAS His Britannic Majesty has accepted the mandate in respect of Palestine and undertaken to exercise it on behalf of the League of Nations in conformity with the following provisions; and

WHEREAS by the aforementioned Article 22 (paragraph 8), it is provided that the degree of authority, control or administration

to be exercised by the Mandatory, not having been previously agreed upon by the Members of the League, shall be explicitly defined by the Council of the League of Nations;

Confirming the said Mandate, defines its terms as follows:—

Article 1.

The Mandatory shall have full powers of legislation and of administration, save as they may be limited by the terms of this mandate.

Article 2.

The Mandatory shall be responsible for placing the country under such political, administrative and economic conditions as will secure the establishment of the Jewish national home, as laid down in the preamble, and the development of self-governing institutions, and also for safeguarding the civil and religious rights of all the inhabitants of Palestine, irrespective of race and religion.

Article 3.

The Mandatory shall, so far as circumstances permit, encourage local autonomy.

Article 4.

An appropriate Jewish agency shall be recognized as a public body for the purpose of advising and cooperating 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.

The Zionist Organization, so long as its organization and constitution are in the opinion of the Mandatory appropriate, shall be recognized as such agency. It shall take steps in consultation with His Britannic Majesty's Government to secure the cooperation of all Jews who are willing to assist in the establishment of the Jewish national home.

Article 5.

The Mandatory shall be 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.

Article 6.

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

Article 7.

The Administration of Palestine shall be responsible for enacting a nationality law. There shall be included in this law

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provisions framed so as to facilitate the acquisition of Palestinian citizenship by Jews who take up their permanent residence in Palestine.

Article 8.

The privileges and immunities of foreigners, including the benefits of consular jurisdiction and protection as formerly enjoyed by Capitulation or usage in the Ottoman Empire, shall not be applicable in Palestine.

Unless the Powers whose nationals enjoyed the aforementioned privileges and immunities on August 1st, 1914, shall have previously renounced the right to their re-establishment, or shall have agreed to their non-application for a specified period, these privileges and immunities shall, at the expiration of the mandate, be immediately re-established in their entirety or with such modifications as may have been agreed upon between the Powers concerned.

Article 9.

The Mandatory shall be 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.

Respect for the personal status of the various peoples and communities and for their religious interests shall be fully guaranteed. In particular, the control and administration of Waqfs shall be exercised in accordance with religious law and the dispositions of the founders.

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.

Article 11.

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.

The Administration may arrange with the Jewish agency mentioned in Article 4 to construct or 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. Any such arrangements shall provide that no profits distributed by such agency, directly or indirectly, shall exceed a reasonable rate of interest on the capital, and any further profits shall be utilized by it for the benefit of the country in a manner approved by the Administration.

Article 21.

The Mandatory shall secure the enactment within twelve months from this date, and shall ensure the execution of a Law of Antiquities based on the following rules. This law shall ensure equality of treatment in the matter of excavations and archaeological research to the nationals of all States Members of the League of Nations.

(1).

“Antiquity” means any construction or any product of human activity earlier than the year 1700 A.D.

(2).

The law for the protection of antiquities shall proceed by encouragement rather than by threat.

Any person who, having discovered an antiquity without being furnished with the authorization referred to in paragraph 5, reports the same to an official of the competent Department, shall be rewarded according to the value of the discovery.

(3).

No antiquity may be disposed of except to the competent Department, unless this Department renounces the acquisition of any such antiquity.

No antiquity may leave the country without an export licence from the said Department.

(4).

Any person who maliciously or negligently destroys or damages an antiquity shall be liable to a penalty to be fixed.

(5).

No clearing of ground or digging with the object of finding antiquities shall be permitted, under penalty of fine, except to persons authorised by the competent Department.

(6).

Equitable terms shall be fixed for expropriation, temporary or permanent, of lands which might be of historical or archaeological interest.

(7).

Authorization to excavate shall only be granted to persons who show sufficient guarantees of archaeological experience. The Administration of Palestine shall not, in granting these authorizations, act in such a way as to exclude scholars of any nation without good grounds.

(8).

The proceeds of excavations may be divided between the excavator and the competent Department in a proportion fixed by that Department. If division seems impossible for scientific reasons, the excavator shall receive a fair indemnity in lieu of a part of the find.

Article 22.

English, Arabic and Hebrew shall be the official languages of Palestine. Any statement or inscription in Arabic on stamps or money in Palestine shall be repeated in Hebrew and any statement or inscription in Hebrew shall be repeated in Arabic.

Article 23.

The Administration of Palestine shall recognize the holy days of the respective communities in Palestine as legal days of rest for the members of such communities.

Article 24.

The Mandatory shall make to the Council of the League of Nations an annual report to the satisfaction of the Council as to the measures taken during the year to carry out the provisions of the mandate. Copies of all laws and regulations promulgated or issued during the year shall be communicated with the report.

Article 25.

In the territories lying between the Jordan and the eastern boundary of Palestine as ultimately determined, the Mandatory shall be entitled, with the consent of the Council of the League of Nations, to postpone or withhold application of such provisions of this mandate as he may consider inapplicable to the existing local conditions, and to make such provision for the administration of the territories as he may consider suitable to those conditions, provided that no action shall be taken which is inconsistent with the provisions of Articles 15, 16 and 18.

Article 26.

The Mandatory agrees that if any dispute whatever should arise between the Mandatory and another Member of the League of Nations relating to the interpretation or the application of the provisions of the mandate, such dispute, if it cannot be settled by negotiation, shall be submitted to the Permanent Court of International Justice provided for by Article 14 of the Covenant of the League of Nations.

Article 27.

The consent of the Council of the League of Nations is required for any modification of the terms of this mandate.

Article 28.

In the event of the termination of the mandate hereby conferred upon the Mandatory, the Council of the League of Nations shall make such arrangements as may be deemed necessary for safeguarding in perpetuity, under guarantee of the League, the rights secured by Articles 13 and 14, and shall use its influence for securing, under the guarantee of the League, that the Government of Palestine will fully honour the financial obligations legitimately incurred by the Administration of Palestine during the period of the mandate, including the rights of public servants to pensions or gratuities.

The present instrument shall be deposited in original in the archives of the League of Nations and certified copies shall be forwarded by the Secretary General of the League of Nations to all Members of the League.

DONE AT LONDON the twenty-fourth day of July, one thousand nine hundred and twenty-two."

Convention between Great Britain and the United States.

6. After agreement had been reached between the Governments of the United States and of Great Britain as to the terms of the Palestine Mandate negotiations were opened for the conclusion of a treaty safeguarding American interests in Palestine. The outcome was the signature on the 3rd December, 1924, of a "Convention between the United Kingdom and the United States of America respecting the Rights of the Governments of the two Countries and their respective nationals in Palestine". The full text of this Convention is given below:—

"WHEREAS by the Treaty of Peace concluded with the Allied Powers, Turkey renounces all her rights and titles over Palestine; and

WHEREAS Article 22 of the Covenant of the League of Nations as embodied in the Treaty of Versailles provides that, in the case of certain territories which, as a consequence of the late war, ceased to be under the sovereignty of the States which formerly governed them, mandates should be issued, and that the terms of the mandate should be explicitly defined in each case by the Council of the League; and .

WHEREAS the Principal Allied Powers have agreed to entrust the mandate for Palestine To His Britannic Majesty; and

WHEREAS the terms of the said mandate have been defined by the Council of the League of Nations, as follows:—

(Here follows the text of the Palestine Mandate).

WHEREAS the mandate in the above terms came into force on the 29th September, 1923; and

WHEREAS the United States of America, by participating in the war against Germany, contributed to her defeat and the defeat of her Allies, and to the renunciation of the rights and titles of her Allies in the territory transferred by them but has not ratified the Covenant of the League of Nations embodied in the Treaty of Versailles; and

WHEREAS the Government of the United States and the Government of His Britannic Majesty desire to reach a definite understanding with respect to the rights of the two Governments and their respective nationals in Palestine;

The President of the United States of America and His Britannic Majesty have decided to conclude a convention to this effect, and have named as their plenipotentiaries:—

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The President of the United States of America :

His Excellency the Honourable Frank B. Kellogg, Ambassador Extraordinary and Plenipotentiary of the United States at London :

His Majesty the King of the United Kingdom of Great Britain and Ireland and of the British Dominions beyond the Seas, Emperor of India :

The Right Honourable Joseph Austen Chamberlain, M.P., His Majesty's Principal Secretary of State for Foreign Affairs :

who, after having communicated to each other their respective full powers, found in good and due form, have agreed as follows:—

Article 1.

Subject to the provisions of the present convention the United States consents to the administration of Palestine by His Britannic Majesty, pursuant to the mandate recited above.

Article 2.

The United States and its nationals shall have and enjoy all the rights and benefits secured under the terms of the mandate to members of the League of Nations and their nationals, notwithstanding the fact that the United States is not a member of the League of Nations.

Article 3.

Vested American property rights in the mandated territory shall be respected and in no way impaired.

Article 4.

A duplicate of the annual report to be made by the Mandatory under Article 24 of the mandate shall be furnished to the United States.

Article 5.

Subject to the provisions of any local laws for the maintenance of public order and public morals, the nationals of the United States will be permitted freely to establish and maintain educational, philanthropic and religious institutions in the mandated territory, to receive voluntary applicants and to teach in the English language.

Article 6.

The extradition treaties and conventions which are, or may be, in force between the United States and Great Britain, and the provisions of any treaties which are, or may be, in force between the two countries which relate to extradition or consular rights shall apply to the mandated territory.

Article 7.

Nothing contained in the present convention shall be affected by any modification which may be made in the terms of the mandate, as recited above, unless such modification shall have been assented to by the United States.

Article 8.

The present convention shall be ratified in accordance with the respective constitutional methods of the High Contracting Parties. The ratifications shall be exchanged in London as soon as practicable. The present convention shall take effect on the date of the exchange of ratifications.

In witness whereof, the undersigned have signed the present convention, and have thereunto affixed their seals.

Done in duplicate at London, this 3rd day of December, 1924.

(Seal)

FRANK B. KELLOGG.

(Seal)

AUSTEN CHAMBERLAIN."

The Mandate over Trans-Jordan.

7. By an Order dated 1st September, 1922* the territory lying to the east of the Jordan and known as Trans-Jordan was excluded from the application of the Palestine Order-in-Council, 1922, (see chapter IV) and on the 16th September, 1922, the Council of the League approved a memorandum submitted by the British Government reciting Article 25 of the Mandate, defining the limits of Trans-Jordan, and inviting the Council to agree that recitals 2 and 3 of the Preamble, Articles 4, 6, 13, 14, 22 and 23, the sentence in Article 2 referring to the Jewish National Home, the second sentence in Article 7 and all Article 11 except the first sentence were not applicable to Trans-Jordan. The memorandum further stated that His Majesty's Government accepted full responsibility as Mandatory for Trans-Jordan and that the provisions of the Mandate which were not inapplicable would be observed in its administration.

On the 25th April, 1923, the High Commissioner for Palestine declared that His Britannic Majesty will recognize the existence of an independent Government in Trans-Jordan under the rule of His Highness the Amir 'Abdullah, provided that such Government is constitutional and places His Britannic Majesty in a

* Drayton, Vol. III, page 2607.

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position to fulfil his international obligations in respect of the territory by means of an Agreement to be concluded with His Highness. On the 20th February, 1928, an Agreement between His Britannic Majesty and His Highness was signed in Jerusalem and an Organic Law* came provisionally into force pending ratification of the Agreement. This ratification was concluded in October, 1929. Prior to the 12th August, 1927, the High Commissioners for Palestine included within their jurisdiction the entire Mandatory area without separate mention of Trans-Jordan. Since that date, however, the High Commissioners have received separate Commissions for Palestine and Trans-Jordan respectively.



* The Organic Law of Trans-Jordan—Seton. Legislation of Trans-Jordan, 1918-1930, page 397.

CHAPTER II.

HISTORICAL SUMMARY OF PRINCIPAL POLITICAL EVENTS IN PALESTINE SINCE THE BRITISH OCCUPATION IN 1917.

Period I. 1917-1920. The period of military administration.

31st October, 1917. Capture of Beersheba by British forces.

16th November, 1917. Occupation of Jaffa by British forces.

9th December, 1917. Surrender of Jerusalem to British forces.

11th December, 1917. Official entry by General Allenby into Jerusalem and issue of his proclamation declaring the establishment of an administration under martial law and guaranteeing, in the following terms, the protection of religious sites and property :—

“ . . . since your City is regarded with affection by the adherents of three of the great religions of mankind, and its soil has been consecrated by the prayers and pilgrimages of multitudes of devout people of these three religions for many centuries, therefore do I make known to you that every sacred building, monument, holy spot, shrine, traditional site, endowment, pious bequest, or customary place of prayer, of whatsoever form of the three religions, will be maintained and protected according to the existing customs and beliefs of those to whose faiths they are sacred.”

A military administration under the title of Occupied Enemy Territory Administration was established at the end of 1917 under a Chief Administrator subject to the orders of the Commander-in-Chief (General Allenby). This Administration, with headquarters in Jerusalem, administered southern Palestine until October, 1918, when, with the occupation of the remainder of Palestine and the armistice with the Turks, its authority was extended to the whole country. Direct rule by British officers was established. These officers were recruited from the military forces and almost all of them were new to administrative work. The country was divided into thirteen administrative districts, reduced to ten in 1919, each under a military governor. There were 59 British assistants, to whom were added, in 1919, seventeen Arab officers. The usual departments of Government were formed and the ordinary functions of peace-time administration were undertaken. The Turkish

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laws and systems of administration were adopted with adaptations where necessary; special regard was paid to the claims of religious institutions to administer their own affairs, the authority of the Sharia courts being confirmed and a Waqf Council being set up for the administration of endowment funds in place of the former Ministry of Awqaf in Constantinople. The objective of this military administration, pending the appointment of a permanent Government, was the preservation of the *status quo*, the avoidance of the introduction of marked changes in the laws of the country or their manner of application, and the maintenance of public services with the least disturbance of the existing order.

4th April, 1918.

A Zionist Commission, authorised by the British Government to travel, investigate and report on the prospects of a National Home and to help in the establishment of friendly relations with the Arabs and other non-Jewish communities, arrived in Palestine. This aroused Arab suspicions as to the meaning and purpose of the Balfour Declaration. The Commission asked for Jewish participation in the military administration; proposed the appointment of a Land Commission, with experts nominated by the Zionist Organization, to ascertain the resources of Palestine; claimed the right to select and supplement the pay of Jewish candidates for the Police Force; and demanded and began to train their own military defence force. These premature demands of the Jewish Commission, put forward at a time when a military government, designed to preserve the *status quo*, was still responsible for administration of the country, provoked Arab resentment.

8th June, 1919.

A General Syrian Congress held in Damascus was attended by delegates from Palestine and discussed Jewish immigration under the Balfour Declaration. The Congress elected "The Arab Executive Committee" which, as reconstituted from time to time by successive Arab Congresses, controlled the Palestine Arab political movement from 1919 onwards until replaced by political parties in 1935.

28th June, 1919.

The Covenant of the League of Nations, under Article 22 of which the Mandatory status of Palestine was established, was signed at Versailles.

June—July, 1919.

An unofficial American Commission, appointed by President Wilson, toured Palestine and Syria. (The King-Crane Commission).

April, 1920 (Easter Sunday).

Savage attacks were made by Arab rioters in Jerusalem on Jewish lives and property. Five Jews were killed and 211 injured. Order was restored by the intervention of British troops; four Arabs were killed and 21 injured. It was reported by a military commission of inquiry * that the reasons for this trouble were :—

- (a) Arab disappointment at the non-fulfilment of the promises of independence which they claimed had been given to them during the war.
- (b) Arab belief that the Balfour Declaration implied a denial of the right of self-determination and their fear that the establishment of a National Home would mean a great increase in Jewish immigration and would lead to their economic and political subjection to the Jews.
- (c) The aggravation of these sentiments on the one hand by propaganda from outside Palestine associated with the proclamation of the Emir Feisal as King of a re-united Syria and with the growth of Pan-Arab and Pan-Moslem ideas, and on the other hand by the activities of the Zionist Commission supported by the resources and influence of Jews throughout the world.

25th April, 1920.

The Mandate for Palestine was allotted to Great Britain by the Supreme Council of the Peace Conference at San Remo.

Period II. 1920-1923. Implementation of the Balfour Declaration, Arab reactions and attempted constitutional development.

1st July, 1920.

The military régime was replaced by a civil administration of a type derived from the Colonial Empire. Sir Herbert Samuel assumed office as High Commissioner. There was a small Executive Council of officials and an Advisory Council consisting of ten officials and ten nominated non-officials of whom four were Moslem Arabs, three Christian Arabs and three Jews. (A council

* Not published.

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so constituted remained in being for two years; on no occasion did the Government find itself unable to accept the considered opinion of the non-official members). The senior officials of the administration were British, mostly ex-Army officers who had served under the military régime; junior posts were filled by Palestinians, Arab and Jew. The police were Palestinian with British officers. With the exception of the Presidents of the Court of Appeal and of the District and Land Courts, who were British, the judges and magistrates were Palestinian; cases of religious law and personal status were decided by religious tribunals.

26th August, 1920.

The first Immigration Ordinance was enacted and a quota of 16,500 immigrant Jews fixed for the first year.

March, 1921.

The Secretary of State for the Colonies (Mr. Winston Churchill) visited Palestine.

March, 1921.

The Mufti of Jerusalem, Kamel Eff. el Husseini, died and the High Commissioner, following the Turkish system of selection, appointed Haj Amin Eff. el Husseini to succeed him as from 8th May, 1921.

1st May, 1921.

Arabs of Jaffa murderously attacked Jewish inhabitants of the town and Arab raids were made on five Jewish rural settlements; the disorders were suppressed by the police and military forces. Forty-seven Jews were killed and 146 wounded, mostly by Arabs, and 48 Arabs were killed and 73 wounded, mostly by police and military action.

A Commission of Inquiry, headed by the Chief Justice, Sir Thomas Haycraft, reported in October, 1921*. They found that the fundamental cause of these acts of violence was "a feeling among the Arabs of discontent with, and hostility to, the Jews, due to political and economic causes, and connected with Jewish immigration, and with their conception of Zionist policy as derived from Jewish exponents". They observed, in relation to the Zionist Commission, "a belief among the Arabs that the Commission has either desired to ignore them as a factor to be

* Cmd. 1540.

taken into serious consideration, or else has combated their interests to the advantage of the Jews". It had been suggested by Jews that the riots had been artificially stimulated among the uneducated mass of the Arab population by the "effendi" class who were discontented on account of the loss of privileges which they enjoyed under the Turks, but the Commission declared that "the feeling against the Jews was too genuine, too widespread, and too intense to be accounted for in this superficial manner". They maintained that the root of the trouble lay in Arab fear of the consequences of a steady increase in Jewish immigration; the Arabs regarded Jewish immigration not only as an ultimate means of Arab political and economic subjection, but also as an immediate cause of Arab unemployment. The Commission found that the Arabs were aware that Jewish predominance was envisaged not only by extremists but also by the responsible representatives of Zionism. The Commission also reported that the Arabs had observed with disquiet the attitude and behaviour of certain of the younger immigrants from Europe.

The hostility shown towards the Jews during the riots was shared by Arabs of all classes; Moslem and Christian Arabs, whose relations had hitherto been uneasy, were for once united. Intense excitement was aroused by the wild anti-Jewish rumours which were spread during the course of the riots. Subsequently certain steps were taken by the Government, as indicated below, with a view to the conciliation of Arab opinion and the removal of Arab antagonism to the policy embodied in the Balfour Declaration and the Mandate.

December, 1921.

An Order was issued creating a Supreme Moslem Council which, without Government control, was to administer the Awqaf and to appoint and dismiss the judges and officers of the Sharia Courts. In 1922 Haj Amin Eff. el Husseini, Mufti of Jerusalem, was elected President of this body.

21st February, 1922.

A delegation of Arab leaders in London informed the Secretary of State for the Colonies that "the People of Palestine" could not accept the Balfour Declaration or the Mandate and demanded their national independence. They declared their refusal to cooperate in any form of government other than a government responsible to the Palestinian people and requested that "the constitution for Palestine should :

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- (1) Safeguard the civil, political and economic interests of the people.
- (2) Provide for the creation of a national independent Government in accordance with the spirit of paragraph 4, Article 12, of the Covenant of the League of Nations.
- (3) Safeguard the legal rights of foreigners.
- (4) Guarantee religious equality to all peoples.
- (5) Guarantee the rights of minorities.
- (6) Guarantee the rights of the Assisting Power" *.

3rd June, 1922.

Mr. Winston Churchill, the Secretary of State for the Colonies, issued a statement of British Policy in Palestine * which included an interpretation of the Balfour Declaration, and also, as a step in the development of self-governing institutions, a positive proposal to establish a Legislative Council containing a large proportion of members to be elected on a wide franchise. The full text of this statement of policy is reproduced at the end of this chapter as annexure A. The principal points made therein were as follows :—

- (1) His Majesty's Government re-affirmed the Balfour Declaration.
- (2) A Jewish National Home would be founded in Palestine. The Jewish people would be in Palestine as of right and not on sufferance. But His Majesty's Government had no intention that Palestine should become "as Jewish as England is English".
- (3) Nor did His Majesty's Government contemplate the disappearance or subordination of the Arab population, language or culture.
- (4) The status of all citizens of Palestine would be Palestinian. No section of the population would have any other status in the eyes of the law.
- (5) His Majesty's Government intended to foster the establishment of a full measure of self-government in Palestine, and as the next step a Legislative Council with a majority of elected members would be set up immediately.
- (6) The special position of the Zionist Executive did not entitle it to share in any degree in the government of the country.
- (7) Immigration would not exceed the economic capacity of the country at the time to absorb new arrivals.

- (8) A committee of the elected members of the Legislative Council would confer with the Administration upon matters relating to the regulation of immigration. Any difference of opinion would be referred to His Majesty's Government.
- (9) Any religious community or considerable section of the population claiming that the terms of the Mandate are not being fulfilled would have the right of appeal to the League of Nations.

It was hoped that this statement, while firmly reasserting the Government's adherence to the Balfour Declaration, would, by its definition of the National Home, remove strong Arab opposition to it. The Order-in-Council which followed this announcement of policy on 10th August, 1922, provided for a Legislative Council to be composed of eleven official and twelve elected members, the latter to consist of eight Moslems, two Jews and two Christians. The Zionist Organization formally accepted the policy set forth in this statement, but the Palestinian Arab Delegation at that time in London declined to concur in it.

30th June, 1922.

The following resolution was adopted by the United States Congress :—

“Favoring the establishment in Palestine of a national home for the Jewish people.

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled. That the United States of America favors the establishment in Palestine of a national home for the Jewish people, it being clearly understood that nothing shall be done which should prejudice the civil and religious rights of Christian and all other non-Jewish communities in Palestine, and that the holy places and religious buildings and sites in Palestine shall be adequately protected.”

24th July, 1922.

The Mandate for Palestine was approved by the Council of the League of Nations.

October, 1922.

The first census showed a total population of 757,182, of whom 78% were Moslems, 11% Jews and 9.6% Christians.

February/March, 1923—May, 1923—December, 1923.

Elections for the proposed Legislative Council were held. The great majority of Arabs refused to vote; the proceedings were

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therefore nullified by an amending Order-in-Council. An attempt was then made to reconstitute the Advisory Council by nomination of unofficial members on the same representative basis as that of the proposed Legislative Council. The High Commissioner invited eight Moslem and two Christian Arabs to become members; the invitations were accepted, but seven of the acceptances were subsequently withdrawn under pressure from the Arab Executive. The attempt was then abandoned and the Advisory Council remained, until today, a Council of British officials only.

4th October, 1923.

The Secretary of State for the Colonies (then the Duke of Devonshire) next proposed the establishment of an Arab Agency to occupy a position exactly analogous to that accorded to the Jewish Agency under Article 4 of the Mandate*. This offer was explained by the High Commissioner on 11th October to a fully representative gathering of Arab leaders, who unanimously declined to accept it on the grounds that it "would not satisfy the aspirations of the Arab people".

The three attempts of 1923 to associate the Arab community with the administration of Palestine, i.e., the Legislative Council, the enlarged Advisory Council and the Arab Agency, had thus all failed and terminated in a deadlock in constitutional development. It had become obvious that the Arab objection was, not to the way in which the Mandate might be worked, but to the whole policy of the Mandatory and that by no concession, however liberal, were the Arabs prepared to be reconciled to a regime which recognised the implications of the Balfour Declaration.

29th September, 1923.

The Mandate came into force officially.

Period III. 1924-1928. A period of consolidation and comparative tranquility.

These were years of political quiescence and of improved security conditions, the garrison being reduced from three infantry battalions and three cavalry regiments with artillery to a single squadron of R.A.F. and two companies of armoured cars by the end of 1926. The British gendarmerie, which had been formed 760 strong in 1922, was disbanded in 1926, and the strength of the regular police force reduced. The period was one of consolidation for the Jewish National Home, although the latter part was

* Cmd. 1989.

Commission of 1921. The chief recommendations of the Commissioners were as follows :—

- (1) That the British Government should issue a clear statement of policy defining the meaning it attached to the passages in the Mandate providing for the safeguarding of the rights of the non-Jewish communities and laying down more explicit directions as to the conduct of policy on such vital issues as land tenure and immigration.
- (2) That the Government should make a clear statement regarding Jewish immigration, and should review the machinery for its regulation and control with the object of preventing "a repetition of the excessive immigration of 1925 and 1926"; and that non-Jewish interests should be given some voice in discussions on immigration.
- (3) That a scientific enquiry should be held into land cultivation and settlement possibilities; and that, pending this enquiry, the eviction of peasant cultivators from the land should be checked.
- (4) That, as regards the Zionist Organization, Government should reaffirm the statement made in 1922, that the special position assigned to it by the Mandate did not entitle it to share in any degree in the Government of Palestine; and that the Government should, if possible, lay down some precise definition of the meaning of Article 4 of the Mandate.
- (5) That it was essential to the peace and security of Palestine that a Commission should be appointed to determine the rights of both parties at the Wailing Wall.
- (6) That advice should be taken as to the most suitable form of garrison; that no reduction should be made till then in the existing garrison; and that an independent enquiry should be made into the Department of Police.

1930.

3rd April, 1930.

Following the publication of the report the Prime Minister announced in the House of Commons that "His Majesty's Government will continue to administer Palestine in accordance with the terms of the Mandate", and stated that the Government was studying the recommendations made by the Shaw Commission.

May, 1930.

A statement with regard to British policy in Palestine was made by the British accredited representative at a special session of the

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Permanent Mandates Commission*. This statement indicated the action which it was proposed to take to implement the recommendations contained in the Shaw Commission report.

June, 1930.

In November, 1929, the British Government had proposed the appointment by the League Council of a Commission to study the rights and claims of Jews and Moslems at the Wailing Wall, and on 14th January, 1930, the Council decided that such a Commission should be appointed and should consist of three members not of British nationality. When the Commission arrived in Palestine in June, 1930, Government attempted in vain to persuade the Arab and Jewish leaders to come together and frame a voluntary agreement. The report of this international Commission which, generally speaking, confirmed the *status quo*, was presented in December, 1930, and the recommendations it contained were implemented in June, 1931, by an Order-in-Council**, in accordance with which order at the Wall has ever since been maintained.

January—March, 1930.

The Palestine Police Force was reorganised under the supervision of Sir Herbert Dowbiggin of the Ceylon Police; substantial increases were made and special steps taken to protect isolated Jewish settlements. Two infantry battalions were retained in Palestine and the garrison remained at this strength until 1936.

March—May, 1930.

A delegation selected by the Palestine Arab Executive arrived in London on 30th March and, after discussions with the British Government, issued, on 12th May, a statement that the latter had rejected their demands, namely, (a) the cessation of immigration, (b) a declaration that Arab lands were inalienable and (c) the establishment of democratic government with representation on a population basis. The British Government declared that these sweeping constitutional changes were incompatible with the requirements of the Mandate.

May, 1930.

Sir John Hope-Simpson, formerly of the Indian Civil Service, was appointed to enquire into land settlement, immigration and

* Cmd. 3582.

** The Palestine (Western or Wailing Wall) Order-in-Council, Drayton, Vol. III, page 2635.

development, and, pending his report, the undistributed balance of immigration certificates under the 1930 schedule was suspended.

June, 1930.

The Permanent Mandates Commission, after considering the Shaw report and supplementary information, strongly criticised the actions of the Mandatory and rejected the findings of the Shaw Commission.

6th August, 1930.

Following an agreement reached between Zionist and non-Zionist Jews at the Zionist Congress in 1929, an enlarged Jewish Agency for Palestine was officially recognised by His Majesty's Government by letter sent from the Colonial Office.

20th October, 1930.

Sir John Hope-Simpson's report was published*. He found that, if all the available cultivable land in Palestine were divided up among the Arab agricultural population, there would not be enough to provide every family with a decent livelihood, and that until further development of Jewish lands and of irrigation had taken place and the Arabs had adopted better methods of cultivation there was no room for a single additional settler if the standard of life of the Arab villager was to remain at its existing level; on State lands, similarly, there was no room, pending development, for Jewish settlers. He therefore recommended "an active policy of agricultural development, having as its object close settlement on the land and intensive cultivation by both Arabs and Jews", without which, he considered, the obligations of the Mandate could not be fulfilled. He was opposed to the admission, meanwhile, of further Jewish immigrants as settlers on the land. As regards industrial immigration he was less emphatic; he was convinced that there was Arab unemployment, but saw that Jewish capital would not be brought into Palestine to employ Arab labour and that the Arab industrial labourer would be in no worse position by the importation of Jewish labour to do work in Palestine for which funds were made available by the simultaneous importation of Jewish capital.

Concurrently with the Hope-Simpson report, His Majesty's Government issued a Statement of Policy**, known as the White Paper of 1930. The first part, which dealt with general princi-

* Cmd. 3686.

** Cmd. 3692.

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ples, stressed the need for co-operation and pointed out that the British Government had received no assistance from either Arabs or Jews in its attempts to achieve this; as regards the character of the National Home and the functions of the Jewish Agency, it repeated what had been said in the White Paper of 1922 (the Churchill memorandum); and it reaffirmed that "economic absorptive capacity" was to be the limiting factor in immigration. The second part considered the practical problems. These were dealt with under three heads:—

- (1) Security. It was stated that two battalions of infantry, two squadrons of aircraft and four sections of armoured cars would be retained in Palestine and Trans-Jordan.
- (2) Constitutional development. It declared that the time had come to establish a Legislative Council on the lines indicated in the Churchill memorandum.
- (3) Economic and social development. The opinions and recommendations of Sir John Hope-Simpson on the possibilities of land settlement, the problem of unemployment and the effect thereof on the rate of immigration were adopted, with two notable omissions; firstly, the Government did not commit itself to the view that, if a comprehensive policy of development were carried out, there would ultimately be room for a substantial number of Jewish settlers on land not yet acquired by them, and, secondly, it made no reference to Sir John Hope-Simpson's view that the employment of Jewish capital which would not otherwise be available might justify the continued immigration of Jewish industrial labourers.

The tone of the Statement of Policy inclined even more towards the Arab side than had either the Shaw or Hope-Simpson reports. It provoked a storm of protest from the Jews and their supporters, and Sir John Hope-Simpson's estimate of the area of cultivable land, which was criticised as being based on entirely inadequate evidence, was a special focus for attack. Dr. Weizmann protested that the White Paper "was inconsistent with the terms of the Mandate and in vital particulars marks the reversal of the policy hitherto followed by His Majesty's Government in regard to the Jewish National Home".

14th November, 1930.

It was announced that "doubts having been expressed as to the compatibility of some passages of the White Paper of October with certain articles of the Palestine Mandate, and other passages having proved liable to misunderstanding, His Majesty's Govern-

ment" had "invited members of the Jewish Agency to confer with them on these matters".

1931.

14th February, 1931.

As a result of these discussions, a letter from Mr. J. Ramsay MacDonald, the Prime Minister, to Dr. Weizmann was published. This is referred to by the Arabs as the "Black Letter". The letter did not repudiate the policy of the White Paper of 1930, but set out to explain it; on important points, such as the prospective availability of State land for Jewish settlers and the admission of Jewish labour maintained by Jewish capital, its interpretation was more favourable to Jewish claims than the White Paper had seemed to be. The fundamental difference between the two documents was not of policy but in tone. But it was at first interpreted as a complete *volte face*; the Arabs regarded it as plain proof of the power which world Jewry could exercise in London and their confidence in British determination was shaken. The result was that, following the publication of this letter, although the main recommendations of the Shaw and Hope-Simpson reports had been promptly adopted and put into effect, Arab antagonism to the principles of the Mandate was stronger than ever.

Certain further steps were taken by Government during 1930 and 1931 to promote Arab welfare on the lines indicated in the Hope-Simpson report. On 17th November, 1930, it was announced that the British Government would guarantee, and for the first few years provide, the service of a loan of £P.2½ millions to increase the general productivity of Palestine. (This loan was in fact never raised). In August, 1931, Mr. Lewis French arrived in Palestine as Director of Development and submitted reports in December, 1931, and April, 1932; the most important part of his work was the investigation of the problem of the "landless Arabs"; the Jewish Agency and the Arab Executive were invited to nominate one member each to assist him in an advisory capacity, but both declined to co-operate in the work. The Protection of Cultivators Ordinance was again tightened up in 1931 in favour of tenants, and in the same year Mr. C. F. Strickland visited the country to promote the growth of co-operative societies.

In 1931 and 1932 there were no serious disturbances, although in August, 1931, articles in the Arab press regarding the establishment of sealed armouries in isolated Jewish settlements led to a demonstration in Nablus which had to be dispersed by police baton charges.

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A financial commission early in 1931 under Sir Samuel O'Donnell led to a considerable retrenchment of staff and the curtailment of works and services.

October, 1931.

General Sir Arthur Wauchope succeeded Sir John Chancellor as High Commissioner.

18th November, 1931.

The second census for Palestine showed a total population of 1,035,154, of whom 73.4% were Moslems, 16.9% Jews and 8.6% Christians.

16th December, 1931.

A Moslem Congress, attended by 145 delegates from all parts of the Moslem world, assembled at Jerusalem under the chairmanship of Haj Amin Eff. el Husseini. Its public proceedings were not political and did not lead to any disorders. But the Congress strengthened the position and prestige of Haj Amin.

1932.

The year was marked by refusal of the Arabs to co-operate with the Jews in every field. The Arab Executive declared a boycott of the "Levant Fair" at Tel Aviv. Arabs invited to serve as members on a Government education committee declined to accept and two Arab members of the Road Board resigned.

The year saw the beginning of the formation of regularly constituted Arab political parties. The Istiqlal (Independence) Party and the Congress Executive of Nationalist Youth were created.

The High Commissioner announced to the Permanent Mandates Commission that the Legislative Council promised in the White Paper of 1930 would be established after a new Local Government Ordinance had been brought into operation.

Period V. January, 1933—March, 1936. The swelling of Jewish immigration and the crystallization of Arab nationalism in Palestine.

1933.

The establishment of a National-Socialist regime in Germany in January led almost immediately to a steady increase in immigration into Palestine; the number of immigrants jumped from 9,553 in 1932 to 30,327 in 1933; and Jewish capital invested in Palestine and imports of capital goods also increased rapidly.

March, 1933.

The Arab Executive Committee issued a manifesto declaring that "the general tendency of Jews to take possession of the lands of this holy country and their streaming into it by hundreds and thousands through legal and illegal means has terrified the country". This was followed by a public meeting at Jaffa, attended by the Mufti of Jerusalem, at which resolutions were passed ordering the boycott of receptions and exchange of courtesies with Government and of British and Zionist goods.

June, 1933.

Dr. Arlosoroff, a prominent member of the Jewish Agency, was murdered. It was widely suspected that this was an act of Jewish political terrorism, since party feeling between the Revisionists and the Histadruth was running high at the time.

14th July, 1933.

The Secretary of State made a statement in the House of Commons regarding the resettlement of Arab tenants displaced from the land and land development to be financed by loan.

August, 1933.

A campaign against Jewish immigration was begun in the Arab press and developed in intensity during the following months.

September, 1933.

The President of the Arab Executive (Musa Kasem Pasha el Husseini) at the Moslem festival of Nebi Rubin made a violent speech against Jewish immigration. This was followed by Arab agitation, fostered by means of press articles and public meetings.

October, 1933.

The Arab Executive called for a general strike and organized a demonstration outside the Government Offices in Jerusalem; the mob was dispersed after repeated baton charges by the police. This was followed during the next six weeks by Arab rioting in the main towns, during which 24 civilians were killed and 204 wounded. The police used firearms to restore order but the use of troops was not required.

December, 1933.

A special commission of inquiry under Sir William Murison investigated the cause of these riots and, in February, 1934, submitted a report.

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The main difference between the disturbances of 1933 and those of 1920, 1921 and 1929 was that for the first time the Arabs attacked the Government in 1933 and accused the Government of favouring the Jews.

11th December, 1933.

A meeting of protest against limitations on Jewish immigration was arranged in Tel Aviv by the Revisionists and resulted in a clash with the police, who were compelled to make baton charges.

1934.

January, 1934.

The Municipal Corporations Ordinance was enacted and in the following months municipal elections were held.

December, 1934.

The National Defence Party was formed as the political organ of the Nashashibi faction; some weeks later three more Arab political parties were created—the Palestine Arab Party (the organ of the Husseinis), the Arab Reform Party and the National Bloc Party.

A delegation of the Arab Executive protested to the High Commissioner that sales of land to Jews and Jewish immigration had reached such an extent as to be contrary to the safeguards to Arab rights provided in the Mandate. The High Commissioner replied with a statement to the effect that Government's policy was to increase the productivity of the country and that Jewish immigration was not in excess of the absorptive capacity.

A campaign, in which the Supreme Moslem Council took an active part, was set on foot to prevent Arab lands from passing into Jewish hands.

The High Commissioner, in a statement to the Arab Executive, reaffirmed the intention of Government to establish a Legislative Council and undertook, after a reasonable period for examination of the manner in which the new Municipal Corporations Ordinance was operating, to inaugurate discussions with a view to the formation of a Legislative Council.

1935.

The year 1935 was notable for the growth of the Arab nationalist movement, the emergence of an Arab youth movement, the hardening of Arab opposition to Government, and, towards its end, the co-operation of five of the Arab political parties which hitherto

had acted independently and often in opposition to each other. The sixth party, the Istiqlal, remained aloof for the time being.

June, 1935.

On the occasion of the King's Birthday the High Commissioner extended a generous measure of clemency to those serving sentences of imprisonment for criminal acts during the 1929 disturbances, and remitted the balance of collective fines imposed on account of those disturbances.

October, 1935.

A large quantity of arms and ammunition smuggled in a consignment of cement from Belgium was discovered at Jaffa port and led to rumours among Arabs that the Jews were extensively arming themselves. Agitation was fostered by a press campaign, by speeches and a one-day Arab strike of protest.

November, 1935.

The existence of the first Arab armed gang under Sheikh Izzed Din al Qassam was discovered; the band was liquidated by police action; the death of the leader and his funeral in Haifa led to a strong wave of Arab patriotic emotion.

25th November, 1935.

The leaders of the five united Arab parties presented a memorandum to the High Commissioner demanding :

- (1) The establishment of democratic government;
- (2) the prohibition of the transfer of Arab lands to Jews; and
- (3) the immediate cessation of Jewish immigration, the formation of a competent committee to determine the absorptive capacity, legislation requiring the carrying of identity cards and an immediate investigation into illegal immigration.

21st and 22nd December, 1935.

The High Commissioner, having judged that the municipal councils were operating sufficiently well to warrant a further step in the development of self-governing institutions, communicated to the Arab and Jewish leaders a proposal for the establishment of a Legislative Council with a large unofficial majority; the twenty-eight members were to be composed as follows : 5 officials, 2 nominated representatives of commerce, 8 elected and 3 nominated Moslems, 3 elected and 4 nominated Jews and 1 elected

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and 2 nominated Christians; the President would be an impartial person unconnected with Palestine; he would neither debate nor vote. There was to be no official majority but there were to be three safeguards :

- (1) The validity of the Mandate was not to be questioned.
- (2) The High Commissioner would be empowered to legislate in certain circumstances.
- (3) The High Commissioner would continue to determine the labour schedule of the immigration quota.

Although the proposals were criticised in the Arab press, the united leaders of the Arab parties did not reject them, and there were indications that Arab public opinion was generally in favour. The Jewish leaders refused them uncompromisingly.

1936.

29th January, 1936.

The Colonial Office, through the mouth of the High Commissioner, replied to the Arab demands of 25th November, 1935 :

- (1) that the offer of a new constitution made in December, 1935, represented a practical step towards democratic government;
- (2) that, as regards sales of land, Government intended to enact legislation prohibiting these by Arab owners unless a *lot viable* was retained; and
- (3) that the rate of Jewish immigration was carefully gauged according to the country's capacity and that a new statistical bureau was being established.

On 28th February and 25th March the constitutional proposals were debated in the House of Lords and the House of Commons respectively, and strongly attacked from all sides in both Houses. The Jewish press was jubilant that the scheme had been killed in Parliament; the Arabs regarded the result as an even more conclusive proof of Jewish influence in London than the "Black Letter" of 1931. (In June the Legislative Council proposals were criticised also by the Permanent Mandates Commission).

2nd April, 1936.

The Secretary of State invited an Arab delegation to London to discuss the proposals. This invitation was accepted, but owing to the subsequent disturbances the delegation did not leave for London.

Period VI. The disorders of 1936.

15th April, 1936.

During a hold-up by Arab robbers on the Tulkarm—Nablus road three Jews were killed. The following night two Arabs were murdered near Petah Tiqva. The funeral of one of the Jews on 17th April led to serious rioting in Tel Aviv and Jaffa during which three Jews were murdered. Police and troops dispersed the rioters, curfews were imposed and the Emergency Regulations were brought into force for all Palestine by proclamation.

20th April, 1936.

An Arab National Committee was formed at Nablus. Subsidiary National Committees were constituted in all Arab towns and large villages before the end of the month.

21st April, 1936.

The leaders of the five united Arab parties called a general strike of all Arabs engaged in labour, transport or shopkeeping.

25th April, 1936.

A Supreme Arab Committee (subsequently known as the Arab Higher Committee) was established with the Mufti of Jerusalem as President. All Arab parties, including the Istiqlal which hitherto had not co-operated with the other five parties, were associated in this body, as were also the Christian Arabs. The Committee resolved "to continue the general strike until the British Government changes its present policy in fundamental manner, the beginning of which is the stoppage of Jewish immigration".

8th May, 1936.

A conference of the National Committees held in Jerusalem resolved that the Arabs should refuse to pay taxes. The Arab Higher Committee intimated to Government that they could not use their influence to check what they regarded as a spontaneous expression of national feeling and to call off the strike unless Jewish immigration was suspended.

18th May, 1936.

A Labour Schedule of 4,500 immigrants for the next six months was announced. On the same day the Secretary of State informed the House of Commons that it had been decided "after order is restored, to advise His Majesty to appoint a Royal Commission which, without bringing into question the terms of the Mandate,

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will investigate causes of unrest and alleged grievances either of Arabs or of Jews”.

During May and June the strike was effectively imposed; Jaffa port was put out of action; there were intermittent local demonstrations and assaults on Jews; there was destruction of Jewish property and sniping at Jewish settlements; sporadic attacks were made on the railway lines, two trains were derailed, roads barricaded and telephone wires cut; and armed bands, swelled by volunteers from Syria and Iraq, made their appearance in the hills.

From 11th May onwards the military forces were reinforced from Egypt and Malta; until August, no attacks were made on the bands in the hills, the troops being used for the defence of key points and the patrolling of roads and railways. Arab agitators and some of the Arab leaders were interned.

30th June, 1936.

A memorandum was submitted to the High Commissioner by senior Arab government officials and judges, condemning the Government's policy and asserting that Arab distrust of the Government's good faith was justified. A similar memorandum was submitted later by Arab officials in the Second Division of the Public Service, and the Qadis of the Moslem Sharia courts also presented a memorandum in which Government's policy was described as “detestable” and the British authorities warned “of the revenge of God the Almighty”.

22nd July, 1936.

The Secretary of State for the Colonies stated in the House of Commons that there would be no change of policy until the report of the Royal Commission was issued.

29th July, 1936.

The personnel of the Royal Commission and its terms of reference, as follows, were announced. The Commission was formally appointed by Warrant on the 7th August.

“To ascertain the underlying causes of the disturbances which broke out in Palestine in the middle of April; to enquire into the manner in which the Mandate for Palestine is being implemented in relation to the obligations of the Mandatory towards the Arabs and the Jews respectively; and to ascertain whether, under a proper construction of the terms of the Mandate, either the Arabs or the Jews have any legitimate grievances on account of the way in which the Mandate has been, or is being implemented; and if the Commission is satisfied that any such grievances are well founded, to make recommendations for their removal and for the prevention of their recurrence”.

August, 1936.

Attempts at mediation, first by the Amir Abdullah and then by Nuri Pasha, failed to secure more than temporary lulls in the disturbances. On 30th August the Arab Higher Committee published a manifesto declaring their willingness to trust to "the mediation of the Government of Iraq and of their Majesties and Highnesses the Arab Kings and Princes", but that in the meantime "the nation will continue its general strike with the same steadfastness and conviction which it has shown". During July, August and September the bands in the hills steadily increased in strength and underwent training under the leadership of Fawzi ed Din el Kauwakji, a Syrian who had served with distinction in the Turkish Army. Sabotage and the murder of Jews increased; the oil pipe line was repeatedly punctured, roads systematically mined and railway tracks frequently damaged. Towards the middle of August acts of retaliation by Jews began.

7th September, 1936.

The British Government announced that an additional division of troops was being sent to Palestine and that General Dill would assume the supreme military command. The announcement stated that all efforts to introduce a reasonable spirit of accommodation having failed, including discussions initiated by Nuri Pasha, the Arab determination to continue the strike, pending the stoppage of immigration, together with the continued outrages, had rendered the use of force inevitable.

22nd September, 1936.

The reinforcements began to arrive and extensive military operations were promptly initiated to round up the Arab gangs.

11th October, 1936.

The Arab Higher Committee published appeals for peace received by them from King Ibn Saud, King Ghazi of Iraq and the Amir Abdullah, and announced that they had decided to respond to the appeals and call off the strike. Work was resumed on the following day; the bands in the hills were permitted to disperse; sniping, sabotage and assaults continued but the rebellion as an organized national movement ceased for the time being.

As in 1933, a feature of the rebellion of 1936, not in common with the disorders of 1920, 1921 and 1929, was the direction of its aim mainly at the Palestine Government rather than at the Jews. The rebellion differed from all previous disorders not only in intensity and duration but on account of two significant new

CHAPTER II.

factors which emerged, (a) the support given to it by the Arab officials, and (b) the participation of neighbouring Arab countries both in the provision of arms and volunteers and by the intervention of their Governments. The events of 1936 aroused for the first time in the Arab world not merely sympathy with the Palestinian Arab but strong feelings of antipathy towards Zionism.

The Royal Commission found that the underlying causes of the disturbances were the desire of the Arabs for national independence and their hatred and fear of the establishment of the Jewish national home, and that the subsidiary factors were as follows :—

- (1) The effect on Arab opinion in Palestine of the attainment of national independence in other Arab countries.
- (2) The pressure on Palestine exerted by Jews throughout the world on account of the sufferings and anxieties of the Jews in Central and Eastern Europe since 1933.
- (3) The inequality of opportunity enjoyed by Arabs and Jews respectively in putting their case before His Majesty's Government and public opinion in Great Britain; and the Arab belief that the Jews can always get their way by means denied to the Arabs.
- (4) The growth of Arab distrust in His Majesty's Government's ability and will to carry out promises.
- (5) Arab alarm at the continued purchase of Arab land by Jews.
- (6) The intensive character of Jewish nationalism in Palestine; the "modernism" of many of the younger immigrants; the provocative language used by irresponsible Jews; and the intemperate tone of much of the Jewish as well as the Arab press.
- (7) The general uncertainty, accentuated by the ambiguity of certain phrases in the Mandate, as to the ultimate intentions of the Mandatory Power.

The official list of casualties during the six months of disturbances gave the following figures :—

	<i>Killed</i>	<i>Wounded</i>
Defence Forces	21	104
Police and T.J.F.F.	16	102
Arabs	195	804
Jews	80	308
Non-Arab Christians	2	19
Total	314	1,337

These are the numbers based on verified deaths and treatment in hospitals. It has been estimated that upward of 1,000 Arab rebels were killed, mostly in fighting with troops and police.

Period VII. November, 1936—August, 1939. The Royal Commission, the Partition Commission and the White Paper of May, 1939.

5th November, 1936.

The Secretary of State for the Colonies announced in the House of Commons that a suspension of immigration during the course of the Royal Commission's enquiry "would not be justifiable on economic or on other grounds". The Arab Higher Committee therefore resolved to boycott the Commission and published this resolution on 7th November.

11th November, 1936.

The Royal Commission arrived in Palestine.

1937.

5th January, 1937.

A delegation which the Arab Higher Committee had sent to Iraq and Saudi Arabia returned to Jerusalem bringing letters from King Ghazi and King Ibn Saud recommending that the Arab Higher Committee should state their case to the Royal Commission. The Committee accepted this recommendation and on 6th January announced their intention of getting in touch with the Royal Commission "on behalf of the Arabs".

18th January, 1937.

The Royal Commission left Palestine.

The reduction in the military garrison, which in November, 1936, amounted to two divisions, began during that month and continued until March, 1937, when it amounted to two infantry brigades and ancillary units in Palestine and one squadron and one flight of R.A.F. in Palestine and Trans-Jordan together; it remained at this strength until the end of the year. Public security conditions gradually deteriorated throughout 1937; during the first five months lawlessness was generally confined to the Northern District and the Jerusalem municipal area; on 13th June an unsuccessful attempt was made on the life of the Inspector-General of Police, and from that time a campaign of murder, intimidation and sabotage conducted by Arab law-breakers became widespread and occasionally provoked retaliatory acts by Jews.

May, 1937.

The announcement of a labour immigration schedule of 770 for the four months April to July created excitement among the Arabs

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and led to a well observed Arab boycott of the Coronation celebrations.

3rd July, 1937.

The National Defence Party withdrew from the Arab Higher Committee.

7th July, 1937.

The report of the Royal Commission (dated 22nd June) was published*. Its main recommendations were the termination of the Mandate, the partition of the country between the Arabs and the Jews, save only for enclaves under Mandate covering Jerusalem, Bethlehem and Nazareth and ensuring access to these Holy Places for all the world, and the setting up of two independent States in treaty relations with Great Britain. Under their tentative plan of partition the Jewish State was to comprise the whole of the present Districts of Haifa and Galilee and the whole of the Maritime Plain from Isdud (thirty kilometres south of Jaffa) northwards, with the exception of a corridor of approach to Jerusalem, which would include the Arab towns of Jaffa, Lydda and Ramle, to remain under Mandate.

Simultaneously, a Statement of Policy** was issued by His Majesty's Government expressing general agreement with the arguments and conclusions of the Commission and stating that "they are driven to the conclusion that there is an irreconcilable conflict between the aspirations of the Arabs and the Jews in Palestine, that these aspirations cannot be satisfied under the terms of the present Mandate, and that a scheme of partition on the general lines recommended by the Commission represents the best and most hopeful solution of the deadlock". The Statement went on to say that His Majesty's Government therefore proposed to take steps, having regard to their treaty obligations under the Covenant of the League of Nations and other international instruments, to obtain freedom to give effect to a scheme of partition. As an interim measure, steps would be taken to prohibit any land transactions which might prejudice such a scheme, and a total Jewish immigration of 8,000 would be permitted for the eight months August, 1937, to March, 1938, provided the economic absorptive capacity was not exceeded.

20th July, 1937.

The House of Commons debated the Statement of Policy and resolved that the proposals contained therein "should be brought

* Cmd. 5479.

** Cmd. 5513.

before the League with a view to enabling the British Government, after adequate enquiry, to present Parliament with a definite scheme taking full account of all the recommendations" in the Statement.

21st July, 1937.

The National Defence Party published their views on the Royal Commission's report and the Statement of Policy. On 23rd July the Arab Higher Committee published their views. Both of these documents rejected the proposals for partition and demanded the recognition of the Arab right to complete independence in Palestine, the termination of the Mandate and a Palestinian sovereign State. They also demanded the immediate cessation of Jewish immigration and land purchases, but declared readiness on the part of the Arabs to furnish guarantees covering the holy places and securing the protection of all legitimate Jewish and other minority rights and the safeguarding of reasonable British interests. The memorandum of the National Defence Party further stipulated that the ratio existing between the Arab and the Jewish populations should not be altered and that this principle should be admitted in the Anglo-Palestine treaty which they proposed.

The partition proposals gave rise to a sharp cleavage of opinion among the Jewish parties. At the Zionist Congress at Zurich in the summer of 1937 the Zionist Executive was empowered to enter into negotiations with a view to ascertaining the precise terms of His Majesty's Government for the proposed establishment of a Jewish State. A similar resolution was adopted by the Council of the Jewish Agency, and the Agency Executive was directed to request His Majesty's Government to convene a conference of Jews and Arabs with a view to exploring the possibilities of a peaceful settlement in an undivided Palestine.

August, 1937.

The Permanent Mandates Commission examined the proposals of the Royal Commission and the Statement of Policy of 7th July, 1937, and, in a "preliminary opinion", expressed the view that "it is worth continuing the examination of the advantages and drawbacks for a new territorial solution". While declaring itself favourable in principle to an examination of a solution involving the partition of Palestine it opposed the idea of the immediate creation of two new independent States and considered that there should be "a prolongation of the period of political apprenticeship

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constituted by the mandate" either in the form of "cantonisation" or of two independent mandates*.

16th September, 1937.

The Council of the League considered the report of the Permanent Mandates Commission and resolved to request the Mandatory Power to carry out "the study of the problem of the status of Palestine, while concentrating on the solution involving partition of the territory" **.

September, 1937.

General Wavell succeeded General Dill as General Officer Commanding, Palestine.

26th September, 1937.

Mr. Andrews, Acting District Commissioner of the Galilee District, and his British police escort were murdered at Nazareth by Arabs.

1st October, 1937.

On account of the intensification of an organized Arab campaign of terrorism and assassination, culminating in the murder of Mr. Andrews, the Officer Administering the Government declared the Arab Higher Committee and all National Committees to be unlawful associations, instructed the arrest and deportation of six leading Arab politicians and deprived Haj Amin Eff. el Husseini of his office of President of the Supreme Moslem Council and of membership of the General Waqf Committee of which he was chairman. In an official communiqué announcing this action, the Officer Administering the Government stated that he had "found it necessary to institute action against certain persons whose activities have been prejudicial to the maintenance of public security in Palestine and who must therefore be regarded as morally responsible for the campaign of terrorism and murder". Five of the Arab politicians named, (Ahmad Hilmi Pasha, Dr. Hussein Khalidi, Fuad Eff. Saba, Haj Rashid Eff. Ibrahim and Yacoub Eff. Ghoussein) were arrested and deported to the Seychelles; Jamal Eff. el Husseini evaded arrest and fled to Syria. A few days later Haj Amin Eff. el Husseini fled from Jerusalem

* Minutes of the 32nd Session held from July 30th to August 18th, 1937. pages 227-230.

** Minutes of the 33rd Session of the Permanent Mandates Commission held from 8th to 19th November, page 11.

in disguise and reached the Lebanon by fishing boat. (In accordance with Turkish precedent he holds his office as Mufti of Jerusalem for life).

16th October, 1937.

The Palestine Government appointed a Commission (with a British judge as chairman) to administer the Awqaf, in place of the Supreme Moslem Council and the General Waqf Committee*.

11th November, 1937.

Military courts were established under the Emergency Regulations** for the trial of offences connected with;

- (1) the discharge of firearms at any persons (punishable by death),
- (2) the carrying of arms, bombs etc. (punishable by death), and
- (3) causing sabotage and intimidation.

November, 1937.

Sir Charles Tegart and Sir David Petrie were appointed to assist the Government in taking measures to combat terrorism.

During the last half of the year, Arab gangs in the hills increased in size, and assassinations, especially of police personnel, Government officials and Arabs in prominent positions increased, as did also sabotage of the pipe line and telegraph communications. On 22nd November, Sheikh Farhan es Saadi, a prominent gang leader, was captured, condemned by a military court and hanged. During the whole year 438 attacks were made by bombs and firearms, of which 109 were against the police and military, 143 against Jewish settlements and 109 against Arab houses. The total casualties from terrorist or gang activities were 97 killed and 149 wounded. The number of persons interned under Emergency Regulations was 903, of whom 816 were Arabs. For the protection of Jewish settlements, 978 active and 3881 reserve Jewish settlement police were enrolled.

1938.

4th January, 1938.

A despatch dated 23rd December, 1937, from the Secretary of State to the High Commissioner*** was published, announcing

* The Defence (Moslem Awqaf) Regulations, Laws of 1937, Vol. III, page 973.

** The Defence (Military Courts) Regulations, Laws of 1937, Vol. III, page 1138.

*** Cmd. 5634.

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the decision of His Majesty's Government to send to Palestine a technical Commission whose functions would be "confined to ascertaining facts and to considering in detail the practical possibilities of a scheme of partition". The detailed terms of reference of the Commission were given. In this despatch the Secretary of State stated that he wished to make it clear that His Majesty's Government were in no sense committed to approval of the particular plan of partition tentatively proposed by the Royal Commission and "in particular that they have not accepted the Commission's proposals for the compulsory transfer in the last resort of Arabs from the Jewish to the Arab area". He added that, if, as a result of the investigation of the technical commission, a scheme of partition is regarded as equitable and practicable by His Majesty's Government, it will be referred to the Council of the League for consideration.

1st March, 1938.

General Sir Arthur Wauchope left Palestine and his successor, Sir Harold MacMichael, arrived two days later.

27th April, 1938.

The Partition Commission, under the chairmanship of Sir John Woodhead, arrived in Palestine and stayed until 3rd August. No Arab witnesses came forward.

May, 1938.

General Wavell was succeeded by General Haining as General Officer Commanding.

6th August, 1938.

The Secretary of State (Mr. Malcolm MacDonald) came to Jerusalem for discussions with the High Commissioner and the General Officer Commanding.

During 1938 the Arab campaign of murder and sabotage gathered strength; gang warfare was gradually developed in the hills on organized lines and was accompanied by increased terrorism in the towns; the roads became unsafe for use and the economic and social life of the country was seriously disrupted. The campaign received its momentum from the political leaders who had found refuge in Syria, the Lebanon and Iraq and from their supporters in those countries; arms and money were smuggled across the frontiers into Palestine, and gangsters and assassins were recruited, equipped and issued with instructions by rebel organizations

in Beirut and Damascus; in an endeavour to check the movement across the frontier a barbed wire barrier was constructed in June, on the advice of Sir Charles Tegart, along the northern and north-eastern boundaries of Palestine. The great majority of Arabs who had hitherto been prominent in the life of the country and who had not either been deported, excluded from Palestine or detained under Emergency Regulations found it prudent to leave; any who remained and attempted loyalty to Government or refused assistance to the rebels were subjected to intimidation, abduction and murder; pressure was brought to bear in particular on village mukhtars and police personnel, many of whom paid with their lives for their connections with Government.

During the first five months of the year the Jews showed restraint and there were few acts of retaliation, but from the end of June the Jewish attitude in all sections of the community underwent a change following the conviction by a military court of a Revisionist youth, Shlomo Ben Yoseph, who had fired on an Arab bus and was caught in possession of bombs and revolvers; the sentence of death was carried out on 29th June and was the cause of angry Jewish demonstrations in Jerusalem and Tel Aviv; at Tel Aviv the Union flag on the Government offices was pulled down. These demonstrations were followed by acts of reprisal. On 6th and 25th July bomb explosions in the Arab fruit market at Haifa caused the death of 74 Arabs and injury to 129 others; there were other bomb outrages in Jerusalem and Jaffa.

By July the Arab gangs had become thoroughly organized and their activities co-ordinated. Rebel courts were set up by which many loyal Arabs and a number of Jews who had been abducted were tried and executed in the following months; rebel stamps were sold and the Old City of Jerusalem became a rallying point of bandits from which acts of violence, murder and intimidation were organized and perpetrated freely and with impunity. On 24th August the Assistant District Commissioner at Jenin (Mr. Moffat) was murdered in his office and in September the rebel power reached its climax; there was a large increase in abductions and a studied concentration on the destruction of Government buildings and property and on the seizure of armouries in outlying police posts. On 9th September Beersheba was raided by a large gang which broke into the prison, released the prisoners and raided the police station; later in the month all police and Government buildings in Beersheba were set on fire and destroyed.

On 12th September the police force was placed under the operational control of the General Officer Commanding and on

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18th October Military Commanders were appointed in the various districts to assume the powers and duties hitherto vested in the respective District Commissioners, who then became political advisers to these Military Commanders*. The garrison which had been strengthened in July from Egypt was further reinforced from England at the end of September, and on 19th October the Old City of Jerusalem was re-occupied by troops. Curfews were imposed on the whole country and travel by car and train in the rural areas was prohibited except under military pass. By the end of the year large-scale military operations had dislocated the rebel organization and had reduced the gangs to comparative impotence in the field; but terrorism and sabotage continued unabated.

There were 5,708 incidents of violence during the year, of which 986 were attacks on police or military, 651 attacks on Jewish settlements and quarters, 331 bomb throwings, 215 abductions, 720 attacks on telegraph communications, 341 incidents of sabotage of railways and roads, 104 punctures of the pipeline and 430 assassinations and attempted assassinations. The casualties from terrorist and gang activities were as follows :—

	<i>Killed</i>	<i>Wounded</i>
British	77	216
Jews	255	390
Arabs	508	598
Total	835	1,204

The number of Arab rebels killed by military and police action was conservatively estimated at not less than 1,000. The military courts tried 382 persons during the year and 54 death sentences were confirmed by the General Officer Commanding. The number of persons interned was 2,543 of whom 2,463 were Arabs.

During the year the British staff of the District Administration was increased by twelve officers on secondment from other colonial dependencies and the Sudan.

9th November, 1938.

The report of the Partition Commission was presented to Parliament and published **. In this report three alternative plans (that of the Royal Commission's report, plan A, and two others

* The Defence (Military Commanders) Regulations, Laws of 1938, Vol. III, page 1361. (Replaced in 1945, by Regulations at page 1062 of *Gazette* No. 1442 of 27.9.45).

** Cmd. 5854.

dubbed B and C) were examined and the majority of the Commission put forward plan C as the best they were able to devise. This plan divided Palestine into three parts :—

- (1) a northern part to be retained under Mandate,
- (2) the Negeb to be retained under Mandate, and
- (3) a central part to be divided into an Arab State, a Jewish State and an enclave around Jerusalem.

The Commissioners stated that, apart from political considerations, the question whether partition is practicable or not concerns chiefly finance and economics, and, taking into account these latter considerations, concluded that if they were to adhere strictly to their terms of reference they would have no alternative but to report that they were unable to recommend boundaries for the proposed areas which would give a reasonable prospect of the eventual establishment of self-supporting Arab and Jewish States. They therefore put forward a suggestion for a modified form of partition which they called economic federation.

A Statement of Policy by His Majesty's Government * was issued simultaneously with the Partition Commission's report. This announced the conclusion of His Majesty's Government that the examination by the Commission had "shown that the political, administrative and financial difficulties involved in the proposal to create independent Arab and Jewish States inside Palestine are so great that this solution of the problem is impracticable". The statement proceeded to say that His Majesty's Government would therefore continue their responsibility for the government of the whole of Palestine and were prepared to make a determined effort to promote an understanding between the Arabs and the Jews; they therefore proposed immediately to invite representatives of the Palestinian Arabs and of neighbouring Arab States on the one hand and of the Jewish Agency on the other to confer with them in London regarding future policy, including the question of immigration into Palestine. The right to refuse to receive those leaders whom His Majesty's Government regarded as responsible for the campaign of assassination and violence was reserved. (Subsequently in the House of Commons the Secretary of State announced that the Mufti would not be accepted as a delegate). It was stated further that, if the London discussions did not produce agreement within a reasonable period of time, His Majesty's Government would take their own decision in the light of their examination of the problem and of the discussions in London, and announce the policy which they proposed to pursue; and

* Cmd. 5893.

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that, in considering and settling their policy, His Majesty's Government would keep constantly in mind the international character of the Mandate and their obligations in that respect.

The Arabs were gratified that partition had been abandoned and that the neighbouring Arab countries had been invited to participate in discussions; but they were displeased that immigration and land sales had not been stopped, and that the Mufti was to be excluded from the proposed conference. Official Zionist opinion on the question of partition had remained sharply divided since the publication of the Royal Commission's report; the abandonment of partition by His Majesty's Government now served to reunite Zionist parties on the question of policy.

December, 1938.

It was announced that, in order to facilitate the nomination of the Arab delegates from Palestine at the London Conference, the five Arab leaders who had been deported from Palestine in October, 1937, would be released from the Seychelles. They were not permitted to enter Palestine.

1939.

During the first eight months of 1939 the Arab rebellion continued, but with gradually diminishing vigour; it slowly lost the characteristics of a national movement and degenerated into a series of crimes of reprisal; the breaking up of the large gangs which had begun at the end of 1938 proceeded under the pressure of continuous military operations against them, dissension grew in the ranks of their leaders and, in March, 1939, Abdul Rahim el Haj Mohammed, who carried the greatest reputation among them and commanded the general respect of the Arabs, was killed in action; the other principal leaders left Palestine shortly afterwards; there were left smaller groups of outlaws, not under any controlled leadership and inspired mainly by personal gain, family bloodfeuds and individual jealousies, which proceeded to rob and destroy life and property in the hill villages, while assassins remained active in the urban areas. The bulk of the Arab population grew tired of the rebellion, and an increasing number, desiring to be relieved of the depredations of the gangs, gradually took courage to resist them and came over to the side of law and order. By July the state of Arab disorders had sufficiently improved to warrant the release of a large number of detainees, the resumption of Arab bus services and the removal of restrictions on international trunk telephone calls; Arabs began again to pay their taxes to Government and even to take out the Government identity cards which had previously been banned by the leaders of the rebellion.

The number of incidents of violence during 1939 was 3,315 (compared with 5,708 in 1938); of these 230 were attacks on police or military, 136 attacks on Jewish settlements and quarters, 82 bomb throwings, 135 abductions, 245 attacks on telegraph communications, 94 incidents of sabotage of other communications, 39 punctures of the pipe line and 136 assassinations and attempted assassinations. The casualties from terrorist and gang activities (excluding those inflicted on the rebels by military and police action) were :—

	<i>Killed</i>	<i>Wounded</i>
British	37	66
Jews	94	159
Arabs	414	373
	<hr/> 545	<hr/> 598

The military courts tried 526 persons during the year (454 Arabs and 72 Jews); 55 death sentences (all Arabs) were confirmed by the General Officer Commanding. The number of persons kept in detention was 5,933 of whom 254 were Jews, the remainder being Arabs.

January, 1939.

The Seychelles exiles arrived in Cairo and on 11th January visited the Mufti at Djounie, near Beirut. Six delegates to represent the Palestinian Arabs at the London Conference were there nominated by an assembly which, in effect, represented the old Arab Higher Committee but excluded the National Defence Party. Meanwhile the Arab States had accepted invitations to send representatives to the London Conference and these representatives had assembled in Cairo. On 17th January and following days the six Palestinian Arab delegates held discussions in Cairo with the representatives of the Arab States. (This was the first occasion on which representative Arabs of Palestine had engaged in political debate with Arabs from neighbouring countries). The representatives of the Arab States indicated clearly their opinion that the Defence Party should be represented on the Palestinian Arab delegation. There followed considerable political activity as to the composition of the delegation and, eventually, two separate parties left for London, one consisting of the representatives nominated at the Djounie meeting and the other of representatives of the National Defence Party. On 9th February agreement was reached in London between these two parties and one Palestinian Arab delegation, including two Defence Party members, was formed under the leadership of Jamal Eff. Husseini.

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7th February, 1939.

The London Conferences between His Majesty's Government and the Arab and Jewish delegations were opened at St. James's Palace.

February, 1939.

The correspondence between Sir Henry McMahon and the Sherif Hussein of Mecca (July, 1915—March, 1916) was officially published * during the course of the Conferences. The Arab delegations criticised the rendering of certain passages in the English text and maintained their contention that Palestine was included within the area in which Sir Henry McMahon, on behalf of the British Government, undertook to recognise and support Arab independence. It was then agreed that a committee should be set up of representatives of the Arab delegations and His Majesty's Government to consider the correspondence. The report of this committee** was presented on 16th March, and adopted by the Arab and United Kingdom delegations to the Conferences on the following day. It stated that both the Arab and the British representatives endeavoured to understand the point of view of the other party but that they were unable to reach agreement upon an interpretation of the correspondence.

26th February, 1939.

A false report that the British Government had decided that Palestine should be given independent status and an Anglo-Palestine treaty concluded on the lines of that of Iraq gave rise to tense temporary exhilaration on the part of the Arabs and spontaneous demonstrations of joy. The Jews became despondent and on 27th February there were bomb outrages throughout the country in which 38 Arabs were killed and 44 wounded; these outrages were interpreted as a Jewish protest against what they believed to be the policy determined.

The London discussions were prolonged over several weeks and, finally, proposals were formulated by His Majesty's Government and laid before the two delegations as the basis of an agreed settlement. (These proposals were substantially the same as those subsequently determined and issued in the White Paper of 17th May). Neither the Arab nor the Jewish delegation accepted these proposals and the Conferences failed to reach any agreement.

* Cmd. 5957.

** Cmd. 5974.

27th March, 1939.

The London Conferences closed, and almost immediately the former Arab Higher Committee issued from Beirut a bellicose "manifesto" restating the Arab maximalist demands; they then endeavoured to give a new impetus to the waning revolt.

April, 1939.

After the break-up of the Conferences the majority of the Arab delegates both from Palestine and the Arab States congregated in Cairo and, on the initiative and through the mediation of the Egyptian Prime Minister, reestablished contact with the British Government with the declared object of finding an Anglo-Arab agreement. His Majesty's Government hoped that by further negotiation the express agreement of the Arab States to the new policy might be obtained by offering certain concessions to their views. The main points put forward by His Majesty's Government were:— (a) The acceleration of the constitutional proposals. Instead of deferring the appointment of Palestinians as heads of departments to a second stage in constitutional development (as provided in the proposals laid before the Arab delegations in London), this was to be effected as soon as peace had been restored. This proposal was well received by the States' delegates. (b) His Majesty's Government should state that, before deferring the establishment of an independent State beyond the proposed ten-year period, they would consult the League of Nations and the neighbouring Arab States. It was on this point that the negotiations failed owing to the insistence of the Arab States on their counter-proposal that any such deferment should be dependent upon the *consent* of the Arab States.

These further discussions between the Arab States and representatives of the British Government further depressed opinion in the Yishuv, already thoroughly disillusioned by the trend of the London negotiations, and on 17th April the Histadruth published a "manifesto" condemning the trend of British policy and calling upon all Jews to aid in a campaign of resistance to any limitation of the National Home. This open adoption by responsible Jewish leaders in Palestine of an attitude contrary to the official Jewish policy of co-operation with Government served to increase the Jewish tension. Meanwhile, the problem of illegal Jewish immigration was becoming serious; on 5th February a shipload had arrived in the s.s. "Artemisia", and during the five weeks following 25th March over 1,700 more illegal immigrants reached the shores of Palestine.

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17th May, 1939.

A Statement of Policy, the White Paper of 1939, was issued *. This Statement is reproduced in full at the end of this chapter as annexure B. After discussing the implications of the obligations imposed on the Mandatory by the Mandate for Palestine, the Statement pointed out that "the Royal Commission and previous Commissions of Enquiry have drawn attention to the ambiguity of certain expressions in the Mandate, such as the expression 'a national home for the Jewish people', and they have found in this ambiguity and the resulting uncertainty as to the objective of policy a fundamental cause of unrest and hostility between Arabs and Jews". His Majesty's Government were convinced that, in the interests of the peace and well-being of the whole people of Palestine, a clear definition of policy and objectives was essential. The proposal of partition would have afforded such clarity, but the establishment of self-supporting independent Arab and Jewish States within Palestine had been found to be impracticable. It was therefore necessary to devise an alternative policy consistent with the obligations to Arabs and Jews under the Mandate. The Statement declared unequivocally that it was not part of this policy that Palestine should become a Jewish State as this would be contrary to the obligations to the Arabs under the Mandate, and that His Majesty's Government was unable to agree that the McMahon correspondence formed a just basis for the claim that Palestine should be converted into an Arab State. It declared further that His Majesty's Government desired to see the establishment alternatively of an independent Palestine State in which the peoples in Palestine, Arabs and Jews, would share authority in Government. However, a prerequisite of this was the establishment of good relations between Arabs and Jews and, therefore, a transitional period was required during which the ultimate responsibility for the Government of the country would be retained by His Majesty's Government under Mandate. Meanwhile, it would be "the constant endeavour of His Majesty's Government to promote good relations between the Arabs and the Jews".

Specific proposals were set forth under three heads, the salient points of which were as follows :—

(1) Constitution. The objective was stated to be the establishment of an independent Palestine State within ten years. During the transitional period the people of Palestine would be given an increasing part in the government of their country. As a first step it was proposed that as soon as peace and order had been restored Palestinians would be placed in charge of Departments of Govern-

* Cmd. 6019.

ment, with the assistance of British advisers. These Palestinian heads of Departments would be members of the Executive Council, which might at a later stage be converted into a Council of Ministers with a consequential change in the status and functions of the heads of Departments. It was further proposed that at the end of five years a body representative of the people of Palestine and of His Majesty's Government should be set up to review the working of the constitutional arrangements in the transitional period and to make recommendations regarding the constitution of the independent State. If, at the end of ten years, it appeared that circumstances required the postponement of the establishment of this State, His Majesty's Government would consult with representatives of the people of Palestine, the Council of the League of Nations and the neighbouring Arab States and invite their co-operation in framing plans for the future.

(No progress has been made under this head. When the White Paper was issued the country was still gravely disturbed, and four months later war broke out. By the summer of 1940 the whole Middle East was directly menaced by enemy attack and constitutional policy within Palestine had to be considered in the light of the new situation. Having regard to the military position the main consideration was to avoid action entailing the risk of political excitement or disturbances, such as would almost inevitably have been aroused by the implementation of the proposals for constitutional evolution made in the White Paper, which neither community had accepted. It was therefore decided to postpone until after the war the question of constitutional advance).

(2) Jewish immigration during the five years beginning 1st April, 1939, would be at a rate which, if economic absorptive capacity allowed, would bring the Jewish population up to approximately one-third of the total population of the country. On such a basis it was calculated that 75,000 immigrants could be admitted. For each of the five years a quota of 10,000 would be allowed, the shortage in any one year to be added to the quotas of subsequent years within the five year period, if economic absorptive capacity permitted; and, as a contribution towards the solution of the Jewish refugee problem, 25,000 refugees would be admitted as soon as the High Commissioner was satisfied that adequate provision for maintenance was ensured. After the period of five years, no further Jewish immigration would be permitted unless the Arabs of Palestine were prepared to acquiesce in it. (see below under 10th November, 1943). The number of illegal immigrants would be deducted from the annual quotas.

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(3) Land. The High Commissioner would be given general power to prohibit and regulate transfers of land, since the reports of several expert Commissions had indicated that "owing to the natural growth of the Arab population and the steady sale in recent years of Arab land to Jews, there is now in certain areas no room for further transfers of Arab land, whilst in some other areas such transfers of land must be restricted if Arab cultivators are to maintain their existing standard of life and a considerable landless Arab population is not soon to be created".

The Jews unanimously condemned the proposals and their reaction in Palestine was immediate. On 17th May, the P.B.S. transmission lines were cut and the official announcement of the new policy delayed thereby; the headquarters offices of the Department of Migration were set fire to; and the Government offices at Tel Aviv were sacked. A Jewish general strike was held on 18th May and violent speeches of protest made; in Jerusalem shops were looted, the police stoned and a British constable killed. In the following week a campaign of attacks by Jews on Arabs and Government was begun, and, with a short lull during the first half of July, continued until the outbreak of war; time bombs, isolated murders and sabotage of telephone services, the P.B.S. and police launches were the main features of this campaign; during this period there was a marked increase of Arab snipping on Jewish traffic but no other sign of an organized campaign of retaliation by the Arabs.

The former Arab Higher Committee, at the direction of the Mufti, rejected the terms of the White Paper but, on 29th May, the National Defence Party announced its readiness to co-operate with Government in giving effect to them.

22nd and 23rd May, 1939.

The House of Commons debated the White Paper and by 268 votes against 179 approved the policy set out therein and rejected the motion put that "as the proposals of His Majesty's Government relating to Palestine, as set out in Command Paper No. 6019, are inconsistent with the letter and spirit of the Mandate and not calculated to secure the peaceful and prosperous development of Palestine, this House is of opinion that Parliament should not be committed pending the examination of these proposals by the Permanent Mandates Commission of the League of Nations" *. On 23rd May the House of Lords, after debate, approved the policy without division**.

* Hansard Vol 347 Cols. 1936-2056 and 2129-2190.

** Hansard Vol. 113 Cols. 81-143.

15th June, 1939.

The Secretary of State for the Colonies (Mr. MacDonald) made a statement before the Permanent Mandates Commission regarding "the policy which His Majesty's Government, with the approval of Parliament, have decided to pursue" as laid down in the White Paper of 17th May*. In its report to the Council of the League the Commission stated that four of its members "did not feel able to state that the policy of the White Paper was in conformity with the mandate" and that the other three members considered "that existing circumstances would justify the policy of the White Paper, provided the Council did not oppose it". They concluded their observations with the following words. "All the members agree in thinking that the considerations put forward in the report of the Royal Commission of 1937 and in the preliminary opinion presented by the Mandates Commission in August of the same year have not lost their relevance: the solutions envisaged in these two documents (excluding the setting-up of two independent States withdrawn at the outset from mandatory control) should be borne in mind at the appropriate moment"***.

20th July, 1939.

In regard to the position of the Permanent Mandates Commission and the League Council in relation to the White Paper of May, 1939, Mr. MacDonald made the following remarks during debate in the House of Commons:—

"We recognise fully that the Permanent Mandates Commission have a certain function to perform in this matter. It is purely an advisory function. They present their report not to His Majesty's Government, not to Parliament, but to the Council of the League of Nations, and their function towards the Council is a purely advisory one. The authority in this matter is the Council of the League itself; and when the Council receive the report of the Permanent Mandates Commission we shall, of course, be present at the Council. We shall present to the Council then our arguments for believing that this policy is entirely within the terms of the Mandate..... I give the House the assurance straight away that if the Council of the League were to reach a decision which would, in our view, involve the necessity of altering the Mandate, then we shall not take steps to bring about that alteration until this House has had another opportunity of considering the situation"***.

* Minutes of the 36th Session of the Permanent Mandates Commission held from 8th—29th June, 1939, pages 95-102.

** Minutes of the 36th Session of the Permanent Mandates Commission held from 8th—29th June, 1939, pages 274-275.

*** Hansard, Vol. 350, cols. 806 and 807.

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Owing to disruption of its work during the war the policy of the White Paper was not considered by the Council of the League.

13th July, 1939.

The Secretary of State announced in the House of Commons that as a result of the increase in Jewish illegal immigration the immigration quota for October, 1939, to March, 1940, would be suspended. This caused widespread expressions of anger in the Jewish community and a Jewish general strike of 24 hours was held in protest. Jewish acts of terrorism increased in intensity thereafter.

17th August, 1939.

The Permanent Mandates Commission's report on the White Paper, questioning its consistency with the terms of the Mandate, and a memorandum by His Majesty's Government in reply thereto, were published.

16th-25th August, 1939.

The Zionist Congress was held at Geneva. The tone was one of strong opposition to the White Paper but of friendship towards Great Britain.

26th August, 1939.

Two British police inspectors, engaged on the investigation of Revisionist terrorism, were murdered in Jerusalem by bomb.

Period VIII. September, 1939—October, 1942. The Period of Political Dormancy during the Early Years of World War.

1st September, 1939.

With the outbreak of war the Jews unanimously agreed to put aside their differences with British policy and demonstrated their loyalty to the cause of the democracies. Jewish terrorist acts ceased completely and the illegal broadcasting station which had previously been operating for some months closed down. The Jewish Agency issued an appeal calling on all Jews in Palestine to close their ranks and offer their full assistance to Great Britain. To implement this call for unity Mr. Pinhas Rutenberg was elected President of the Executive of the Vaad Leumi on 17th September and charged with the task of healing the factional differences

in the Yishuv. By broadening the base of the executive he brought all sections of Jewish opinion within one fold; this unity was short lived, see under August, 1940, below. A Jewish national register of volunteers was opened and over 134,000 Jews between the ages of 18 and 40 enrolled for public service. The services of Jewish volunteers were offered by the Jewish Agency to the Crown, with the qualification that they be recruited as Jews in recognised Jewish units for service in Palestine. The offer, with its qualification, was not accepted. Subsequently there was a good response from Jews and Arabs to a direct appeal by the military authorities for recruits in ancillary services of the British Army. The Jewish recruits were enlisted through the Jewish Agency, but this arrangement was temporarily dropped when the Agency objected to the employment of Jews on military duties outside the Middle East and to the formation of mixed units of Arabs and Jews.

The Arabs of Palestine also demonstrated their support of the democracies at the outbreak of war, and there were spontaneous appeals in the Arab press to Arabs to rally to the side of Great Britain and set aside local issues; acts of terrorism were roundly condemned. The Arabs hoped for and expected a declaration by the Mufti in favour of the democracies, but these hopes were finally dissipated when Haj Amin fled from the Lebanon to Baghdad in the second week of October. Although inter-Arab terrorism and brigandage continued on a considerable scale until the end of the year, there was a marked decrease in crimes of a political nature, and the activities of the armed bands no longer evoked any national pride among the Arab population generally. By November, the state of public security had so improved that road and rail traffic restrictions were removed, curfews raised and a further large number of detainees released. By the end of the year a marked tendency on the part of the bulk of the population to abandon Palestine politics and to concentrate more and more on their normal avocations was apparent; this led to encouraging signs of renewal of social and economic contacts between Arab and Jew.

After the arrival of the S.S. "Parita" and "Tiger Hill" on Tel Aviv beach on 22nd August and 1st September, respectively, illegal immigration temporarily slackened, one further shipload arriving on 14th November.

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5th October, 1939.

Forty-three Jews, wearing uniforms, were arrested while engaged in military manoeuvres and carrying rifles and bombs, and subsequently tried by a military court and sentenced to long periods of imprisonment. There followed Jewish demonstrations of protest and a two-hour general Jewish strike on 28th November, but no disorder.

18th November, 1939.

Thirty-eight Revisionist Jews, engaged in manoeuvres and carrying arms, bombs, gelignite, etc., were arrested and subsequently sentenced by a military court to long terms of imprisonment. There were no adverse repercussions on local security conditions.

1940.

During the first two months of 1940, although Arab opinion was perturbed at a renewed influx of illegal immigrants and was increasingly critical of the delay in implementing the land sales clause of the Land Transfers Regulations, Arab/Jewish relations continued to improve, especially in the economic field, where the plight of the citrus industry caused by war conditions called for co-operation. Many of the Arab feuds which were the legacy of four years of disorder were liquidated at peace meetings and large numbers of the self-imposed Arab exiles, together with three members of the old Arab Higher Committee, returned to the country.

22nd January, 1940.

A search of the Jewish settlement of Ben Shemen revealed a hoard of arms and ammunition. Eleven Jews of the settlement were tried by military court, and eight of them convicted on 22nd April; the sentences, ranging from 7 to 3 years' imprisonment, were later substantially reduced by the G.O.C.

28th February, 1940.

The Land Transfers Regulations* were published. Under these Regulations, which were designed to give effect to the policy set out in paragraphs 16 and 17 of the White Paper, certain areas were prescribed in which the transfer of land save to a Palestinian Arab is prohibited except in certain stated circumstances, others in which the transfer of land by a Palestinian Arab save to a Palestinian Arab is subject to the discretion of the High Com-

* Laws of 1940, Vol. II, page 327.

missioner, and others in which there are no restrictions on transfers. These Regulations were approved by Parliament after debate. They came as a surprise to the Jews and evoked a general Jewish strike on 29th February, followed by a week of processions and disorderly demonstrations in the Jewish urban areas. These demonstrations were organized by the Histadruth and received the support of all Jewish parties, except the Revisionists who stood aside. On 6th March Mr. Ben Gurion, representing the Jewish Agency, informed the G.O.C. (General Giffard) that he was not prepared to take active steps to put an end to the disturbances. Although they were subjected to considerable provocation, on no occasion did the police and military forces open fire on the Jewish mobs. The illicit Hebrew broadcasts, which had been silent since the outbreak of war, opened a new attack on Government policy generally and on the police in particular. Following these events, the opposition of Jewish leaders to recruitment of Jews in the mixed Arab/Jew pioneer corps units hardened and the demand for a Jewish Legion, which had first been put forward even before war broke out, became stronger.

6th March, 1940.

The Land Transfers Regulations were debated in the House of Commons on the following motion*.

“That this House regrets that, disregarding the expressed opinion of the Permanent Mandates Commission that the policy contained in the White Paper on Palestine was inconsistent with the terms of the Mandate, and without the authority of the Council of the League of Nations, His Majesty’s Government have authorised the issue of regulations controlling the transfer of land which discriminate unjustly against one section of the inhabitants of Palestine”.

The motion was defeated by 292 votes to 129. In the course of this debate Mr. MacDonald explained the reasons for enactment of the Regulations before the opinion of the Council of the League had been obtained.

June, 1940.

Local politics became obscured by world events and lay comparatively dormant for several months. With the entry of Italy into the war the Jewish illegal broadcasts ceased with an exhortation to all Jews to assist the Allies against the common enemy. The defeat of France caused depression in Jewish circles; the German victories and the Axis broadcasts impressed Arab opinion,

* Hansard, Vol. 358, Cols. 411-526.

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but were shortly offset by Arab hatred of Italy on her entry into the war, hatred which hardened following the Italian bombings of Haifa in July, August and September. The bombing of Tel Aviv on 9th September was condemned in the Arab press as a barbarous act. Arab envoys who had been sent to Palestine by Haj Amin in May and June returned to Baghdad with unfavourable reports as to the possibility of a revival of the Arab revolt.

17th June, 1940.

It was announced that the military courts would no longer hear cases connected with old offences and that the authority to impose the death penalty had been withdrawn from them.

August, 1940.

Mr. Rutenberg resigned from the Presidency of the Executive of the Vaad Leumi, which was reconstituted, the Revisionists withdrawing their representatives.

September, 1940.

The intention to create separate Arab and Jewish companies of a British infantry regiment (the Buffs) and to open recruiting for these combatant units was announced. Recruits for the Jewish companies came forward immediately but Arab recruiting was slow, partly on account of propaganda inspired by the Mufti from Baghdad.

October, 1940.

Accompanied by an increase in Axis propaganda, a number of former gang leaders returned to Palestine from Iraq but did not achieve any marked success in an attempt to resuscitate gang activities.

November—December, 1940.

During the autumn of 1940 reports had been received from the Balkans indicating a revival of the illegal immigration traffic. For security reasons, both in the broader and narrower aspects, it was decided that any Jewish illegal immigrants arriving in Palestine in consequence of this revival should not be permitted to remain in the country but should be provided with an alternative place of refuge in the Colonial Empire. On the 1st and 3rd November, 1940, respectively, the steamships "Pacific" and "Milos" were intercepted off the Palestine coast with 1771 illegal immigrants

on board, and on 20th November the decision to deport these Jews, together with others who might arrive in the future, was announced officially. The announcement stated that deportation was necessitated partly on account of existing labour conditions in Palestine and partly as a war measure to guarantee against the possible infiltration of persons who might impede Allied military activities in the Near East. Arrangements were accordingly made for the transfer of the "Pacific" and "Milos" passengers to Mauritius on the S.S. "Patria", then in Haifa harbour. In the meantime a third ship, the "Atlantic", was approaching Palestine with a further complement of 1,783 Jews intending to enter Palestine illegally. The "Atlantic" arrived at Haifa on the 24th November and arrangements were made for the transfer to the "Patria" of such part of the passengers as could be accommodated on the latter ship. The "Patria", however, was scuttled at her moorings in Haifa harbour by an explosion in the morning of the 25th November and sank in a quarter of an hour with loss of life to 252 Jewish illegal immigrants and British police personnel. The commission of enquiry appointed to enquire into the circumstances found that the damage to the "Patria" had been committed by Jewish sympathisers ashore, with the co-operation of at least one person on board the ship. On 4th December the Palestine Government announced that it was not proposed to deport the survivors of the "Patria" disaster. The newly arrived illegal immigrants, other than those involved in the "Patria" disaster, were transferred to Mauritius on 9th December. (They returned to Palestine in 1945). There followed a campaign of agitation by the Jewish Agency directed, not against His Majesty's Government, but against the Palestine Government and the High Commissioner in particular, and on 19th December the Government immigration offices at Haifa were sabotaged by bombs in protest against the deportations.

1941.

In March, 1941, a further 793 illegal immigrants arrived in the S.S. "Darren" and were detained in Palestine.

April, 1941.

The German gains in the Balkans, Cyrenaica and Iraq during the spring and early summer had an unsettling effect on both Jews and Arabs and local politics were eclipsed during the next few months by world events and in particular by the external threat to Palestine. Both Arab and Jewish recruiting, which had been

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steady since the autumn of 1940, dwindled in February and did not revive appreciably before the end of the year, except, in the case of Jewish recruits, for a spurt in May and June and, following an intensive recruiting campaign by the Jewish Agency, a substantial increase during the last half of October and early November. The falling off in the number of Jewish recruits in February to April, in July to mid-October and again at the end of the year was attributed in part to a revival of propaganda by the official Jewish organizations in favour of a Jewish national army.

May—June, 1941.

Following the arrival of German aircraft in Syria and Iraq during May, the pro-Mufti elements in Palestine prepared to create trouble, but received no response from the Arab population as a whole, and the collapse, in June, of the Rashid Ali régime in Iraq, which was regarded by the majority of Palestinian Arabs as having brought shame on the Arab world, was generally welcomed. The subsequent entry into Syria by British and Free French troops was popular among Arabs on account of the prospects of Syrian independence. The Syrian campaign was followed, in July and August, by the smuggling into Palestine on a considerable scale of arms abandoned by the Vichy forces.

July, 1941.

In July terrorist activity, directed by the Irgun Zvai Leumi against Jews, mainly in Tel Aviv, to extort funds for party purposes, came to a head and was stopped following a warning given by Government to responsible Revisionist leaders. In the same month the Histadruth and the Jewish Agency showed hostility towards proposed war legislation for the settlement of labour disputes, and threatened a general strike.

2nd November, 1941.

Field Marshal Smuts, broadcasting on Balfour Day, stated that "the case for the Balfour Declaration has become overwhelmingly stronger. Instead of the horror of new ghettos in the twentieth century let us carry out the promise and open up the National Home".

The prestige of the Mufti's supporters in Palestine, which had waned following the collapse of the Rashid Ali revolt and Haj Amin's flight from Baghdad to Iran on 30th May, 1941, suffered a further set-back when Haj Amin openly took refuge with the Axis powers, arriving in Rome on 28th October and a few days

later in Berlin. Jamal Eff. Husseini, Amin Eff. Tamimi (both members of the former Arab Higher Committee) and others of the Mufti's entourage were captured by British forces at Ahwaz while trying to escape from Iran in October. Jamal Eff. Husseini, Amin Eff. Tamimi and three others were sent to Southern Rhodesia for internment under Defence Regulations. Amin Tamimi died in Southern Rhodesia in 1944; Jamal Husseini remained there until released on 29th November, 1945, (see below).

January, 1942.

A group of terrorists which, under the leadership of Abraham Stern, had broken away from the Irgun Zvai Leumi in October, 1939, and had been engaged in terrorist acts since the time of the release of Stern from detention in June, 1940, came into prominence with a series of robberies and murders in the Tel Aviv area, culminating in the murder of senior police officers. Jewish public opinion openly supported the drastic police measures taken against the gang; in February Stern himself was killed, the activities of the gang disrupted and public confidence restored. Attempts to assassinate the Inspector-General of Police and one of his Assistants on 22nd April, 1942, were presumed to be acts of reprisal by the remnants of the gang.

February—March, 1942.

The Palestine Government had been notified on 20th December, 1941, by the British authorities in Turkey that a motor vessel, the "Struma", had arrived at Istanbul with some 750 Jewish refugees from Roumania on board. The Turkish Government was unwilling to permit these people to land in Turkey and enquired whether they would be admitted into Palestine. For security reasons there was at that time a ban on the admission of persons from Axis or Axis-controlled territory, and the Turkish Government was informed that the "Struma" passengers would not be admitted to Palestine. Pending elucidation of the intentions of the Turkish Government the Palestine Administration ascertained that, given reasonable weather, the vessel should be fit to undertake a Mediterranean voyage. On the 19th January, 1942, the Jewish Agency raised with the Administration the question of the security ban on the admission of persons from enemy territory and asked that it be raised generally and in respect of the "Struma" passengers. On the 15th February the Jewish Agency was notified that the security ban could not be removed, but that children between the ages of 11 and 16 from the "Struma" would be admitted to Palestine. It was later learnt

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that, before the relevant arrangements had been completed, the Turkish authorities returned the vessel to the Black Sea. It sank on the 24th February as the result of an explosion, with a loss of 760 Jewish passengers. As soon as the news reached Palestine a violent campaign was launched by the Jews against Government; violently abusive pamphlets and manifestos condemning the "murder" of the passengers by the Palestine Government demanded the removal of restrictions on immigration. This anti-Government propaganda continued throughout March.

10th March, 1942.

The problem of immigration into Palestine, with special reference to the "Patria" and "Struma" disasters, was debated in the House of Lords*.

May, 1942.

A conference of American Zionists was held at the Biltmore Hotel, New York, and resolutions defining Zionist aims were passed. Briefly, they comprised :—

- (a) The immediate establishment in Palestine of a Jewish Commonwealth as an integral part of the new democratic world.
- (b) The rejection of the White Paper of 1939.
- (c) Unrestricted Jewish immigration and settlement in Palestine.
- (d) Jewish Agency control of immigration and settlement in Palestine.
- (e) The formation and recognition of a Jewish military force fighting under its own flag.

June, 1942.

The German advance across the Egyptian frontier caused apprehension, but there was no panic in Palestine. Rumours which had previously been put about that the Arabs were planning serious trouble proved totally unfounded, and local security conditions remained good. The economic condition of the Arab population generally and of the peasantry in particular was now better than they had ever known, and the near approach of the enemy brought full realisation of what Axis domination would mean to them. During the next few months, until the British victory at Alamein in November, local politics were once again subordinated to the war crisis.

* Hansard, Vol. 122, Cols. 200-223.

From April to July, 1942, the Jewish official organizations made great efforts to revive recruiting, especially for the ancillary services of the British army and for local defence organizations. This campaign was accompanied by renewed demands for a Jewish army, demands which now found support in the United States. Jewish recruiting figures gradually improved and reached a peak in July. The announcement in August of the formation of a Palestine Regiment, consisting of Jewish and Arab battalions, was met with a cool reception from the Jews and was criticised by the Arabs as a first step in the direction of a Jewish army. From August onwards there was a decline in Jewish recruiting figures.

Period IX. November, 1942—December, 1945. The agitation for a Jewish State and unrestricted immigration.

November, 1942.

Following the Allied successes in North Africa, local politics once again began to overshadow the war issue. The special prominence given in November, 1942, by the Jewish community to the Balfour Day celebrations, the statements made in America by Mr. Wendell Wilkie and others on this occasion and, in particular, the memorandum submitted on 3rd December to President Roosevelt by Senator Wagner on behalf of members of the United States Senate and House of Representatives aroused doubts in Arab minds as to the benefits to their cause of an Allied victory and caused a revival of Arab political activity. At Gaza there was a one-day strike of protest.

During November the "Biltmore programme" was accepted by the Inner Zionist Council, the Jewish Agency and the majority of the Jewish political parties, including the Revisionists. In December a Jewish publicity campaign, stressing the persecution of Jews in Nazi Europe for whom Palestine was claimed to be the only possible place of refuge, was accompanied by demonstrations of mass mourning, and caused disquiet among all classes of the Arab community.

1943.

With the removal of the Axis threat to the Middle East there developed a feeling among prominent Arabs that it was time to turn attention to their own post-war future. Renewed demands for the return to Palestine of Jamal Eff. Husseini and Amin Eff. Tamimi, the leaders who were still held in detention in Southern Rhodesia, were accompanied by attempts, led by Rashid Effendi

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el Haj Ibrahim, to form some coherent local political body to work in the interests of the Palestine Arabs. Owing to individual jealousies, divergence of opinion and the lack of any real leaders, these attempts, which continued intermittently during the first four months of 1943, came to nothing and during the latter part of the year there emerged a tendency on the part of local Arab politicians to rely on the neighbouring Arab rulers and States to champion the cause of the Palestinian Arabs; these politicians inclined to view the Palestine problem as an integral part of the Middle East context, and their growing interest in the discussions on Arab Federation which were revived at this time was clearly subordinate to considerations of the local advantages to be derived therefrom. This tendency was demonstrated in August, 1943, when reported statements by Nuri Pasha as to the possible exclusion of Palestine from the Arab Federation talks in Cairo evoked a strong opposition in the local Arab press; subsequently, Nuri Pasha was induced by the Palestine Arab leaders to issue a public disavowal of the statements which had been attributed to him. Towards the end of the year it became increasingly clear that the Husseini faction were determined to obstruct all schemes for local Arab unity in which they would not have a controlling interest and, moreover, that they desired first to wait until their leaders exiled in Rhodesia had been permitted to return.

On the Jewish side the year was one of increased estrangement in relations with the Palestine Government and of ascendancy of the uncompromising political elements over the more moderate in Zionist councils.

There was evidence of some apprehension among certain sections of the Jewish Community at the reported development in the Hagana of special detachments trained on commando lines, and also at the methods of violence and intimidation which were being employed in the Jewish recruiting campaign; Government action to stop these recruiting tactics by the issue on 23rd January of a Defence Regulation directed against the intimidation and diversion of individuals by coercion from their rightful occupations met with a measure of approval among the Jewish public.

The campaign which had been begun at the end of 1942 for the transfer of Jews from Europe was intensified and culminated, at the end of February, in a special meeting of the Elected Assembly and a two-hour cessation of work to demonstrate the solidarity of the Yishuv's feelings in this matter. The proceedings of the Bermuda Conference in May evoked keen disappointment and were followed on 15th June by a strike of the whole Jewish

community staged by the Vaad Leumi in protest against Allied inactivity in rescuing the Jewish remnant in Europe. In Tel Aviv police and military vehicles and Government offices were stoned.

In a speech at Tel Hai on 20th March, Mr. Ben Gurion stated* that the end of the war would not necessarily mean the end of fighting for the Jews but might on the contrary be only the beginning of their own fight. Shortly afterwards, in a speech to the Elected Assembly, he made a bitter attack on the proposals which had been announced by Government on 23rd March for post-war development and reconstruction; this speech contained the following statement* :—

“We wish to be frank and tell the Government that there will be no co-operation between us and the White Paper authorities neither at present nor after the war. We shall not give a hand in carrying out the plans revealed to us last night, for all those plans are based on the stoppage of Jewish immigration, on the seclusion of Jews in a special Jewish living space, on the realisation of the White Paper policy, on the deprivation of the Jewish people of its homeland”.

A similar attitude was also adopted by the Revisionists. This attitude of Jewish political leaders towards Government post-war development proposals subsequently met with some opposition from industrial and local government bodies, who were in favour of a measure of co-operation in a matter into which they considered politics need not enter.

During March, 1943, there was a notable increase in the number and magnitude of thefts of arms and explosives from military establishments, and shortly afterwards there was revealed the existence of a large scale stealing racket connected with the Hagana and with ramifications throughout the Middle East. Jewish feeling against action by Government and the military authorities to stop this traffic was roused by the trial by military court of two Jews who had taken part in the traffic. The “arms trial”, as it came to be known, was preceded by the trial of two British military deserters (Privates Harris and Stoner) who were sentenced each to fifteen years’ imprisonment for complicity in the thefts. The trial of those concerned in the thefts was conducted from 11th August to 27th September, during which period anti-Government feeling was aggravated by the stress which was laid by the Jewish press and in pronouncements of Jewish leaders on the motives of the accused in acquiring arms for the defence of the National Home against aggression. The two accused were convicted at the end of September and sentenced to ten and seven years’ imprisonment

* As reported in the local press.

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respectively. In passing sentence the President of the court stated that the trial had shown "that there is in existence in Palestine a dangerous and widespread conspiracy for obtaining arms and ammunition from His Majesty's Forces" and that the organization behind the activities of the two accused "seems to have had considerable funds at its disposal and to possess wide knowledge of military matters, including military organization". The trial caused considerable bitterness on the part of the Jewish community against Government who, they thought, should recognise that the Jews had a moral right to arm; feeling was aggravated by the facts that the trial was held in public and that the Jewish official bodies had been mentioned in the course of the proceedings. On 4th October, following an address by Mr. Ben Gurion, the Elected Assembly adopted resolutions characterising the trial as an attempt to "traduce the Jewish people", warning Government of possible serious consequences, and reaffirming the determination of the Yishuv to "defend itself with force" if necessary. Allegations were made in the press that the trial was an anti-Semitic "frame-up" aimed at discrediting the Jewish authorities and the Jewish war effort.

During October a revival of discussion over Partition led to a rift in the Jewish Agency between the group led by Dr. Weizmann and the more extreme elements led by Mr. Ben Gurion; this resulted in the resignation of the latter from the chairmanship of the Jewish Agency Executive on 26th October. The breach was healed four months later following a visit to London by a delegation of the Jewish Agency Executive, and Mr. Ben Gurion resumed the chairmanship on 3rd March, 1944.

The following incidents, though not in themselves of importance, were signs of the times :—

- (1) In July, there was some Jewish public agitation over the transfer outside Palestine of a Jewish battalion of the Palestine Regiment; this transfer was represented in the Jewish press as a deliberate attempt to weaken the Jewish armed forces in the country.
- (2) During the same month there was a serious fracas between Jewish and Arab soldiers in a military camp arising from the exclusion of an Arab soldier from the Jewish canteen; this culminated in the killing of one Arab and the wounding of four others by the Jewish guard.
- (3) During August, the appearance in Tel Aviv of circulars and posters denouncing girls by name for consorting with non-Jews and threatening punishment by hair-cutting etc., to-

gether with incidents of girls being abused in public for being in company with Allied soldiers, led to an affray on 4th September between United States soldiers and Jewish civilians in which twenty-eight civilians were injured.

- (4) In December, 1943, following Revisionist criticism that the design of the badge of the Palestine Regiment (an olive branch with the word "Palestine" in the three official languages) was not distinctively Jewish, a number of Jewish soldiers of the Regiment refused to wear the badge and were court-martialled.

Compared with those for 1942 recruiting figures in respect both of Arabs and Jews remained at a low level throughout the year.

1st November, 1943.

Twenty members of the Stern group escaped from the Latrun detention camp by means of a tunnel. A month later the illegal broadcasts made their reappearance from a station styling itself "The Fighting People's Station".

10th November, 1943.

It had been calculated in September, 1943, that, of the provision for 75,000 immigrants made in the White Paper of May, 1939, some 44,000 had entered Palestine. The assumption that the balance of 31,000 would have reached Palestine before the expiry of the period of five years fixed by the White Paper, but for the exigencies of the war, was considered justified. His Majesty's Government therefore announced that they had reached the conclusion that it would be inequitable to close the doors of Palestine to 31,000 Jews on account of the time factor, and that they would do their utmost to facilitate their arrival, subject to the criterion of economic absorptive capacity. The quota of 75,000 was filled by December, 1945.

16th November, 1943.

A search for Polish deserters was carried out by the military and police forces at Ramat Hakovesh. The men and women of the settlement, supported by Jewish settlers from the surrounding area, resisted the operation, and the police were compelled to fire one round from a revolver; one Jew was fatally wounded. The incident was seriously misrepresented in the Jewish section of the press, and the action of the police and military forces vilified in a campaign of incitement which provoked serious incidents in Tel Aviv, including the setting on fire of the District Office by a riotous mob.

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10th December, 1943.

The *mukhtar* and six members of the Jewish settlement of Hulda were convicted by a military court and sentenced to periods of imprisonment ranging from six to two years for the possession of arms. They were held up in the Jewish press as martyrs in the cause of Jewish defence organization.

1944.

The year 1944 witnessed a further growth of the tendency, already noted, of both communities to dwell upon their own future to the exclusion of the war and wider world issues.

The various public statements made from time to time by statesmen and representative political bodies, principally in America and in Great Britain, had their reactions in Palestine and each brought with it a resurgence of political feeling. The most notable of these statements were :—

- (a) The joint resolution in favour of unrestricted immigration and the establishment of a Jewish State introduced in the United States Congress in January, 1944, the statement made by Rabbis Silver and Wise after their interview with President Roosevelt in March in regard to his attitude towards the White Paper and the subsequent deferment of the joint resolution.
- (b) The message sent in March by Field Marshal Smuts to the Zionist Federation.
- (c) The resolution of the British Labour Party in May, 1944, that the Arabs should be induced to move out of Palestine provoked a particularly strong outburst of indignant press comment and public protest from Arabs, who regarded it as a new manifestation of the effectiveness of Zionist propaganda abroad in distorting the local picture; it was also deprecated by the Hebrew press and official Zionist circles, who maintained their contention that Zionist aims can be achieved without displacing or harming the Arab population.
- (d) The statements made by both Democrats and Republicans in the course of the Presidential elections in the United States in the autumn of 1944, and, in particular, the text of a letter by the President, released on 15th October by Senator Wagner, in which the President expressed himself in "favour of the opening of Palestine to unrestricted Jewish immigration and colonization and such a policy as to result in the establishment there of a free and democratic Jewish commonwealth".

- (e) The resolution on Palestine passed by the Conference of Arab States in Alexandria in October.
- (f) *And*, in the following year, the statements made by the British Labour Party in favour of a Jewish State in the Parliamentary election campaign of June, 1945.

The following were the outstanding local political features and events of 1944 : —

In January, 1944 considerable publicity was given in the Jewish press and in speeches to the formation of Jewish rescue squads to operate in Europe in the wake of the liberating Allied forces. Jewish organizations made arrangements for the recruiting and training of personnel for these parties, and no secret was made of the fact that their duties would comprise Zionist political propaganda.

Following the escapes from Latrun in November, 1943, the Stern group came into action again and effected a gradually increasing measure of co-operation with the Irgun Zvai Leumi. These two bodies were together responsible for most of the outrages of 1944 and for a stream of subversive literature, often distributed in the form of pamphlet bombs. The attitude of the bulk of the Jewish public was of strong disapproval of the methods employed by the terrorists, accompanied by determined refusal, inspired partly by fear but mainly by a feeling of national solidarity and of sympathy with ultimate objectives, to co-operate in Government counter-measures or give information which might lead to the arrest and conviction of the culprits. The Jewish official bodies heartily deplored the outrages as being ill timed and calculated to harm the Zionist cause at a critical moment; in public, however, there was put forward a plea that these were the inevitable result of exasperation caused by Government's attitude towards the Yishuv. Although no open assistance was given to Government to bring the guilty to justice, pressure was brought to bear on the terrorist groups and the Revisionist party by the Jewish leaders through use of the Hagana; a number of Revisionists were abducted, and towards the end of the year the terrorist activities of the Stern group and the Irgun were curbed by threat of open warfare. The Arabs took every opportunity to condemn the Jewish acts of violence against Government, to whom they offered their active assistance, though knowing well that this could not be accepted; they were critical that Government action was not sufficiently drastic, compared it with extreme Government measures taken at the time of the Arab rebellion, and argued that the Jewish leaders, having incited these acts by public speeches, should be treated with no greater leniency

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than were the members of the Arab Higher Committee in 1937. But they held aloof and did not actively intervene, basing their attitude apparently on the principle that, so long as the aggression was not directed at them, the greater the violence of the Jews the better for the Arab cause.

The renewed campaign of terror began at the end of January with explosions in the Government Transport Agency's car park in Jaffa. On 3rd February two Jews were surprised tampering with the wall of St. George's Cathedral; from articles left behind it appeared that they had been engaged on the installation of an infernal machine at the gate of the cathedral through which the High Commissioner was wont to pass on his way to Sunday service. On 12th February there were explosions in the offices of the Department of Migration in Jerusalem, Tel Aviv and Haifa and considerable damage done to the buildings. On 14th February a British police officer and a British constable were shot dead in the streets of Haifa. On 24th February bomb explosions occurred in police headquarters at Haifa causing police casualties, and on 26th February the income tax offices at Jerusalem, Haifa and Tel Aviv were severely damaged by bombs. During March there were isolated murders of policemen, and on the 23rd eight British policemen were murdered by shooting and bombs and serious damage was done to police buildings in the four major towns. Following these last attacks curfews were imposed and the death penalty was reintroduced for the carrying of arms, etc. On 17th May the Ramallah broadcasting station was attacked in an abortive attempt to broadcast therefrom. On 14th July the district police headquarters and district land registry offices at Jerusalem were attacked and severely damaged by explosives and fire; police casualties were inflicted and the land registry records destroyed. On 8th August a deliberate attempt was made by Jewish terrorists to assassinate the High Commissioner while he and Lady MacMichael were proceeding by car to a municipal farewell function at Jaffa; the Aide de Camp and the British police driver were seriously wounded. A fine of £P.500 was subsequently placed on the Jewish settlement of Givat Shaul for failing to assist the police who investigated the crime. On 22nd August three police buildings in Jaffa and Tel Aviv were attacked with loss of police lives. On 27th September four police stations were attacked with some casualties to Palestinian police personnel, and on 29th September a senior police officer was assassinated on his way to his office. On 5th October the Tel Aviv offices and stores of the Department of Light Industries were raided by some fifty members of the Irgun Zvai Leumi and textiles valued at £P.100,000 were removed.

On 10th October the Officer Administering the Government and the Commander-in-Chief Middle East issued a joint official communiqué in which it was clearly stated that the terrorists and "their active and passive sympathisers are directly impeding the war effort of Great Britain" and "assisting the enemy". The communiqué called upon "the Jewish community as a whole to do their utmost to assist the forces of law and order in eradicating this evil thing within their midst" and added that "verbal condemnation of outrages on the platform and in the press may have its effect but is not in itself enough; what is required is actual collaboration with the forces of law and order, especially the giving of information leading to the apprehension of the assassins and their accomplices". The communiqué then demanded "of the Jewish community in Palestine, their leaders and representative bodies to recognise and discharge their responsibilities and not to allow the good name of the Yishuv to be prejudiced by acts which can only bring shame and dishonour on the Jewish people as a whole".

In October, 251 Jews who had been detained on strong suspicion of terrorist activities were deported to Eritrea as a security measure.

On 6th November, the Minister of State, Lord Moyne, was assassinated in Cairo by two members of the Stern group. On 17th November the Prime Minister made a statement in the House of Commons regarding the assassination. In this statement he said: "If our dreams for Zionism are to end in the smoke of assassins' pistols and our labours for its future are to produce a new set of gangsters worthy of Nazi Germany, many like myself will have to reconsider the position we have maintained so consistently and so long in the past. If there is to be any hope of a peaceful and successful future for Zionism these wicked activities must cease and those responsible for them must be destroyed, root and branch". He stated that His Majesty's Government was "entitled to demand and to receive" the "whole-hearted co-operation of the entire Jewish community". He quoted the appeal of the Executive of the Jewish Agency to the Jewish community "to cast out the members of this destructive band, to deprive them of all refuge and shelter, to resist their threats and to render all necessary assistance to the authorities in the prevention of terrorist acts and in the eradication of the terrorist organization". He added: "These are strong words but we must wait for these words to be translated into deeds. We must wait to see that not only the leaders but every man, woman and child of the Jewish community does his or her best to bring this terrorism to a speedy end".

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The Jewish Agency made arrangements to provide co-operation with the Government in the campaign against terrorism and the measure of assistance thus afforded was forthcoming until recently.

In April, 1944, the Histadruth succeeded in securing, by majority vote, a resolution by the International Trades Union Congress in support of the Biltmore programme. In August, after a brisk electoral campaign, the Mapai secured a victory in the elections for the Elected Assembly of the Jewish community, thereby emphasizing the support of the Yishuv for the Biltmore programme and fortifying the Jewish public in their opposition to the White Paper. In December, at a joint session of the Elected Assembly and the Inner Zionist Council, in the presence of Dr. Weizmann, resolutions were passed reaffirming the Zionist objective of an Agency-controlled immigration and settlement leading to a Jewish State in an unpartitioned Palestine. The decision of His Majesty's Government to form a Jewish Brigade Group, announced in September, was regarded by both Jews and Arabs as a further step towards the attainment of Jewish national status, and hailed in the Jewish press as a belated recognition of this right.

Signs of cohesion and coherence in Arab political activity began to emerge during 1944, although personal jealousies still predominated. In June and July activity was centred round the Arab National Fund which increased its strength by means of an energetic campaign throughout Palestine to advertise the dangers arising from the Jewish purchases of Arab lands and to collect funds for their pre-emption. In September, after the breakdown of discussions aimed at the selection of an all-party delegation, a neutral representative in the person of Musa Eff. el Alami was selected to attend, on behalf of the Arabs of Palestine, the preparatory conference on Arab unity which, after protracted negotiations and delays throughout the summer, was held at Alexandria in October. One of the decisions reached at this conference was to create Arab propaganda bureaux; on the 15th November a committee of the conference appointed to consider the matter determined on the establishment of bureaux at Washington, London and Jerusalem under the title of the Arab Office. These bureaux were established during the following months under the direction of Musa Eff. el Alami.

Symptomatic of the rising tide of racial tempers was the breach which occurred in May between the Arab and Jewish members of the Jerusalem municipal corporation when the Jewish council-

lors protested because the Moslem mayor had publicly associated himself with an anti-Zionist resolution passed by the Arab mayors at a meeting convened ostensibly for the discussion of municipal affairs. The breach was temporarily closed but was again opened in August upon the death of the mayor and the appointment of Mr. Daniel Auster as acting mayor. Both sides demanded the mayoralty and the struggle was watched with interest throughout the country as a test case of conflicting national claims. (See section 9 of chapter XXII).

Sir Harold MacMichael left Palestine at the end of August, 1944, and was succeeded by Field Marshal Lord Gort., V.C., who arrived in Palestine on 31st October.

1945.

During the first four months of 1945 there was a lull in Jewish terrorist activity and security conditions generally were better than for sometime past. In January there was an outbreak of kidnapping which was suspected as being in furtherance of an anti-terrorist campaign on the part of the Hagana. Sentence of five years' imprisonment was passed by a military court during January on a member of the Hagana for carrying a hand grenade while taking part in a tactical exercise culminating in a sham assault on an Arab village in the hill country of Samaria. The sentence was condemned in the Hebrew press as an unjust and provocative act. The execution in Egypt of Lord Moyne's murderers on 23rd March did not cause any appreciable public reaction. On 24th March a large party of Jews hiking in the isolated area west of the Dead Sea was attacked by armed Arabs and one Jew killed and three wounded.

Following threats by the Irgun Zvai Leumi early in May that V-Day for the world would be D-Day for them, there was a renewed outbreak of Jewish terrorism of which the following are the principal incidents. On 13th May telegraph poles were damaged by explosives and an attempt was made to attack the Police Mobile Force camp at Sarona by locally made mortars; there was a recurrence of this attack by mortar fire on 15th May; on 22nd May the oil pipe line was punctured in two places and on 25th May a police patrol was fired on. On 12th June mortars aimed at the route for the King's Birthday parade in Jerusalem were discovered and on the following day a similar battery of mortars was found aiming at the saluting box from which Lord Gort would take the salute at the parade. On 17th June substantial quantities of gelignite were stolen by armed Jews from

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quarries and on 13th July a lorry load of explosives was ambushed and the British constable escort killed; on the same day a bridge on the Haifa—Kantara railway line was blown up. On 7th August £P.3,500 were stolen from a Tel Aviv bank in an armed hold-up. On 13th August a large body of armed Jews stole 450 lbs. of gelignite and other explosives from the store at Petah Tiqva of Solel Boneh Ltd., a Jewish co-operative. On 16th August the personnel of a training unit of the Irgun Zvai Leumi were arrested near Benyamina: they were subsequently tried by a military court for the possession of arms and explosives and twenty of them sentenced to imprisonment on 16th October. On 20th August a Jewish settler who had been of assistance to the police was murdered. On 2nd September armed Jews dressed as British police attempted to rob the safe of a Tel Aviv bank and, shortly afterwards, £P.5,000 worth of textiles were stolen in Tel Aviv by the Irgun Zvai Leumi. On 28th September a British constable was fatally wounded in Tel Aviv while escorting money for the payment of Government officials' salaries. On 9th October the illegal radio transmitter of the Hagana began to broadcast in English, Arabic and Hebrew and continued daily thereafter. On 11th October 218 rifles, 15 machine guns and ammunition were stolen from the training depot for Palestinian soldiers at Rehovoth. On 16th October a military truck containing £P.14,000 was ambushed by armed men, who were beaten off by the Jewish military escort. On 31st October a concerted series of attacks was made by armed Jews on the Palestine railway system culminating in a full-scale attack on Lydda railway station and goods depot. The permanent way was blown up and cut in 242 places; seven locomotives, a signal box and a locomotive shed were seriously damaged. Casualties included one British soldier, one Palestinian policeman and one Palestinian railwayman killed. On the same night police launches at Haifa and Jaffa were blown up by limpet bombs and an unsuccessful attempt was made on the Consolidated Refineries installation at Haifa. These operations were probably the combined work of the Hagana, Irgun and Stern Group. On 27th December police headquarters in Jerusalem, police stations in Jaffa and Tel Aviv and a military depot in Tel Aviv were attacked by large gangs of armed men of the Irgun Zvai Leumi; severe damage was caused to the police buildings by explosives and two British police officers, two British constables, one Arab telephone operator, one British soldier and four Basuto soldiers were killed and others wounded by fire from automatic weapons or explosives. On 12th January, 1946, a train was derailed near Hadera and attacked by some seventy armed Jews; £P.35,000

in cash, which were on the train for payment of railway staff, were stolen.

As the growing audacity and ruthlessness of the terrorists became more apparent with each new stroke, the dominant note of the Jewish community as a whole became one of greater complacency towards these displays of the organization and strength of the armed forces of the Yishuv.

The number of Jews held in detention was at an average of 450 throughout the greater part of the year but rose abruptly at the end to a figure of 554 on 26th December. A further party of fifty-five of these detainees was deported to Eritrea on 20th December.

27th January and 2nd February, 1945.

The following resolution* was introduced into the United States Senate and House of Representatives :—

“Whereas the 67th Congress of the United States on June 30, 1922, unanimously resolved ‘That the United States of America favors the establishment in Palestine of a national home for the Jewish people, it being clearly understood that nothing shall be done which may prejudice the civil and religious rights of Christian and all other non-Jewish communities in Palestine, and that the Holy Places and religious buildings and sites in Palestine shall be adequately protected;’

And whereas, the ruthless persecution of the Jewish people in Europe has clearly demonstrated the need for a Jewish homeland as haven for the large numbers who have become homeless as a result of this persecution :

Therefore be it resolved by the House of Representatives of the United States of America that the United States shall use its good offices and take appropriate measures to the end that the doors of Palestine shall be opened for the free entry of Jews into that country, and that there shall be full opportunity for colonization, so that the Jewish people may ultimately reconstitute Palestine as a free and democratic Jewish Commonwealth’.

14th and 17th February, 1945.

President Roosevelt and Mr. Churchill held meetings with the King of Saudi Arabia and discussed the problem of Jewish refugees in its Palestine aspect. The President assured King Ibn Saud that he would make no move hostile to the Arab people. There were also conversations between President Roosevelt, Mr. Churchill and King Farouk.

* This resolution, which was one of several pro-Zionist resolutions introduced into Congress during the early months of 1945, was never passed in this form.

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22nd March, 1945.

The Covenant of the Arab League was signed in Cairo. This contained a special annexe on Palestine which read as follows :—

“At the termination of the last Great War, the Arab countries were detached from the Ottoman Empire. These included Palestine, a vilayet of that Empire, which became autonomous, depending on no other power. The Treaty of Lausanne proclaimed that the question of Palestine was the concern of the interested parties and although she was not in a position to direct her own affairs, the Covenant of the League of Nations of 1919 settled her regime on the basis of the acknowledgment of her independence. Her international existence and independence are therefore a matter of no doubt from the legal point of view, just as there is no doubt about the independence of the other Arab countries. Although the external aspects of that independence are not apparent owing to force of circumstances, this should not stand in the way of her participation in the work of the Council of the League.

The States that have signed the Covenant of the Arab League consider therefore that owing to the peculiar circumstances of Palestine and until that country enjoys effective independence, the Council of the League should undertake the selection of an Arab delegate from Palestine to participate in its work”.

The optimism which the signing of the Covenant caused in Arab circles was soon dissipated by the failure of the League to agree on any practical measures to assist the Arab cause in Palestine.

10th March, 1945.

Rabbis Silver and Wise, representing the Zionist Organization, stated that they had seen President Roosevelt who had given them the assurance that his attitude toward Zionism as set forth in his letter of 15th October, 1944, to Senator Wagner (*vide (d)* of page 70) was unchanged.

21st March, 1945.

The High Commissioner put forward certain proposals to solve the deadlock in the affairs of the Jerusalem municipality by a scheme of annual rotation of the office of mayor between the Moslems, Christians and Jews and by the addition of two British councillors. The adverse reaction of the Arab press and public was immediate and a protest strike was observed in Jerusalem, Haifa and the main Arab towns on 24th March. The Arab councillors refused acceptance of a Jewish mayor in any circumstances. Although the proposals were generally criticised by the Jewish public and press as a retrograde step, the Jewish councillors, while reiterating their claim for majority representation on the Council, declared their readiness to accept the arrangements pro-

posed as a temporary measure provided (a) the first mayor was a Jew, (b) the Christian mayor was British and (c) the period of tenure of office in rotation was extended from one to two years. Following this rejection by both sides of the High Commissioner's proposals, the Arab councillors absented themselves from the Council meetings and thus became disqualified as members of the Council. The Jewish members by themselves did not constitute a *quorum* and, so as to provide for the continuance of the administration of the municipality until such time as the conflicting claims could be reconciled, the appointment of a Commission of six British Government officials was announced on 11th July. It was also announced that the Chief Justice had been appointed by the High Commissioner to enquire into the problem and to make recommendations. Sir William Fitzgerald's report was received by Government on 30th August, 1945.

March, 1945.

A general political agitation against alleged leniency in the administration of the Land Transfers Regulations was begun by the Arab leaders. Arab land brokers were pilloried in the Arab press and one of them was murdered in the streets of Jaffa. On 14th April Lord Gort received a delegation of five Arab leaders headed by Ahmad Hilmi Pasha, the chairman of the Arab National Fund, and undertook to examine the allegations of evasion of the Regulations. On 2nd June a committee was appointed to investigate the matter; the committee's report, which revealed certain methods of evasion but found that there had been no contravention of the Regulations, was submitted to Government on 28th November, 1945. (See (d) of section 7 of chapter VIII).

May, 1945.

The celebrations on VE-Day, in so far as the Arab and Jewish communities were concerned, took the form of demonstrations of nationalist sentiments and a display of Zionist and Arab flags. The Jews seized the occasion to lay emphasis on the sufferings of European Jewry and the need for unrestricted immigration.

22nd May, 1945.

A general strike proclaimed by the Arab parties in sympathy with the Levant States following the shelling of Damascus by the French passed off quietly. Committees were formed by most of the Arab local communities to collect funds to assist Syria in its struggle for independence, and volunteers for the Syrian resistance forces were registered.

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June, 1945.

The failure of the Jewish Agency to obtain official Jewish representation at the San Francisco Conference while the Arab States were able to send official delegations caused expressions of resentment on the part of the Jewish community.

The announcement of the Government's decision to reduce the Jewish supernumerary police from their war establishment to a peace-time basis was criticised as a blow to the Jewish security organization and prompted demands for the demobilisation of Jewish soldiers and for the transfer of the Jewish Brigade Group to Palestine.

August, 1945.

At the Zionist Conference at London, attended by most of the prominent figures of the Jewish Agency and Zionist Organization, the maximalist demands of Jews were officially reaffirmed.

31st August, 1945.

President Truman wrote to Mr. Attlee bringing to his attention the suggestion made in a report by Mr. Earl G. Harrison that the granting of an additional 100,000 certificates for the immigration of Jews into Palestine would alleviate the situation. The existence of this letter was made public by ex-Senator Gillette on 13th September. President Truman authorised the release to the press on the 29th September of Mr. Harrison's report and of a letter which he had written to General Eisenhower on 31st August urging him to take steps to improve the condition of displaced persons in Germany and concluding with the information that the President was "communicating directly with the British Government in an effort to have the doors of Palestine opened to such of these displaced persons as wished to go there".

During August and September there was a revival of Arab society and club activity such as that which had played a prominent part in 1936-1938 in furtherance of the Arab rebellion; this was accompanied by the reorganization of Arab scout formations and their training under Arab instructors demobilised from the British Army. This activity, together with the increasing coherence of policy and action on the part of the Arab political parties, was significant of the awakening of Arab awareness of the urgency of the political problems and of a desire to prepare for a trial of strength.

September, 1945.

The 1350 Jewish refugees who had been detained in Mauritius since December, 1940, were permitted to return to Palestine on admission as immigrants within the White Paper quota.

A revival of the illegal immigration traffic began in the autumn of the year and evoked a determination by the Jewish official organizations in Palestine and the Jewish public as a whole to promote it by all means in their power and to resist the search of Jewish colonies for immigrants and arms. On 2nd September 150 illegal immigrants arrived on the s.s. "Ville d'Oran". On 6th October a party of Syrian Jews who had entered Palestine illegally made their way into the Jewish settlement of Kfar Giladi on the northern frontier, after assaulting two officers of the Trans-Jordan Frontier Force who had questioned them. A cordon of the Trans-Jordan Frontier Force was thrown round the settlement. Attempts were then made by Jews from neighbouring settlements to break through the cordon and to disarm some of the soldiers; these attempts were resisted with rifle fire by which eight Jews were wounded. On 10th October the camp at Athlit for the clearance of immigrants was attacked by armed Jews who assisted 208 illegal immigrants to escape. A Christian woman in the camp was gagged and died from suffocation. During subsequent operations a British constable was shot dead and an Arab constable wounded by Jews in ambush. Nine out of a number of the illegal immigrants who were subsequently arrested on Mount Carmel were rescued by a large party of Jews armed with pickhelves, the police in charge of the arrested persons having forborne to use firearms. On 22nd November the Greek schooner "Dimitrios" landed a number of illegal immigrants, but, before the operation was complete, was seized by the Royal Navy with immigrants on board. On the night of 24th November, in retaliation, bodies of armed Jews attacked the police coastguard stations at Givat Olga and Sidna Ali. The attackers were driven off but the buildings were wrecked and police personnel wounded. The following day police dogs trailed the attackers to Givat Haim, Rishpon and other Jewish settlements in the vicinity of the coast-guard stations. Subsequent police searches were resisted and troops were called in to assist and to cordon the area. Large crowds of Jews from the surrounding district attempted to impede search operations and break the cordons. At one point fire was opened on the troops from the flanks of an advancing body of Jews led by a man on horseback. The troops returned the fire and six Jews were killed and a number

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wounded. Explosives, grenades and military uniforms were found during the search. On 25th December illegal immigrants, stated to number 250, landed from a small schooner near Naharia with assistance from the Hagana.

18th October, 1945.

Mr. Byrnes made a statement that, if any proposals should emerge from discussions with the British Government which, in the opinion of the United States Government, would change the basic situation in Palestine, it would be the policy of the United States Government not to reach final conclusions without full consultation with Jewish and Arab leaders. At the same time he released the text of President Roosevelt's letter to King Ibn Saud of 5th April, 1945, in which a similar assurance had been given.

19th October, 1945.

A commission, under the chairmanship of Sir Arnold McNair, arrived in Palestine to undertake an enquiry into the Jewish public school system. The Jewish representative institutions co-operated with them. The commission left Palestine on 20th December.

5th November, 1945.

Field Marshal Lord Gort was obliged by ill health to relinquish his appointment and was succeeded by General Sir Alan Cunningham, who arrived in Palestine on 21st November.

13th November, 1945.

A statement on the "problem of the Jewish community that has arisen as a result of Nazi persecution in Germany" was made in the House of Commons by the Foreign Secretary, Mr. Bevin, and in the House of Lords by Lord Addison. This statement, which is reproduced in full as annexure C to this chapter, announced that His Majesty's Government had decided to invite the Government of the United States to co-operate with them in setting up a joint Anglo-American Committee of Inquiry, under a rotating chairmanship, to examine the question of European Jewry and to make a further review of the Palestine problem in the light of that examination. Mr. Bevin stated that the Government of the United States had accepted this invitation. On the same day President Truman made a statement in which he released the text of his letter to Mr. Attlee of 31st August, 1945, and announced that the United States Government had acceded to the British suggestion for a joint Anglo-American Committee of

Inquiry. Mr. Bevin's statement was criticised by the Arabs for omission to reaffirm the policy of the White Paper and on account of the proposal that the monthly rate of immigration should be maintained; but on the whole it gave satisfaction to them. The Jewish press stigmatised it as a device to postpone a decision on mass immigration and on their political status. Mr. Ben Gurion attacked it in a speech on 28th November to the Jewish Elected Assembly, in which he said* that "the statement was one of contradictions and ambiguities and was intentionally obscure" and "was composed so as to mislead public opinion both in England and America". He affirmed the readiness of the Yishuv "to be killed for the right to come to Palestine and build and for the right to independence in their own country". The Elected Assembly passed a resolution which, as reported in the press, contained the following :—

"The Yishuv regards the policy enunciated by the Bevin Statement as maintaining the spirit and letter of the White Paper. It changes the right of Jews to return to their homeland into sufferance dependent on the will of others, and bars the way in the face of the survivors from the charnel houses of Europe. It retains the Land Laws which constitute racial discrimination, thus paralysing the efforts of the Jews in their national homeland. It disavows the Jewish Zionist aspirations, recognised and incorporated in the Balfour Declaration and the Mandate The Yishuv in Palestine, firmly conscious of its pioneering mission in redeeming its people from exile, and faithful to the memory of the millions of its nation, denounces this policy with a feeling of injury, indignation and anger. The Yishuv challenges this policy and the Jewish people wherever they may be will oppose it".

On 15th and 16th November there were demonstrations of protest in Tel Aviv culminating in looting and mob violence, during which Government offices were severely damaged and the District Office rendered unusable. Curfews were imposed and the mobs dispersed by troops and police. On 15th November the Officer Administering the Government issued a solemn warning in the form of a Proclamation reminding "all citizens that it is their duty to obey the Law and to proceed with their private affairs, under the Law, in an orderly fashion, with good sense and self-discipline". The Proclamation reminded the public of the consequences of the unlawful possession of firearms, bombs, etc., and notified them that unruliness and attempts to disrupt the peace would be punished with the utmost rigour and that armed resistance to the Government and acts of violence against the Government would not be tolerated.

* As reported in the local press.

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15th November, 1945.

Mr. Bevin's statement of policy was formally presented to the heads of Arab States who were invited to consider it and to express their views on the proposal that immigration should be continued at a rate of 1,500 a month when the White Paper quota of 75,000 had been exhausted and until the Anglo-American Committee reported. An assurance was given that illegal immigrants would be deducted from the monthly quota proposed.

22nd November, 1945.

Largely through the intervention of Jamil Mardam Bey, Syrian Minister in Egypt, a new Arab Higher Committee of twelve members representing all parties was formed. The Palestine Arab Party obtained five places thereon. On 27th November the Committee informed the High Commissioner that they had been established "to assume responsibility for political and national affairs in the name of the Arab population of Palestine" and asked for the High Commissioner's "support and recognition of it as representing the Arab population of Palestine". They added that "neither this committee nor its composition is the same as the Arab Higher Committee which was founded in 1936". An acknowledgment to this communication was sent to the Committee on the High Commissioner's behalf on 8th December.

29th November, 1945.

Following the institution of court proceedings on an application for *habeas corpus* questioning the validity of his continued detention, Jamal Eff. Husseini was released from internment in Southern Rhodesia, but the order excluding him from Palestine remained in force. He arrived in Egypt on 22nd December, and in Beirut four days later.

2nd December, 1945.

The Council of the Arab League decided to boycott Jewish goods from Palestine. The Council passed the following resolutions:—

"(a) The products of Jewish industry in Palestine are undesirable in Arab countries, their entry resulting in the realisation of Zionist political aims. The States of the Arab League will therefore take appropriate measures before 1st January, 1946, to prohibit the entry of such products into their countries and will take all other measures to combat Zionist industry.

(b) The League Council invites Arab peoples not represented in the Council to collaborate in adopting this decision.

- (c) A commission representing the States members of the Arab League will be instituted to co-ordinate and supervise the execution of these resolutions and to study any suggestions to repel the danger of Zionist economy”.

These resolutions were announced by the Secretary General of the League on 3rd December. The boycott was put into force by decrees and official announcements issued by the Governments of Iraq, Egypt, the Lebanon, Syria and Saudi Arabia at the end of December or early in January. On 11th January, 1946, the Palestine Government issued the following official communiqué :—

“Official notification has now been received by the Palestine Government to the effect that certain States in the Middle East have taken action designed to exclude from their territories imports from Palestine. The measures are directed in particular at goods manufactured or produced by the Jewish community in Palestine. It is clear that this is a measure of immediate concern to the Mandatory Power which is responsible, under the provisions of the Mandate, for the well-being of all peoples in Palestine. The High Commissioner is accordingly in consultation with the Secretary of State for the Colonies in regard to the next steps to be taken”.

5th December, 1945.

The Secretary General of the Arab League transmitted to His Majesty's Government a reply on behalf of the Arab States to the communication of 15th November. The reply was not a definite refusal of His Majesty's Government's proposal that there should be a monthly quota of 1,500 immigrants until the Anglo-American Committee reported, but it contained a statement that the Arab League did not know on what basis the figure mentioned was formulated nor was it clear what contributions the United States or the British Empire proposed to make. It went on to say that the Arab League, failing to understand the full reasons of the proposal, feared that it was made as a result of Zionist political pressure in Great Britain and another friendly country and that, if that was so, it was the more a reason for refusal to consent to a new immigration than to accept it.

10th December, 1945.

The names of the members of the Anglo-American Committee of Inquiry were announced simultaneously in Washington and London.

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10th December, 1945.

"The Jewish Problem" was debated in the House of Lords*.

13th December, 1945.

The Inner Zionist Council issued a statement to the press criticising Mr. Bevin's announcement and re-stating the Zionist objectives of free immigration and a Jewish Commonwealth: it declared that the question of co-operation with the Anglo-American Committee had been left to the Jewish Agency Executive. The Revisionists announced their outright refusal to co-operate with the Committee.

17th December, 1945.

The United States Senate by an almost unanimous vote adopted a modified form of the resolution of Senators Wagner and Taft calling upon the United States to use its good offices with the Mandatory Power so that Palestine shall be opened to unrestricted Jewish immigration within the limits of the economic absorptive capacity of the country and a democratic Commonwealth be established in Palestine. The same resolution was also taken in the House of Representatives.

5th January, 1946.

A further communication setting out the views of His Majesty's Government on the subject of the continuance of immigration at a rate of 1,500 per month pending the receipt of the report of the Anglo-American Committee of Inquiry was conveyed by the High Commissioner to members of the Arab Higher Committee in Jerusalem and by His Majesty's representatives to the Arab States.

16th January, 1946.

King Ibn Saud and King Farouk in a joint statement from Cairo expressed support for the Palestinian Arabs in the following terms (as announced in the press):—

"All efforts are being made by the Arab Kings in support of the Palestine Arabs to maintain the principles of justice. We associate ourselves with all Moslem Arabs in their belief that Palestine is an Arab country and it is the right of its people and the right of the Moslem Arabs everywhere to preserve it as an Arab land".

* Hansard, Vol. 138, Cols. 482-538.

ANNEXURE I.

The White Paper of June, 1922, (The Churchill Memorandum)

Cmd. 1700.

BRITISH POLICY IN PALESTINE.

The Secretary of State for the Colonies has given renewed consideration to the existing political situation in Palestine, with a very earnest desire to arrive at a settlement of the outstanding questions which have given rise to uncertainty and unrest among certain sections of the population. After consultation with the High Commissioner for Palestine the following statement has been drawn up. It summarises the essential parts of the correspondence that has already taken place between the Secretary of State and a Delegation from the Moslem Christian Society of Palestine, which has been for some time in England, and it states the further conclusions which have since been reached.

The tension which has prevailed from time to time in Palestine is mainly due to apprehensions, which are entertained both by sections of the Arab and by sections of the Jewish population. These apprehensions, so far as the Arabs are concerned, are partly based upon exaggerated interpretations of the meaning of the Declaration favouring the establishment of a Jewish National Home in Palestine, made on behalf of His Majesty's Government on 2nd November, 1917. Unauthorised statements have been made to the effect that the purpose in view is to create a wholly Jewish Palestine. Phrases have been used such as that Palestine is to become "as Jewish as England is English". His Majesty's Government regard any such expectation as impracticable and have no such aim in view. Nor have they at any time contemplated, as appears to be feared by the Arab Delegation, the disappearance or the subordination of the Arabic population, language or culture in Palestine. They would draw attention to the fact that the terms of the Declaration referred to do not contemplate that Palestine as a whole should be converted into a Jewish National Home, but that such a Home should be founded *in Palestine*. In this connection it has been observed with satisfaction that at the meeting of the Zionist Congress, the supreme governing body of the Zionist Organization, held at Carlsbad in September, 1921, a resolution was passed expressing as the official statement of Zionist aims "the determination of the Jewish people to live with the Arab people on terms of unity and mutual respect, and together with them to make the common home into a flourishing community, the upbuilding of which may assure to each of its peoples an undisturbed national development."

It is also necessary to point out that the Zionist Commission in Palestine, now termed the Palestine Zionist Executive, has not desired to possess, and does not possess any share in the general administration of the country. Nor does the special position assigned to the Zionist Organisation in Article IV of the Draft Mandate for Palestine imply any such functions. That special position relates to the measures to be taken in Palestine affecting the Jewish population, and contemplates that the Organisation may assist in the general development of the country, but does not entitle it to share in any degree in its Government.

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Further, it is contemplated that the status of all citizens of Palestine in the eyes of the law shall be Palestinian, and it has never been intended that they, or any section of them, should possess any other juridical status

So far as the Jewish population of Palestine are concerned, it appears that some among them are apprehensive that His Majesty's Government may depart from the policy embodied in the Declaration of 1917. It is necessary, therefore, once more to affirm that these fears are unfounded, and that the Declaration, re-affirmed by the Conference of the Principal Allied Powers at San Remo and again in the Treaty of Sevres, is not susceptible of change.

During the last two or three generations the Jews have recreated in Palestine a community, now numbering 80,000, of whom about one-fourth are farmers or workers upon the land. This community has its own political organs; an elected assembly for the direction of its domestic concerns; elected councils in the towns; and an organisation for the control of its schools. It has its elected Chief Rabbinate and Rabbinical Council for the direction of its religious affairs. Its business is conducted in Hebrew as a vernacular language, and a Hebrew press serves its needs. It has its distinctive intellectual life and displays considerable economic activity. This community, then, with its town and country population, its political, religious and social organisations, its own language, its own customs, its own life, has in fact "national" characteristics. When it is asked what is meant by the development of the Jewish National Home in Palestine, it may be answered that it is not the imposition of a Jewish nationality upon the inhabitants of Palestine as a whole, but the further development of the existing Jewish community, with the assistance of Jews in other parts of the world, in order that it may become a centre in which the Jewish people as a whole may take, on grounds of religion and race, an interest and a pride. But in order that this community should have the best prospect of free development and provide a full opportunity for the Jewish people to display its capacities, it is essential that it should know that it is in Palestine as of right and not on sufferance. That is the reason why it is necessary that the existence of a Jewish National Home in Palestine should be internationally guaranteed, and that it should be formally recognised to rest upon ancient historic connection.

This, then, is the interpretation which His Majesty's Government place upon the Declaration of 1917, and, so understood, the Secretary of State is of opinion that it does not contain or imply anything which need cause either alarm to the Arab population of Palestine or disappointment to the Jews.

For the fulfilment of this policy it is necessary that the Jewish community in Palestine should be able to increase its numbers by immigration. This immigration cannot be so great in volume as to exceed whatever may be the economic capacity of the country at the time to absorb new arrivals. It is essential to ensure that the immigrants should not be a burden upon the people of Palestine as a whole, and that they should not deprive any section of the present population of their employment. Hitherto the immigration has fulfilled these conditions. The number of immigrants since the British occupation has been about 25,000.

It is necessary also to ensure that persons who are politically undesirable are excluded from Palestine, and every precaution has been and will be taken by the Administration to that end.

It is intended that a special committee should be established in Palestine, consisting entirely of members of the new Legislative Council elected by the people, to confer with the Administration upon matters relating to the regulation of immigration. Should any difference of opinion arise between this committee and the Administration, the matter will be referred to His Majesty's Government, who will give it special consideration. In addition, under Article 81 of the draft Palestine Order in Council, any religious community or considerable section of the population of Palestine will have a general right to appeal, through the High Commissioner and the Secretary of State, to the League of Nations on any matter on which they may consider that the terms of the Mandate are not being fulfilled by the Government of Palestine.

With reference to the Constitution which it is now intended to establish in Palestine, the draft of which has already been published, it is desirable to make certain points clear. In the first place, it is not the case, as has been represented by the Arab Delegation, that during the war His Majesty's Government gave an undertaking that an independent national government should be at once established in Palestine. This representation mainly rests upon a letter dated the 24th October, 1915, from Sir Henry McMahon, then His Majesty's High Commissioner in Egypt, to the Sherif of Mecca, now King Hussein of the Kingdom of the Hejaz. That letter is quoted as conveying the promise to the Sherif of Mecca to recognise and support the independence of the Arabs within the territories proposed by him. But this promise was given subject to a reservation made in the same letter, which excluded from its scope, among other territories, the portions of Syria lying to the west of the district of Damascus. This reservation has always been regarded by His Majesty's Government as covering the vilayet of Beirut and the independent Sanjak of Jerusalem. The whole of Palestine west of the Jordan was thus excluded from Sir H. McMahon's pledge.

Nevertheless, it is the intention of His Majesty's Government to foster the establishment of a full measure of self-government in Palestine. But they are of opinion that, in the special circumstances of that country, this should be accomplished by gradual stages and not suddenly. The first step was taken when, on the institution of a civil Administration, the nominated Advisory Council, which now exists, was established. It was stated at the time by the High Commissioner that this was the first step in the development of self-governing institutions, and it is now proposed to take a second step by the establishment of a Legislative Council containing a large proportion of members elected on a wide franchise. It was proposed in the published draft that three of the members of this Council should be non-official persons nominated by the High Commissioner, but representations having been made in opposition to this provision, based on cogent considerations, the Secretary of State is prepared to omit it. The Legislative Council would then consist of the High Commissioner as President and twelve elected and ten official members. The Secretary of State is of opinion that before a further measure of self-government is extended to Palestine and the Assembly placed in control over the Executive, it would be wise to allow some time to elapse. During

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this period the institutions of the country will have become well established; its financial credit will be based on firm foundations, and the Palestinian officials will have been enabled to gain experience of sound methods of government. After a few years the situation will be again reviewed, and if the experience of the working of the constitution now to be established so warranted, a larger share of authority would then be extended to the elected representatives of the people.

The Secretary of State would point out that already the present Administration has transferred to a Supreme Council elected by the Moslem community of Palestine the entire control of Moslem religious endowments (Wakfs), and of the Moslem religious Courts. To this Council the Administration has also voluntarily restored considerable revenues derived from ancient endowments which had been sequestered by the Turkish Government. The Education Department is also advised by a committee representative of all sections of the population, and the Department of Commerce and Industry has the benefit of the co-operation of the Chambers of Commerce which have been established in the principal centres. It is the intention of the Administration to associate in an increased degree similar representative committees with the various Departments of the Government.

The Secretary of State believes that a policy upon these lines coupled with the maintenance of the fullest religious liberty in Palestine and with scrupulous regard for the rights of each community with reference to its Holy Places, cannot but commend itself to the various sections of the population, and that upon this basis may be built up that spirit of co-operation upon which the future progress and prosperity of the Holy Land must largely depend.

ANNEXURE II.

The White Paper of May, 1939, (Cmd. 6019).

STATEMENT OF POLICY.

In the Statement on Palestine, issued on 9th November, 1938, His Majesty's Government announced their intention to invite representatives of the Arabs of Palestine, of certain neighbouring countries and of the Jewish Agency to confer with them in London regarding future policy. It was their sincere hope that, as a result of full, free and frank discussion, some understanding might be reached. Conferences recently took place with Arab and Jewish delegations, lasting for a period of several weeks, and served the purpose of a complete exchange of views between British Ministers and the Arab and Jewish representatives. In the light of the discussions as well as of the situation in Palestine and of the Reports of the Royal Commission and the Partition Commission, certain proposals were formulated by His Majesty's Government and were laid before the Arab and Jewish delegations as the basis of an agreed settlement. Neither the Arab nor the Jewish delegations felt able to accept these proposals, and the conferences therefore did not result in an agreement. Accordingly His Majesty's Government are free to formulate their own policy, and

after careful consideration they have decided to adhere generally to the proposals which were finally submitted to, and discussed with, the Arab and Jewish delegations.

2. The Mandate for Palestine, the terms of which were confirmed by the Council of the League of Nations in 1922, has governed the policy of successive British Governments for nearly 20 years. It embodies the Balfour Declaration and imposes on the Mandatory four main obligations. These obligations are set out in Articles 2, 6 and 13 of the Mandate. There is no dispute regarding the interpretation of one of these obligations, that touching the protection of and access to the Holy Places and religious buildings or sites. The other three main obligations are generally as follows:—

- (i) To place the country under such political, administrative and economic conditions as will secure the establishment in Palestine of a national home for the Jewish people, to facilitate Jewish immigration under suitable conditions, and to encourage, in co-operation with the Jewish Agency, close settlement by Jews on the land.
- (ii) To safeguard the civil and religious rights of all the inhabitants of Palestine irrespective of race and religion, and, whilst facilitating Jewish immigration and settlement, to ensure that the rights and position of other sections of the population are not prejudiced.
- (iii) To place the country under such political, administrative and economic conditions as will secure the development of self-governing institutions.

3. The Royal Commission and previous Commissions of Enquiry have drawn attention to the ambiguity of certain expressions in the Mandate, such as the expression "a national home for the Jewish people", and they have found in this ambiguity and the resulting uncertainty as to the objectives of policy a fundamental cause of unrest and hostility between Arabs and Jews. His Majesty's Government are convinced that in the interests of the peace and well-being of the whole people of Palestine a clear definition of policy and objectives is essential. The proposal of partition recommended by the Royal Commission would have afforded such clarity, but the establishment of self-supporting independent Arab and Jewish States within Palestine has been found to be impracticable. It has therefore been necessary for His Majesty's Government to devise an alternative policy which will, consistently with their obligations to Arabs and Jews, meet the needs of the situation in Palestine. Their views and proposals are set forth below under the three heads, (I) The Constitution, (II) Immigration, and (III) Land.

I. The Constitution.

4. It has been urged that the expression "a national home for the Jewish people" offered a prospect that Palestine might in due course become a Jewish State or Commonwealth. His Majesty's Government do not wish to contest the view, which was expressed by the Royal Commission, that the Zionist leaders at the time of the issue of the Balfour Declaration recognised that an ultimate Jewish State was not precluded by the terms of the Declaration. But, with the Royal Commission, His Majesty's Government believe that the framers

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of the Mandate in which the Balfour Declaration was embodied could not have intended that Palestine should be converted into a Jewish State against the will of the Arab population of the country. That Palestine was not to be converted into a Jewish State might be held to be implied in the passage from the Command Paper of 1922 which reads as follows:—

“Unauthorised statements have been made to the effect that the purpose in view is to create a wholly Jewish Palestine. Phrases have been used such as that ‘Palestine is to become as Jewish as England is English’. His Majesty’s Government regard any such expectation as impracticable and have no such aim in view. Nor have they at any time contemplated..... the disappearance or the subordination of the Arabic population, language or culture in Palestine. They would draw attention to the fact that the terms of the (Balfour) Declaration referred to do not contemplate that Palestine as a whole should be converted into a Jewish National Home, but that such a Home should be founded in *Palestine*”.

But this statement has not removed doubts, and His Majesty’s Government therefore now declare unequivocally that it is not part of their policy that Palestine should become a Jewish State. They would indeed regard it as contrary to their obligations to the Arabs under the Mandate, as well as to the assurances which have been given to the Arab people in the past, that the Arab population of Palestine should be made the subjects of a Jewish State against their will.

5. The nature of the Jewish National Home in Palestine was further described in the Command Paper of 1922 as follows:—

“During the last two or three generations the Jews have recreated in Palestine a community, now numbering 80,000, of whom about one-fourth are farmers or workers upon the land. This community has its own political organs; an elected assembly for the direction of its domestic concerns; elected councils in the towns; and an organisation for the control of its schools. It has its elected Chief Rabbinate and Rabbinical Council for the direction of its religious affairs. Its business is conducted in Hebrew as a vernacular language, and a Hebrew press serves its needs. It has its distinctive intellectual life and displays considerable economic activity. This community, then, with its town and country population, its political, religious and social organisations, its own language, its own customs, its own life, has in fact ‘national’ characteristics. When it is asked what is meant by the development of the Jewish National Home in Palestine, it may be answered that it is not the imposition of a Jewish nationality upon the inhabitants of Palestine as a whole, but the further development of the existing Jewish community, with the assistance of Jews in other parts of the world, in order that it may become a centre in which the Jewish people as a whole may take, on grounds of religion and race, an interest and a pride. But in order that this community should have the best prospect of free development and provide a full opportunity for the Jewish people to display its capacities, it is essential that it should know that it is in Palestine as of right and not on sufferance. That is the reason why it is necessary that the existence of a Jewish National Home in Palestine should be internationally guaranteed, and that it should be formally recognised to rest upon ancient historic connection”.

6. His Majesty’s Government adhere to this interpretation of the Declaration of 1917 and regard it as an authoritative and comprehensive description of the character of the Jewish National Home in Palestine. It envisaged the further development of the existing Jewish community with the assistance of Jews in other parts of the world. Evidence that His Majesty’s Government have been carrying out their obligation in this respect is to be found in the facts that, since the statement of 1922 was published, more than 300,000 Jews have im-

migrated to Palestine, and that the population of the National Home has risen to some 450,000, or approaching a third of the entire population of the country. Nor has the Jewish community failed to take full advantage of the opportunities given to it. The growth of the Jewish National Home and its achievements in many fields are a remarkable constructive effort which must command the admiration of the world and must be, in particular, a source of pride to the Jewish people.

7. In the recent discussions the Arab delegations have repeated the contention that Palestine was included within the area in which SIR HENRY McMAHON, on behalf of the British Government, in October, 1915, undertook to recognise and support Arab independence. The validity of this claim, based on the terms of the correspondence which passed between SIR HENRY McMAHON and the SHARIF of Mecca, was thoroughly and carefully investigated by British and Arab representatives during the recent conferences in London. Their Report, which has been published, states that both the Arab and the British representatives endeavoured to understand the point of view of the other party but that they were unable to reach agreement upon an interpretation of the correspondence. There is no need to summarise here the arguments presented by each side. His Majesty's Government regret the misunderstandings which have arisen as regards some of the phrases used. For their part they can only adhere, for the reasons given by their representatives in the Report, to the view that the whole of Palestine west of Jordan was excluded from Sir Henry McMahon's pledge, and they therefore cannot agree that the McMahon correspondence forms a just basis for the claim that Palestine should be converted into an Arab State.

8. His Majesty's Government are charged as the Mandatory authority "to secure the development of self-governing institutions" in Palestine. Apart from this specific obligation, they would regard it as contrary to the whole spirit of the Mandate system that the population of Palestine should remain for ever under Mandatory tutelage. It is proper that the people of the country should as early as possible enjoy the rights of self-government which are exercised by the people of neighbouring countries. His Majesty's Government are unable at present to foresee the exact constitutional forms which government in Palestine will eventually take, but their objective is self-government, and they desire to see established ultimately an independent Palestine State. It should be a State in which the two peoples in Palestine, Arabs and Jews, share authority in government in such a way that the essential interests of each are secured.

9. The establishment of an independent State and the complete relinquishment of Mandatory control in Palestine would require such relations between the Arabs and the Jews as would make good government possible. Moreover, the growth of self-governing institutions in Palestine, as in other countries, must be an evolutionary process. A transitional period will be required before independence is achieved, throughout which ultimate responsibility for the Government of the country will be retained by His Majesty's Government as the Mandatory authority, while the people of the country are taking an increasing share in the Government, and understanding and co-operation amongst them are growing. It will be the constant endeavour of His Majesty's Government to promote good relations between the Arabs and the Jews.

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10. In the light of these considerations His Majesty's Government make the following declaration of their intentions regarding the future government of Palestine:—

- (1) The objective of His Majesty's Government is the establishment within ten years of an independent Palestine State in such treaty relations with the United Kingdom as will provide satisfactorily for the commercial and strategic requirements of both countries in the future. This proposal for the establishment of the independent State would involve consultation with the Council of the League of Nations with a view to the termination of the Mandate.
- (2) The independent State should be one in which Arabs and Jews share in government in such a way as to ensure that the essential interests of each community are safeguarded.
- (3) The establishment of the independent State will be preceded by a transitional period throughout which His Majesty's Government will retain responsibility for the government of the country. During the transitional period the people of Palestine will be given an increasing part in the government of their country. Both sections of the population will have an opportunity to participate in the machinery of government, and the process will be carried on whether or not they both avail themselves of it.
- (4) As soon as peace and order have been sufficiently restored in Palestine steps will be taken to carry out this policy of giving the people of Palestine an increasing part in the government of their country, the objective being to place Palestinians in charge of all the Departments of Government, with the assistance of British advisers and subject to the control of the High Commissioner. With this object in view His Majesty's Government will be prepared immediately to arrange that Palestinians shall be placed in charge of certain Departments, with British advisers. The Palestinian heads of Departments will sit on the Executive Council, which advises the High Commissioner. Arab and Jewish representatives will be invited to serve as heads of Departments approximately in proportion to their respective populations. The number of Palestinians in charge of Departments will be increased as circumstances permit until all heads of Departments are Palestinians, exercising the administrative and advisory functions which are at present performed by British officials. When that stage is reached consideration will be given to the question of converting the Executive Council into a Council of Ministers with a consequential change in the status and functions of the Palestinian heads of Departments.
- (5) His Majesty's Government make no proposals at this stage regarding the establishment of an elective legislature. Nevertheless they would regard this as an appropriate constitutional development, and, should public opinion in Palestine hereafter show itself in favour of such a development, they will be prepared, provided that local conditions permit, to establish the necessary machinery.
- (6) At the end of five years from the restoration of peace and order, an appropriate body representative of the people of Palestine and of His Majesty's Government will be set up to review the working of the constitutional arrangements during the transitional period

and to consider and make recommendations regarding the constitution of the independent Palestine State.

(7) His Majesty's Government will require to be satisfied that in the treaty contemplated by sub-paragraph (1) or in the constitution contemplated by sub-paragraph (6) adequate provision has been made for:—

(a) the security of, and freedom of access to, the Holy Places, and the protection of the interests and property of the various religious bodies.

(b) the protection of the different communities in Palestine in accordance with the obligations of His Majesty's Government to both Arabs and Jews and for the special position in Palestine of the Jewish National Home.

(c) such requirements to meet the strategic situation as may be regarded as necessary by His Majesty's Government in the light of the circumstances then existing.

His Majesty's Government will also require to be satisfied that the interests of certain foreign countries in Palestine, for the preservation of which they are at present responsible, are adequately safeguarded.

(8) His Majesty's Government will do everything in their power to create conditions which will enable the independent Palestine State to come into being within ten years. If, at the end of ten years, it appears to His Majesty's Government that, contrary to their hope, circumstances require the postponement of the establishment of the independent State, they will consult with representatives of the people of Palestine, the Council of the League of Nations and the neighbouring Arab States before deciding on such a postponement. If His Majesty's Government come to the conclusion that postponement is unavoidable, they will invite the co-operation of these parties in framing plans for the future with a view to achieving the desired objective at the earliest possible date.

11. During the transitional period steps will be taken to increase the powers and responsibilities of municipal corporations and local councils.

II. Immigration.

12. Under Article 6 of the Mandate, the Administration of Palestine, "while ensuring that the rights and position of other sections of the population are not prejudiced", is required to "facilitate Jewish immigration under suitable conditions". Beyond this, the extent to which Jewish immigration into Palestine is to be permitted is nowhere defined in the Mandate. But in the Command Paper of 1922 it was laid down that for the fulfilment of the policy of establishing a Jewish National Home

"It is necessary that the Jewish community in Palestine should be able to increase its numbers by immigration. This immigration cannot be so great in volume as to exceed whatever may be the economic capacity of the country at the time to absorb new arrivals. It is essential to ensure that the immigrants should not be a burden upon the people of Palestine as a whole, and that they should not deprive any section of the present population of their employment".

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In practice, from that date onwards until recent times, the economic absorptive capacity of the country has been treated as the sole limiting factor, and in the letter which Mr. Ramsay MacDonald, as Prime Minister, sent to Dr. Weizmann in February 1931 it was laid down as a matter of policy that economic absorptive capacity was the sole criterion. This interpretation has been supported by resolutions of the Permanent Mandates Commission. But His Majesty's Government do not read either the Statement of Policy of 1922 or the letter of 1931 as implying that the Mandate requires them, for all time and in all circumstances, to facilitate the immigration of Jews into Palestine subject only to consideration of the country's economic absorptive capacity. Nor do they find anything in the Mandate or in subsequent Statements of Policy to support the view that the establishment of a Jewish National Home in Palestine cannot be effected unless immigration is allowed to continue indefinitely. If immigration has an adverse effect on the economic position in the country, it should clearly be restricted; and equally, if it has a seriously damaging effect on the political position in the country, that is a factor that should not be ignored. Although it is not difficult to contend that the large number of Jewish immigrants who have been admitted so far have been absorbed economically, the fear of the Arabs that this influx will continue indefinitely until the Jewish population is in a position to dominate them has produced consequences which are extremely grave for Jews and Arabs alike and for the peace and prosperity of Palestine. The lamentable disturbances of the past three years are only the latest and most sustained manifestation of this intense Arab apprehension. The methods employed by Arab terrorists against fellow-Arabs and Jews alike must receive unqualified condemnation. But it cannot be denied that fear of indefinite Jewish immigration is widespread amongst the Arab population and that this fear has made possible disturbances which have given a serious setback to economic progress, depleted the Palestine exchequer, rendered life and property insecure, and produced a bitterness between the Arab and Jewish populations which is deplorable between citizens of the same country. If in these circumstances immigration is continued up to the economic absorptive capacity of the country, regardless of all other considerations, a fatal enmity between the two peoples will be perpetuated, and the situation in Palestine may become a permanent source of friction amongst all peoples in the Near and Middle East. His Majesty's Government cannot take the view that either their obligations under the Mandate, or considerations of common sense and justice, require that they should ignore these circumstances in framing immigration policy.

13. In the view of the Royal Commission, the association of the policy of the Balfour Declaration with the Mandate system implied the belief that Arab hostility to the former would sooner or later be overcome. It has been the hope of British Governments ever since the Balfour Declaration was issued that in time the Arab population, recognizing the advantages to be derived from Jewish settlement and development in Palestine, would become reconciled to the further growth of the Jewish National Home. This hope has not been fulfilled. The alternatives before His Majesty's Government are either (i) to seek to expand the Jewish National Home indefinitely by immigration, against the strongly expressed will of the Arab people of the country; or (ii) to permit further expansion of the Jewish National Home by immigration only if the Arabs are prepared to ac-

quiesce in it. The former policy means rule by force. Apart from other considerations, such a policy seems to His Majesty's Government to be contrary to the whole spirit of Article 22 of the Covenant of the League of Nations, as well as to their specific obligations to the Arabs in the Palestine Mandate. Moreover, the relations between the Arabs and the Jews in Palestine must be based sooner or later on mutual tolerance and goodwill; the peace, security and progress of the Jewish National Home itself require this. Therefore His Majesty's Government, after earnest consideration, and taking into account the extent to which the growth of the Jewish National Home has been facilitated over the last twenty years, have decided that the time has come to adopt in principle the second of the alternatives referred to above.

14. It has been urged that all further Jewish immigration into Palestine should be stopped forthwith. His Majesty's Government cannot accept such a proposal. It would damage the whole of the financial and economic system of Palestine and thus affect adversely the interests of Arabs and Jews alike. Moreover, in the view of His Majesty's Government, abruptly to stop further immigration would be unjust to the Jewish National Home. But, above all, His Majesty's Government are conscious of the present unhappy plight of large numbers of Jews who seek a refuge from certain European countries, and they believe that Palestine can and should make a further contribution to the solution of this pressing world problem. In all these circumstances, they believe that they will be acting consistently with their Mandatory obligations to both Arabs and Jews, and in the manner best calculated to serve the interests of the whole people of Palestine, by adopting the following proposals regarding immigration:—

(i) Jewish immigration during the next five years will be at a rate which, if economic absorptive capacity permits, will bring the Jewish population up to approximately one-third of the total population of the country. Taking into account the expected natural increase of the Arab and Jewish populations, and the number of illegal Jewish immigrants now in the country, this would allow of the admission, as from the beginning of April this year, of some 75,000 immigrants over the next five years. These immigrants would, subject to the criterion of economic absorptive capacity, be admitted as follows:—

(a) For each of the next five years a quota of 10,000 Jewish immigrants will be allowed, on the understanding that shortage in any one year may be added to the quotas for subsequent years, within the five-year period, if economic absorptive capacity permits.

(b) In addition, as a contribution towards the solution of the Jewish refugee problem, 25,000 refugees will be admitted as soon as the High Commissioner is satisfied that adequate provision for their maintenance is ensured, special consideration being given to refugee children and dependants.

(2) The existing machinery for ascertaining economic absorptive capacity will be retained, and the High Commissioner will have the ultimate responsibility for deciding the limits of economic capacity. Before each periodic decision is taken, Jewish and Arab representatives will be consulted.

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- (3) After the period of five years no further Jewish immigration will be permitted unless the Arabs of Palestine are prepared to acquiesce in it.
- (4) His Majesty's Government are determined to check illegal immigration, and further preventive measures are being adopted. The numbers of any Jewish illegal immigrants who, despite these measures, may succeed in coming into the country and cannot be deported will be deducted from the yearly quotas.

15. His Majesty's Government are satisfied that, when the immigration over five years which is now contemplated has taken place, they will not be justified in facilitating, nor will they be under any obligation to facilitate, the further development of the Jewish National Home by immigration regardless of the wishes of the Arab population.

III. Land.

16. The Administration of Palestine is required, under Article 6 of the Mandate, "while ensuring that the rights and position of other sections of the population are not prejudiced", to encourage "close settlement by Jews on the land", and no restriction has been imposed hitherto on the transfer of land from Arabs to Jews. The Reports of several expert Commissions have indicated that, owing to the natural growth of the Arab population and the steady sale in recent years of Arab land to Jews, there is now in certain areas no room for further transfers of Arab land, whilst in some other areas transfers of land must be restricted if Arab cultivators are to maintain their existing standard of life and a considerable landless Arab population is not soon to be created. In these circumstances, the High Commissioner will be given general powers to prohibit and regulate transfers of land. These powers will date from the publication of this statement of policy and the High Commissioner will retain them throughout the transitional period.

17. The policy of the Government will be directed towards the development of the land and the improvement, where possible, of methods of cultivation. In the light of such development it will be open to the High Commissioner, should he be satisfied that the "rights and position" of the Arab population will be duly preserved, to review and modify any orders passed relating to the prohibition or restriction of the transfer of land.

18. In framing these proposals His Majesty's Government have sincerely endeavoured to act in strict accordance with their obligations under the Mandate to both the Arabs and the Jews. The vagueness of the phrases employed in some instances to describe these obligations has led to controversy and has made the task of interpretation difficult. His Majesty's Government cannot hope to satisfy the partisans of one party or the other in such controversy as the Mandate has aroused. Their purpose is to be just as between the two peoples in Palestine whose destinies in that country have been affected by the great events of recent years, and who, since they live side by side, must learn to practise mutual tolerance, goodwill and co-operation. In looking to the future, His Majesty's Government are not blind to the fact that some events of the past make the task of creating these relations difficult; but they are encouraged by the knowledge that at many times and in many places in Palestine during recent years the Arab and Jewish inhabitants have lived in friendship to-

gether. Each community has much to contribute to the welfare of their common land, and each must earnestly desire peace in which to assist in increasing the well-being of the whole people of the country. The responsibility which falls on them, no less than upon His Majesty's Government, to co-operate together to ensure peace is all the more solemn because their country is revered by many millions of Moslems, Jews and Christians throughout the world who pray for peace in Palestine and for the happiness of her people.

ANNEXURE III.

**Statement made in the House of Commons on 13th November, 1945,
by Mr. Ernest Bevin, Secretary of State for Foreign Affairs.**

I should like, with the permission of the House, to make a statement.

His Majesty's Government have been giving serious and continuous attention to the whole problem of the Jewish community that has arisen as a result of Nazi persecution in Germany, and the conditions arising therefrom. It is, unfortunately, true that until conditions in Europe become stable, the future of a large number of persons of many races, who have suffered under this persecution, cannot finally be determined. The plight of the victims of Nazi persecution, among whom were a large number of Jews, is unprecedented in the history of the world. His Majesty's Government are taking every step open to them to try to improve the lot of these unfortunate people. The Jewish problem is a great human one. We cannot accept the view that the Jews should be driven out of Europe, and should not be permitted to live again in these countries without discrimination, and contribute their ability and their talent towards rebuilding the prosperity of Europe. Even after we have done all we can in this respect, it does not provide a solution of the whole problem.

There have recently been demands made upon us for large-scale immigration into Palestine. Palestine, while it may be able to make a contribution, does not, by itself, provide sufficient opportunity for grappling with the whole problem. His Majesty's Government are anxious to explore every possibility which will result in giving the Jews a proper opportunity for revival.

The problem of Palestine is itself a very difficult one. The Mandate for Palestine requires the Mandatory to facilitate Jewish immigration, and to encourage close settlement by Jews on the land, while ensuring that the rights and position of other sections of the population are not prejudiced thereby. His Majesty's Government have thus a dual obligation, to the Jews on the one side and to the Arabs on the other. The lack of any clear definition of this dual obligation has been the main cause of the trouble which has been experienced in Palestine during the past 26 years. His Majesty's Government have made every effort to devise some arrangements which would enable Arabs and Jews to live together in peace and to co-operate for the welfare of the country, but all such efforts have been unavailing. Any arrangement acceptable to one party has been rejected as unacceptable to the other. The whole history of Palestine since the Mandate was granted, has

CHAPTER II.

been one of continued friction between the two races, culminating at intervals in serious disturbances.

The fact has to be faced that since the introduction of the Mandate it has been impossible to find common grounds between the Arabs and the Jews. The differences in religion and in language, in cultural and social life, in ways of thought and conduct, are difficult to reconcile. On the other hand, both communities lay claim to Palestine, one on the ground of a millenium of occupation, and the other on the ground of historic association coupled with the undertaking given in the first world war to establish a Jewish home. The task that has to be accomplished now is to find means to reconcile these divergences.

The repercussions of the conflict have spread far beyond the small land in which it has arisen. The Zionist cause has strong supporters in the United States, in Great Britain, in the Dominions and elsewhere; civilisation has been appalled by the sufferings which have been inflicted in recent years on the persecuted Jews of Europe. On the other side of the picture, the cause of the Palestinian Arabs has been espoused by the whole Arab world and more lately has become a matter of keen interest to their 90,000,000 co-religionists in India. In Palestine itself there is always the serious risk of disturbances on the part of one community or the other, and such disturbances are bound to find their reflection in a much wider field. Considerations not only of equity and of humanity, but also of international amity and world peace, are thus involved in any search for a solution.

In dealing with Palestine all parties have entered into commitments. There are the commitments imposed by the Mandate itself, and, in addition, the various statements of policy which have been made by His Majesty's Government in the course of the last 25 years. Further, the United States Government themselves have undertaken that no decision should be taken in respect of what, in their opinion, affects the basic situation in Palestine, without full consultation with both Arabs and Jews.

Having regard to the whole situation and the fact that it has caused this world-wide interest which affects both Arabs and Jews, His Majesty's Government decided to invite the Government of the United States to co-operate with them in setting up a joint Anglo-American Committee of Inquiry, under a rotating chairmanship, to examine the question of European Jewry and to make a further review of the Palestine problem in the light of that examination. I am happy to be able to inform the House that the Government of the United States have accepted this invitation.

The terms of reference that have been agreed between the United States Government and His Majesty's Government are as follows:—

- (1) To examine the political, economic and social conditions of Palestine as they bear upon the problem of Jewish immigration and settlement therein, and the wellbeing of the peoples now living therein.
- (2) To examine the position of the Jews in those countries in Europe where they have been the victims of Nazi and Fascist persecution and the practical measures taken or contemplated to be taken in those countries, to enable them to live free from discrimination and oppression and to make estimates of those who wish, or will be impelled by their conditions to migrate to Palestine, or other countries outside Europe.

- (3) To hear the views of competent witnesses and to consult representative Arabs and Jews on the problems of Palestine as such problems are affected by conditions subject to examination under paragraph 1 and paragraph 2 above, and by other relevant facts and circumstances, and to make recommendations to His Majesty's Government and to the Government of the United States for *ad interim* handling of those problems, as well as for their permanent solution.
- (4) To make such other recommendations to His Majesty's Government, and the Government of the United States, as may be necessary to meet the immediate needs arising from conditions subject to examination under paragraph 2 above, by remedial action in the European countries in question, or by the provision of facilities for emigration to, and settlement in, countries outside Europe.

Those are the terms of reference. The procedure of the Committee will be determined by the Committee themselves and and it will be open to them, if they think fit, to deal simultaneously, through the medium of sub-committees, with their various terms of reference. The Committee will be invited to deal with the matters referred to in their terms of reference with the utmost expedition. In complying with the second and fourth paragraphs of their terms of reference, the Committee will presumably, take such steps as they consider necessary in order to inform themselves of the character and magnitude of the problem created by the war. They will also give consideration to the problem of settlement in Europe, and to possible countries of disposal. In the light of their investigations, they will make recommendations to the two Governments for dealing with the problem in the interim until such time as a permanent solution can be submitted to the appropriate organ of the United Nations.

The recommendations of a Committee of Inquiry such as will now be set up, will also be of immense help in arriving at a solution of the Palestine problem. The Committee will, in accordance with the first and third paragraphs of their terms of reference, make an examination, on the spot, of the political, economic and social conditions which are at present held to restrict immigration into Palestine, and, after consulting representative Arabs and Jews, submit proposals for dealing with these problems. It will be necessary for His Majesty's Government, both to take action with a view to securing some satisfactory interim arrangements, and also to devise a policy for permanent application thereafter. This inquiry will facilitate the finding of a solution which will, in turn, facilitate the arrangements for placing Palestine under trusteeship.

So far as Palestine is concerned, it will be clear that His Majesty's Government cannot divest themselves of their duties and responsibilities under the Mandate while the Mandate continues. They propose, in accordance with their pledges, to deal with the question in three stages.

- (i) They will consult the Arabs with a view to an arrangement which will ensure that pending the receipt of the *ad interim* recommendations which the Committee of Inquiry will make on the matter there is no interruption of Jewish immigration at the present monthly rate.

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- (ii) After considering the *ad interim* recommendations of the Committee of Inquiry, they will explore, with the parties concerned the possibility of devising other temporary arrangements for dealing with the Palestine problem, until a permanent solution of it can be reached.
- (iii) They will prepare a permanent solution for submission to the United Nations, and if possible an agreed one.

The House will realise that we have inherited in Palestine a most difficult legacy, and our task is greatly complicated by undertakings given at various times to various parties, which we feel ourselves bound to honour.

Any violent departure without adequate consultation would not only afford ground for a charge of breach of faith against His Majesty's Government but would probably cause serious reactions throughout the Middle East and would arouse widespread anxiety in India.

His Majesty's Government are satisfied that the course which they propose to pursue in the immediate future, is not only that which is in accordance with their obligations, but is also that which, in the long view, is in the best interests of both parties. It will in no way prejudice either the action to be taken on the recommendations of the Committee of Inquiry, or the terms of the Trusteeship Agreement which will supersede the existing Mandate, and will, therefore, control ultimate policy in regard to Palestine.

His Majesty's Government in making this new approach, wish to make it clear that the Palestine problem is not one which can be settled by force, and that any attempt to do so, by any party, will be resolutely dealt with. It must be settled by discussion and conciliation, and there can be no question of allowing an issue to be forced by violent conflict. We have confidence that if this problem is approached in the right spirit by Arabs and Jews, not only will a solution be found to the Palestine question, just to both parties, but a great contribution will be made to stability and peace in the Middle East.

Finally, the initiative taken by His Majesty's Government, and the agreement of the United States Government to co-operate in dealing with the whole problem created by Nazi aggression is a significant sign of their determination to deal with this problem in a constructive way and a humanitarian spirit. But I must emphasise that the problem is not one which can be dealt with only in relation to Palestine: it will need a united effort by the Powers to relieve the miseries of these suffering peoples. I would add, in conclusion that, throughout, there has been the closest consultation between my right hon. Friend the Secretary of State for the Colonies and myself in this matter, which concerns him since the Mandatory status of Palestine brings that territory within the responsibility of the Colonial Office, but which is also a deep concern to me, since the problem is clearly an international problem. It is the intention of His Majesty's Government that the problem shall continue to be handled in close collaboration between our two Departments, in order that the particular question of Palestine, and the wider international issues which are involved, may be harmonised, and treated as a whole, as a great human problem.

CHAPTER III.

GEOGRAPHICAL SUMMARY.

AREA, TOPOGRAPHY AND CLIMATE.

The total land area of Palestine is estimated at 26,320 square kms. or 10,162 square miles. In addition there is an inland water area of 704 square kms. or 272 square miles, comprising Lake Huleh, Lake Tiberias and one half of the Dead Sea. The total area of the country is thus 27,024 square kms. or 10,434 square miles.

2. Geographically, the country may be divided into seven regions :

- (a) The maritime plain, extending north from the Egyptian frontier and terminating at Mount Carmel, just south of Haifa. The northern section of this plain is often called the Plain of Sharon.
- (b) The coastal plain of Acre extending from Carmel north to the promontary of Ras en Naqura. The southern section between Carmel and Acre is often called the Emek Zevulun.
- (c) A broad plain running south-east from Haifa to the Jordan Valley. The western portion of this plain is the Plain of Esdraclon. The eastern section is known as the Valley of Jezreel.
- (d) The central range comprising the hills of Judaea and Samaria. The south-eastern portion of the Judaeian hills, falling away to the Dead Sea, is described as the Wilderness of Judaea. The highest points in the Judaeian and Samaria hills respectively are Tell Asur (1016 m.; 3,333 ft.) and Mount Ebal (940 m.; 3,084 ft.).
- (e) The hills of Galilee, comprising the whole of the north of Palestine except the narrow plain of Acre and the Jordan valley. The highest point is on the Jebel Jarmaq (1,208 m.; 3,963 ft.), the highest mountain in Palestine. In the same area is the Jebel Adathir (1,006 m; 3,301 ft.).
- (f) The Jordan Valley, extending from the Syrian frontier to the Dead Sea. The northernmost section is often considered separately as the Huleh basin.
- (g) The district of Beersheba, an immense triangle with its apex at the gulf of Aqaba which contains nearly half the land of Palestine (approximately 12,576 square kms.).

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3. Lake Huleh, with an area of 14 square kms., is 70 m. (230 ft.) above mean sea level; Lake Tiberias, with an area of 165 square kms., is 209 m. (686 ft.) below mean sea level; the Dead Sea, with a total area of 1,050 square kms., is 392 m. (1,286 ft.) below mean sea level. The length of the Dead Sea is 82 kms. and its breadth 17 kms.; its maximum depth is 399 m. (1,310 ft.); it has no outlet, its surplus being carried off by evaporation.

4. The total length of the River Jordan from its source near Banias in the extreme north-easterly tip of Palestine to the Dead Sea is 252 kms. (157 miles): North of Lake Huleh, 14 kms.; through Lake Huleh, 5 kms.; from Lake Huleh to Lake Tiberias 18 kms.; in the course of which it drops 279 m. (915 ft.); through Lake Tiberias 21 kms., and from Lake Tiberias to the Dead Sea, 194 kms. The Yarmuk, which enters the Jordan near Jisr Mejamie, a few kilometres south of Lake Tiberias, is 40 kms. long, of which only 17 kms. are in Palestine. The Qishon (otherwise Muqatta) which enters the Bay of Acre a short distance east of Haifa is 13 kms. long. The Auja (otherwise Yarkon), which enters the Mediterranean at Tel Aviv, is 26 kms. long.

5. Administratively, the country is divided into six districts, which in turn are divided into sixteen sub-districts. Their land areas are (in square kms) :—

DISTRICT	sq.kms.	HEADQUARTERS	SUB-DISTRICTS	sq.kms.
Gaza	13,689	Gaza	Gaza	1,113
			Beersheba	12,576
Lydda	1,206	Jaffa	Jaffa	336
			Ramle	370
Jerusalem	4,334	Jerusalem	Jerusalem	1,571
			Hebron	2,076
			Ramallah	687
Samaria	3,266	Nablus	Nablus	1,637
			Jenin	839
			Tulkarm	790
Haifa	1,021	Haifa	Haifa	1,021
Galilee	2,804	Nazareth	Nazareth	499
			Acre	810
			Beisan	361
			Safad	695
			Tiberias	439

6. Of the total land area, urban areas account for 147 square kms.; built on areas for 79 square kms.; and roads, railways, rivers and lakes for 136 square kms. The Huleh concession area (in the Safad sub-district) is approximately 57 square kms. Over 10,000 square kms. in the Beersheba district are classified as uncultivable.

Climate.

7. Palestine has a transitory climate between the Mediterranean and the desert type. The summer is hot but made comfortable in most parts of the country by westerly winds from the Mediterranean. The transitory seasons are characterized by occasional dry and very hot weather, often combined with easterly desiccating winds. The winter is the rainy season lasting approximately from October to April; between December and February is the time of maximal rainfall. The annual rainfall ranges widely throughout the country and in different years, the average for Jerusalem being 583 mms. Comparative figures are given below.

8. Palestine can be divided into four climatic regions :

- (i) The coastal plain. Warm and moist in summer; mild in winter and tempered by westerly winds from the Mediterranean. Relatively small daily and annual range of temperature. Rainfall plenty.
- (ii) The hills. Cooler and dryer in summer; cold in winter. Larger daily and annual range of temperature. Rainfall plenty.
- (iii) The Jordan valley. Hot and dry, without tempering west winds in summer. Moderate in temperature and humidity in the winter. Large daily and annual range of temperature. Rainfall scarce.
- (iv) The Negeb. The desert to the south from Beersheba to Aqaba. Hot and dry in summer; cold and dry in winter. Large daily and annual range of temperature. Rainfall poor.

9. The following tables are illustrative of the climatic regimes in each of these regions.

CHAPTER III.

I. Rainfall.

(Two stations are taken in each region, except in the case of the Negeb. The figures, to the nearest millimetre, relate to the rainfall year, June-May).

	1927/28	1932/33	1937/38	1943/44	Average for 1901—1940 mm. days	
(i) Acre	515	347	837	443	611	51
Tel Aviv	418	308	765	470	550	60
(ii) Nazareth	480	345	656	646	628	52
Jerusalem	419	320	749	446	583	59
(iii) Beisan	150	231	356	291	305	38
Jericho	86	68	197	119	152	31
(iv) Beersheba	170	166	236	169	220	28

II. Temperature.

(The following figures of temperature, in degrees centigrade, and relative humidity relate to one station in each of the four regions).

(i) Tel Aviv	Mean	Mean max.	Mean min.	Abs. max.	Abs. min.	Mean relative humidity %
1935	20.6	26.1	15.9	45.8	6.7	75
1936	20.6	20.3	16.0	38.0	6.0	73
1937	20.7	26.3	16.2	40.5	3.0	75
1938	19.9	25.2	15.5	35.2	5.3	77
1939	20.6	25.8	16.0	39.5	6.5	68
1940	20.4	25.4	15.5	42.0	5.5	68
1941	20.8	25.8	15.3	41.0	5.5	67
1942	20.4	25.5	15.3	37.2	2.5	68
1943	—	23.6	—	42.0	3.3	70
1944	—	23.7	—	36.0	—	70

(ii) Jerusalem	Mean	Mean max.	Mean min.	Abs. max.	Abs. min.	Mean relative humidity %
1935	18.2	23.9	12.6	37.3	1.1	—
1936	18.0	23.3	12.7	26.2	1.0	66
1937	17.3	23.3	13.0	36.1	—0.7	64
1938	16.1	21.8	11.9	35.4	—0.8	70
1939	17.2	22.7	12.9	39.2	1.1	73
1940	16.6	22.3	12.3	38.1	1.9	71
1941	16.9	23.1	12.4	39.6	1.2	66
1942	17.0	22.4	11.7	42.0	—3.1	64
1943	16.2	21.5	10.8	36.7	—2.4	62
1944	17.0	21.6	12.2	36.4	—0.9	64

(iii) Jericho							Mean			
	Mean	Mean	max.	mean	min.	Abs.	max.	Abs.	min.	relative humidity %
1935	20.6	26.1		15.9		45.8		6.7		55
1936	23.6	31.3		17.4		43.2		3.3		53
1937	23.5	31.4		17.2		42.5		1.5		55
1938	—	—		—		—		—		—
1939	—	—		—		44.5		—		—
1940	23.3	30.5		17.1		47.8		4.5		59
1941	23.6	31.0		17.3		47.3		6.3		65
1942	23.8	30.5		17.1		50.5		1.3		46
1943	23.4	30.0		16.8		45.4		4.5		48
1944	23.5	30.1		16.9		23.0		5.5		48

(iv) Beersheba

1935	—	28.7		—		44.7		—		—
1936	—	28.8		—		41.1		—		60
1937	—	28.6		—		40.8		—		66
1938	—	—		—		—		—		—
1939	—	—		—		—		—		—
1940	18.6	27.4		11.8		42.7		1.2		—
1941	19.2	27.6		12.0		44.7		2.3		66
1942	19.2	26.1		12.2		44.5		—0.4		—
1943	—	—		—		—		1.9		—
1944	—	26.1		—		41.5		—		58

CHAPTER IV.

THE CENTRAL GOVERNMENT AND ITS FINANCES.

A. CONSTITUTION AND ADMINISTRATION.

The organic law establishing the constitution of Palestine is the Palestine Orders in Council 1922-1940 made in pursuance of powers conferred by the Foreign Jurisdiction Act, 1890, of the United Kingdom and other powers enabling His Majesty in that behalf. Particulars of the various Orders in Council comprised in the Palestine Orders in Council 1922-1940 are given in appendix 'A'. The initial Order in Council of 1922 came into force on the 1st September, 1922. The Orders in Council entrust the administration of the country to a High Commissioner. The system of Government is as prescribed by these Orders which make provision regarding, *inter alia*, the powers and responsibilities of the High Commissioner, the Executive, the Legislative and Judicial system, the safeguarding of the civil rights of citizens and foreigners and the physical boundaries of Palestine.

2. The *High Commissioner* is appointed by His Majesty the King by a commission under the Royal Sign Manual and Signet for the execution of the duties of his office in accordance with any Orders in Council applicable to Palestine and also according to such Instructions for the purpose of executing the provisions of the Mandate as may be given by His Majesty and to the laws of Palestine. The Royal Instructions at present applicable were passed by King George V on the 1st January, 1932*. The High Commissioner reports to the Secretary of State for the Colonies who is responsible to Parliament like others of His Majesty's Ministers. Under the Royal Instructions and Colonial Regulations certain matters must be referred to the Secretary of State, by whom, notably, the annual budget must be approved. In this way Palestine, although not possessing responsible self-government of its own, is subject to the ultimate sanction of Parliamentary control; and the High Commissioner's powers are circumscribed by this overriding authority in addition to and irrespective of the limitations imposed upon him by the formal constitution to which reference is made above. The High Commissioner's title, conferred by His Majesty, includes that of Commander-in-Chief in

* Drayton, Vol. III, pages 2659-2668.

Palestine. This does not mean that the High Commissioner actually commands His Majesty's armed forces in the field; this command is exercised by the respective Commanders in consultation and co-operation with the High Commissioner and his Government. The High Commissioner for Palestine is also High Commissioner for Trans-Jordan.

3. The High Commissioner is assisted by an *Executive Council* (established by the 1922 Order in Council and given its constitution by the Royal Instructions) corresponding to a cabinet of senior officials. The Chief Secretary, Attorney-General and Financial Secretary are Executive Councillors *ex officio*; other personal appointments are made from time to time with the approval of the King. The High Commissioner is obliged by article XIII of the Royal Instructions to consult the Executive Council in all matters of moment and, statutorily, certain powers are exercisable by the High Commissioner in Council and not by the High Commissioner of his sole authority.

4. The 1922 Order in Council contemplated the establishment of a Legislative Council comprising elected representatives of the population. Two attempts were made—in 1922-23 and 1936—to introduce a legislative assembly but both failed for political reasons*; the first because of objections by the Arabs, the second because of objections by the Jews. By the Palestine (Amendment) Order in Council, 1932, powers of legislation were conferred on the High Commissioner and the provisions regarding the election of a Legislative Council were replaced. Provision was made for the establishment of an Advisory Council, which the High Commissioner is bound to consult before the promulgation of any Ordinance. This is a wholly official body over which the High Commissioner presides. Its members are the Executive Councillors, the heads of major Government departments and the District Commissioners.

5. *Legislation.* There are certain Acts of Parliament of the United Kingdom which are applicable to Palestine. His Majesty the King in Council also has power to legislate for Palestine and, in addition to the Palestine Orders in Council 1922-1940 which have already been noticed, numerous other Orders in Council have been made of which particulars are given in the appendix mentioned in paragraph one. Among these Orders in Council are the Palestine Citizenship Orders in Council, the various Orders in Council applying to Palestine, the Emergency Powers (Defence) Acts of the

* Command 1989 of 1923; Command 5119 of 1936. *Vide* also page 13, para. 23 and the two preceding sub-paragraphs of His Majesty's Government's report to the League of Nations for 1935.

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United Kingdom and the Palestine (Defence) Orders in Council. A number of Defence Regulations were made during the War under the Emergency Powers (Defence) Acts, but these are being rapidly rescinded as the conditions created by the War cease to be applicable. Under the Palestine (Defence) Orders in Council, regulations have been made and are in force to meet civil disturbances. The bulk of the legislation of Palestine is by Ordinances promulgated by the High Commissioner after consultation with the Advisory Council and by Rules, Regulations and Orders made under Ordinances. Before a draft Ordinance is laid before Advisory Council it is approved by the High Commissioner in Executive Council. In certain cases Ordinances must be referred for the prior approval of the Secretary of State before introduction in Advisory Council. In all cases the assent of His Majesty (who may exercise the power of disallowance) is required on promulgation of Ordinances. Municipalities and local councils (vide under Cap. V) may, with the High Commissioner's consent, make by-laws under the provisions of the Ordinance respectively constituting those bodies. It may be noticed that, under Article 46 of the Palestine Orders in Council 1922-1940, both Ottoman law and also the Common Law and Doctrines of Equity of the United Kingdom are in force in Palestine subject to certain limitations.

6. The functions of government are organized on a departmental basis. The Government Service, by whom the organization is operated, comprised, at the beginning of 1945, 21,071 persons excluding police other ranks for whose establishment see paragraph 35 below. Of this total 7,702 were established civil servants and 13,369 unestablished civil servants and other employees. 737 are British; this includes British police officers but not other ranks. 20,334 are Palestine residents, all but 639 being Arabs or Jews. All Government employees are subject to the Regulations for His Majesty's Colonial Service, commonly described as Colonial Regulations, published in the annual Dominions Office and Colonial Office List *. In addition they are subject to General Regulations made by the High Commissioner with the approval of the Secretary of State. The terms of service of members of the Police Force and prisons service and of the Trans-Jordan Frontier Force are, moreover, subject to specific legislation. Superannuation conditions for all civil servants are also governed by legislation.

7. The *Chief Secretary* is the principal executive officer of Government through whose office co-ordination of the manifold activities of Government is effected. He reports to the High Commissioner

* Last available edition 1940 but reprints of Colonial Regulations are separately available.

and through him the High Commissioner's orders are transmitted. His office, the *Secretariat*, is thus the headquarters office of Government. Its staff is interchangeable with that of the District Administration and in fact transfers as between the districts and the Secretariat are regularly carried out. The *Central Translation Bureau* is a part of the Secretariat; it comprises the Chief Arabic Translator and the Chief Hebrew Translator and their staffs.

8. The *Attorney General* is the chief legal adviser to Government. He arranges for the conduct of "Crown" prosecutions and in his office all legislation (except the by-laws of local authorities) is drafted. He also organizes and superintends legal education in Palestine and conducts the examinations for the local bar. He is assisted by the *Solicitor General* and other law officers.

9. The *Financial Secretary* is the chief adviser to Government on financial and economic matters and his office forms part of the Secretariat organization. He is primarily responsible for the preparation of the annual budget. The *Economic Adviser* to the High Commissioner has the responsibility of advising on economic matters generally and the superintendence of particular branches of economic activity notably in connection with the citrus and diamond industries.

10. The *Judiciary* is headed by the Chief Justice. The Supreme Court is constituted by the Chief Justice according to whether it is sitting as a Court of Criminal Appeal, a High Court of Justice or Court of Civil Appeal, a Court of Admiralty or a Court of Criminal Assize. The Chief Justice is assisted by four Puisne Judges, of whom two are British and two Palestinian. The district courts at Jerusalem, Haifa, Tel Aviv, Jaffa and Nablus are constituted by Presidents or Relieving Presidents (6 British) or Judges (10 Palestinians). Judges of the Supreme Court and of the district courts are appointed by an instrument by the High Commissioner under instructions from His Majesty and hold office during His Majesty's pleasure. Five Chief Magistrates (British) and thirty-four Magistrates carry out the work of the magistrates' courts at 24 centres throughout the country. The Supreme Court has appellate jurisdiction in civil and criminal matters and is also, sitting as a Court of Criminal Assize, a court of first instance; sitting as the High Court of Justice, it has exclusive jurisdiction in a number of matters prescribed by the Courts Ordinance, 1940 *. The District Courts are courts of first instance in both civil and criminal matters and also hear appeals from the magistrates' courts. The magistrates' courts are wholly courts of first instance whose juris-

* Volume I of 1940 legislation, page 143.

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diction is prescribed by legislation. In addition, there are land courts, with jurisdiction laid down in the Land Courts Ordinance 1921 *, the Sharia courts which administer Moslem religious law, the Tribal Courts (Beersheba area), and the Military Courts established under the Defence (Emergency) Regulations, 1945, made under the Palestine (Defence) Orders in Council for the trial of certain offences prescribed under these regulations. The Military Courts, although part of the constitutional court system of Palestine, are not within the Judiciary and are staffed wholly by military personnel.

11. For purposes of general administration, Palestine is divided into six administrative districts, named Jerusalem, Lydda, (headquarters Jaffa), Haifa, Gaza, Samaria (headquarters Nablus) and Galilee (headquarters Nazareth). Each district is under the control of a *District Commissioner*, who reports to the Chief Secretary. Each district commissioner is assisted by a deputy district commissioner and one or more assistant district commissioners. These are all British officers who belong to the unified Colonial Administrative Service. The present establishment is 7 district commissioners (including one for service on secondment to Trans-Jordan) and 23 deputy and assistant district commissioners (also including one for Trans-Jordan). Each district is sub-divided into a number of sub-districts, each normally in charge of an assistant district commissioner. Certain of them, as well as administrative subdivisions of district activity, are in charge of Palestine *District Officers*, either Arab or Jew according to the racial character of the area concerned. The present establishment of district officers is 43. (Of the serving district officers 32 are Arabs and 11 Jews).

12. The *District Commissioner* is the representative of the Government in his district and he is responsible generally for all that goes on within it. He has no direct specific authority over the local representatives of the professional and technical departments of the Government who report to their respective heads; but he maintains liaison with them, co-ordinates their activities in the interests of his district as a whole, and generally keeps a watchful outlook on everything. Public security is an important preoccupation of the district administration which is called upon to maintain close and harmonious relations with the police and the military authorities in this sphere. The district commissioner is the revenue officer for his area: he and his assistants and the district officers collect and account for many of the taxes upon which the Government's budget depends. The district commissioners have certain statutory functions in relation to the system of local government

* Drayton, Vol. II, page 828.

(*vide* chapter V). Administrative officers carry out certain prescribed magisterial functions. The district commissioners, the assistant district commissioners and district officers are the only coroners.

13. Turning now to the departmental organisation of Government, it will be convenient to arrange the departments alphabetically.

14. The *Accountant-General* is the Government's chief accounting officer and is charged with the oversight of revenue and expenditure, but does not advise on financial policy. In other words, subject to the provisions of Colonial Regulations and local financial regulations issued with the Secretary of State's approval, the financial and accounting operations of Government are under his general management. He is also *Currency Officer*, in which capacity he represents the *Currency Board* in London appointed in 1926 by the Secretary of State and supervises the activities of the local currency agents appointed by the Board. The functions of the *Currency Board*, which comprises representatives of the Colonial Office, Crown Agents for the Colonies and Bank of England, is to provide for and to control the supply of currency to Palestine to ensure that it is maintained in satisfactory condition and generally to watch over the interests of Palestine as far as currency is concerned. The Board authorizes the issue of currency in Palestine against prepayment in London. The Accountant General is the examiner of banks and in this capacity supervises the administration of the Banking Ordinance. He and the Administrator General (see below) are the Commissioners for Stamp Duty.

15. The *Administrator-General* carries out the duties in relation to the administration of certain estates imposed on him by the Administrator-General Ordinance, 1944*. In addition he is the Registrar of Companies (Companies Ordinance, 1929)**; the Registrar of Partnerships (Partnership Ordinance, 1930)***; the Registrar of Patents, Designs and Trade-marks †; and the Official Receiver in Bankruptcy (Bankruptcy Ordinance, 1936)††.

16. The Director of *Agriculture and Fisheries* is the principal adviser to Government on all matters relating to agricultural development, including animal husbandry and plant and animal diseases, and the safeguarding and exploitation of fisheries. The

* Vol. I of 1944 legislation, page 151.

** Drayton, Vol. I, page 161.

*** Drayton, Vol. II, page 1041.

† Patents and Designs Ordinance, 1925—Drayton, Vol. II, page 1076; Trade Marks Ordinance, 1938—Vol. I of 1938 legislation, page 126.

†† Vol. I of 1936 legislation, page 21.

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department comprises an administrative section and agricultural, veterinary, horticultural, fruit inspection, plant protection and fisheries services. There is a veterinary laboratory at Tel Aviv under the charge of a Senior Veterinary Research Officer. The department maintains a Government farm at Acre and horticultural and/or agricultural stations in five districts: Jerusalem (Ein Arroub, Jerusalem, Jericho); Lydda (Sarafand); Galilee (Farradaya, Farradiya); Samaria (Nablus); and Gaza (Majdal). It administers the Kadoorie agricultural school (Jewish) at Mount Tabor.

17. The *Antiquities Department* has as its primary function the responsibility of ensuring that the Palestine Government gives effect to the provisions of the Mandate regarding antiquities (article 21). The law stipulated by that article is the Antiquities Ordinance, 1929*, which is administered by the Director of Antiquities. He also administers the archaeological museum in Jerusalem (Rockefeller endowment: opened to the public in January, 1938). In addition to the conservation of antiquities the department undertakes research and the compilation of records and reports.

18. The *Audit Department* is an overseas establishment of the Colonial Audit Department, whose central establishment is in London. The Auditor, Deputy Auditor, Senior Assistant Auditors and Assistant Auditors are members of the unified Colonial Audit Service, the remainder of the staff being Palestinian. The Colonial Audit Department audits the accounts of most of the colonial dependencies, on behalf of the Secretary of State, under the supervision of the Director of Colonial Audit to whom the Auditor (Palestine) reports direct. Except as regards terms of service and discipline the Auditor is not under the authority of the Palestine Government. In addition to auditing the Government accounts, the Audit Department audits the accounts of the municipalities and local councils.

19. *Broadcasting*. Until 1945, the *Palestine Broadcasting Service* was administered by the Postmaster General but in that year became an independent department under a director. It transmits programmes in Arabic, English and Hebrew in the medium wave band on 449.1 and 307.1 metres. Only one transmitter was available until December, 1945, when a second came into use. The broadcasting station is at Ramallah and there are studios in Jerusalem and Tel Aviv. Receiving sets are licensed; there were approximately 57,000 licence holders in 1945. Government has encouraged arrangements for communal listening in the rural areas.

* Drayton, Vol. I, page 28.

20. *Civil Aviation.* The Director administers the civil air-ports at Lydda and Haifa and the marine air-port at Kallia (Dead Sea). He is generally responsible for ground organization and the operation of meteorological and wireless services and for ensuring that the provisions of international conventions regarding aviation to which His Majesty's Government has acceded on Palestine's behalf are observed. The meteorological service under his administration comprises 30 meteorological and 400 rainfall stations.

21. The Registrar of *Co-operative Societies* is responsible for the administration of the Co-operative Societies Ordinance, 1933 *. His main functions are : the technical organization of co-operative societies among Arab cultivators and their education in the principles and meaning of co-operation; the guidance of Arab societies up to the point where members would be competent to continue; the supervision of the activities of Arab societies, including the audit of their accounts; and the supervision of the activities of Jewish societies (the movement being strong in the community) and the provision of assistance to Jewish co-operators in remedying the defects in existing societies and expanding the movement on suitable lines.

22. The Director of *Customs, Excise and Trade* administers the Customs Ordinance, 1929 **, and related legislation. The tariff is prescribed by the Customs Tariff and Exemption Ordinance, 1937 ***, but may be modified by the High Commissioner in Council with the approval of the Secretary of State in appropriate cases. The Department is also in charge of the excise; duties are levied, under the appropriate Ordinances, on tobacco, liquors, salt, matches and cement of local production or manufacture. Boarding stations, places of entry, ports and their limits and air stations are appointed by the High Commissioner by order. Receipts from customs and excise constitute a large proportion of the country's revenue (approximately 35% in 1944/45) so that the Department of Customs, Excise and Trade is the major revenue department of Government.

23. The Director of *Education*, by virtue of the Education Ordinance, 1933 † exercises general supervision over the education system of the country. The Arab public school system which makes provision for elementary, secondary and higher education is directly administered by the Department. The Jewish public school sys-

* Drayton, Vol. I, page 360.

** Drayton, Vol. I, page 524.

*** Vol. I of 1937 legislation, page 215. The Ordinance, with revised schedules, was reprinted in June, 1944, and is available in a separate handbook.

† Drayton, Vol. I, page 623.

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tem is administered by the Vaad Leumi (General Council of the Jewish community), to which Government makes an annual grant and whose budget is subject to approval by the Director of Education. (*Vide* the second paragraph of article 15 of the Mandate). The Department is controlled by the Director, with a Deputy Director, both British, Assistant Directors (Palestinian and British), a few British specialist officers and a Palestinian Inspectorate. There is a Board of Higher Studies consisting of about 40 official and non-official representatives of all branches of secondary and higher education and of the various communities. It conducts three public examinations, matriculation, intermediate and final. The Government trade school (Arab) at Haifa and the Kadoorie agricultural school (Arab) at Tulkarm are run by the Education Department.

24. The Department of *Forests* is responsible for the development of the extensive area of state domain gazetted under the Forests Ordinance, 1926 * as forest reserves (327 reserves consisting of 807,226 dunums in 1945). The activities of the Conservator comprise not only the conservation of natural growth and tree planting and control over the use of forest produce but general soil conservation measures in a broad sense. There are forest stations and nurseries in suitable areas throughout the country. The Conservator is chairman of the Soil Conservation Board which includes official and non-official members.

25. The Department of *Health* is responsible not only for general health measures affecting the country as a whole (Public Health Ordinance, 1940 ** — epidemics, sanitation, the reclamation of land to prevent malaria, etc.) but for the administration of hospitals and clinics. The Director of Medical Services is assisted by two Deputy Directors, one of whom is in charge of the Government laboratories, a Specialist, a Government Chemist, 2 Sanitary Engineers, 4 Bacteriologists and a qualified medical staff of approximately 80 officers for various branches of the department's work, with the requisite subordinate staff. There are 10 Government hospitals (including 2 for infectious diseases) and 3 Government mental hospitals. The quarantine service is operated by the Department.

26. The Director of Medical Services is responsible for the administration of the Trades and Industries (Regulation) Ordinance, 1927 ***, under which 29,000 establishments are licensed and under control in matters pertaining to public health. He is also

* Drayton, Vol. I, page 710.

** Vol. I of 1940 legislation, page 239.

*** Drayton, Vol. II, page 1454.

responsible for the licensing and control of doctors (Medical Practitioners Ordinance, 1928)*, dentists (Dentists Ordinance, 1945)**, midwives (Midwives Ordinance, 1929)*** and pharmacists (Pharmacists Ordinance, 1921)†.

27. The Government Chemist is *keeper of the standards* and has been responsible during the past two years for the establishment of the system of metric weights, initially in the larger centres.

28. The Commissioner of *Income Tax* is responsible for the administration of this system of taxation. He has the assistance of a Deputy and two Assistant Commissioners with the requisite subordinate staff.

29. The *Labour* Department was constituted during the war (20th July, 1942), its functions and duties being laid down in the Department of Labour Ordinance, 1943††. In general, the duties of the Director are to ensure that international obligations in regard to labour by which Palestine is bound are carried out and he is charged specifically with the administration of a number of Ordinances affecting conditions of employment and the welfare of workers. He is also required to assist in the settlement of trade disputes and to collaborate with employers and workers in the prevention of accidents and the inculcation of education in matters of hygiene and safety. He advises the High Commissioner on the safeguarding and promotion of the general welfare of workers. In particular, the Director is charged with the promotion of trades unions in accordance with accepted principle. The Department has three regional offices and an inspectorate of four British officers under a Chief Inspector. The Director also administers the explosives inspectorate.

The Deputy Director of the Department of Labour has been given special duties in connection with the re-settlement and rehabilitation of ex-service personnel.

30. The Director of *Land Registration* deals with all matters relating to land registration, the Ghor Mudawwara land agreement††† and the acquisition of immovable property for Government and the Forces, either by private treaty or the Land (Acquisition for Public Purposes) Ordinance, 1943‡.

* Drayton, Vol. II, page 909.

** Palestine Gazette No. 1395 of 8th March, 1945.

*** Drayton, Vol. II, page 931.

† Drayton, Vol. II, page 1125.

†† Vol. I of 1943 legislation, page 2.

††† *Vide* Royal Commission Report, Chapter IX, paragraphs 128 *et seq.*

‡ Vol. I of 1943 legislation, page 44.

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31. The Department of *Land Settlement* comprises a group of activities wider than its title would suggest. In the first place, the Director administers the Land (Settlement of Title) Ordinance, 1928*. Operations under this legislation are designed to obtain an accurate record of rights which, under the complicated and unsatisfactory land system inherited from the Ottoman regime, did not exist. Land settlement is carried out by survey and settlement parties in the field under the general direction and superintendance of the Directors of Land Settlement and Surveys. Secondly, the Director of Land Settlement is responsible for the administration of state domain (settled, 616,000 dunums; claimed 927,000 dunums); for this purpose District Officers act as his agents in the various districts. He presents and prosecutes Government claims at land settlement. Thirdly, as Agent, he has the management of the important Haifa harbour reclaimed area estate. Fourthly, the Director of Land Settlement has important duties in relation to the administration of direct taxation of immovable property, and valuation. The *Water Commissioner*, who is Government's chief adviser on irrigation matters, and his staff form part of the Department. He carries out research into water resources and advises on the potentiality of development of these resources; he provides general supervision over hydrological schemes undertaken by Government; he administers the Drainage (Surface Water) Ordinance, 1942**.

32. The *Migration* Department is responsible, subject to the following qualification, for the administration of the provisions of the Immigration Ordinance, 1941*** relating to immigration into Palestine. It is the High Commissioner, in his unfettered discretion, who prescribes the maximum number of immigration certificates to be granted in a given period and the categories of immigrants and the numbers in any category. The Commissioner for Migration then ensures compliance with the requisite formalities regarding entry and residence. In his capacity as Director of the Department of Immigration he administers the Regulations† made under the Palestine Citizenship Orders, 1925-42; that is to say, by delegation from the High Commissioner, he provides the administrative machinery for the naturalization of applicants for Palestine citizenship. The Commissioner for Migration is the executive authority in respect of passports and travel formalities; he performs certain consular functions as agent for the United Kingdom, the Dominions and Colonial Dependencies.

* Drayton, Vol. II, page 853.

** Vol. I of 1942 legislation, page 58.

*** Vol. I of 1941 legislation, page 6.

† Drayton, Vol. III, page 2649.

33. The *Moslem Religious Courts* (Sharia Courts) have already been briefly mentioned under Judiciary. Provision is made in the Government budget for a Sharia Court of Appeal, with a president and two members, an inspectorate, twelve qadis and five muftis with subordinate staff.

34. The *Palestine Police Force* is an armed civil police force under the command of the Inspector-General. The force is governed by the Police Ordinance, 1926* and, under section 51 of that Ordinance**, it was proclaimed to be a military force and, for the duration of the war, liable to be employed on military duties in defence of Palestine or within the limits of the command of the General Officer Commanding the British Forces in Palestine. (Units were in fact employed in the Iraq and Syrian campaigns).

35. The force is officered by British and Palestinian officers (450). Its present establishment is as follows :—

British other ranks

District police	3,505
Police mobile forec	1,940

Palestinian other ranks

District police	2,940	(Arabs and Jews)
Jewish settlement police	1,650	(Jews)
Temporary Additional Police (general)	2,306	(Arabs and Jews)
Temporary Additional Police (railways and ports)	1,337	(Arabs and Jews)

Special constables (Palestinians)

Jewish settlements	12,800	(Jews)
Urban areas	1,635	(Arabs and Jews)

The Jewish settlement police and special constables were formed primarily for the protection of the Jewish rural colonies; they have also certain "watch and ward" duties. The Temporary Additional Police are employed almost entirely as a special security measure on guard duties, either on public properties, offices and residences, on detention areas for German nationals or on the railways and ports. There is, in addition, a substantial force of Supernumerary Police, varying in numbers according to requirements, employed in the guarding of Naval, Army and Royal Air Force installations.

* Drayton, Vol. II, page 1145.

** Vol. I of 1940 legislation, page 115.

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36. Police headquarters are in Jerusalem, where also is the police depot and training centre. The headquarters of the Police Mobile Force are at Jenin. There is a Criminal Investigation Department (headquarters in Jerusalem) with a fingerprints section and forensic laboratories. The Port and Marine police operate sea-going motor launches. The force has its own motor transport section, at Haifa. The District police are organized in six divisions. There are 67 police stations and 42 police posts. At most of the important centres throughout the country (outside the four main towns) the police are accommodated in special buildings constructed between 1939 and 1944.

37. The department of *Posts and Telegraphs* has its headquarters at the General Post Office in Jerusalem. The main international telephone exchange is at Ramle. There are post and telegraph offices in all important centres, those in the main towns being in charge of Postmasters. The telephone trunk system extends equally to all centres of importance in the country and there is demand for its further extension. Telegraphic traffic overseas passes through Messrs. Cable and Wireless Ltd., at Haifa and through Egypt. Traffic in 1944 :—

Letters, etc. handled	45,326,400
Inland parcels	119,000
Telegrams received and despatched	961,798
Telephone instruments	22,530
Telephone local calls	42,962,878
Telephone trunk calls	4,367,517
Telegraph and telephone local lines, kms.	168,041
Telegraph and telephone trunk lines, kms.	33,407

38. *Printing and Stationery* are in the charge of the Government Printer, whose organization is, administratively, a branch of the Secretariat. The Palestine Gazette (in the three official languages), incorporating all Government enactments as well as important public matters, is published weekly at the Government Press, extraordinary gazettes being published as requisite. Most Government reports are also published by the Government Printer.

39. The *Prisons* Department was established under a Commissioner in 1945, prisons having up to that time been administered by the police. There are in use two central prisons, at Jerusalem and Acre; the women's prison at Bethlehem; two jail labour camps at Nur esh Shems and Athlit; and fifteen district lock-ups. Detention camps at Latrun and (for women) at Bethlehem are also administered by the Commissioner of Prisons. The boys' remand home has also been run by the Prisons administration, but arrangements are in train for its transfer to the Department of Social

Welfare, which is responsible for reformatory schools. The guarding of the clearance camp at Athlit (for immigrants and foreign nationals in transit) has also been in the hands of the Prisons administration. The establishment of the service is :

Officers, British and Palestinian	27
British other ranks	77
Palestinian warders (regular)	470
Palestinian warders (temporary additional)	84
Matrons and wardresses	19

The total committals during 1944, was 30,755, the average daily number in prison being 2,908.

40. The *Public Information Office* is another branch of the Secretariat. The Public Information Officer has the duty of liaison with the press and public relations generally. He is also required to furnish information to the public in regard to Government activities. Reading rooms, which are in effect sub-offices, are maintained in Tel Aviv and Haifa. A branch of the Public Information Office operates cinema vans for the showing of educational films in rural areas, prisons and other institutions. (It should be explained, for the avoidance of misunderstanding, that official communiqués are issued by the High Commissioner and only the mechanical processes of publication fall to the Public Information Officer).

41. The *Public Works Department* is the principal engineering department of Government. It deals with the construction of Government buildings, roads and other works and is responsible for the maintenance of all Government buildings and of the principal roads. (The exceptions are only minor roads constructed by or for villages and settlements and roads within the areas of local authorities). The Director of Public Works is the principal adviser to Government on questions of civil engineering. He also advises on electrical development, notably in matters arising out of the Electricity Concessions Ordinance, 1927 and Electricity Concessions (Jerusalem) Ordinance, 1930*. He administers the Petroleum Rules, 1930, governing installations for the storage and handling of petroleum. The Director of Public Works is Controller of Mines and in that capacity is responsible for the administration of the Mining Ordinance, 1925**; he also, as Controller, administers the Oil Mining Ordinance, 1938***. The Geologist is a member of the Public Works Department, which also includes a well-boring unit.

* Drayton, Vol. I, pages 633 and 658.

** Drayton, Vol. II, page 938.

*** Vol. I of 1938 legislation, page 49.

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42. *Railways and Harbours* are operated by a Government department under a General Manager. (The ports were administered by the Customs Department until 1943 when they were transferred to the Railways administration). The department administers the Kantara—Rafah railway and the Palestine railway (including the Petah-Tiqva railway) under the general designation of Palestine Railways; and, in addition, that part of the Hijaz railway which lies in Palestine and Trans-Jordan. It also administers the ports of Haifa and Jaffa (which administratively includes the Tel Aviv lighter port) and smaller ports. The Railways and Ports administration undertakes its own engineering works and the maintenance of locomotives, rolling stock and permanent way. There are up-to-date engineering shops at Haifa.

43. The Director of *Social Welfare* administers not only a number of services in connection with the feeding of school-children and general relief but also the probation and reformatory school services. As regards social welfare his principal functions are to stimulate and assist local enterprise in the provision of adequate feeding arrangements for the less privileged sections of the community. There are, now, active organizations for the feeding of school and other children in most important centres in Palestine. There is under his administration an Arab and a Jewish reformatory school and an adolescents' camp at Acre. Provision has been made for the establishment of a second boys' remand school in addition to that transferred from the Prisons administration (as noted above).

44. The Government *Statistician* is the principal adviser to Government on all statistical questions. He publishes a monthly bulletin of current statistics and an annual statistical abstract. He initiates and carries out statistical surveys of economic and sociological interest and in addition performs such *ad hoc* statistical investigations as may be required by Government. His office is equipped with modern machinery for statistical work.

The Government Statistician will be responsible for carrying out the census in 1946. The last census (directed by the Commissioner for Migration and Statistics who was then responsible for Government statistical work) was in 1931.

45. The *Surveys* Department deals with matters relating to survey, mapping, plans and cognate technical subjects. As has already been noted the department carries out the surveys in connection with land settlement. The Surveys Office is in Tel Aviv.

46. The *Town-Planning* Adviser is responsible for advising the Government and local authorities on all matters relating to town-planning. As a members of the commissions constituted by the

Town Planning Ordinance, 1936*, which regulates town-planning throughout the country, he is closely associated with the administration of this legislation. The district commissioners are the chairmen of all District Town Planning Commissions.

47. The *Trans-Jordan Frontier Force* is the only local military force raised in Palestine before the war and maintained in part out of the Palestine budget (as distinguished from the military units raised during the war and paid by His Majesty's Government). Its duties have been partially in Palestine and partially in Trans-Jordan (where its headquarters are situated at Zerka).

48. Wartime control departments and other specific war organizations of Government are dealt with in chapter XXVI.

49. The Royal Navy is under the command of the Senior Naval Officer, Levant Area, whose headquarters are in Haifa.

50. The British troops in Palestine are commanded by a General Officer Commanding (Lieutenant-General) who has his headquarters in Jerusalem. The country is divided into three military sectors, Northern, Southern and Eastern. The Northern corresponds to the civil districts of Galilee and Haifa and the Jenin-sub-district of Samaria. The Southern corresponds to Lydda and Gaza districts and the Nablus and Tulkarm sub-districts of Samaria. The Eastern corresponds to the Jerusalem district. One division is stationed in each of the Northern and Southern Sectors and one Brigade in the Eastern. The commanders of these formations command all troops in their sectors under the General Officer Commanding, who is under the command of the Commander-in-Chief, Middle East Forces.

In addition, there is a territorial division of the country for administrative purposes into two areas which correspond to the Northern and Southern Sectors, and one Sub-Area which corresponds to the Eastern. Non-divisional troops, such as the Trans-Jordan Frontier Force and the Arab Legion, are also stationed in Palestine from time to time.

51. The Royal Air Force is under the command of the Air Officer Commanding (Levant) whose headquarters are in Jerusalem.

B. GOVERNMENT FINANCES.

52. Where the public finances are concerned, Palestine is dependent on its own resources; such assistance as has been given by His Majesty's Government has been by way of *ad hoc* grants for

* Vol. I of 1936 legislation, page 157.

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particular purposes. The annual budget is prepared by the Palestine Government and is then forwarded to London for the approval of the Secretary of State and the Lords Commissioners of His Majesty's Treasury. When approved, the expenditure estimates form the basis of the annual Appropriation Ordinance which provides legislative authority for that expenditure. Expenditure additional to that itemized in the expenditure estimates requires the approval of the High Commissioner or Secretary of State, according to amount and nature; such expenditure is given legal sanction by a Supplementary Appropriation Ordinance. The financial year begins on the 1st April in each year.

Revenue.

53. The following comparative table shows the development of the revenues over the past twenty years. Five year intervals are adopted, except that the year 1938/39 is included as being the last pre-war year and the year 1943/44 is included for comparative purposes.

Head	1924/25	1929/30	1934/35	1938/39	1939/40	1943/44	1944/45
1. Customs	642,068	901,753	2,600,370	1,854,602	2,019,366	2,557,948	3,576,223
2. Licences & Taxes	627,248	790,870	1,075,295	796,435	975,870	4,934,582	6,450,778
3. Fees Of Govt. etc.	187,024	239,777	845,923	639,856	633,108	1,553,930	2,134,725
4. Posts & Telegraphs	127,784	211,732	355,817	556,959	616,992	1,083,445	1,330,571
5. Other	375,696	152,986	418,947	387,286	389,624	999,006	1,584,161
Total ordinary revenue	1,959,820	2,297,118	5,296,352	4,235,138	4,634,960	11,128,911	15,076,458
Other receipts	195,126	58,505	156,281	1,702,142	2,133,392	384,837	2,420,224
Total revenue	2,154,946	2,355,623	5,452,633	5,937,280	6,768,352	11,513,748	17,496,682

The "other receipts" include grants-in-aid from His Majesty's Government and grants from Colonial Development funds (see below).

The major change in the fiscal system reflected in these figures was the introduction of an income tax in 1940. It yielded £P.2,534,181 in 1944/45.

Expenditure.

54. Expenditure during the years shown above is given in the following table. The heads under which it is classified comprise the following branches of expenditure : "General services" include all expenditure on administrative, development and social services with the exception of the police and prisons and other security forces; "Security" comprises all expenditure on that service including police and prisons but excluding other war measures; "War Services" include such additional war-time expenditure as is specifically accountable, e.g. food subsidization, high cost of living allowances, censorship and economic control, passive defence, assistance to the citrus industry.

Head	1924/25	1929/30	1934/35	1938/39	1939/40	1943/44	1944/45
General Services	1,376,122	1,616,487	2,387,422	4,340,725	4,087,425	5,618,405	6,038,666
Security	476,863	629,502	842,588	1,351,947	1,915,398	2,508,491	3,275,700
War Services	—	—	—	—	1,915	6,692,354	8,882,228
Total expenditure	1,852,985	2,245,989	3,230,010	5,692,672	6,004,738	14,819,250	18,196,594

Balances.

55. Between the years 1932 and 1936, Palestine accumulated a substantial surplus balance. This was diminished by the deficits of 1936-37 and 1937-38 but had again passed the £P.5 million mark in 1941-42, the last year in which there was a surplus in the financial working of the year. Since then the surplus balance has been entirely dissipated and it was necessary to appropriate to revenue £P.149,353 from loan moneys in 1944-45. The budget for 1945-46 was framed on the basis of an anticipated deficit of approximately £P.2,750,000.

Railways and Ports.

56. The finances of the railways and ports, while under the control of the High Commissioner and Secretary of State, are distinct from those of the Government. The estimates for the railways and ports are shown as appendices to the Government estimates, and expenditure under them requires the sanction of the Appropriation Ordinance as in the case of Government expenditure.

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Loans.

57. In 1927, the Palestine Government raised a 5% loan of £P.4,475,000, issued at 100½, and guaranteed by His Majesty's Government. This was converted on the 1st November, 1942, to a 3% Guaranteed Loan, 1962/67 of £P.3,600,000, the accumulated sinking fund being utilized to repay stockholders who did not desire to continue as holders of the stock under conversion terms. The principal and interest are guaranteed by His Majesty's Treasury under the Finance Act, 1934. Except for the expenditure of £P.188,126 on telegraphs and telephones and £P.60,642 on Government buildings and sites, the proceeds of the loan were devoted to railways and harbours.

58. In 1944 and 1945, a total of £P.5,000,000 has been borrowed in Palestine by three issues of bearer bonds, bearing interest at 1% and redeemable at par in twenty years unless earlier redeemed at quarterly drawings. Prescribed premia are payable on redemption by draw. The primary purpose of these loans is to enable the Palestine Government to meet budgetary deficits and, as has been mentioned above, it was necessary to draw on the proceeds of the first issue for this purpose in respect of 1944-45.

Grants-in-Aid.

59. From 1924-25 to 1944-45 a total of £P.13,748,248 has been granted to this Government by His Majesty's Government. In the first two years the grant-in-aid was in respect of the cost of the Gendarmerie (which was then disbanded) and thence until 1938-39 it represented His Majesty's Government's share in the cost of the Trans-Jordan Frontier Force for services performed outside Palestine. This contribution continued until 1940-41 but from 1938-39 His Majesty's Government also made a substantial grant-in-aid in respect of additional expenditure incurred on special measures for internal security purposes. A proportion of the latter grants-in-aid represents the reimbursement of expenditure incurred by this Government on behalf of His Majesty's Government.

Colonial Development Funds.

60. Palestine is eligible for assistance under the Colonial Development and Welfare Act. Between 1933-34 (when the first grant was made) and 1944-45, a total of £P.133,094 has been made available for specific schemes in Palestine. Only a provisional assessment as to the amount to be allocated for the forthcoming period has been made.

Currency.

61. The total currency in circulation at the 31st March, 1945, was £P.41,516,602. This compares with £P.37,038,699 in 1944; £P.6,574,134 in 1939 and £P.5,326,228 in 1935.

Currency Board (vide paragraph 14).

62. The proceeds of the sale of coin and currency notes and all other revenues of the Palestine Currency Board are, after the necessary deductions have been made (including any contribution made to the Government of Palestine), credited to a Currency Reserve Fund. Any losses incurred are debited to the Fund. Contributions to the revenues of Palestine are made at the Board's discretion, after it and the Secretary of State are satisfied that the reserves are adequate to ensure the convertibility of the currency and to provide reasonable reserves against depreciation of investments. Investment of the moneys for which the Board is responsible is in gilt edged stocks.

CHAPTER V.

LOCAL GOVERNMENT.

Article 3 of the Mandate instructed that "the Mandatory shall, so far as circumstances permit, encourage local autonomy".

2. At the time of the British occupation of Palestine in 1917 there were twenty-two municipalities in existence; these had been established under the Ottoman municipal law of 1877. In practice the Turkish Governors interfered directly in municipal affairs; the municipal councils were little more than ciphers and it was not until the British occupation that they began to develop their responsibilities in the administration of local affairs. They continued, however, to operate under Turkish law until the Municipal Corporations Ordinance was enacted in 1934. The only new municipal councils to be established since Turkish times are those of Tel Aviv (1934) and Petah Tiqva (1937).

3. In the rural areas also the Turks had provided in law for a system of local government (the Villayet Law of 1864) but, as in the municipal areas, the administration of local affairs, in so far as it existed at all, was in practice carried out by the direct representatives of the central Government. In every village, or community of a village, the central Government was represented by a *mukhtar*. In theory the village elders co-operated with the *mukhtar* in the administration of village affairs through a village council, but normally the *mukhtar* monopolised all local functions. With a view to the creation of local bodies of a more representative nature a Local Councils Ordinance was enacted by the British Administration in 1921. Under this Ordinance some twenty local councils were established in the next few years both in Arab villages and in Jewish settlements. This Ordinance and its successor of 1941 have proved to be useful vehicles for the development of autonomy in the Jewish areas; on the other hand they have shown to be not altogether suitable for application to Arab rural communities, and the Royal Commission of 1936, on page 347 of their report, criticised the position on the following grounds: "first, in a lack of flexibility—it is asking too much to attempt to compress progressive townships and backward villages within the limits of a single legal framework—and, secondly, in undue centralization and artificiality, in that sufficient use has not been made of such inherent self-governing impulses and insti-

tutions as the people possess''. A committee was therefore appointed in 1940 to consider and to recommend what steps should be taken to ensure the exercise of a proper measure of village responsibility. This committee recommended in their report* that, in addition to the Local Councils Ordinance, there should be separate legislation of greater flexibility more suitable of application to the more backward of the rural communities. This led to the enactment in 1944 of the Village Administration Ordinance. A number of village councils have been set up under this Ordinance during 1945, but it is as yet too early to judge of its suitability for the purpose intended.

4. Thus, the functions of local government are today exercised by municipal councils, local councils and village councils under the authority contained in the Municipal Corporations Ordinance, 1934**, the Local Councils Ordinance, 1941***, and the Village Administration Ordinance, 1944†, respectively. Generally speaking the municipal councils are established in the intensively urban areas, the local councils in the smaller townships where development is not of a predominantly urban nature and the village councils in areas which are exclusively rural. Owing to historical circumstances, however, a number of the Arab local authorities have the status of municipal council although in size and degree of development they are inferior to several of the larger Jewish local councils; similarly, a number of the Arab local councils which were established before the enactment of the Village Administration Ordinance are comparable in size and nature to those villages in which village councils have recently been created.

5. The present number of local authorities within each category and their racial composition are as shown below :—

	Arab	Jewish	Mixed	Total
Municipal councils	18	2	4	24
Local councils	11	26	1††	38
Village councils	24	—	—	24
TOTALS	53	28	5	86

* Report of the Committee on Village Administration and Responsibility, 1941.

** Laws of 1934, Vol. I. p. 1, as amended by fourteen amending Ordinances.

*** Laws of 1941, Vol. I, p. 144 as amended in 1942 and 1944.

† Laws of 1944, Vol. I, p.49

†† The Templar community of Sarona.

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The following is a complete list of these local authorities, by Districts, indicating the population which each serves :—

(a) MUNICIPAL COUNCILS.

District	Name of Council	Arab, Jewish or mixed	Population 1944
Gaza	Beersheba	Arab	5,570
	Gaza	Arab	34,170
	Khan Yunis	Arab	11,220
	Majdal	Arab	9,910
Lydda	Jaffa	Arab	94,310
	Lydda	Arab	16,780
	Petah Tiqva	Jewish	17,250
	Ramle	Arab	15,160
	Tel Aviv	Jewish	166,650
Jerusalem	Beit Jala	Arab	3,710
	Bethlehem	Arab	8,820
	Hebron	Arab	24,560
	Jerusalem	Mixed	157,080
	Ramallah	Arab	5,080
Haifa	Haifa	Mixed	128,800
	Shefa 'Amr	Arab	8,640
Samaria	Jenin	Arab	3,990
	Nablus	Arab	23,250
	Tulkarm	Arab	8,090
Galilee	Acre	Arab	12,360
	Beisan	Arab	5,180
	Nazareth	Arab	14,200
	Safad	Mixed	11,930
	Tiberias	Mixed	11,810

(b) LOCAL COUNCILS.

District	Name of Council	Arab, Jewish or mixed	Population 1944
Gaza	Faluja	Arab	4,670
Lydda	Bat Yam	Jewish	2,000
	Bnei Beraq	Jewish	5,760
	Givatayim	Jewish	5,800
	Herzliya	Jewish	4,650
	Holon	Jewish	3,280
	Kfar Saba	Jewish	4,820
	Magdiel	Jewish	1,100
Petah Tiqva (rural)	Jewish	*	

* Included in figures for Petah Tiqva municipal area; no separate figures available.

(b) LOCAL COUNCILS (contd.).

District	Name of Council	Arab, Jewish or mixed	Population 1944
Lydda	Ra'anana	Jewish	3,290
	Ramat Gan	Jewish	10,200
	Rehovoth	Jewish	10,020
	Rishon-le-Zion	Jewish	8,100
	Sarona	Templar	150
Jerusalem	Beit Sahur	Arab	2,770
	Bireh	Arab	2,920
	Jericho	Arab	3,010
Haifa	Ezor Ephraim	Jewish	1,672
	Ezor Hakishon	Jewish	1,864
	Hadera	Jewish	7,520
	Karkur	Jewish	900
	Kfar Ata	Jewish	1,690
	Kiryat Motzkin	Jewish	2,740
	Yoqueam	Jewish	265
Samaria	Anabta	Arab	3,120
	Emek Hefer	Jewish	5,040
	Kfar Yona	Jewish	480
	Nathanya	Jewish	4,900
	Qalqilia	Arab	5,850
Galilee	Affuleh	Jewish	2,310
	Bassa	Arab	2,950
	Ezor Israel	Jewish	2,100
	Ezor Nahalal	Jewish	3,168
	Kfar Yassif	Arab	1,400
	Saffourieh	Arab	4,330
	Nahariya	Jewish	1,440
	Samakh	Arab	3,460
	Tarshiha	Arab	3,830

(c) VILLAGE COUNCILS.

District	Name of Council	Arab or Jewish	Population 1944
Jerusalem	Abu Dis	Arab	1,940
	Beituniya	Arab	1,490
	Bir Zeit	Arab	1,560
	Deir Dibwan	Arab	2,080
	El Khadr	Arab	1,130
	El Maliha	Arab	1,940
	Silwad	Arab	1,910
	Sinjil	Arab	1,320
Samaria	Baqa el Gharbiya	Arab	2,240
	'Illar	Arab	1,450

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(c) VILLAGE COUNCILS.

District	Name of Council	Arab or Jewish	Population 1944
Samaria	Jalama	Arab	460
	Salfit	Arab	1,830
Galilee	El Buqei'a	Arab	990
	El Khalisa	Arab	1,840
	Fir'in	Arab	740
	Jish	Arab	1,090
	Rama	Arab	1,690
Lydda	El Yahudiya	Arab	5,650
Gaza	Masmiya El Kabira	Arab	2,520
	Isd'ud	Arab	4,620
	Hamâma	Arab	5,000
	Jabâliya	Arab	3,520
	Deir Al Balah	Arab	2,560
	Bani Suheila	Arab	8,220

6. The municipal and local councils are elected councils. The qualifications of voters in municipalities are set out in the second and third schedules to the Municipal Corporations Ordinance and those of voters in local council areas in the Orders under which the various councils are established. In Tel Aviv and Petah Tiqva (the only all-Jewish municipalities) all males and females over the age of 21 whether or not of Palestinian citizenship are entitled to vote (subject to certain other qualifications including a small rate-paying requirement), whereas in all other municipalities the vote is confined to males of Palestinian citizenship over the age of 21. The qualifications of councillors are set out, in the case of municipalities, in section 11 of the Municipal Corporations Ordinance and, in the case of local councils, in the respective Order establishing each council. The members of village councils are chosen by the residents of the village in such manner as may be approved in each case by the District Commissioner.

7. The mayors and deputy mayors of municipal councils are appointed from among the elected councillors by the High Commissioner, who also has powers of dismissal. The presidents and vice-presidents of local councils are appointed and may be dismissed by the District Commissioner of the District in which the council lies and the District Commissioner exercises the same powers in respect of the chairman and vice-chairman of village councils.

8. The High Commissioner may in certain circumstances nominate a commission to perform the duties and exercise the powers of a municipal council. During the disturbances of 1938-39 it was necessary to exercise these powers in a number of towns where, for local political reasons, the municipal councillors were unable to carry out their functions. In some of the municipalities it was necessary to nominate for a period a commission consisting entirely of Government officials. A commission of British officials was also nominated in 1945 for the municipal area of Jerusalem where, following the death of the mayor in August 1944, the council broke down as a result of disagreement in regard to the succession. Today there remain commissions in the mixed towns of Jerusalem, Haifa and Tiberias and also in seven Arab municipalities, in one of which (Beisan) the chairman of the commission is a District Officer.

9. The first elections under the Municipal Corporations Ordinance took place in 1934 and, although the Ordinance provided for the duration of the councils elected at that time to expire on 31st December, 1939, and of subsequent councils to be for a period of five years, no further elections have taken place. Municipal elections, especially in the mixed towns, were bound to have given rise at any time during the past six years in Palestine to local political friction and Government therefore took the view that, during the years of war, elections should be postponed. There has been a growing demand in recent years for fresh elections so that municipal councillors fully representative and having the confidence of the electorate may be charged with the tasks of formulating and executing post-war local development programmes. An official communiqué was issued on 31st July, 1945, stating that the Government considers it desirable that elections shall be held as soon as opportunities offer in all municipalities throughout Palestine, with the exception of Jerusalem. As a preliminary step electoral committees have been appointed for the majority of the municipal areas in order to bring up-to-date the registers of voters. It is anticipated that elections will be held in most municipal areas during 1946. The postponement of elections in Jerusalem arises from the fact that the special question of municipal administration in the capital has been the subject of enquiry by the Chief Justice and conclusions on his report have not yet been reached. Government accordingly considered it expedient to defer the elections until a settlement of the major question has been effected*.

* *vide* chapter XXII, section 9.

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The period of office of a local council is determined by the Order under which it is established and varies from council to council; the normal period is two or three years. Elections have taken place during the years of war at the times determined by law.

No period of office is fixed by law for a village council which may, however, be reconstituted from time to time by the District Commissioner whenever in his opinion such reconstitution is desirable.

10. These local bodies of all three types exercise their authority in the main by means of by-laws under which they provide water and conservancy, regulate markets and the slaughter of animals, maintain roads and parks, provide scavenging services and generally undertake the normal duties of a local authority. They do not, however, with one exception, maintain any medical services; the exception is Tel Aviv where there is a municipal hospital. Under Part II of the Education Ordinance* they are automatically the local education authority within the area of their jurisdiction; the Jewish local authorities undertake their responsibilities as such and have long imposed education rates to meet in part the expenses of their schools; but only in recent years have the Arab local authorities become alive to their responsibilities in this direction; a number of them are now levying small education rates to supplement Government expenditure on education.

11. Under the Municipal Courts Ordinance, 1928**, the High Commissioner may appoint fit persons to be magistrates of a town and to form a municipal court; and he may, on the recommendation of the Chief Justice, appoint as chairman of such court a stipendiary magistrate. The jurisdiction of these courts extends to offences against municipal regulations and by-laws and certain other offences committed in the municipal area. The court may pass sentence of a fine up to £P.20 and/or imprisonment up to fifteen days. Appeal lies to a district court. Municipal courts are now established in respect of the municipal areas of Jaffa, Tel Aviv and Gaza only.

In December, 1941, the High Commissioner took powers under the Emergency Powers (Colonial Defence) Order-in-Council, 1939*** to establish municipal tribunals for the trial of offences against war legislation controlling supplies of food and essential

* Drayton, Vol. I, p. 628.

** Drayton, Vol. II, p. 1015.

*** The Defence (Municipal Tribunals) Regulations, 1941.
Laws of 1941, Vol. III, p. 1925.

commodities. These tribunals, consisting of the mayor as president and two other persons, were established in thirteen of the municipalities during 1942 and, with varying degrees of competence and regularity of sittings, have played a part in the operation of the wartime system of controls.

The local councils do not exercise any judicial functions nor is there any provision therefor under existing legislation. But the Village Administration Ordinance, in Part III thereof, provides for the establishment of village courts in any village area in which a village council has been established. No such courts have as yet been established and it is not proposed to establish any until the village councils recently created have shown themselves fit to exercise these further powers.

12. There is no formal association of municipalities for the co-ordination of work and the exchange of views on common problems but there are occasional meetings of mayors for *ad hoc* discussions. The majority of the Jewish local councils are associated in a League of Local Councils which concerns itself with matters of common interest to them.

13. In recent years there has been criticism that the Municipal Corporations Ordinance, which has been amended many times but has not yet been reproduced in consolidated form, is too rigid an instrument for application both to large advanced communities such as Tel Aviv, Haifa and Jerusalem with populations exceeding 100,000 and small townships such as Jenin, Beisan and Beit Jala which are little more than market centres in predominantly rural areas with populations of a few thousands only. There has also been considerable recent controversy in regard to the constitution and area of jurisdiction of local bodies for the administration of the local affairs of rural areas in the vicinity of townships.

The need for a complete overhaul of the present systems of local government, including the financial aspects, is recognised by the Government of Palestine which, on 6th October, 1945, issued an official communiqué stating that it is the intention of the Government as soon as circumstances permit to adopt a recommendation made by the Royal Commission of 1936* that the services of an expert authority should be obtained to undertake a comprehensive examination of the structure of local government. It is not intended, however, that this enquiry should be initiated until the forthcoming municipal elections have been completed in most of the municipalities.

* Chapter XVII, paragraph 31, p. 355 of their report.

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14. The following are the principal means by which revenue is raised by the municipalities :

- (a) Property rates assessed on the rateable value of buildings, occupied and unoccupied land, levied on the owners. A percentage prescribed by the municipality may be recovered by the owner from the occupiers.
- (b) A general rate assessed on the rateable value of buildings and occupied land and levied on the occupiers.
- (c) An education rate assessed on the rateable value of buildings and occupied land and levied on the occupiers.

The rates to be imposed require the approval of the High Commissioner. All rates vary greatly as between the municipalities, and all three mentioned above are not invariably imposed. A property rate on buildings, ranging between 2% and 17½%, is imposed by all municipalities. Twelve out of the twenty-four municipalities impose general rates in addition, ranging between 4% and 14%; and six impose education rates, ranging between 2½% and 9%.

Table I at the end of this chapter illustrates the development of municipal finances over fifteen years and shows the net indebtedness of municipalities in 1944.

15. The majority of local councils impose general rates, varying from 5% to 10%, and property rates or rates on houses and/or land at varying percentages; a number impose, in addition, rates for specific services, e.g. education, watch and ward and scavenging. A comparative statement of their revenue and expenditure over fifteen years, with the net amount of indebtedness of each in 1944, is contained in table 2. For sake of completeness, four local councils wound up before 1944 have been added to this statement. No account is taken of the few local councils whose constitution was gazetted but which never functioned, nor of four Jewish local councils which were newly established in 1945.

Table 1.

REVENUE AND EXPENDITURE OF MUNICIPAL COUNCILS.

District	Municipality	1929		1939		1944		Debt (1944)
		Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure	
		£P.	£P.	£P.	£P.	£P.	£P.	£P.
GAZA	Beersheba	1,891	1,489	3,065	2,256	8,321	7,370	—
	Gaza	7,019	6,580	12,471	10,342	36,027	27,665	—
	Khan Yunis	896	984	1,643	1,492	7,739	4,490	1,278
LYDDA	Majdal	2,176	1,411	2,384	2,385	11,505	11,350	200
	Jaffa	36,546	36,097	50,273	47,458	201,639	193,585	—
	Lydda	6,790	5,705	3,485	3,059	25,332	12,451	—
	*Petah Tiqva	10,095	10,922	26,384	26,375	78,275	79,315	18,500
	Ramle	4,875	4,829	6,278	5,642	25,170	13,808	—
JERUSALEM	**Tel Aviv	91,816	84,139	515,441	472,915	1,268,338	1,255,660	471,685
	Beit Jala	940	907	746	791	2,564	2,282	300
	Bethlehem	4,168	4,221	1,965	2,369	4,519	3,100	—
	Hebron	2,988	3,174	4,207	4,116	14,220	16,410	900
	Jerusalem	72,289	68,689	113,814	118,518	474,355	391,973	75,659
	Ramallah	2,486	2,409	2,385	1,730	5,034	4,550	1,951
	Haifa	37,942	39,775	122,477	103,955	352,862	328,576	80,048
	Shefa 'Amr	426	378	685	726	2,607	2,279	390
SAMARIA	Jenin	1,893	1,931	2,987	1,943	9,263	6,790	—
	Nablus	8,689	9,644	14,423	12,076	26,805	20,080	—
	Tulkarm	3,081	2,629	5,235	4,831	13,500	13,000	—
GALILEE	Acre	5,229	4,889	4,083	4,377	15,153	12,078	1,100
	Beisan	1,480	1,260	2,300	2,075	9,506	8,076	—
	Nazareth	3,548	3,382	4,700	4,465	18,047	17,473	16,655
	Safad	2,543	2,524	3,812	2,894	6,580	5,102	—
	Tiberias	12,242	11,595	8,417	7,598	16,856	7,011	5,639
Totals		322,048	309,563	913,660	844,388	2,634,217	2,444,474	674,305

* Local council up to 1937 and from that date a municipality.

** Local council up to 1934 and from that date a municipality.

Table 2.

REVENUE AND EXPENDITURE OF LOCAL COUNCILS.

District	Local council	Year of establishment*	1929		1939		1944		Debt (1944)
			Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure	
			£P.	£P.	£P.	£P.	£P.	£P.	£P.
GAZA LYDDA	Faluja	1922	829	473	1,098	918	11,265	10,076	200
	Bat Yam	1936	—	—	2,980	2,970	14,545	14,307	233
	Benei Beraq	1937	—	—	2,940	2,917	19,462	19,062	1,871
	Givatayim	1942	—	—	—	—	24,752	24,500	2,870
	Hertzliya	1936	—	—	8,105	5,825	22,790	22,148	3,892
	Holon	1940	—	—	—	—	18,955	18,312	—
	Kfar Saba	1936	—	—	3,706	2,729	11,923	12,279	5,500
	Magdiel	1944	—	—	—	—	3,407	3,077	—
	Petah Tiqva (rural)	1922	—**	—	4,681	3,493	3,329	3,261	—
	Ra'anana	1936	—	—	7,124	5,291	12,665	12,036	209
	Ramat Gan	1926	2,111	2,071	14,840	11,678	63,713	61,003	1,026
	Rehovoth	1922	3,820	4,202	17,135	16,492	49,734	49,934	17,796
	Rishon le Zion	1922	3,103	3,162	11,050	10,946	23,349	22,023	6,750
	Sarona	1925	1,859	1,643	798	809	881	843	—
JERUSALEM	Beit Sahur	1926	275	205	124	106	817	718	367
	Bireh	1925	548	462	285	280	2,407	1,726	—
	Jericho	1922	330	244	765	807	1,025	372	—
HAIFA	Hadera	1940	—	—	11,872	10,892	23,724	24,188	12,470
	Karkur	1940	—	—	—	—	4,593	4,647	14
	Kfar Ata	1941	—	—	—	—	7,809	7,936	3,000
	Kiryat Motzkin	1940	—	—	—	—	4,199	4,562	—

* This is the year in which the relevant Order constituting the Council was published.

** See under municipalities.

Table 2 (contd.).

District	Local council	Year of establishment	1929		1939		1944		Debt (1944)
			Revenue	Expenditure	Revenue	Expenditure	Revenue	Expenditure	
			£P.	£P.	£P.	£P.	£P.	£P.	
SAMARIA	Anabta	1937**	250	116	—***	—	1,837	1,345	—
	Emek Hefer	1940	—	—	—	—	5,202	4,335	—
	Kfar Yona	1940	—	—	—	—	1,755	1,420	—
	Nathanya	1940	—	—	—	—	25,516	22,811	5,577
GALILEE	Qalqilya	1922	796	1,540	849	885	4,694	4,625	—
	Affuleh	1926	1,277	1,275	3,817	3,736	10,832	9,807	383
	Bassa	1922	121	71	—***	—	1,407	783	—
	Ezor Israel	1941	—	—	—	—	2,643	2,532	—
	Kfar Yassif	1925	86	84	—***	—	1,515	1,598	169
	Saffourieh	1923	75	74	—***	—	1,278	1,217	134
	Nahariya	1941	—	—	—	—	12,127	10,265	1,290
	Samakh	1923	430	310	354	392	1,614	1,111	—
	Tarshiha	1922	200	164	—***	—	1,376	2,076	—
	WOUND-UP	Bir Zeit*	1925	230	198	—	—	—	—
Mujeidel		1923	30	36	—***	—	—	—	—
Rama*		1922	32	39	—***	—	—	—	—
Taybeh		1922	237	147	—	—	—	—	—
Totals			16,639	16,516	92,523	81,166	397,140	380,935	63,751

* Established as village councils in 1946.

** Reconstituted.

*** Inoperative because of rebellion.

CHAPTER VI.

POPULATION.

Parts A and B of this chapter deal with the development of the population of Palestine during the period of the British administration, distinguishing the main religious groups and the localities in which they reside. The classification by religious communities, viz. Moslems, Jews, Christians and others, has been adhered to throughout the period. It is a classification socially necessary by reason of the complete jurisdiction enjoyed by religious communities in matters of the personal status of their members. In the current life of Palestine, however, the further distinction between "Arabs", "Jews" and "Others", which may be described as racial or national, has been found to be necessary.

2. In part C the sources and reliability of the figures contained in parts A and B are discussed.

A. The increase of the population.

3. Table 1 shows the distribution of the civilian settled population of Palestine by religions according to the censuses of 1922 and 1931 and according to the annual end-of-year estimates for 1932 to 1944. Mid-year estimates for the period 1923 to 1931 are also given. In columns 7 and 8 *data* for the total population of "all religions" and "Moslems" are given; these figures are obtained by adding the figure of 66,553 nomads, as enumerated in 1931, to the numbers of the settled population within these two categories (columns 2 and 3 respectively).

4. The indices in table 2, showing the proportionate increase that has taken place in all sections of the population, are obtained by taking the population of each religion in 1922 as 100.

5. As shown in table 3 the expansion of the Moslem and Christian populations is due mainly to natural increase, while that of the Jews is due mainly to immigration. As the relative increase of the Jews has been larger than that of the other communities their proportion in the population has tended to increase during the period 1922 to 1944; viz. from 12.9% in 1922 to 31.6% in 1944 among the settled population (see table 4).

Table 1.
POPULATION OF PALESTINE BY RELIGIONS.
(Excluding His Majesty's Forces).

	Settled population					Total population (including nomads)	
	All religions	Moslems	Jews	Christians	Others	All religions	Moslems
1922 (Census)	649,048	486,177	83,790	71,464	7,617	752,048	589,177
1923 mid-year	670,381	500,723	89,660	72,090	7,908	778,989	609,331
1924 mid-year	709,988	532,636	94,945	74,094	8,263	804,962	627,660
1925 mid-year	756,594	550,850	121,725	75,512	8,507	847,238	641,494
1926 mid-year	810,885	576,136	149,500	76,467	8,782	898,902	663,613
1927 mid-year	834,206	597,616	149,789	77,880	8,921	917,315	680,725
1928 mid-year	857,073	616,402	151,656	79,812	9,203	935,951	695,280
1929 mid-year	882,511	634,811	156,481	81,776	9,443	960,043	712,343
1930 mid-year	921,899	662,289	164,796	84,986	9,628	992,559	733,149
1931 (Census)	966,761	693,147	174,606	88,907	10,101	1,033,314	759,700
1932 (31st Dec.)	1,007,274	712,250	192,137	92,520	10,367	1,073,827	778,803
1933 (31st Dec.)	1,074,388	731,953	234,967	96,791	10,677	1,140,941	798,506
1934 (31st Dec.)	1,144,001	747,826	282,975	102,407	10,793	1,210,554	814,379
1935 (31st Dec.)	1,241,559	770,135	355,157	105,236	11,031	1,308,112	836,688
1936 (31st Dec.)	1,300,139	796,177	384,078	108,506	11,378	1,366,692	862,730
1937 (31st Dec.)	1,335,241	816,893	395,836	110,869	11,643	1,401,794	883,446
1938 (31st Dec.)	1,368,732	833,697	411,222	111,974	11,839	1,435,285	900,250
1939 (31st Dec.)	1,435,145	860,580	445,457	116,958	12,150	1,501,698	927,133
1940 (31st Dec.)	1,477,977	881,293	463,535	120,587	12,562	1,544,530	947,846
1941 (31st Dec.)	1,518,947	906,551	474,102	125,413	12,881	1,585,500	973,104
1942 (31st Dec.)	1,553,452	928,739	484,408	127,184	13,121	1,620,005	995,292
1943 (31st Dec.)	1,610,018	962,162	502,912	131,281	13,663	1,676,571	1,028,715
1944 (31st Dec.)	1,673,071	994,724	528,702*	135,547	14,098	1,739,624	1,061,277

* Revised *de facto* estimate: 553,600 (see part C).

Table 2.

INDICES OF POPULATION OF EACH RELIGION AT VARIOUS DATES.

(1922=100).

		Settled population					Total population	
		All religions	Moslems	Jews	Christians	Others	All religions	Moslems
Census	1922	100	100	100	100	100	100	100
Mid-year	1926	125	119	178	107	115	119	113
Census	1931	149	143	208	124	133	137	129
31.12	1936	200	164	458	152	149	182	146
31.12	1940	228	181	553	169	165	205	161
31.12	1944	258	205	631*	190	185	231	180

* According to the revised *de facto* estimate (553,600 at the end of 1944) this percentage becomes 661.

Table 3.

INCREASE OF TOTAL POPULATION OF PALESTINE*.

	Total	Moslems	Jews	Christians	Others
Population at the census of 1922	752,048	589,177	88,790	71,464	7,617
Estimated population at the end of 1944	1,789,624	1,061,277	528,702	135,547	14,098
Total increase	987,576	472,100	444,912	64,083	6,481
Natural increase	622,247	453,405	117,226	45,590	6,026
Migratory increase	365,329	18,695	327,686	18,493	455
% Natural increase	63	96	26	71	93
% Migratory increase	37	4	74	29	7
	100	100	100	100	100

* Not including members of His Majesty's Forces; inclusive of nomads.

Table 4.

NUMBER OF PERSONS OF EACH RELIGION PER 100
SETTLED POPULATION.

		All religions	Moslems	Jews	Christians	Others
Census	1922	100	74.90	12.91	11.01	1.18
Mid-year	1926	100	71.05	18.44	9.43	1.08
Census	1931	100	71.70	18.06	9.20	1.04
31.12	1936	100	61.24	29.54	8.35	0.87
31.12	1940	100	59.63	31.36	8.16	0.85
31.12	1944	100	59.45	31.60 *	8.10	0.85
<hr/>						
31.12.1944 per 100 total population (including nomads)		100	61.01	30.89 **	7.79	0.81

* According to the revised *de facto* estimate (553,600 at the end of 1944) this percentage becomes 32.59.

** According to the revised *de facto* estimate (553,600 at the end of 1944) this percentage becomes 31.37.

6. Table 5 below gives an estimate of the distribution of population by race on the hypothesis that the proportion of Arabs among Moslems, Christians and Others has remained unchanged since the census of 1931.

Table 5.

ESTIMATE OF POPULATION OF PALESTINE BY RACE
(end of 1944).

	Settled population	Total population
Arabs	1,112,000	1,179,000
Jews	554,000*	554,000*
Others	32,000	32,000
Total	1,698,000*	1,765,000*

* *De facto* revised estimate.

7. Annual rates of natural increase per 1000 inhabitants of each religion are shown in table 6. The Moslem rate is seen to have increased steadily throughout the period and to have reached a much higher level than any of the other communities.

Table 6.

AVERAGE ANNUAL RATES OF NATURAL INCREASE PER
1000 INHABITANTS OF EACH RELIGION.

Years	Moslems	Jews	Christians	Others	Total
1922/25	23.27	20.44	20.16	23.24	22.54
1926/30	25.19	22.70	20.60	21.07	24.26
1931/35	24.97	20.91	20.85	23.38	23.71
1936/40	27.68	17.75	20.77	26.74	24.12
1941/44	30.71	17.83	18.89	25.71	25.68

8. It is probable that the high rate of natural increase of the population of Palestine is a phenomenon of the mandatory period although no data are available on this point nor on the changes in the size of the population before the British occupation. It may only be noted that, according to Turkish sources, the population of Palestine in 1914 was estimated to be 689,000. The Jewish population was estimated in that year to be 84,660, while the Christian population in the years before the first world war was estimated at about 70,000.

9. Information on the Jewish population is available for a long period. Dr. Ruppin (*Soziologie der Juden*, 1930) suggests that, according to biblical and other information, the Jewish population numbered two millions at the time of Moses, some 600,000 about 700 B.C. and over one million at the date of the destruction of Jerusalem by the Romans. Thereafter, the Jewish population appears to have declined, reaching a minimum in the Middle Ages. Reliable statistical data were collected during the second part of the 19th century and at the beginning of the 20th. They show on the whole a steady tendency to increase which was interrupted only by the first world war in the course of which the number of Jews declined from 84,660 to 56,000 in consequence of epidemics, emigration and deportations by the Turks. In 1922 the number of Jews had reached once again the figure of 1914.

ESTIMATED JEWISH POPULATION OF PALESTINE.

1882	24,000
1895	47,000
1900	50,000
1910	81,000
1914	85,000
1916-1918	56,000
1922	83,794

B. The geographical distribution of the population.

10. Palestine falls into the seven natural geographical divisions which are described in paragraph 2 of chapter III. Briefly, these seven divisions are :—

- (1) The maritime plain.
- (2) The coastal plain of Acre.
- (3) The plains of Esdraelon and Jezreel.
- (4) The central range, comprising the hills of Judaea and Samaria.
- (5) The hills of Galilee.
- (6) The valley of the Jordan.
- (7) The Negeb.

Unfortunately, *data* on population are not compiled by natural zones, but by administrative sub-divisions. There are at present sixteen administrative sub-districts grouped in six districts as follows :

Gaza district, comprising the Gaza and Beersheba sub-districts;
 Lydda district, comprising the Jaffa and Ramle sub-districts;
 Jerusalem district, comprising the Hebron, Jerusalem and Ramallah sub-districts;
 Samaria district, comprising the Tulkarm, Nablus and Jenin sub-districts;
 Haifa district, comprising the Haifa sub-district;
 Galilee district, comprising the Nazareth, Beisan, Tiberias, Acre and Safad sub-districts.

11. Gaza and Jaffa sub-districts lie almost entirely in the maritime plain. Ramle and Tulkarm sub-districts are principally on the maritime plain but extend into the foothills of the central range. The habitable areas of the Hebron, Jerusalem, Ramallah and Nablus sub-districts lie on the central range. Hebron and Jerusalem have desert areas extending east to the western shore of the Dead Sea. Nablus sub-district extends east into a practically uninhabited section of the Jordan valley. Haifa sub-district is divided by the Carmel range, and includes part of the plain of Sharon and part of the plain of Esdraelon. Jenin sub-district lies partly on the central range and descends in the north-east to the plains of Esdraelon and of Jezreel. Beisan comprises part of the plain of Jezreel and of the Jordan valley. Acre, Nazareth, Tiberias and Safad sub-districts all include portions of the Galilee hills.

CHAPTER VI.

From the hill area Acre sub-district extends west across the plain of Acre to the sea, Nazareth south into the plain of Esdraelon, Tiberias east to the Sea of Galilee and Safad north-east to the marshes of the Lake Huleh area.

12. In the classification of population according to sub-districts a distinction is introduced between urban and rural localities. The classification of localities as urban and rural is necessary though somewhat inexact. Many Arab small towns are little more than large villages, while many Jewish colonies classified as towns have retained much of their original rural character. Changes in municipal boundaries throughout the period render the figures for the large towns somewhat uncertain.

13. As changes have taken place in the administrative divisions and in the classification of localities as rural and urban during the period 1922-44 it has been necessary to arrange the *data* to fit the administrative divisions of both 1931 and 1944. The following tables 7a, 7b and 7c give, for the rural population, the urban population and the total population, the distribution by religions and localities in 1922 and 1931, according to the administrative framework of 1931. Tables 8a and 8b and 8c give the corresponding distribution of the population in 1931 and 1944, according to the administrative framework of 1944. While the *data* for 1922 and 1931 are taken from the census figures, those for 1944 are compiled as indicated in section C below. The figures in tables 7a, 7b and 7c include His Majesty's Forces and the nomadic population; those in tables 8a, 8b and 8c include His Majesty's Forces but exclude the nomadic population in respect of 1931, and exclude both these categories in respect of 1944.

14. Tables 9a, 9b and 9c show the number of persons (and the percentages) of each religion living in villages, small towns, medium-sized towns and large towns in 1922, 1931 and 1944. Table 10 shows for each sub-district the percentage of the inhabitants belonging to each religion.

Table 7a.

RURAL POPULATION, BY RELIGION AND SUB-DISTRICT (CENSUS OF 1922 AND CENSUS OF 1931)*.

Sub-district (1931)	All religions		Moslems		Jews		Christians		Others	
	1922	1931	1922	1931	1922	1931	1922	1931	1922	1931
ALL PALESTINE	492,865	648,530	451,816	571,637	15,172	46,143	17,981	22,148	7,896	8,602
Gaza	47,418	67,551	47,088	67,026	275	417	55	107	—	1
Beersheba	71,108	48,123	71,108	48,116	—	6	—	1	—	—
Jaffa	17,605	47,535	13,194	29,866	3,986	17,016	425	646	—	7
Ramle	33,660	48,908	27,222	39,674	3,887	8,460	1,391	774	1,160	—
Hebron	36,994	50,100	36,994	50,088	—	—	—	12	—	—
Bethlehem**	14,854	14,180	13,569	11,631	—	39	1,285	2,510	—	—
Jerusalem	28,694	42,158	27,437	37,868	460	3,316	797	974	—	—
Jericho**	1,919	3,483	1,769	2,949	6	243	144	263	—	28
Ramallah	26,901	34,775	24,043	31,377	—	—	2,858	3,398	—	—
Tulkarm	31,622	41,501	31,567	40,750	—	648	55	101	—	2
Nablus	40,748	51,517	40,206	50,831	1	4	541	681	—	1
Jenin	30,897	38,705	30,344	37,955	—	2	553	748	—	—
Haifa	29,535	42,245	24,528	31,500	2,515	7,443	981	1,347	1,511	1,955
Nazareth	15,257	19,836	12,450	14,793	647	3,093	2,158	1,939	2	11
Beisan	8,738	12,022	7,995	9,973	659	1,862	84	180	—	7
Tiberias	13,771	18,374	10,885	13,901	1,812	2,404	894	1,169	680	900
Acre	29,115	37,245	20,042	25,829	66	59	4,850	6,149	4,157	5,208
Safad	14,029	30,272***	11,875	27,510***	858	1,131	910	1,149	386	482

* Inclusive of His Majesty's Forces and the nomadic population.

** Now included in the Jerusalem sub-district.

*** Includes 10,000 (estimated) persons living on land transferred from Syria to Palestine in 1923.

Table 7b.

URBAN POPULATION, BY RELIGION AND TOWNS (CENSUS OF 1922 AND CENSUS OF 1931)*.

Town (1931)	All religions		Moslems		Jews		Christians		Others	
	1922	1931	1922	1931	1922	1931	1922	1931	1922	1931
ALL TOWNS	264,317	387,291	139,074	188,075	68,622	128,467	55,043	69,250	1,578	1,499
Gaza	17,480	17,046	16,722	16,356	54	1	701	689	3	—
Khan Yunis	3,890	3,811	3,866	3,767	1	3	23	41	—	—
Majdal	5,097	6,226	5,064	6,166	—	—	33	60	—	—
Beersheba	2,356	2,959	2,012	2,791	98	11	235	152	11	5
Jaffa	32,524	51,866	20,621	35,506	5,087	7,209	6,808	9,132	8	19
Tel Aviv	15,185	46,101	78	106	15,065	45,564	42	143	—	288
Ramle	7,312	10,421	5,837	8,211	35	8	1,440	2,200	—	2
Lydda	8,103	11,250	7,166	10,002	11	28	926	1,210	—	10
Hebron	16,577	17,531	16,074	17,276	430	135	73	112	—	8
Beit-Jala	3,101	2,730	41	197	—	1	3,060	2,529	—	3
Bethlehem	6,658	6,815	818	1,219	2	2	5,838	5,589	—	5
Jerusalem	62,578	90,503	13,413	19,894	33,971	51,222	14,699	19,335	495	52
Ramallah	3,104	4,287	125	520	7	1	2,972	3,766	—	—
Tulkarm	3,350	4,827	3,109	4,540	23	18	208	255	10	14
Nablus	15,947	17,189	15,238	16,483	16	6	544	533	149	167
Jenin	2,637	2,706	2,307	2,600	7	2	108	103	215	1
Haifa	24,634	50,403	9,377	20,324	6,230	15,923	8,863	13,824	164	332
Shafa 'Amr	2,288	2,824	623	1,006	—	1	1,263	1,321	402	496
Nazareth	7,424	8,756	2,486	3,226	53	79	4,885	5,445	—	6
Beisan	1,941	3,101	1,687	2,699	41	88	213	297	—	17
Tiberias	6,950	8,601	2,096	2,645	4,427	5,381	422	565	5	10
Acre	6,420	7,897	4,883	6,076	78	237	1,344	1,523	115	61
Safad	8,761	9,441	5,431	6,465	2,986	2,547	343	426	1	3

* Inclusive of His Majesty's Forces.

Table 7c.

TOTAL POPULATION, BY RELIGION AND SUB-DISTRICT (CENSUS 1922 AND CENSUS OF 1931)*.

Sub-district 1931	All religions		Moslems		Jews		Christians		Others	
	1922	1931	1922	1931	1922	1931	1922	1931	1922	1931
ALL PALESTINE	757,182	1,035,821	590,000	759,712	83,794	174,610	73,014	91,398	9,474	10,101
Gaza	73,885	94,634	72,740	93,815	330	421	812	897	8	1
Beersheba	73,464	51,082	73,120	50,907	98	17	235	153	11	5
Jaffa	65,314	145,502	33,893	65,478	24,138	69,789	7,275	9,921	8	314
Ramle	49,075	70,579	40,225	57,887	3,933	8,496	3,757	4,184	1,160	12
Hebron	53,571	67,631	53,068	67,364	430	135	73	124	—	8
Bethlehem**	24,613	23,725	14,428	13,047	2	42	10,133	10,628	—	8
Jerusalem	91,272	132,661	40,850	57,762	34,431	54,538	15,496	20,309	495	52
Jericho**	1,919	3,483	1,779	2,949	6	243	134	263	—	28
Ramallah	30,005	39,062	24,168	31,897	7	1	5,880	7,164	—	—
Tulkarm	34,972	46,328	34,676	45,290	23	666	263	356	10	16
Nablus	56,695	68,706	55,444	67,314	17	10	1,085	1,214	149	168
Jenin	33,534	41,411	32,651	40,555	7	4	661	851	215	1
Haifa	56,457	95,472	34,528	52,330	8,745	23,367	11,107	16,492	2,077	2,733
Nazareth	22,681	28,592	14,936	18,019	700	3,172	7,043	7,384	2	17
Beisan	10,679	15,123	9,682	12,672	700	1,950	297	477	—	24
Tiberias	20,721	26,975	12,481	16,546	6,239	7,785	1,316	1,734	685	910
Acre	35,535	45,142	24,925	31,905	144	296	6,194	7,672	4,272	5,269
Safad	22,790	39,713	17,306	33,975	3,844	3,678	1,253	1,575	387	485

* Inclusive of His Majesty's Forces and the nomadic population.

** Now included in the Jerusalem sub-district.

Table 8a.

CHAPTER VI.

RURAL SETTLED POPULATION, BY RELIGION AND SUB-DISTRICT (CENSUS OF 1931 AND ESTIMATES FOR END OF 1944)*.

Sub-district 1944	All religions		Moslems		Jews		Christians		Others	
	1931	1944	1931	1944	1931	1944	1931	1944	1931	1944
ALL PALESTINE	548,828	872,090	489,761	698,820	29,276	188,220	20,788	27,760	8,553	12,290
Gaza	51,846	81,350	51,579	78,350	213	2,890	54	110	—	—
Beersheba**	142	150	135	—	6	150	1	—	—	—
Jaffa	30,877	90,610	21,601	36,950	8,948	53,000	326	660	2	—
Ramle	45,081	73,430	41,264	61,750	3,113	11,300	703	380	1	—
Hebron	48,546	63,090	48,534	63,000	—	80	12	10	—	—
Jerusalem	52,514	71,270	45,937	63,550	3,559	3,200	2,990	4,480	28	30
Ramallah	34,776	42,200	31,378	38,350	—	—	3,398	3,850	—	—
Tulkarm	42,112	70,250	41,639	60,150	380	10,000	91	100	2	—
Nablus	50,992	68,630	50,390	67,800	4	—	597	830	1	—
Jenin	37,232	52,890	36,482	51,880	2	—	748	1,010	—	—
Haifa	38,833	84,670	30,226	48,270	5,308	31,000	1,344	2,050	1,955	3,350
Nazareth	18,824	29,590	14,598	21,850	2,307	5,300	1,911	2,440	8	—
Beisan	11,293	18,410	9,291	11,190	1,856	7,000	139	220	7	—
Tiberias	18,011	27,890	13,595	17,910	2,394	7,100	1,128	1,600	894	1,280
Acre	37,842	55,970	26,467	37,400	55	2,900	6,147	8,820	5,173	6,850
Safad	29,407	41,690	26,645	35,410	1,131	4,300	1,149	1,200	482	780

* 1931 figures include His Majesty's Forces but exclude the nomadic population.

1944 figures exclude His Majesty's Forces and the nomadic population.

** The Moslem population of Beersheba sub-district consists almost entirely of nomads except in Beersheba town.

Table 8b.

URBAN POPULATION, BY RELIGION AND TOWNS (CENSUS OF 1931 AND ESTIMATE FOR END OF 1944)*.

Town (1944)	All religions		Moslems		Jews		Christians		Others	
	1931	1944	1931	1944	1931	1944	1931	1944	1931	1944
All towns	420,940	825,880	203,398	300,900	145,334	415,980	70,660	107,790	1,548	1,810
Gaza	21,643	34,170	20,917	33,160	1	—	725	1,010	—	—
Khan Yunis	7,251	11,220	7,201	11,180	3	—	47	40	—	—
Majdal	6,398	9,910	6,333	9,820	1	—	64	90	—	—
Beersheba	2,959	5,570	2,791	5,360	11	—	152	200	5	10
Jaffa	55,346	94,310	38,408	50,880	7,749	28,000	9,175	15,400	19	30
Tel Aviv	47,431	166,660	364	130	46,363	166,000	415	230	289	300
Petah Tiqvah**	6,880	17,250	142	140	6,729	17,100	5	10	4	—
Ramle	10,347	15,160	8,156	11,900	5	—	2,184	3,260	2	—
Lydda	11,250	16,780	10,002	14,910	28	20	1,210	1,840	10	10
Rishon-le-Zion**	2,525	8,100	47	—	2,478	8,100	—	—	—	—
Rehovoth**	3,193	10,020	103	—	3,075	10,000	15	20	—	—
Hebron	17,531	24,560	17,276	24,400	135	—	112	150	8	10
Beit Jala	3,377	3,710	223	200	1	—	3,150	3,510	3	—
Bethlehem	7,320	8,820	1,470	2,370	41	—	5,804	6,450	5	20
Jerusalem	90,503	157,080	19,894	30,690	51,222	97,000	19,335	29,350	52	100
Ramallah	4,286	5,080	519	640	1	—	3,766	4,440	—	—
Tulkarm	5,368	8,090	5,056	7,790	33	—	265	280	14	20
Nathanya**	253	4,900	—	—	253	4,900	—	—	—	—
Nablus	17,498	23,250	16,708	22,360	6	—	617	680	167	210
Jenin	2,774	3,990	2,668	3,840	2	—	103	150	1	—
Haifa	50,483	128,800	20,401	35,940	15,923	66,000	13,827	26,570	332	290
Shafa 'Amr	4,021	3,640	2,203	1,380	1	10	1,321	1,560	496	690
Hedera**	2,135	7,520	—	—	2,135	7,500	—	20	—	—
Nazareth	8,894	14,200	3,345	5,600	79	—	5,464	8,600	6	—
Affula**	874	2,310	76	10	786	2,300	9	—	3	—
Beisan	3,830	5,180	3,381	4,790	94	—	338	430	17	20
Tiberias	8,964	11,310	2,351	4,540	5,391	6,000	606	760	16	10
Acre	8,165	12,360	6,303	9,890	241	50	1,525	2,330	96	90
Safad	9,441	11,990	6,465	9,100	2,547	2,400	426	430	3	—

* 1931 figures include His Majesty's Forces; 1944 figures exclude them.

** Not included in table 7b.

Table 8c.

CHAPTER VI.

TOTAL SETTLED POPULATION, BY RELIGION AND SUB-DISTRICT (CENSUS OF 1931 AND ESTIMATE
FOR END OF 1944)*.

Sub-district (1944)	All religions		Moslems		Jews		Christians		Others	
	1931	1944	1931	1944	1931	1944	1931	1944	1931	1944
ALL PALESTINE	969,268	1,697,970	693,159	994,720	174,610	553,600	91,398	135,550	10,101	14,100
Gaza	87,138	136,650	86,030	132,510	218	2,890	890	1,250	—	—
Beersheba	3,101	5,720	2,926	5,360	17	150	153	200	5	10
Jaffa	140,534	368,830	60,510	88,100	69,789	264,100	9,921	16,300	314	330
Ramle	72,396	123,490	59,572	88,560	8,699	29,420	4,112	5,500	13	10
Hebron	66,077	87,650	65,810	87,400	135	80	124	160	8	10
Jerusalem	153,714	240,880	67,524	96,760	54,823	100,200	31,279	43,770	88	150
Ramallah	39,062	47,280	31,897	38,990	1	—	7,164	8,290	—	—
Tulkarm	47,733	83,240	46,695	67,940	666	14,900	356	380	16	20
Nablus	68,490	91,880	67,098	90,160	10	—	1,214	1,510	168	210
Jenin	40,006	56,880	39,150	55,720	4	—	851	1,160	1	—
Haifa	95,472	224,630	52,830	85,590	23,367	104,510	16,492	30,200	3,783	4,330
Nazareth	28,592	46,100	18,019	27,460	3,172	7,600	7,384	11,040	17	—
Beisan	15,123	23,590	12,672	15,920	1,950	7,000	477	650	24	20
Tiberias	26,975	39,200	16,546	22,450	7,785	13,100	1,734	2,360	910	1,290
Acre	46,007	68,330	32,770	47,290	296	2,950	7,672	11,150	5,269	6,940
Safad	38,848	53,620	33,110	44,510	3,678	6,700	1,575	1,630	485	780

* 1931 figures include His Majesty's Forces but exclude the nomadic population.

1944 figures exclude His Majesty's Forces and the nomadic population.

Table 9a.
POPULATION CLASSIFIED BY RELIGION AND TYPE OF LOCALITY.
 Number of persons.

Religion	Boundaries	Year	Villages	Towns with inhabitants numbering				Total
				up to 5,000	5,000 to 15,000	15,000 to 45,000	over 45,000	
Moslems	Old	1922	451,816	6,795	40,756	48,489	43,489	590,900
	Old	1931	571,637	9,813	52,317	50,115	75,830	759,712
	New	1931	489,761	12,011	57,424	54,901	79,062	693,159
	New	1944	693,810	16,160	87,240	79,920	117,580	994,720
Jews	Old	1922	15,172	153	7,616	500	60,353	83,794
	Old	1931	46,143	104	8,303	142	119,918	174,610
	New	1931	29,276	8,337	15,098	142	121,257	174,610
	New	1944	138,220	32,810	25,570	—	357,000	553,600
Christians	Old	1922	17,981	7,851	15,462	1,318	30,412	73,014
	Old	1931	22,148	8,168	17,314	1,334	42,434	91,398
	New	1931	20,738	8,854	17,600	1,454	42,752	91,398
	New	1944	27,760	10,330	24,070	1,840	71,550	135,550
Others	Old	1922	7,896	628	131	152	667	9,474
	Old	1931	8,602	522	111	175	691	10,101
	New	1931	8,553	525	156	175	692	10,101
	New	1944	12,290	720	150	220	720	14,100
Total	Old	1922	492,865	15,427	63,965	50,004	134,921	757,182
	Old	1931	648,530	18,607	78,045	51,766	238,873	1,035,821
	New	1931	548,328	30,227	90,278	56,672	243,763	969,268
	New	1944	872,090	60,020	137,030	81,980	546,850	1,697,970

Note: Old boundaries = administrative boundaries of 1931; includes nomads.
 New boundaries = administrative boundaries of 1944; excludes nomads.

Table 9b.
POPULATION CLASSIFIED BY RELIGION AND TYPE OF LOCALITY.
 Percentage of each religion in each type of locality.

Religion	Boundaries	Year	Villages	Towns with inhabitants numbering				Total
				up to 5,000	5,000 to 15,000	15,000 to 45,000	over 45,000	
Moslems	Old	1922	76.5	1.1	6.9	8.1	7.4	100
	Old	1931	75.2	1.3	6.9	6.6	10.0	100
	New	1931	70.7	1.7	8.3	7.9	11.4	100
	New	1944	69.8	1.6	8.8	8.0	11.8	100
Jews	Old	1922	18.1	0.2	9.1	0.6	72.0	100
	Old	1931	16.8	5.1	8.6	0.1	69.4	100
	New	1931	16.8	5.1	8.6	0.1	69.4	100
	New	1944	25.0	5.9	4.6	—	64.5	100
Christians	Old	1922	24.6	10.7	21.2	1.8	41.7	100
	Old	1931	22.7	9.7	19.2	1.6	46.8	100
	New	1931	22.7	9.7	19.2	1.6	46.8	100
	New	1944	20.6	7.6	17.7	1.4	52.7	100
Others	Old	1922	83.4	6.6	1.4	1.6	7.0	100
	Old	1931	84.7	5.2	1.5	1.7	6.9	100
	New	1931	84.7	5.2	1.5	1.7	6.9	100
	New	1944	87.2	5.1	1.0	1.6	5.0	100
Total	Old	1922	65.1	2.0	8.5	6.6	17.8	100
	Old	1931	62.6	1.8	7.5	5.0	23.1	100
	New	1931	56.6	3.1	9.3	5.9	25.1	100
	New	1944	51.4	3.5	8.1	4.8	32.2	100

Note: Old boundaries = administrative boundaries of 1931; includes nomads.
 New boundaries = administrative boundaries of 1944; excludes nomads.

Table 9c.
POPULATION CLASSIFIED BY RELIGION AND TYPE OF LOCALITY.
 Percentage of inhabitants of each type of locality belonging to each religion.

Religion	Boundaries	Year	Villages	Towns with inhabitants numbering				Total
				up to 5,000	5,000 to 15,000	15,000 to 45,000	over 45,000	
Moslems	Old	1922	91	44	64	96	32	78
	Old	1931	88	53	67	97	32	73
	New	1931	89	40	64	97	32	72
	New	1944	80	27	64	98	32	59
Jews	Old	1922	3	1	12	1	45	11
	Old	1931	7	—	11	—	50	17
	New	1931	5	29	17	—	50	18
	New	1944	16	55	19	—	65	33
Christians	Old	1922	4	51	24	3	23	10
	Old	1931	4	44	22	3	18	9
	New	1931	4	29	19	3	18	9
	New	1944	3	17	17	2	13	8
Others	Old	1922	2	4	—	—	—	1
	Old	1931	1	3	—	—	—	1
	New	1931	2	2	—	—	—	1
	New	1944	1	1	—	—	—	—

Note: Old boundaries = administrative boundaries of 1931; includes nomads.
 New boundaries = administrative boundaries of 1944; excludes nomads.

Table 10.
PERSONS OF EACH RELIGION PER 100 INHABITANTS IN EACH SUB-DISTRICT.

Sub-district (1931)	Moslems			Jews			Christians			Others		
	1922	1931	1944	1922	1931	1944	1922	1931	1944	1922	1931	1944
ALL PALESTINE	78.0	73.3	58.6	11.1	16.9	32.6	9.6	8.8	8.0	1.3	1.0	0.8
Gaza	98.4	98.6	97.0	0.5	0.4	2.1	1.1	1.0	0.9	—	—	.
Beersheba	99.5	99.7	93.7	0.2	.	2.6	0.3	0.3	3.5	.	.	0.2
Jaffa	51.9	45.0	23.9	37.0	48.0	71.6	11.1	6.8	4.4	.	0.2	0.1
Ramle	82.0	82.0	71.7	8.0	12.1	23.8	7.6	5.9	4.5	2.4	.	.
Hebron	99.1	99.6	99.8	0.8	0.2	.	0.1	0.2	0.2	.	.	.
Bethlehem	58.6	55.0	40.1	—	0.1	41.6	41.4	44.8	18.2	0.5	0.1	0.1
Jerusalem	44.8	43.5		37.7	41.1		17.0	15.3				
Jericho	92.2	84.6	0.3	7.0	7.5	7.6	—	0.8	.	.	.	
Ramallah	80.6	81.7	82.5	.	—	.	19.4	18.3	17.5	—	—	.
Tulkarm	99.1	97.8	81.6	0.1	1.4	17.9	0.8	0.8	0.5	.	.	.
Nablus	97.8	98.0	98.1	.	.	.	1.9	1.8	1.7	0.3	0.2	0.2
Jenin	97.4	97.9	98.0	.	.	.	2.0	2.1	2.0	0.6	—	.
Haifa	61.1	55.3	38.1	15.5	24.5	46.5	19.7	17.3	13.4	3.7	2.9	2.0
Nazareth	65.9	63.0	59.5	3.1	11.1	16.5	31.0	25.8	24.0	—	0.1	.
Beisan	90.6	83.8	67.5	6.6	12.9	29.7	2.8	3.1	2.8	—	0.2	.
Tiberias	60.2	61.3	57.3	30.1	28.9	33.4	6.4	6.4	6.0	3.3	3.4	3.3
Acre	70.2	70.7	69.3	0.4	0.7	4.3	17.4	17.0	16.3	12.0	11.6	10.1
Safad	75.9	85.5	83.0	16.9	9.3	12.5	5.5	4.0	3.0	1.7	1.2	1.5

Note: In cases where the number of persons of a given religion was very small, a point has been inserted.

The Moslem population.

15. It will be seen from tables 7 to 9 that the increase of the Moslem population has been general to all towns and sub-districts in which Moslems reside, both in the period 1922-31 and in the period 1931-44. Cases of decrease are few and insignificant. The increase has been larger in towns (35 per cent. in 1922-31 and 48 per cent. in 1931-44) than in villages (25 per cent. in 1922-31 and 42 per cent. in 1931-44). The increase has been greatest in large towns (74 per cent. in 1922-31 and 49 per cent. in 1931-44).

Particular mention should be made of the increase of the Moslem population in the following towns: Haifa, which increased from 9,377 in 1922 to 35,940 in 1944; Jaffa, which increased from 20,621 in 1922 to 50,880 in 1944; Gaza, which increased from 16,722 in 1922 to 33,160 in 1944, the increase being mainly concentrated in the second period, 1931 to 1944; Jerusalem, which increased from 13,413 in 1922 to 30,635 in 1944. The increase of the two other considerable Moslem urban communities—that of Hebron and Nablus—was much slower. These two towns, which were the third and fourth largest Moslem urban communities in 1922, are now respectively in the fifth and sixth place.

These figures indicate a movement of Moslems into the towns; nevertheless, the majority of the Moslem population still retains its predominantly agricultural character. It may be noted that 70 per cent. of the Moslem population lived in villages in 1944, as compared with 76 per cent. in 1922, while the proportion living in large towns has increased from 7 per cent. in 1922 to 12 per cent. in 1944.

16. The increase of the rural Moslem population has varied considerably as between the different sub-districts. In both periods the increase has been most marked in the sub-districts of the coastal plain where the increases have been as follows:—

Sub-district	Percentage increase	
	1922-31	1931-44
Gaza	42	52
Ramle	46	50
Jaffa	126	71
Tulkarm	29	44
Haifa	28	60

These increases compare with a general average increase for the whole Moslem rural population of 25 per cent. in 1922-31 and 42 per cent. in 1931-44. The increase of the rural Moslem population in the coastal plain may probably be explained by the more rapid

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economic development in those sub-districts resulting in a reduction of mortality, a rise in the rate of natural increase and a movement of immigration from other sub-districts.

The Jewish population.

17. Whilst among the Moslem population, which is fundamentally a rural one, increase has been more marked in towns than in villages, among the Jews the opposite phenomenon has taken place. The rural Jewish population has increased at a greater proportionate rate than the urban Jewish population as will be seen from the following figures :

	1922 (Old boundaries)	1931	1931		Increase (%)	
			1931 (New boundaries)	1944	1922-31	1931-44
Jewish rural population	15,172	46,143	29,276	138,220	204	372
Jewish urban population	68,622	128,467	145,334	415,380	87	186
Total Jewish population	83,794	174,610	174,610	553,600	108	217

In consequence of this greater rate of increase of rural population the distribution of Jews between towns and villages has changed during the period. In 1922, 18.1 per cent. of the Jews lived in villages and 0.2 per cent. in towns with less than 5,000 inhabitants; by 1944 these percentages had grown to 25 per cent. and 5.9 per cent. respectively. The fundamental character of the Jewish community remains, however, that of an urban population, about two thirds of all the inhabitants being resident in the four large towns : Tel Aviv, Jerusalem, Haifa and Jaffa.

Tel Aviv, which was originally a small suburb of Jaffa and in 1910 contained only 550 inhabitants, has today about 166,000 Jewish inhabitants and, according to the estimates of population in 1944, is the largest town in Palestine. The Jewish community of Haifa which numbered 3,000 souls before the first world war and 6,230 in 1922 has grown to about 66,000 in 1944, excluding the industrial suburbs of Haifa Bay. The increases in Jaffa and Jerusalem have been considerably slower. The Jewish community of Jaffa had about 8,000 souls in 1910, 5,000 in 1922*, and about 28,000 in 1944. The Jewish community of Jerusalem numbered in

* Part of the Jewish quarters of Jaffa were incorporated in the municipality of Tel Aviv.

1910 about 45,000 souls, more than half of the whole Jewish population of Palestine. During the first world war this population was reduced to 26,600 and recovered very slowly between 1922 and 1931. Jerusalem now contains approximately 97,000 Jews, which is less than one fifth of all the Jewish population of Palestine.

On the other hand a few of the historical Jewish urban communities residing in small towns have declined. Thus Safad, which numbered 10,000 Jewish inhabitants before the first world war, lost a considerable part of its Jewish population during that war and after the disturbances of 1929. The Jewish community of Tiberias also experienced various periods of demographic decrease and their number today is about the same as prior to the first world war.

The Christian population.

18. The Christian population has been, throughout the period, predominantly urban and has tended to become more so. In 1922 one fourth of the Christians resided in the villages as against one fifth in 1944. The urban population is concentrated mainly in Jerusalem, Haifa and Jaffa, which include 53 per cent. of the Christian population of Palestine as compared with 42 per cent. in 1922. The increase was particularly marked in Haifa (from 9,000 in 1922 to 27,000 in 1944) and Jaffa (from 7,000 in 1922 to 15,000 in 1944) and less so in Jerusalem (from 15,000 in 1922 to 29,000 in 1944). Among smaller towns with a predominantly Christian character mention should be made of Nazareth, Bethlehem, Ramallah and Beit Jala. Christians are found in the rural areas of almost all sub-districts, but they are in considerable numbers mainly in the sub-districts of Acre, Jerusalem, Ramallah, Nazareth and Haifa.

The fourteen thousand persons included in the foregoing statistical tables under the heading "Others" are, in the main, Druzes, dwelling now, as in the past, in villages mainly in the hill areas of the sub-districts of Acre, Haifa and Tiberias.

All religions.

19. Taking the population as a whole, tables 7 to 9 reveal a very considerable trend toward urbanization, the urban population having increased by 47 per cent. in 1922-31 and by 97 per cent. in 1931-44, as compared to 32 per cent. and 59 per cent. respectively for the rural population. Out of a 100 inhabitants, only 51 per cent. lived in villages in 1944 as compared with 65 per cent. in 1922; meanwhile the share of large towns has gone up from 18 per cent. in 1922 to 32 per cent. in 1944.

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20. From table 10 it can be seen that considerable changes have occurred in the religious composition of the inhabitants of the various sub-districts. The percentage of Jews in the population has increased mainly in the sub-districts of Jaffa (from 37 per cent. in 1922 to 72 per cent. in 1944), Haifa (from 15.5 per cent. to 46.5 per cent.), Beisan (from 7 per cent. to 30 per cent.), Tulkarm (from 0.1 per cent. to 18 per cent.), Nazareth (from 3 per cent. to 16.5 per cent.), and Ramle (from 8 per cent. to 24 per cent.). The percentage of Moslems, and in some instances of Christians, in these sub-districts has decreased accordingly. It is seen from the table that Christians constitute a considerable percentage of the population only in the sub-districts of Nazareth, Jerusalem, Ramallah, Acre and Haifa.

From table 9c it can be seen that Moslems constitute the overwhelming majority in medium-sized towns (15,000 to 45,000) and a very considerable majority in villages and in towns with 5,000 to 15,000 inhabitants. Jews are the majority in the large towns and in towns with less than 5,000 inhabitants.

C. Sources and reliability of data on population in Palestine.

21. Parts A and B of this note have dealt with the development of the population of Palestine between 1922 and 1944 and the changes in its geographical distribution. In this section the sources and reliability of the data are discussed.

22. Reliable data on the whole population of Palestine have been collected only twice in modern times, the first census of population having been taken on October 23rd, 1922 and the second on November 18th, 1931. The second census was a very detailed one, conducted along scientific lines and gave a very complete picture of the demography of the country. The census of 1931 was intended to be the first in a series of quinquennial censuses which should have given periodic information on the rapidly changing structure of population in Palestine. Unfortunately, however, the disturbances of 1936-39 and, afterwards, the war prevented the taking of the censuses planned for 1936 and 1941. Preparations are now being made for the taking of a census in the autumn of 1946.

23. Since the census of 1931 regular quarterly and annual estimates of the population by religions have been prepared by the Government Department of Statistics (see the annual estimates for 1932-44 in table 1). These estimates cannot, however, claim the same reliability as the censuses. In all countries post-censal estimates become increasingly unreliable with the passage of time

from the census date. In Palestine the rate of increase of population is so great that the number of inhabitants in 1946 is almost 75 per cent. higher than that enumerated in 1931. It may, therefore, be expected that the degree of reliability involved in estimates of the population of Palestine will be somewhat lower than would be expected in countries not subject to such rapid change.

24. The annual estimates of the population are obtained by adding to the figures of the census of 1931 the natural increase and the net migratory increase in the period between the census and the year for which the estimate is prepared. Census figures, figures of natural increase and net migratory increase used for the compilation of these estimates are discussed in the following paragraphs.

25. The census of 1931 enumerated all the persons *de facto* in Palestine at midnight on November 18th, 1931, irrespective of whether they were residents of the country or not. Residents of the country who happened not to be present in Palestine at the time of the census were not included.

26. The estimates of population for 1932-44 are intended to be on the same basis. For various technical reasons, however, they diverge somewhat from the criterion of *de facto* population.

Firstly, two categories of the population enumerated in 1931 have been excluded from the current estimates, because information concerning changes in these categories has not been obtainable :—

- (a) The non-local members of His Majesty's Forces, numbering about 2,500 at the census of 1931, have been deducted from the census figure used as the basis for the calculation of the current estimates.
- (b) Also 66,553 Beduins enumerated in 1931 have been excluded. These belonged to tribes usually residing in the Beersheba sub-district, but found to some extent also in certain other sub-districts.

The current estimates of population include, therefore, in the main, only the civilian settled population, but persons who joined the Army and the Police Force in Palestine are also included. Enlisted Palestinians are not deducted from the population estimate when they leave Palestine on duty, as *data* on movements of the Army are not made available for the purpose of the compilation of this estimate. These persons are therefore considered to be present in the country even if they are in fact abroad

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27. The registration of births and deaths is considered to be fairly complete in Palestine. Some irregularities do, however, arise in the enumeration of natural occurrences among the non-resident population and in the sub-districts with nomadic and semi-nomadic populations. But whilst, on the whole, *data* on the natural increase are reliable, grave difficulties arise in the case of the *data* on migratory increase. Here lies the second reason for departure from the criterion of *de facto* population adopted in 1931. The principle followed in the current process of calculating population estimates is to consider as net *de facto* migratory increase (increase of the *de facto* population through migration) the difference between the numbers of the recorded arrivals and recorded departures. Recorded arrivals include transit travellers, temporary visitors, immigrants and residents returning. Recorded departures include transit travellers, temporary visitors and residents departing. Three points should be borne in mind in this respect :—

- (a) Records considered are only those of the civilian population. Movements of the military are not taken into consideration and, in addition, during the war movements of Polish, Greek and other refugees have not been included.
- (b) Not all the migratory movements are recorded. It is well known that a considerable movement of illegal immigration occurs across the borders of Palestine. Since 1939 records are kept of illegal immigrants enumerated in ships, arrested or inferred from reliable evidence and are included in the population estimates. These records are not complete and similar *data* for previous years are not known. No allowance has therefore been made for illegal immigration in the years previous to 1939.
- (c) Net migration is the residuum of a vast movement of arrivals and departures. In 1932-44, out of 2,119,732 arrivals and 1,861,510 departures, net immigration was 258,222. In so large a movement account must be taken of the possibility of cumulative errors during the fourteen years which have elapsed since the census.

28. In the case of Moslems, uncertainty in the definition of "settled" population, incompleteness of records of natural increase and a certain amount of illegal immigration (mainly from neighbouring countries) are the factors most capable of introducing a margin of error in the compilation of population estimates.

29. The Jewish population has grown mainly from migratory increase and consequently incompleteness of the records of immigration is a factor tending to cause understatement in the estim-

ates of the Jewish population. A rough idea of the order of magnitude of underestimate may be obtained by comparing (a) the current estimates at the end of the past three years with (b) estimates compiled by the Jewish Agency and (c) estimates compiled by the Food Controller.

Date	(a) Estimates of the Dept. of Statistics	(b) Estimates of the Jewish Agency	(c) Estimates of the Food Controller	(d) Revised <i>de facto</i> estimate
31st December 1942	484,408	517,000	528,000	—
31st December 1943	502,912	537,000	542,000	—
31st December 1944	528,702	565,000	567,600	553,600

The Food Controller's figures are in general exaggerated though less so for the Jewish population, residing, in the main, in areas in which a system of points rationing was in force, than for the other sections of the population. On the other hand they are not intended to include enlisted soldiers, who are included in the *data* of the Department of Statistics and in those of the Jewish Agency.

The *data* of the Jewish Agency are based partly on censuses of Jews taken in Haifa (1938), in Jerusalem (1939) and in rural districts and small towns (1941-43), and partly on estimates of migratory movements differing from the official records. They include also an estimate of a certain number of persons alleged not to have been enumerated in 1931.

By examining detailed *data* on the Jewish population by localities, as resulting from the three sources, an attempt has been made to prepare a revised *de facto* estimate for the end of 1944 (column (d) above). This estimate cannot, however, claim complete reliability and should be considered as a conservative one. No attempt has been made to correct estimates for previous years.

30. The compilation of estimates of the population by localities is even more complicated than the compilation for the whole of Palestine and results in less reliable *data*, since no records are kept in Palestine either of internal migrations or places of residence of immigrants and emigrants. However, since these estimates are required for administrative purposes, they are compiled as a routine matter by the Department of Statistics at the end of every year. They are obtained by adding to the population (of each religion) enumerated in each town or sub-district in 1931, the natural in-

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crease in the area. In addition a part of the migratory increase is allotted to each area. In the case of the Jewish population account has also been taken of local enumerations carried out by the Jewish institutions since 1931.

31. A detailed revision of the current estimate as at the end of 1944 has been prepared by the following method :—

- (a) Birth and death rates by localities and religions have been compiled for the period 1938-44 on the basis of the figures of births and deaths in these years and the current estimates of population in the same years.
- (b) Rates of fertility and mortality for the same years have been compiled by a method independent of the population estimates.
- (c) By comparing (a) with (b), systematic underestimates and over-estimates in certain localities have been discovered and corrected.
- (d) *Data* compiled by the Food Controller have been used for comparison, account being taken of the fact that in certain sub-districts and, in particular, in areas where there was no system of points rationing, the figures are exaggerated.
- (e) For the Jewish population *data* compiled by the Statistical Department of the Jewish Agency have also been employed for further corrections.

The results are shown in the figures for 1944 contained in tables 8(a), 8(b) and 8(c).

CHAPTER VII.

IMMIGRATION.

Section 1.

IMMIGRATION LEGISLATION AND ITS ADMINISTRATION SINCE MAY, 1939.

The Immigration Ordinance, No. 38 of 1933*, was in force at the time at which the Royal Commission investigated the problems of Palestine; that is to say that its administration was conducted under conditions of a world at peace when machinery was at the disposal of the Department of Migration in Europe through the services of His Majesty's passport control officers and consuls.

2. The war progressively destroyed that machinery and until Europe is re-established it would serve no useful purpose to describe that machinery in any detail. Very briefly, the administration of the legislation lay with the Department of Migration in Palestine which was able to secure the requirements of the law through the services of His Majesty's diplomatic officers abroad. As war progressed, the diplomatic missions were withdrawn and communication with Europe behind the enemy lines became impossible. Since the liberation of Europe the administration has been conducted partly through the High Commissioner and certain diplomatic officers in Eastern Europe and partly through the military formations in Western Europe. These communications involve in many instances the Foreign Office, Ambassadors, the War Office and the Colonial Office. A certain simplification has recently been made by reintroducing control in Western Europe through the Department of Migration and the visa sections of His Majesty's embassies in Paris and in Rome.

3. So much for administrative channels. The important changes lie in the realm of policy and are expressed through amendments in the immigration legislation itself.

4. Until 1938 Jewish immigration into Palestine was conducted solely according to the capacity of the country to absorb new arrivals, the formula adopted in the White Paper of 1922. This operative principle of policy was expressed through the Immigra-

* Drayton, Vol. II, page 745.

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tion Ordinance in force up to 1937 and is, with certain modifications to be discussed later, reproduced in the Immigration Ordinance, 1941. A description of the legislation as it stood in 1937 is given in the succeeding paragraphs.

5. Immigrants had to satisfy two sets of conditions. First they must qualify as immigrants in the several categories; and secondly they (and travellers also) must not be disqualified for admission to Palestine in virtue of certain statutory disabilities.

6. The several categories of immigration and their definitions are found in rule 4(1) of the Immigration Rules* which provides as follows:—

“No person shall be granted an immigration certificate or permit unless he belongs to one of the following categories:—

CATEGORY A.

Persons of independent means who shall be deemed to include:—

(i) any person who is in *bona fide* possession and freely disposes of a capital of not less than one thousand pounds:

Provided that, if the person is to engage in agriculture, the capital may include land, implements and stock, and that regard may be had to the value of land, implements and stock placed at his disposal for a term of years and any advance of money made to him for a term of years by an agency recognized by the Government for assisting agricultural settlement and, if the person is to engage in industry, the capital may include the site for an industrial establishment and machinery and regard may be had to the value of land placed at his disposal for a term of years and any advance of money made to him for a term of years by an agency recognized by the Government for assisting industrial enterprises;

(ii) any person who, being a member of a liberal profession, freely and without restriction of time disposes of a capital of not less than five hundred pounds:

Provided that:—

(a) in the computation of such capital the Director** may, in his discretion and in respect only of such part of such capital as he may in each case deem proper, have regard to the value of any implements and stock of such person's profession owned by such person, and

(b) the Director is satisfied that the need exists in Palestine for additional members of such profession.

(iii) any person who, being skilled in certain trades or crafts, freely and without restriction of time disposes of a capital of not less than two hundred and fifty pounds;

* Drayton, Vol. II, page 757.

** The Director of the Department of Immigration.

Provided that:—

- (a) in the computation of such capital the Director may, in his discretion and in respect only of such part of such capital as he may in each case deem proper, have regard to the value of any implements and stock of such person's trade or craft owned by such person, and
- (b) the Director is satisfied that the economic capacity of Palestine is such as to allow such person to be absorbed in the practice of his trade or craft;
- (iv) any person who has a secured income of not less than four pounds a month, exclusive of earned income;
- (v) any person who is in *bona fide* possession of and freely disposes of a capital of not less than five hundred pounds:

Provided that:—

- (a) in the computation of such capital the Director may, in his discretion and in respect only of such part of such capital as he may in each case deem proper, have regard to the value of any implements and stock of the pursuit which such person states his intention of entering owned by such person, and
- (b) the Director is satisfied that:—
 - (i) the settlement of such person in Palestine will not lead to the creation of undue competition in the pursuit which such person states his intention of entering, and
 - (ii) his capital is sufficient to ensure him a reasonable prospect of success in that pursuit, and
 - (iii) he is qualified and physically fit to follow such pursuit.

CATEGORY B.

Persons whose maintenance is assured, who shall be deemed to include:—

- (i) any orphan of less than sixteen years of age whose maintenance in or by a public institution in Palestine is assured until such time as he is able to support himself;
- (ii) any person of religious occupation whose maintenance is assured;
- (iii) any student whose admission to an educational institution in Palestine and whose maintenance is assured until such time as he is able to support himself.

CATEGORY C.

Persons who have a definite prospect of employment in Palestine.

CATEGORY D.

Dependants of permanent residents or immigrants belonging to Categories A, B(ii) and C:

Provided that the Director may, at his discretion, grant an immigration certificate to any near relatives (not being dependants within the meaning of the Ordinance) or fiancées of permanent residents or immigrants who are respectively wholly and directly dependent upon such permanent residents or immigrants."

7. The several disabilities are found in Section 5(1) of the Immigration Ordinance, 1941, which is reproduced below; with the omission of the words in italics this section is identical with the corresponding section in the 1933 Ordinance.

"No foreigner to whom this Ordinance applies shall enter Palestine who:—

- (a) is a lunatic, idiot or mentally deficient; or
- (b) is a prostitute; or
- (c) is likely to become a pauper or a public charge; or
- (d) not having received a free pardon, has been convicted in any country of murder or an offence for which a sentence of imprisonment has been passed, and, by reason of the circumstances connected therewith, is deemed by the High Commissioner to be an unsuitable person for admission into Palestine; or
- (e) is deemed by the Director*, from information officially received by him, to be an unsuitable person for admission into Palestine; or
- (f) is shown by evidence which the High Commissioner may deem sufficient, to be likely to conduct himself so as to be dangerous to peace and good order in Palestine or to excite enmity between the people and the Government of Palestine or to intrigue against the Government's authority in Palestine; or
- (g) if he desires to enter Palestine as a traveller or as a temporary labourer, has not in his possession a valid passport issued to him by or on behalf of the Government of the country of which he is a subject or citizen, or some other document establishing his nationality and identity to the satisfaction of the High Commissioner, which passport or document must bear, if a British passport, a valid endorsement and, if any passport or similar document other than a British passport, a valid visa granted by a British Consular or Passport Control Officer or an immigration officer, to which passport or document must be attached a photograph of the person to whom it relates, unless such person is a Moslem woman:

Provided that in special cases the High Commissioner may grant permission to enter Palestine as a traveller or as a temporary labourer to any person who, either by reason of the fact that he is not recognised as a subject or citizen of any country or otherwise, is *bona fide* unable to obtain such

* The Director of the Department of Immigration.

a passport or document but is, in his opinion, a suitable person for admission as a traveller into Palestine: or

- (h) if he desires to enter Palestine as an immigrant, has not in his possession in addition to a valid passport or similar document as required by paragraph (g) hereof, an immigration certificate or permit granted by the Director in accordance with any rules made under this Ordinance:

Provided that in special cases the High Commissioner may grant permission to enter Palestine as an immigrant to any person who, either by reason of the fact that he is not recognized as a subject or citizen of any country or otherwise, is *bona fide* unable to obtain such a passport or document, but is, in his opinion, a suitable person for admission as an immigrant into Palestine; and

Provided also that immigration certificates shall not be required from the wives and unmarried children under the age of eighteen years, of persons, who, having been born in Palestine and being Ottoman nationals, have failed to acquire Palestinian citizenship; or

- (i) is suffering from any disease which is declared by rules made under this Ordinance to be such as to disqualify him from entry into Palestine; or
- (j) refuses to comply with the requirements of any rules made under this Ordinance in the interests of public health; or
- (k) does not fulfil any other requirements which may be prescribed by rules made under this Ordinance."

8. His Majesty's passport control officers and consuls had received instructions from the Foreign Office which are based on the legislation, both Ordinance and rules. The legislation does not, of course, have force beyond Palestine but passport control officers and consuls grant visas and endorsements in virtue of these instructions and hence the purposes of the legislation are secured.

9. CATEGORY A(1) (£P.1,000). These immigrants must not be disqualified within the meaning of section 5 of the Ordinance and must satisfy the immigration authority that they have at least £1,000 in *bona fide* possession and at free disposal. Granted these conditions foreigners had before 1938 an absolute right to enter Palestine as immigrants in this category. There has been, and probably still is, much fraudulence in this form of immigration.

Some of these people enter Palestine as travellers and seek to be registered as immigrants in Category A(i) under rule 2(1)(b). Scrutiny is then required as to the origin of the qualifying capital. If the authority is satisfied that the capital is in *bona fide* possession and at the free disposal of the applicant he may be registered as an immigrant in Category A(i).

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10. CATEGORY A(ii) (£.500 AND THE PROFESSIONS). This category has been virtually closed since 1935 on the ground that £.500 capital is not enough for the establishment of professional enterprise, and that the professions of law and medicine are already undesirably overcrowded.

Immigration in this category is subject to the discretion of the immigration authority who must be satisfied that the need exists in Palestine for additional members of the several professions.

11. CATEGORY A(iii) (£.250 AND THE CRAFTS). This form of immigration is subject to the discretion of the immigration authority who must be satisfied that the economic capacity of Palestine is such as to allow the prospective immigrant to be absorbed in the practice of his trade or craft. This category of immigration has been virtually closed for some years.

12. CATEGORY A(iv) (SECURED INCOME OF AT LEAST £.4 PER MONTH). Immigration in this category is small in volume. Pensioners and the beneficiaries of trust funds are admitted in this class and, if young enough, augment their secured income by occupational activity in Palestine. The mere deposit of a capital sum in a bank which thereafter pays the minimum amount monthly by drafts on the capital until the capital is exhausted is practically never accepted as qualifying the prospective immigrant in this category unless that person is old in years.

13. CATEGORY A(v) (£.500 AND GENERAL ENTERPRISE). Immigration in this category is subject to the discretion of the immigration authority who must be satisfied that the capital is sufficient to ensure reasonable prospect of success in the pursuit to be followed, that the settlement of the prospective immigrant in that pursuit will not cause undue competition and that the prospective immigrant is qualified and physically fit to follow the pursuit. This category of immigration has been virtually closed for some years for the reason that £.500 is usually not enough to ensure permanent establishment of the prospective settler in Palestine.

14. CATEGORY B comprises persons whose maintenance is assured. The control lies in the fact that a bond is required from the institution making application for the immigrants and that application is made in Palestine to the immigration authority. Conditions of war have virtually extinguished this form of immigration.

15. CATEGORY B(ii) (PERSONS OF RELIGIOUS OCCUPATION) was a source of some trouble at the end of 1934 and during part of 1935 since the Rabbinical Council assumed responsibility for compa-

ratively large numbers of rabbis, ritual slaughterers, etc., which they could not have discharged had a serious decline in prosperity occurred. Conditions of war have virtually extinguished this form of immigration.

16. CATEGORY B(iii) (STUDENTS) had been utilized to facilitate quasi-illegal immigration since some students admitted either did not report to the educational institution which had made application for their admission to Palestine or, having reported and remained a short time with the institution, had not completed their studies, both classes entering the labour market. To some extent this abuse has been offset by deductions from the estimated number of vacancies in the labour market which the labour schedule (Category C) is designed to fill. But generally the position has been unsatisfactory not only for the immigration authority but for reputable educational institutions like the Hebrew University. Conditions of war virtually closed this category.

17. CATEGORY C (LABOUR). Immigration in this category is that of persons who have a definite prospect of employment in Palestine. The evidence of definite prospect of employment is provided by the prospective employer who guarantees the prospective immigrant that he is in a position to employ him at a stated salary and will continue to employ him in that employment or its equivalent for a minimum period of years. For purposes of administration employers of labour, therefore, make application for the prospective immigrant, and in the rules under the Ordinance the Executive of the Jewish Agency is a kind of conglomerate employer of labour. The minimum period for the guarantee of the employer of labour is one year.

18. Immigration in this category was controlled by a labour schedule prepared once in six months in which is laid down the maximum number of persons by sex, trades, industries and callings who may be admitted with immigration certificates under Category C during the period covered by the schedule. The High Commissioner approved the schedule which was then published in aggregate form in the Palestine Gazette after which it became operative for the period to which it related.

19. Special conditions were attached to the labour schedule in so far as it was allotted to the Jewish Agency; these conditions were concerned, for the most part, with the ages, sex and conjugal condition of the immigrants and their degree of skill, training and competence.

The greater part of the schedule was in fact assigned to the Jewish Agency, the immigration authority retaining a small de-

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partmental reserve intended primarily to satisfy the needs of non-Jews in Palestine for immigrant labour and assistance, and secondarily for Jews who failed to come within the special conditions applied to that part of the schedule granted to the Jewish Agency but who nevertheless had good ground for admission to Palestine in Category C.

20. The size of the labour schedule was determined by the High Commissioner after consideration of the request by the Jewish Agency for the introduction of labour immigrants and of the recommendations by the immigration authority. The Jewish Agency in collaboration with an officer of the Department of Migration made a survey of the industrial, economic and labour conditions of Jewish life in the country upon which to formulate their request. The officer of the department reported independently to the head of the department. In addition, the department made a rough survey of Arab unemployment at the same time. The High Commissioner thus had before him a survey of Jewish conditions supplied by the Jewish Agency, a survey of Jewish conditions made at the same time and on the same material by a public officer, corrected and adjusted if need be by the head of the department, and a rough survey of Arab unemployment at or about the same time. Accordingly the High Commissioner had before him the material which enabled him to give effect to the prescriptions of policy in the White Paper of 1930, as interpreted by the Prime Minister's (Mr. J. Ramsay Macdonald's) letter to Dr. Weizmann dated the 13th February, 1931.

The labour schedule once approved, the immigration authority prepared the necessary immigration certificates and issued them in instalments to the Jewish Agency who then allocated them to the several Zionist Palestine offices in the world to be granted to selected immigrants.

21. CATEGORY D (DEPENDANTS). The definition of 'dependant' is given in section 2 of the Ordinance. Up to 1938 it was:—

“ 'Dependant' means a person who is, or who will on arrival in Palestine be, wholly and directly dependent for maintenance and support upon an immigrant or a permanent resident, and is related to such immigrant or permanent resident as being:—

(a) his wife, or

(b) his or his wife's parent or grandparent, or

(c) his or his wife's daughter, grand-daughter, sister or niece, who is either unmarried or a widow or divorced, or

(d) his or his wife's son, grandson, brother or nephew, who is under the age of eighteen years or, being over that age, is permanently disabled and incapable of supporting himself.”

In administration there are two broad classes of dependants; first, those who accompany immigrants on arrival and these are practically invariably wives and minor children; secondly, those who arrive on certificates granted on approved applications submitted by permanent residents in Palestine.

It will be seen that the definition prescribed a wide area of dependency; secondly, that its meaning was obscure on various points. For practical application, it was held that the phrase " ' dependant' means a person who is, or will on arrival in Palestine be wholly and directly dependent for maintenance and support upon an immigrant or a permanent resident" must generally mean that the prospective immigrant would be, in fact, dependent on the immigrant or permanent resident during the residence of the dependent immigrant in Palestine. This is confirmed by the undertaking in terms given by the applicant in the form of application (Appendix VI to the rules under the Ordinance) that he undertakes to maintain the immigrant for so long as he remains in Palestine.

On the other hand it is clear that minor children would at some later date enter the labour market and make their own living.

There was also the difficulty that some people claimed that the phrase "will on arrival in Palestine be dependent" meant only that the immigrant would not become a charge to the public revenues on arrival and that nothing prevented such persons from seeking and accepting employment.

22. Towards the end of the year 1934 the immigration authority was threatened with actions (*mandamus*) in the High Court in respect of this matter: and, coincident with this, there was an increase in the volume of applications for dependants of permanent residents of Palestine.

The Government was advised that, while the view taken by the immigration authority in regard to dependent immigration was in accordance with the intention of the legislation, the actual terms of the legislation were open to a different interpretation. As a result, the authority drafted a definition of 'dependant' which was designed to express more closely the policy in regard to this form of immigration, having regard to the principle that immigration was to be conducted in accordance with the capacity of the country to absorb new arrivals. It will be realised that 'dependent' immigration, unpredictable in dimension, might easily disturb estimates of the economic capacity of the country to absorb labourers in so far as dependants entered the labour market. While the draft proposed definition was under discussion it was

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undesirable to risk action (*mandamus*) in the High Court, with the result that the immigration authority approved applications for dependants which in some cases ran contrary to the attitude previously adopted on the subject.

23. Discussions of the matter with the Secretary of State crystallized in the autumn of 1935 and finally the approved draft of the proposed definition was communicated to the High Commissioner and it was decided that it would be enacted if the immigration authority received a rule absolute from the High Court. In fact, however, the immigration authority was not so challenged because the Jewish authorities did not wish the large definition of 'dependant' to be narrowed, hoping for a wide interpretation when conditions allowed. Nevertheless, since the beginning of 1936 the admission of dependent immigration was conducted in the spirit of the revised draft definition.

The draft revised definition of 'dependant' was :—

“(1) The wife, any child under 18 years of age, and any fatherless grandchild under that age, of an immigrant or of a permanent resident; or

(2) a person

(i) who is a relative other than a relative mentioned in paragraph (1) hereof of an immigrant or of a permanent resident; and

(ii) as to whom the Director is satisfied that he or she will be wholly and directly dependent for maintenance and support upon such immigrant or permanent resident upon arrival in Palestine, and is likely to be so dependent;

(a) in the case of a person of 18 years of age or more, throughout his residence in Palestine, and

(b) in the case of a person under that age, during such time after his arrival in Palestine as the Director shall in his discretion consider reasonable in all circumstances of the case”.

This draft definition restricted the area of dependency and at the same time, by giving discretionary powers, restricted the possibility of actions in the High Court.

24. The matter was of very great importance because a substantial proportion of the dependants became wage earners and were usually unskilled. In times of decline of prosperity it is this class of worker that suffers most hardily; and the capacity of the permanent resident “to maintain and support” these dependants also shrinks, so that a crisis involving serious general unemployment might create a problem of gravity as regards the livelihood of these people.

25. The preceding paragraphs describe the position as it was when the Royal Commission began to investigate.

Having considered the policy and the legislation expressing that policy the Royal Commission recommended*, among other things, that there should be a political high level of Jewish immigration to cover all categories and that the level should be fixed for the following 5 years at 12,000 a year and that in no circumstances during that period should more than that number be allowed into the country in any one year; further, that the numbers actually admitted should be subject to the economic absorptive capacity of the country. That recommendation was adopted. A further important recommendation of the Royal Commission was that the definition of 'dependant' then in force should be modified to ensure a greater control over that form of permanent settlement**. This recommendation was adopted by His Majesty's Government.

26. These and other new principles deriving from the recommendations of the Royal Commission were expressed in legislative form in the Immigration (Amendment) Ordinance, 1937***. The provision which secured the numerical limit to the annual volume of immigration was —

"5A. The High Commissioner may, in his unfettered discretion, by Order in the Gazette, exercise all or any of the following powers, that is to say, he may —

- (1) prescribe the maximum aggregate number of foreigners to be admitted to Palestine as immigrants during any specified period;
- (2) prescribe categories of immigrants and fix the maximum numbers of persons to be admitted in respect of any category.

This section shall expire on the 31st March, 1938, or on such later date as the High Commissioner in Council with approval of the Secretary of State by notice in the Gazette may appoint."

By the High Commissioner's Order in Council of the 14th March, 1938†, the date appointed for the expiry of this provision was 31st March, 1939.

27. In April, 1939, by the Immigration (Amendment) Ordinance, 1939, the Ordinance was further amended and section 5A

* Royal Commission's report, Chapter X, para. 97. See also Chapter XXII, para. 49(2).

** *Ibid.* Chapter X, paras. 83-85.

*** Vol. I of 1937, legislation, page 285

† Vol. II of 1938, legislation, page 363

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thereof (quoted in paragraph 26 above) was replaced by the following :—

“5A. The High Commissioner may, in his unfettered discretion, by Order in the Gazette, exercise all or any of the following powers, that is to say, he may —

- (a) prescribe the maximum aggregate number of immigration certificates to be granted in any specified period under the rules in Schedule I of the principal Ordinance;
- (b) prescribe categories of immigrants and fix by category the maximum numbers of immigration certificates to be granted in any specified period under the rules in Schedule I of the principal Ordinance.”

(2) This section shall be deemed to have come into force upon the 31st day of March, 1939.”

The general effect of this provision was that it enabled the immigration authority to decline to admit persons in any of the categories who might, without that provision, claim to be admitted as having the necessary qualifications prescribed by the law.

28. In May, 1939, His Majesty's Government presented the White Paper (Command Paper No. 6019) in which their policy towards Palestine was formulated. The effective provisions of that policy, in so far as it affected immigration, were contained, as follows, in paragraph 14 :—

(1) Jewish immigration during the next five years will be at a rate which, if economic absorptive capacity permits, will bring the Jewish population up to approximately one-third of the total population of the country. Taking into account the expected natural increase of the Arab and Jewish populations, and the number of illegal Jewish immigrants now in the country, this would allow of the admission, as from the beginning of April this year, of some 75,000 immigrants over the next five years. These immigrants would, subject to the criterion of economic absorptive capacity, be admitted as follows :—

- (a) For each of the next five years a quota of 10,000 Jewish immigrants will be allowed, on the understanding that shortage in any one year may be added to the quotas for subsequent years, within the five years' period, if economic absorptive capacity permits.
- (b) In addition, as a contribution towards the solution of the Jewish refugee problem, 25,000 refugees will be admitted as soon as the High Commissioner is satisfied that adequate provision for their maintenance is ensured, special consideration being given to refugee children and dependants.

(2) The existing machinery for ascertaining economic absorptive capacity will be retained, and the High Commissioner will have the ultimate responsibility for deciding the

limits of economic capacity. Before each periodic decision is taken, Jewish and Arab representatives will be consulted.

(3) After the period of five years' no further Jewish immigration will be permitted unless the Arabs of Palestine are prepared to acquiesce in it.

(4) His Majesty's Government are determined to check illegal immigration, and further preventive measures are being adopted. The numbers of any Jewish illegal immigrants who, despite these measures, may succeed in coming into the country and cannot be deported will be deducted from the yearly quotas.

This policy has been administered from the 1st April, 1939, to the present time, the several immigration Ordinances being consolidated in the Immigration Ordinance No. 5 of 1941*.

29. It has already been pointed out that war changed the administrative channels, but it did more than that because considerations of the security of His Majesty's Forces and the Allies' lines of communications became of first importance. Practically the whole of Europe outside Russia was either occupied by the enemy or under his domination. Serious strategic threats towards the whole of the Middle East were developed by way of North Africa and South-Eastern Europe. A further consequence of the war was that the distinction in the White Paper between immigrants in annual quotas of 10,000 and immigrants who might be admitted as refugees in the special supplement of 25,000 disappeared. Allocations of immigration authorities by categories and to specific countries became less and less possible. A brief summary of the several decisions taken to fulfil the requirements of the White Paper in conditions of war is given in the succeeding paragraphs.

30. Soon after the outbreak of war His Majesty's Government decided, on grounds of policy, not to facilitate in any way immigration of Jewish or other refugees from Germany or territory occupied by Germany. This was interpreted to mean that no facilities for Palestine were to be granted to any person who left Germany or German occupied territory after the date of the outbreak of war. This rule, however, was relaxed in the case of holders of immigration certificates who had succeeded in leaving Germany at the beginning of the war. Officers of the Department of Migration and the Frontier Control Service were sent to Italy and other countries in South-Eastern Europe to examine all such holders of certificates and to make arrangements for their onward journey to Palestine. All neutral countries were warned that persons arriving from Germany (including German occupied territory) would not be granted facilities for Palestine without individual examination.

* Laws of 1941, Vol. I, page 6.

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31. Under these arrangements about 3,000 immigrants and returning residents from central Europe received facilities to proceed to Palestine during the early months of the war. Thereafter His Majesty's Government decided, for reasons of security, that no facilities were to be granted to any person of whatever nationality who came from or who had visited German territory since the beginning of the war.

32. At the beginning of December, 1939, the position so far as Jewish emigration from Europe was concerned may be summarized as follows :—

- (a) His Majesty's Government decided on grounds of policy not to facilitate in any way immigration of Jewish or other refugees from Germany or territory occupied by Germany :
- (b) while maintaining the decision not to assist the exodus of 'enemy' nationals it was decided to admit to Palestine Jewish holders of valid immigration certificates who had succeeded in leaving Germany and were then in Allied or neutral territory and those who arrived in such countries subsequently and were able to shew that withdrawal of the certificate would involve hardship.

As Europe was being overrun by the Germans numbers of prospective immigrants who had received immigration certificates were prevented from proceeding to Palestine. When it became plain that these certificates could not be used Government authorized the issue of 'replacement' certificates which were granted mainly to refugees in allied or neutral territory.

The total number of such certificates issued between the beginning of the war and June, 1941, was 1,336.

33. As the war proceeded the orders first given by His Majesty's Government were relaxed to permit the immigration of the following classes of persons :—

- (a) in May, 1940, the wives and children of authorized immigrants resident in Palestine and returning residents;
- (b) in August, 1940 —
 - (i) children up to 15 years of age;
 - (ii) adult refugees of special standing such as public workers, writers, men of science and rabbis whom the Jewish Agency considered to be deserving of special help; and
 - (iii) responsible officials of the Jewish Agency in Germany and German occupied territory who stayed behind to assist Jewish immigrants till the last moment.

Classes (ii) and (iii) were later generally known as Veteran Zionists.

In practice very few immigrants in classes (a) or (b) were able to leave Germany or German occupied territory during the first three years of the war, but by arrangements with the Protecting Power a considerable number of documents of identity purporting to establish a right to enter Palestine was sent to Jews in enemy territory, and the following arrangements were made:—

- (c) lists containing particulars of wives and children of residents and returning residents were sent at first through the British passport control officer, Istanbul ('Istanbul' list) and later through the Foreign Office to the representatives of the Protecting Power;
- (d) lists containing the names of 'Veteran Zionists', the number far exceeding the original 250 authorized under (b)(ii) and (iii) above, were sent through His Majesty's Government in the United Kingdom to the Protecting Power, and
- (e) a considerable number of individual 'protection' certificates was sent direct by the Jewish Agency to Jews in Europe, these certificates declaring that the holders were approved for selection as suitable immigrants.

34. The certificates accompanying the Istanbul and Veterans lists and the Jewish Agency certificates were not effective to any extent in helping refugees to leave enemy territory, but they were the means of saving many lives. In all probability central German authorities never regarded these certificates as having validity but the local authorities in many parts of Germany and German occupied territory appear to have regarded the holders of these certificates as having some form of foreign protection and therefore not liable to forced labour or to deportation to the extermination camps.

35. No organized emigration from occupied Europe took place at any time during the war even when authority was given for specially approved parties. At one time Government authorized the grant of immigration certificates to 1,000 children and 200 adults in France, but in spite of prolonged negotiations through the Protecting Power the scheme failed to materialize.

There was, however, a fair amount of unorganized emigration. Individuals in small parties succeeded by bribery or with the help of the underground movements in escaping from Europe from time to time through the Balkans into Turkey. During the first three years of the war such refugees escaping from Europe were still the subject of the general prohibition referred to above.

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36. Towards the end of 1942, however, His Majesty's Government, taking into consideration the grave danger to which the refugees were exposed if compelled by the Turkish Government to return to Europe, authorized the British passport control officer, Istanbul, to grant immigration visas for Palestine to any Jew arriving in Turkey from Europe provided the security authorities raised no objection. Under this arrangement 6,027 immigrants (4,912 adults and 1,115 children) received facilities to proceed to Palestine as immigrants.

37. Towards the end of 1943 it became apparent that the total number of Jewish immigrants likely to be admitted during the five years ending at the 31st March, 1944, would not amount to 75,000.

On the 10th November, 1943, the Secretary of State made the following statement in the House of Commons regarding the admission to Palestine, after the 31st March, 1944, of the balance of the number of Jewish immigrants outstanding under the White Paper policy :—

“The Statement of Policy relating to Palestine which was issued as a White Paper in May, 1939, provided for the admission to Palestine of 75,000 Jewish immigrants during the period of five years ending 31st March, 1944, subject to the criterion of the economic absorptive capacity of the country. It was contemplated that there should be an annual quota of 10,000 and, in addition, as a contribution towards the solution of the Jewish refugee problem, 25,000 refugees would be admitted as soon as adequate provision for their maintenance was assured.

The war has prevented the fulfilment of this programme. The number of Jews who entered Palestine legally or illegally up to 30th September, 1943, against the total of 75,000 to be admitted under the existing quota system is 43,922. There are thus 31,078 who, it may be fairly assumed, would have reached it before 31st March, 1944, but for the exigencies of the war. His Majesty's Government have been considering this position, and have reached the conclusion that it would be inequitable to close the doors of Palestine to these persons on account of the time factor. No effort will be lacking on the part of His Majesty's Government to facilitate their arrival, subject to the criterion of economic absorptive capacity”.

38. The following is a summary of Jewish immigration during the period of five years ended at the 31st March, 1944 :—

Total provided under the White Paper		75,000
Legal immigrants	31,221	
Illegal immigrants	19,965	51,186
Balance		<u>23,814</u>

39. In February and March, the Jewish Agency submitted to His Majesty's Government in London proposals regarding the continuation of Jewish immigration after the 31st March, 1944, and asked for further immigration quotas to be granted. In amplification of his declaration of the 10th November, 1943, the Secretary of State, after an interview granted to representatives of the Jewish Agency on the 30th March, 1944, directed a reply (5th April) to be sent to the Jewish Agency, the essential points of which are the following :—

- (a) the potential balance of Jewish immigration after the 31st March, 1944, was 19,500, but the greater part of this number was already committed under quotas granted during the period of the war;
- (b) immigration authorities granted before the July-September, 1943, quota period, except in the case of persons in enemy and enemy occupied territories to the number of 18,700, will be regarded as cancelled;
- (c) quotas granted since September, 1943, will automatically lapse, if not used, within six months after expiration of the quota period;
- (d) the bulk of the remaining places after the 31st March, 1944, will be reserved for refugees from enemy and enemy occupied territories;
- (e) no quotas will be granted for other countries, but a limited number of certificates may be allotted to 'safe' countries, regard being had to economic absorptive capacity, if a convincing case can be made out in each individual case.

40. The Jewish Agency in their letter of the 16th April, in reply to the Secretary of State, submitted the following further proposals :—

- (a) that the 18,700 certificates still remaining unused should be unfrozen and re-allotted;
- (b) that Jews escaping from enemy countries or liberated by His Majesty's Forces be eligible to receive permits;
- (c) that holders of permits in 'safe' countries, who have not been able to proceed to Palestine within the period of validity of their permits on account of transport difficulties, should have the validity of their permits extended;
- (d) that a quota of 6,000 be authorized for the period April-June, 1944, for Jews in 'safe' countries whose rehabilitation in Palestine is urgent;
- (e) that the practice of granting quotas should continue; and

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(f) that the refugees in Mauritius be eligible for immediate admission to Palestine and that they be given an opportunity to enlist in Palestinian units.

41. The Secretary of State in reply (15th May) to the Agency refused to grant any of the Agency requests but agreed to certain modifications, which are described below :—

(a) persons in 'safe' countries prevented from coming to Palestine by difficulties of transport may have the validity of their certificates extended provided that the total of 75,000 places shall not have been filled;

(b) a proportion of the places remaining to be filled may be allotted to persons in territories liberated or to be liberated.

42. On the 14th September, 1944, the Jewish Agency submitted that the policy of reserving the balance of places for Jews in enemy territory should be reviewed since it had become obvious that very few Jews would be able to leave the territories remaining under German control.

43. The Secretary of State, having considered the representations, directed that the following decisions were to be communicated to the Jewish Agency :—

(a) it is agreed that places should be re-allocated to cover the admission of 10,300 persons from the Balkans, Italy, France, Switzerland, Belgium, Aden and Turkey;

(b) for the present not more than 1,500 immigrants will be permitted to enter Palestine in any one month from 1st October; the monthly rate of entry may be reviewed at 1st January, 1945, in the light of the position at that time;

(c) in view of the changed situation in the Balkans the undertaking conveyed to the Jewish Agency in Colonial Office letter of the 12th July, 1943, that in future all Jews, whether adults or children, who may succeed in escaping to Turkey, will be eligible for onward transport to Palestine, is now withdrawn:

(d) with the exception of commitments in respect of Iberia other commitments or promises, including those arising out of the Colonial Office letters of the 5th April and 15th May, 1944, will be met from the total of 10,300 places now re-allocated;

(e) it will not be possible to make an additional re-allocation until the present re-allocation is nearing completion. Thus if the Agency desire to find room in Palestine for Jews from other countries than those mentioned in (a) above or for more Jews from any particular country there will be correspondingly fewer places for Jews from the remaining countries.

44. At the end of May, 1945, the Secretary of State authorized a further allocation of 3,000 immigration certificates.

45. The immigration account at the end of December, 1945, was as follows :—

Certificates available (subject to economic absorptive capacity) under the policy declared in Command Paper 6019 of May, 1939 :

(a) a quota of 10,000 a year for five years beginning on the 1st April, 1939	50,000
(b) supplementary refugee certificates	25,000
	<u>75,000</u>

Immigration authorities granted between the 1st April, 1939 and the 31st March, 1944, about	67,000*
---	---------

Actual arrivals 1st April, 1939, to 31st December, 1945 —

Legal immigrants	54,727	
Illegal immigrants (pro- visional)	<u>20,304</u>	75,031
Balance of account on 1st January, 1946, 75,000 minus 75,031		<u>—,031</u>

The account reveals that the provision for Jewish immigration under the White Paper was exhausted by the end of 1945. Arrangements have been made to continue Jewish immigration at a rate not exceeding 1,500 immigrants a month.

* The number of wives and children of immigrants is not known with certainty.

Section 2.

IMMIGRATION STATISTICS.

46. The following tables show :—

Table I.	Number of immigrants annually by race.
Table II.	Principal sources of Jewish immigration.
Table III.	Country of previous abode of immigrants arriving 1936.
Table IV.	Country of previous abode of immigrants arriving 1937.
Table V.	Country of previous abode of immigrants arriving 1938.
Table VI.	Country of previous abode of immigrants arriving 1939.
Table VII.	Country of previous abode of immigrants arriving 1940.
Table VIII.	Country of previous abode of immigrants arriving 1941.
Table IX.	Country of previous abode of immigrants arriving 1942.
Table X.	Country of previous abode of immigrants arriving 1943.
Table XI.	Country of previous abode of immigrants arriving 1944.
Table XII.	Total number of persons registered as immigrants* since the 1st April, 1939, classified by race and by country of previous abode

* Immigrants arriving and travellers registered as immigrants.

Table 1.

NUMBER OF IMMIGRANTS ANNUALLY BY RACE.
 TOTAL NUMBER OF PERSONS REGISTERED AS IMMIGRANTS.
 (Including persons who entered as travellers and subsequently
 registered as immigrants).

Year	Total	Jews	Christians	Moslems
1920 (Sept.— December)	5,716	5,514	202	
1921	9,339	9,149	190	
1922	8,128	7,844	284	
1923	7,991	7,421	402	168
1924	18,553	12,856	510	187
1925	34,641	33,801	741	99
1926	13,910	13,081	611	218
1927	3,595	2,713	758	124
1928	3,086	2,178	710	198
1929	6,566	5,249	1,117	200
1930	6,433	4,944	1,296	193
1931	5,533	4,075	1,245	213
1932	11,289	9,553	1,524	212
1933	31,977	30,327	1,307	343
1934	44,143	42,359	1,494	290
	Total	Jews	Arabs	Others
1935	64,147	61,854	903	1,390
1936	31,671	29,727	675	1,269
1937	12,475	10,536	743	1,196
1938	15,263	12,868	473	1,922
1939	18,433	16,405	376	1,652
1940	5,611	4,547	390	674
1941	4,270	3,647	280	343
1942	3,052	2,194	423	435
1943	9,867	8,507	503	857
1944	16,476	14,464	680	1,332
1945 (Jan.—Nov. inclusive)	13,984	12,032	714	1,238
TOTAL	401,149	367,845	33,304	

Table 2.

PRINCIPAL SOURCES OF JEWISH IMMIGRATION.

(Proportion per 100 Jewish immigrants coming from all countries).

Country of previous abode	1922—29	1936	1937	1938	1939	1940	1941	1942	1943	1944
ALL COUNTRIES	100	100	100	100	100	100	100	100	100	100
Poland	46	41	35	25	11	19	10	17	24	5
Russia	20	2	3	1	—	—	1	—	—	—
Germany	—	27	34	52*	58	17	3	6	1	3
Rumania	6	5	3	4	3	21	—	4	2	27
Lithuania	5	3	2	1	1	5	19	—	—	—
U.S.A.	3	1	2	1	—	—	—	—	—	—
Czechoslovakia	—	—	—	—	14	11	—	2	1	3
Others	20	21	21	16	13	27	46	71	72	62

* Including Austria.

Table 3.

COUNTRY OF PREVIOUS ABODE OF IMMIGRANTS ARRIVING
1936.

COUNTRY OF USUAL RESIDENCE	TOTAL			JEWS		ARABS		OTHERS	
	Per- sons	Males	Fe- males	Males	Fe- males	Males	Fe- males	Males	Fe- males
TOTAL	29,387	13,800	15,587	13,074	14,836	130	376	596	375
Europe:									
Austria	519	260	259	260	259	—	—	—	—
Belgium	213	121	92	119	91	—	—	2	1
Bulgaria	163	78	85	77	84	—	—	1	1
Czechoslovakia	620	310	310	307	306	—	—	3	4
Danzig	50	20	30	20	30	—	—	—	—
Denmark	21	9	12	9	10	—	—	—	2
Estonia	14	7	7	7	7	—	—	—	—
Finland	4	3	1	3	1	—	—	—	—
France	556	316	240	285	208	2	6	29	26
Germany	7,738	3,865	3,873	3,844	3,824	—	—	21	49
Great Britain	596	415	181	76	89	—	1	339	91
Greece	366	195	171	188	164	—	—	7	7
Hungary	133	65	68	65	67	—	—	—	1
Italy	263	164	99	104	65	—	—	60	34
Latvia	446	204	242	204	242	—	—	—	—
Lithuania	737	322	415	322	415	—	—	—	—
Netherlands	318	166	152	164	152	—	—	2	—
Norway	1	1	—	1	—	—	—	—	—
Poland	11,365	4,859	6,506	4,857	6,504	—	1	2	1
Portugal	9	5	4	5	4	—	—	—	—
Rumania	1366	609	757	608	752	—	1	1	4
Russia	591	290	301	290	300	—	—	—	1
Spain	41	18	23	3	5	12	17	3	1
Sweden	5	2	3	2	2	—	—	—	1
Switzerland	154	77	77	67	76	—	—	10	1
Yugoslavia	114	61	53	56	52	—	—	5	1

Table 3 (contd.).

COUNTRY OF PREVIOUS ABODE OF IMMIGRANTS ARRIVING,
1936.

COUNTRY OF USUAL RESIDENCE	TOTAL			JEWS		ARABS		OTHERS	
	Per- sons	Males	Fe- males	Males	Fe- males	Males	Fe- males	Males	Fe- males
Asia:									
Afghanistan	86	46	40	46	40	—	—	—	—
China	33	19	14	19	14	—	—	—	—
Hejaz & Nejd	6	2	4	2	3	—	1	—	—
India	7	6	1	6	1	—	—	—	—
Iraq	275	126	149	126	145	—	1	—	3
Iran	155	81	74	80	74	—	—	1	—
Koweit	12	8	4	8	4	—	—	—	—
Syria & Lebanon	315	115	200	51	50	56	134	8	16
Turkey	219	91	128	90	122	1	2	—	4
Yemen & Aden	753	374	379	374	379	—	—	—	—
Trans-Jordan	2	1	1	—	—	—	—	1	1
Africa:									
Egypt	381	121	260	57	59	11	118	53	83
Morocco	7	2	5	2	5	—	—	—	—
Sudan	18	8	10	7	10	—	—	1	—
Tripoli	37	23	14	23	14	—	—	—	—
Tunis	2	2	—	2	—	—	—	—	—
Union of South Africa	24	17	7	13	7	—	—	4	—
Others	8	4	4	—	2	1	2	3	—
America:									
Argentine	53	30	23	23	17	2	2	5	4
Brazil	23	10	13	6	9	2	—	2	4
Canada	22	9	13	6	11	—	—	3	2
U.S.A.	340	189	151	171	139	2	3	16	9
Others	139	59	80	12	11	39	61	8	8
Australia:	16	7	9	5	9	—	—	2	—
OTHER PARTS OF THE BRITISH EMPIRE	51	8	43	2	2	2	26	4	15

Table 4.

COUNTRY OF PREVIOUS ABODE OF IMMIGRANTS ARRIVING
1937.

COUNTRY OF USUAL RESIDENCE	TOTAL			JEWS		ARABS		OTHERS	
	Per- sons	Males	Fe- males	Males	Fe- males	Males	Fe- males	Males	Fe- males
TOTAL	11,363	5,515	5,848	4,749	5,106	146	435	620	907
Europe:									
Austria (Germany)	189	85	104	81	103	—	—	4	1
Belgium	74	44	30	44	30	—	—	—	—
Bulgaria	40	15	25	14	24	—	—	1	1
Czechoslovakia	220	118	102	116	95	—	—	2	7
Danzig	23	13	10	13	10	—	—	—	—
Denmark	5	2	3	2	3	—	—	—	—
Estonia	11	4	7	3	6	—	—	1	1
Finland	1	—	1	—	1	—	—	—	—
France	113	58	55	41	39	1	1	16	15
Germany	3,422	1,767	1,655	1,751	1,633	—	—	16	22
Great Britain	590	461	129	45	33	1	—	415	96
Greece	82	42	40	34	35	—	—	8	5
Hungary	41	22	19	20	16	—	—	2	3
Irish Free State	14	13	1	3	1	—	—	10	—
Italy	120	78	42	20	18	—	—	58	24
Latvia	101	46	55	46	55	—	—	—	—
Lithuania	206	83	123	83	123	—	—	—	—
Netherlands	57	32	25	31	25	—	—	1	—
Norway	7	5	2	5	2	—	—	—	—
Poland	3,547	1,595	1,952	1,590	1,949	—	—	5	8
Rumania	299	128	171	128	171	—	—	—	—
Spain	40	8	32	3	4	5	28	—	—
Sweden	2	1	1	1	1	—	—	—	—
Switzerland	31	16	15	15	14	—	—	1	1
U.S.S.R. (Russia)	341	178	163	178	162	—	—	—	1
Yugoslavia	29	16	13	12	11	—	1	4	1
Others	2	2	—	—	—	—	—	2	—

Table 4 (contd.).

COUNTRY OF PREVIOUS ABODE OF IMMIGRANTS ARRIVING,
1937.

COUNTRY OF USUAL RESIDENCE	TOTAL			JEWS		ARABS		OTHERS	
	Per- sons	Males	Fe- males	Males	Fe- males	Males	Fe- males	Males	Fe- males
Asia :									
Aden	38	20	18	20	18	—	—	—	—
Afghanistan	77	48	29	48	29	—	—	—	—
China	11	5	6	5	6	—	—	—	—
Cyprus	71	7	64	2	2	4	52	1	10
India	22	8	14	7	14	—	—	1	—
Iran	26	14	12	14	12	—	—	—	—
Iraq	180	55	75	52	71	1	1	2	3
Syria & Lebanon	388	109	279	24	52	70	198	15	29
Turkey	37	18	24	13	22	—	—	—	2
Yemen	386	167	169	167	169	—	—	—	—
Others	6	2	4	2	2	—	2	—	—
Africa :									
Abyssinia	3	—	3	—	—	—	—	—	3
Egypt	262	72	190	20	39	22	88	30	63
Sudan	1	1	—	1	—	—	—	—	—
Tripoli	17	9	8	7	8	2	—	—	—
Tunis	2	2	—	—	—	—	—	2	—
Union of South Africa	14	7	7	7	6	—	—	—	1
Others	2	1	1	—	—	—	—	1	1
America :									
Argentina	4	1	3	1	3	—	—	—	—
Brazil	19	12	7	3	6	3	1	6	—
Canada	5	3	2	3	1	—	—	—	1
Chile	20	8	12	—	—	7	12	1	—
Colombia	6	1	5	—	—	1	5	—	—
Honduras	15	4	11	—	—	4	11	—	—
Mexico	6	3	3	—	—	1	3	2	—
Peru	6	4	2	—	—	4	2	—	—
U.S.A.	148	69	79	64	78	3	3	2	3
Others	66	27	39	7	7	17	27	3	5
Oceania :									
Australia	4	4	—	2	—	—	—	2	—
New Zealand	1	1	—	—	—	—	—	1	—
UNDEFINED :	13	6	7	1	2	—	—	5	5

Table 5.

COUNTRY OF PREVIOUS ABODE OF IMMIGRANTS ARRIVING,
1938.

COUNTRY OF USUAL RESIDENCE	TOTAL			JEWS		ARABS		OTHERS	
	Per- sons	Males	Fe- males	Males	Fe- males	Males	Fe- males	Males	Fe- males
TOTAL	13,415	7,134	6,281	5,677	5,764	119	237	1338	280
Europe:									
Austria (Germany)	2,003	1,021	982	1,016	980	—	—	5	2
Belgium	44	24	20	24	19	—	—	—	1
Bulgaria	18	7	11	7	11	—	—	—	—
Czechoslovakia	400	217	183	209	183	—	—	8	—
Danzig	101	56	45	56	45	—	—	—	—
Denmark	4	4	—	4	—	—	—	—	—
Estonia	10	6	4	6	4	—	—	—	—
Finland	1	—	1	—	1	—	—	—	—
France	83	48	35	29	25	—	—	19	10
Germany	3,994	2,006	1,988	1,995	1,961	1	—	10	27
Great Britain	1,309	1,196	113	16	32	—	—	1180	81
Greece	40	26	14	12	10	—	—	14	4
Hungary	58	35	23	35	23	—	—	—	—
Irish Free State	1	1	—	—	—	—	—	1	—
Italy	170	106	64	81	57	—	—	25	7
Latvia	99	48	51	48	51	—	—	—	—
Lithuania	144	53	91	53	91	—	—	—	—
Netherlands	62	34	28	33	27	—	—	1	1
Poland	3,063	1,413	1,650	1,410	1,648	—	—	3	2
Rumania	474	243	231	243	230	—	—	—	1
Spain	7	4	3	2	2	—	—	2	1
Sweden	5	2	3	2	2	—	—	—	1
Switzerland	34	15	19	13	18	—	—	2	1
U.S.S.R. (Russia)	54	26	28	26	28	—	—	—	—
Yugoslavia	47	27	20	25	17	—	—	2	3
Others	4	2	2	2	2	—	—	—	—

CHAPTER VII.

Table 5 (contd.).
COUNTRY OF PREVIOUS ABODE OF IMMIGRANTS ARRIVING,
1938.

COUNTRY OF USUAL RESIDENCE	TOTAL			JEWS		ARABS		OTHERS	
	Per- sons	Males	Fe- males	Males	Fe- males	Males	Fe- males	Males	Fe- males
Asia :									
Aden	6	4	2	4	2	—	—	—	—
Afghanistan	11	6	5	6	5	—	—	—	—
China	3	1	2	1	2	—	—	—	—
Cyprus	27	3	24	—	—	1	6	2	18
India	7	4	3	2	2	—	—	2	1
Iran	30	21	9	20	7	—	—	1	2
Iraq	53	32	21	30	20	—	1	2	—
Syria & Lebanon	302	97	205	9	19	77	166	11	20
Trans-Jordan	14	8	6	—	—	7	6	1	—
Turkey	29	9	20	8	16	—	1	1	3
Yemen	319	170	149	170	149	—	—	—	—
Others	1	—	1	—	1	—	—	—	—
Africa :									
Abyssinia	1	1	—	—	—	—	—	1	—
Egypt	179	58	121	18	18	14	28	26	75
Morocco	4	3	1	2	1	—	—	1	—
Sudan	1	1	—	—	—	—	—	1	—
Tripoli	8	5	3	5	3	—	—	—	—
Tunis	1	1	—	1	—	—	—	—	—
Union of South Africa	12	9	3	8	3	—	—	1	—
America :									
Argentina	4	2	2	—	—	—	2	2	—
Brazil	10	4	6	—	—	4	6	—	—
Canada	4	2	2	1	—	—	1	1	1
Chile	5	3	2	—	—	—	1	3	1
Colombia	1	—	1	—	—	—	1	—	—
Cuba	2	1	1	—	—	1	1	—	—
Mexico	3	2	1	—	—	—	—	2	1
U.S.A.	96	45	51	39	39	1	3	5	9
Venezuela	7	3	4	—	—	3	4	—	—
Others	31	14	17	3	3	10	9	1	5
Oceania :									
Australia	5	3	2	3	2	—	—	—	—
New Zealand	4	2	2	—	—	—	—	2	2
UNDEFINED	6	—	6	—	5	—	1	—	—

Table 6.

COUNTRY OF PREVIOUS ABODE OF IMMIGRANTS ARRIVING,
1939.

COUNTRY OF USUAL RESIDENCE	TOTAL		JEWS		ARABS		OTHERS		
	Per- sons	Males	Males	Fe- males	Males	Fe- males	Males	Fe- males	
Total	15,650	8,260	7,890	6,882	7,032	102	188	1276	170
Europe:									
Belgium	64	29	35	29	35	—	—	—	—
Bulgaria	33	18	20	13	20	—	—	—	—
Czechoslovakia	2,174	1,145	1,029	1,145	1,029	—	—	—	—
Danzig	84	44	40	44	40	—	—	—	—
Denmark	14	9	5	9	5	—	—	—	—
Eire	3	3	—	1	—	—	—	2	—
Estonia	9	4	5	4	5	—	—	—	—
France	120	69	51	57	48	1	—	11	8
Germany	7,899	3,925	3,974	3,915	3,968	—	—	10	6
Great Britain	1,815	1,210	105	51	42	—	—	1159	63
Greece	27	15	12	7	10	—	—	8	2
Hungary	252	161	91	160	90	—	—	1	1
Italy	444	233	211	217	210	—	—	16	1
Latvia	79	39	40	39	40	—	—	—	—
Lithuania	123	44	79	44	79	—	—	—	—
Netherlands	116	63	53	61	53	—	—	2	—
Poland	1,510	584	926	582	923	—	—	2	3
Rumania	367	180	187	179	182	—	—	1	5
Spain	7	4	3	3	2	—	—	1	1
Sweden	3	2	1	2	1	—	—	—	—
Switzerland	99	53	41	55	40	—	—	3	1
U.S.S.R.(Russia)	6	2	4	2	4	—	—	—	—
Yugoslavia	56	29	27	29	27	—	—	—	—
Others	12	8	4	5	4	—	—	3	—

Table 6 (contd.).

COUNTRY OF PREVIOUS ABODE OF IMMIGRANTS ARRIVING
1939.

COUNTRY OF USUAL RESIDENCE	TOTAL			JEWS		ARABS		OTHERS	
	Per- sons	Males	Fe- males	Males	Fe- males	Males	Fe males	Males	Fe- males
Asia :									
Aden	42	35	7	35	7	—	—	—	—
Afghanistan	47	21	26	21	26	—	—	—	—
China	5	3	2	2	1	—	—	1	1
Cyprus	10	2	8	1	2	—	5	1	1
Iran	4	3	1	3	1	—	—	—	—
Iraq	36	25	11	22	11	2	—	1	—
Japan	3	2	1	2	1	—	—	—	—
Rhodes	5	2	3	2	3	—	—	—	—
Syria & Lebanon	279	98	181	12	19	74	143	12	19
Trans-Jordan	21	11	10	—	—	7	9	4	1
Turkey	17	8	9	5	6	—	—	3	3
Yemen	147	85	62	85	62	—	—	—	—
Others	1	1	—	—	—	—	—	1	—
Africa :									
Egypt	118	40	78	11	10	10	22	19	46
Morocco	7	3	4	—	—	—	—	3	4
Sudan	2	2	—	—	—	—	—	2	—
Tripoli	1	1	—	—	—	—	—	1	—
Tunis	7	2	5	2	5	—	—	—	—
Union of South Africa	2	—	2	—	2	—	—	—	—
Others	2	1	1	—	1	—	—	1	—
America :									
Argentine	11	7	4	4	4	—	—	3	—
Brazil	1	1	—	1	—	—	—	—	—
Canada	5	3	2	—	1	—	—	3	1
Chile	7	5	2	—	—	5	2	—	—
Mexico	1	1	—	—	—	1	—	—	—
U.S.A.	32	16	16	16	13	—	—	—	3
Others	10	3	7	1	—	2	7	—	—
Oceania :									
Australia	1	1	—	—	—	—	—	1	—
New Zealand	1	1	—	—	—	—	—	1	—
UNDEFINED :	9	4	5	4	5	—	—	—	—

Table 7.

COUNTRY OF PREVIOUS ABODE OF IMMIGRANTS ARRIVING
1940.

COUNTRY OF USUAL RESIDENCE	TOTAL			JEWS		ARABS		OTHERS	
	Per- sons	Males	Fe- males	Males	Fe- males	Males	Fe- males	Males	Fe- males
TOTAL	5,481	2,940	2,541	2,350	2,174	164	199	426	168
Europe:									
Belgium	119	73	46	73	46	—	—	—	—
Bulgaria	40	22	18	22	18	—	—	—	—
Czechoslovakia	491	249	242	248	242	—	—	1	—
Danzig	18	4	9	4	9	—	—	—	—
Denmark	1	—	1	—	1	—	—	—	—
Estonia	4	1	9	1	3	—	—	—	—
France	51	27	24	25	19	—	—	2	5
Germany	786	391	395	391	395	—	—	—	—
Great Britain	525	398	127	89	87	—	—	309	40
Greece	17	9	8	5	5	—	—	4	3
Hungary	106	62	44	62	44	—	—	—	—
Irish Free State	2	2	—	—	—	—	—	2	—
Italy	175	97	78	91	69	—	—	6	9
Latvia	68	37	31	37	31	—	—	—	—
Lithuania	208	114	94	114	94	—	—	—	—
Netherlands	115	67	48	67	48	—	—	—	—
Poland	886	456	430	449	426	—	—	7	4
Portugal	1	—	1	—	1	—	—	—	—
Rumania	939	483	456	483	455	—	—	—	1
Spain	1	1	—	—	—	—	—	1	—
Sweden	5	—	5	—	5	—	—	—	—
Switzerland	47	28	19	25	17	—	—	3	2
U.S.S.R. (Russia)	11	3	8	3	8	—	—	—	—
Yugoslavia	61	34	27	34	26	—	—	—	1

Table 7 (contd.).
COUNTRY OF PREVIOUS ABODE OF IMMIGRANTS ARRIVING
1940.

COUNTRY OF USUAL RESIDENCE	TOTAL			JEWS		ARABS		OTHERS	
	Per- sons	Males	Fe- males	Males	Fe- males	Males	Fe- males	Males	Fe- males
Asia :									
Aden	55	27	28	27	28	—	—	—	—
China	3	2	1	1	—	—	—	1	1
Cyprus	15	4	11	1	5	—	3	3	3
India	13	8	5	—	—	—	—	8	5
Iran	8	6	2	6	2	—	—	—	—
Iraq	43	27	16	27	16	—	—	—	—
Syria & Lebanon	291	128	163	6	11	98	121	29	31
Trans-Jordan	100	51	49	3	1	48	48	—	—
Turkey	39	18	21	16	20	—	—	2	1
Yemen	19	9	10	9	10	—	—	—	—
Africa :									
Abyssinia	1	1	—	—	—	—	—	1	—
Egypt	170	74	96	19	23	18	21	37	52
Sudan	3	3	—	—	—	—	—	3	—
Union of South Africa	1	1	—	1	—	—	—	—	—
Others	7	2	5	—	—	2	5	—	—
America :									
Argentina	1	1	—	—	—	—	—	1	—
Brazil	1	—	1	—	—	—	—	—	1
Canada	6	3	3	—	—	—	—	3	3
Chile	4	3	1	—	—	3	1	—	—
U.S.A.	17	8	9	5	3	—	—	3	6
Others	1	—	1	—	1	—	—	—	—
UNDEFINED	11	6	5	6	5	—	—	—	—

Table 8.

COUNTRY OF PREVIOUS ABODE OF IMMIGRANTS ARRIVING
1941.

COUNTRY OF USUAL RESIDENCE	TOTAL			JEWS		ARABS		OTHERS	
	Per- sons	Males	Fe- males	Males	Fe- Males	Males	Fe- males	Males	Fe- males
TOTAL	4,185	2,440	1,745	2,082	1,548	106	145	252	52
Europe:									
Belgium	1	—	1	—	1	—	—	—	—
Bulgaria	259	141	118	141	118	—	—	—	—
Czechoslovakia	10	7	3	6	3	—	—	1	—
Danzig	1	1	—	1	—	—	—	—	—
Estonia	1	1	—	1	—	—	—	—	—
France	7	2	5	2	4	—	—	—	1
Germany	87	58	29	58	29	—	—	—	—
Great Britain	218	213	5	1	2	—	—	212	3
Greece	56	30	26	30	25	—	—	—	1
Hungary	557	300	257	300	257	—	—	—	—
Irish Free State	1	1	—	—	—	—	—	1	—
Latvia	6	4	2	4	2	—	—	—	—
Lithuania	707	394	313	394	313	—	—	—	—
Netherlands	4	2	2	1	1	—	—	1	1
Poland	356	240	116	240	116	—	—	—	—
Portugal	1	1	—	1	—	—	—	—	—
Rumania	783	459	324	459	324	—	—	—	—
Spain	1	1	—	1	—	—	—	—	—
Sweden	76	41	35	41	35	—	—	—	—
Switzerland	8	3	5	3	5	—	—	—	—
U.S.S.R. (Russia)	19	8	11	8	11	—	—	—	—
Yugoslavia	376	217	159	216	159	—	—	1	—
Others	2	1	1	—	—	—	—	1	1

Table 8 (contd.).

COUNTRY OF PREVIOUS ABODE OF IMMIGRANTS ARRIVING
1941.

COUNTRY OF USUAL RESIDENCE	TOTAL			JEWS		ARABS		OTHERS	
	Per- sons	Males	Fe- males	Males	Fe- males	Males	Fe- males	Males	Fe- males
Asia :									
Aden	28	14	14	14	14	—	—	—	—
Cyprus	2	2	—	—	—	2	—	—	—
India	1	1	—	1	—	—	—	—	—
Iran	8	4	4	4	4	—	—	—	—
Iraq	83	43	40	40	35	2	5	1	—
Syria & Lebanon	137	56	81	9	10	45	68	2	3
Trans-Jordan	50	29	21	—	—	29	21	—	—
Turkey	134	79	55	73	50	—	—	6	5
Yemen	14	5	9	5	9	—	—	—	—
Africa :									
Egypt	169	69	100	20	15	28	51	21	34
Sudan	2	2	—	2	—	—	—	—	—
Tripoli	1	1	—	1	—	—	—	—	—
Union of S. Africa	2	2	—	1	—	—	—	1	—
Others	8	5	3	3	3	—	—	2	—
America :									
Canada	1	1	—	—	—	—	—	1	—
U.S.A.	5	2	3	1	2	—	—	1	1
Oceania :									
Australia	3	—	3	—	1	—	—	—	2

Table 9.

COUNTRY OF PREVIOUS ABODE OF IMMIGRANTS ARRIVING
1942.

COUNTRY OF USUAL RESIDENCE	TOTAL			JEWS		ARABS		OTHERS	
	Per- sons	Males	Fe- males	Males	Fe- males	Males	Fe- males	Males	Fe- males
TOTAL	2,990	1,765	1,235	1,287	891	179	235	289	109
Europe:									
Belgium	8	3	5	3	5	—	—	—	—
Bulgaria	59	27	32	27	32	—	—	—	—
Czechoslovakia	53	40	13	40	13	—	—	—	—
Danzig	5	4	1	4	1	—	—	—	—
France	6	4	2	4	2	—	—	—	—
Germany	129	106	23	105	23	—	—	1	—
Great Britain	150	141	9	4	4	—	—	187	5
Greece	15	6	9	6	8	—	—	—	1
Hungary	30	23	7	22	7	—	—	1	—
Italy	5	4	1	4	1	—	—	—	—
Latvia	5	4	1	4	1	—	—	—	—
Lithuania	10	5	5	5	5	—	—	—	—
Netherlands	6	4	2	4	2	—	—	—	—
Poland	371	271	100	271	100	—	—	—	—
Portugal	1	—	1	—	1	—	—	—	—
Rumania	78	51	27	51	27	—	—	—	—
Switzerland	6	3	3	3	2	—	—	—	1
U.S.S.R. (Russia)	9	3	6	3	6	—	—	—	—
Yugoslavia	1	—	1	—	1	—	—	—	—
Asia:									
Aden	134	76	58	76	57	—	1	—	—
Afghanistan	14	7	7	7	7	—	—	—	—
Cyprus	1	1	—	—	—	—	—	1	—
Hejaz & Nejd	1	1	—	—	—	1	—	—	—
India	7	5	2	3	1	—	—	2	1
Iran	20	10	10	9	9	—	—	1	1
Iraq	579	301	278	300	276	1	2	—	—
Syria & Lebanon	416	188	233	46	49	123	148	14	36
Trans-Jordan	85	29	56	—	—	25	47	4	9
Turkey	294	152	142	148	136	1	—	3	6
Yemen	98	49	49	49	49	—	—	—	—
Others	2	1	1	—	1	—	—	1	—
Africa:									
Egypt	342	208	134	61	50	28	37	119	47
Sudan	1	1	—	—	—	—	—	1	—
Tripoli	10	8	2	8	2	—	—	—	—
Union of S. Africa	13	7	6	6	4	—	—	1	2
Others	10	8	2	6	2	—	—	2	—
America:									
U.S.A.	1	—	1	—	1	—	—	—	—
UNDEFINED	15	9	6	8	6	—	—	1	—

Table 10.

COUNTRY OF PREVIOUS ABODE OF IMMIGRANTS ARRIVING
1943.

COUNTRY OF USUAL RESIDENCE	TOTAL			JEWS		ARABS		OTHERS	
	Per- sons	Males	Fe- males	Males	Fe- males	Males	Fe- males	Males	Fe- males
TOTAL	9,754	5,396	4,358	4,537	3,937	206	279	653	142
Europe :									
Belgium	7	5	2	5	2	—	—	—	—
Bulgaria	117	54	63	54	63	—	—	—	—
Czechoslovakia	76	57	19	57	17	—	—	—	2
France	17	7	10	7	9	—	—	—	1
Germany	91	65	26	65	25	—	—	—	1
Great Britain	558	542	16	2	1	—	—	540	15
Greece	14	8	6	8	6	—	—	—	—
Hungary	254	114	140	114	140	—	—	—	—
Italy	3	3	—	3	—	—	—	—	—
Latvia	7	4	3	4	3	—	—	—	—
Lithuania	6	5	1	5	1	—	—	—	—
Netherlands	1	1	—	1	—	—	—	—	—
Poland	1,991	876	1,115	876	1,115	—	—	—	—
Portugal	4	3	1	3	1	—	—	—	—
Rumania	168	87	81	87	81	—	—	—	—
Switzerland	2	1	1	1	1	—	—	—	—
U.S.S.R. (Russia)	6	6	—	6	—	—	—	—	—
Yugoslavia	19	9	10	9	10	—	—	—	—

Table 10 (contd.).

COUNTRY OF PREVIOUS ABODE OF IMMIGRANTS ARRIVING
1943.

COUNTRY OF USUAL RESIDENCE	TOTAL			JEWS		ARABS		OTHERS	
	Per- sons	Males	Fe- males	Males	Fe- males	Males	Fe- males	Males	Fe- males
Asia:									
Aden	823	510	313	510	313	—	—	—	—
Cyprus	6	1	5	1	5	—	—	—	—
India	10	6	4	2	2	—	—	4	2
Iran	42	32	10	31	10	—	—	1	—
Iraq	368	166	202	162	196	2	5	2	1
Syria & Lebanon	860	374	486	213	241	138	209	23	36
Trans-Jordan	120	62	58	—	—	49	51	13	7
Turkey	2,160	1,194	966	1,193	962	—	—	1	4
Yemen	1,598	956	642	956	642	—	—	—	—
Others	1	1	—	1	—	—	—	—	—
Africa:									
Abyssinia	1	1	—	—	—	—	—	1	—
Egypt	302	165	137	83	54	17	14	65	69
Morocco	1	—	1	—	1	—	—	—	—
Sudan	2	—	2	—	—	—	—	—	2
Tripoli	2	1	1	1	1	—	—	—	—
Union of S. Africa	6	4	2	3	2	—	—	1	—
Others	87	53	34	52	32	—	—	1	2
America:									
U.S.A.	1	1	—	—	—	—	—	1	—
Oceania:									
Australia	18	18	—	18	—	—	—	—	—
UNDEFINED	5	4	1	4	1	—	—	—	—

Table 11.

COUNTRY OF PREVIOUS ABODE OF IMMIGRANTS ARRIVING
1944.

COUNTRY OF USUAL RESIDENCE	TOTAL			JEWS		ARABS		OTHERS	
	Per- sons	Males	Fe- males	Males	Fe- males	Males	Fe- males	Males	Fe- males
TOTAL	15,800	9,212	6,588	8,026	6,136	225	300	961	152
Europe:									
Belgium	92	61	31	61	31	—	—	—	—
Bulgaria	1,482	817	665	817	665	—	—	—	—
Czechoslovakia	458	310	148	309	148	—	—	1	—
Danzig	9	6	3	6	3	—	—	—	—
France	401	286	115	284	114	—	—	2	1
Germany	455	296	159	296	158	—	—	—	1
Great Britain	889	860	29	3	4	—	—	857	25
Greece	760	386	374	385	374	—	—	1	—
Hungary	374	244	130	243	130	—	—	1	—
Irish Free State	1	1	—	—	—	—	—	1	—
Italy	45	23	22	23	22	—	—	—	—
Latvia	9	6	3	6	3	—	—	—	—
Lithuania	2	—	2	—	2	—	—	—	—
Netherlands	249	87	162	87	162	—	—	—	—
Poland	757	507	250	507	250	—	—	—	—
Portugal	67	35	32	35	32	—	—	—	—
Rumania	3,874	2,275	1,599	2,275	1,599	—	—	—	—
Spain	299	162	137	162	137	—	—	—	—
U.S.S.R (Russia)	24	9	15	9	15	—	—	—	—
Yugoslavia	223	113	110	133	110	—	—	—	—
Others	10	6	4	6	4	—	—	—	—

Table 11 (contd.).

COUNTRY OF PREVIOUS ABODE OF IMMIGRANTS ARRIVING,
1944.

COUNTRY OF USUAL RESIDENCE	TOTAL			JEWS		ARABS		OTHERS	
	Per- sons	Males	Fe- males	Males	Fe- males	Males	Fe- males	Males	Fe- males
Asia :									
Aden	24	15	9	12	9	2	—	1	—
Afghanistan	3	3	—	3	—	—	—	—	—
China	1	—	1	—	1	—	—	—	—
Cyprus	7	3	4	3	2	—	1	—	1
Hejaz & Nejd	1	1	—	—	—	1	—	—	—
India	23	11	12	11	11	—	—	—	1
Iran	404	219	185	218	184	—	1	1	—
Iraq	366	184	182	182	182	—	—	2	—
Syria & Lebanon	584	260	324	102	105	135	202	23	17
Trans-Jordan	117	65	52	—	—	57	47	8	5
Turkey	1,332	650	682	645	671	—	2	5	9
Yemen	1,801	963	838	963	838	—	—	—	—
Others	3	1	2	1	2	—	—	—	—
Africa :									
Abyssinia	1	1	—	1	—	—	—	—	—
Algeria	141	99	42	98	37	—	4	1	1
Egypt	248	102	146	28	27	30	43	44	76
Morocco	30	17	13	17	13	—	—	—	—
Tripoli	88	50	38	50	38	—	—	—	—
Tunis	3	2	1	2	1	—	—	—	—
Union of South Africa	37	20	17	19	10	—	—	1	7
Others	89	44	45	41	42	—	—	3	3
America :									
Argentina	1	1	—	1	—	—	—	—	—
U.S.A.	11	7	4	—	—	—	—	7	4
Oceania :									
Australia	1	1	—	1	—	—	—	—	—
New Zealand	2	1	1	—	—	—	—	1	1
UNDEFINED	2	2	—	2	—	—	—	—	—

CHAPTER VII.

Table 12.

TOTAL NUMBER OF PERSONS REGISTERED AS
CLASSIFIED BY RACE AND BY

Country of usual residence	1st April 1939—31st Dec. 1939				1940—1944			
	Total	Jews	Arabs	Others	Total	Jews	Arabs	Others
TOTAL	9,514	8,617	299	598	39,276	33,359	2,276	3,641
EUROPE:								
Belgium	25	25	—	—	234	280	—	4
Bulgaria	23	23	—	—	1,966	1,960	—	6
Czechoslovakia	1,779	1,773	—	6	1,115	1,106	—	9
Danzig	53	53	—	—	31	31	—	—
Denmark	14	14	—	—	2	2	—	—
Estonia	5	5	—	—	5	5	—	—
France	68	46	1	21	482	470	—	12
Germany	4,240	4,217	—	23	1,598	1,594	—	4
Great Britain	373	49	—	329	2,524	207	—	2,817
Greece	20	13	—	7	868	855	—	13
Hungary	207	204	—	3	1,328	1,325	—	3
Irish Free State	3	—	—	3	4	—	—	4
Italy	391	366	—	25	234	218	—	16
Latvia	64	64	—	—	101	101	—	—
Lithuania	93	93	—	—	944	944	—	—
Netherlands	93	88	—	5	379	376	—	3
Poland	965	959	—	6	4,453	4,432	—	21
Portugal	—	—	—	—	74	74	—	—
Rumania	302	295	—	7	5,925	5,918	—	7
Spain	10	5	—	5	301	300	—	1
Sweden	3	3	—	—	83	81	—	2
Switzerland	89	88	—	6	69	59	—	10
U.S.S.R. (Russia)	3	3	—	—	69	69	—	—
Yugoslavia	62	62	—	—	691	687	—	4
Others	3	—	—	3	12	10	—	2
ASIA:								
Aden	42	42	—	—	1,065	1,061	3	1
Afghanistan	19	19	—	—	17	17	—	—
China	2	1	—	1	4	2	—	2
Cyprus	12	4	5	3	39	22	6	11
Hejaz & Nejd	—	—	—	—	4	—	4	—
India	1	—	—	1	60	32	—	28
Iran	2	2	—	—	489	483	1	5
Iraq	20	17	1	2	1,482	1,438	34	10
Japan	4	3	—	1	—	—	—	—
Rhodes	—	—	—	—	1	—	—	1
Syria & Lebanon	280	24	220	36	2,443	804	1,375	264
Trans-Jordan	26	—	21	5	601	4	26	71
Turkey	7	2	—	5	3,984	3,923	10	51
Yemen	1	1	—	—	3,530	3,530	—	—
Others	1	—	—	1	7	5	—	2
Palestine	2	—	2	—	4	3	—	1
AFRICA:								
Abyssinia	7	—	—	7	26	1	—	25
Algeria	—	—	—	—	142	135	4	3
Egypt	112	20	26	66	1,352	405	301	646
Morocco	—	—	—	—	32	32	—	—
Sudan	2	—	—	2	11	4	—	7
Tripoli	1	—	—	1	101	101	—	—
Tunis	2	2	—	—	3	3	—	—
Union of South Africa	5	4	—	1	62	48	—	14
Others	1	—	—	1	205	181	7	17
AMERICA:								
Argentina	3	3	—	—	2	1	—	1
Brazil	—	—	—	—	1	—	—	1
Canada	7	1	—	6	9	1	—	8
Chile	7	—	7	—	4	—	4	—
Colombia	1	—	1	—	—	—	—	—
Mexico	1	—	1	—	—	—	—	—
U.S.A.	25	19	—	6	41	15	—	26
Others	17	2	14	1	1	1	—	—
OCEANIA:								
Australia	1	—	—	1	22	20	—	2
New-Zealand	2	—	—	2	2	—	—	2
UNDEFINED:	8	8	—	—	38	33	1	4

* Immigrants arriving and travellers registered as immigrants.

IMMIGRANTS* SINCE THE 1ST APRIL, 1939,
COUNTRY OF PREVIOUS ABODE*.

1st January 1945—30th Sept. 45				Total 1st Apr. 1939—30th Sept. 45.			
Total	Jews	Arabs	Others	Total	Jews	Arabs	Others
10,624	9,149	490	985	59,414	51,125	3,065	5,224
398	396	—	2	657	651	—	6
68	68	—	—	2,057	2,051	—	6
698	696	—	2	3,532	3,515	—	17
262	262	—	—	346	346	—	—
1	1	—	—	17	17	—	—
—	—	—	—	10	10	—	—
417	413	—	4	967	929	1	37
1,698	1,695	—	3	7,506	7,506	—	30
775	61	—	714	3,677	817	—	3,860
244	230	—	14	1,132	1,098	—	34
398	396	—	2	1,938	1,925	—	8
4	—	—	4	11	—	—	11
538	524	2	12	1,168	1,108	2	58
21	21	—	—	186	186	—	—
25	25	—	—	1,062	1,062	—	—
87	87	—	—	559	551	—	8
1,223	1,221	—	2	6,641	6,612	—	29
2	2	—	—	76	76	—	—
601	601	—	—	6,828	6,814	—	14
28	27	—	1	389	382	—	7
1	—	1	—	87	84	1	2
100	100	—	—	258	242	—	16
9	9	—	—	81	81	—	—
323	323	—	—	1,076	1,072	—	—
5	4	—	1	20	14	—	46
—	—	—	—	—	—	—	—
11	9	2	—	1,118	1,112	5	1
11	11	—	—	47	47	—	—
4	1	—	3	10	4	—	6
17	7	—	10	68	33	11	24
—	—	—	—	4	—	4	—
10	6	—	4	71	38	—	33
114	102	4	8	605	587	5	18
118	115	2	1	1,620	1,570	37	13
—	—	—	—	4	3	—	1
—	—	—	—	1	—	—	1
394	98	263	33	3,117	926	1,853	338
126	3	108	15	753	7	655	91
277	274	—	3	4,268	4,199	10	59
974	974	—	—	4,505	4,505	—	—
4	—	3	1	12	5	3	4
—	—	—	—	6	3	2	1
—	—	—	—	—	—	—	—
1	1	—	—	34	2	—	32
14	14	—	—	156	149	4	3
312	87	99	126	1,776	512	426	838
185	135	—	—	167	167	—	—
—	—	—	—	13	4	—	9
5	5	—	—	107	106	—	1
20	19	—	1	25	24	—	1
17	16	—	1	84	68	—	16
83	78	—	5	289	259	7	23
—	—	—	—	—	—	—	—
—	—	—	—	5	4	—	1
2	2	—	—	3	2	—	1
2	—	—	2	18	2	—	16
—	—	—	—	11	—	11	—
—	—	—	—	1	—	1	—
1	—	1	—	2	—	2	—
35	25	2	8	101	59	2	40
—	—	—	—	18	3	14	1
—	—	—	—	—	—	—	—
1	1	—	—	24	21	—	3
—	—	—	—	4	—	—	4
70	64	3	3	116	105	4	7

Section 3.

ACQUISITION OF PALESTINIAN CITIZENSHIP.

47. Palestine was one of those Asiatic territories renounced by Turkey as a consequence of the Treaty of Lausanne, 1923. In the territories so renounced treaty nationalities were established in virtue of the provisions of section II of the Treaty. This Treaty entered into force on the 6th August, 1924, and treaty nationality in Palestine runs from that date.

48. Effect was given in Palestine to the nationality section of the treaty by the Palestinian Citizenship Order, 1925, which came into force on the 1st August of that year. A series of amendments followed, culminating in the promulgation of the Palestinian Citizenship Orders, 1925 to 1941, Consolidated * which was further amended in 1942**.

49. The Palestinian Citizenship Orders, 1925 to 1942, is divided into four parts.

PART I is concerned with treaty nationality, i.e. nationality following the change of sovereignty over Palestine following the war and the renunciation of the territory by Turkey. In brief it prescribes that "Turkish subjects habitually resident in the territory of Palestine upon the 1st day of August, 1925, shall become Palestinian citizens". The effect of the amendment of 1931 was that Turkish subjects who were habitually resident in Palestine on the 6th August, 1924, but ceased to be so habitually resident before the 1st August, 1925, were deemed to have become Palestinian citizens unless, before the 23rd July, 1931, they had voluntarily acquired another nationality. Further provision was made enabling persons born in Palestine of Turkish nationality, who were abroad on 6th August, 1924, to opt for Palestinian citizenship. The applications were granted provided the applicants were able to establish unbroken personal connection with Palestine and were prepared to give a definite formal assurance of their intention to return to Palestine. The right of option expired on 24th July, 1945. The number of persons who have exercised their right of option is 465 and 87 cases are still under consideration.

PART II of the Order makes provision for persons acquiring Palestinian citizenship at birth in wedlock when the father was a Palestinian citizen at the time of the person's birth; and for

* Laws of 1944, Vol. III, page 755.

** Laws of 1942, Vol. III, page 1193.

persons born in Palestine whether in or out of wedlock who did not by birth or subsequent legitimation acquire the nationality of another state or whose nationality was unknown. With one exception other provisions of this part of the Order no longer have effect, since lapse of time has extinguished their operation. The one exception is that it is provided that for the purpose of Parts I and II of the Order the status of children below the age of 18 years (Gregorian) is governed by that of their father.

PART III of the Order is concerned with the naturalization of persons as Palestinian citizens. The applicant for naturalization must satisfy the following conditions :—

- “(a) That he has resided in Palestine for a period not less than two years out of the three years immediately preceding the date of his application.
- (b) That he is of good character and has an adequate knowledge of either the English, the Arabic or the Hebrew language.
- (c) That he intends, if his application is granted, to reside in Palestine.”

In appropriate circumstances the High Commissioner may grant speedy and exceptional naturalization under Article 7(5).

There are the usual provisions concerning the revocation of citizenship acquired by naturalization and the annulment of certificates of citizenship granted under the Articles of Part II which are now of no effect. Most of this Part of the Order is of common form in British practice in regard to the status of married women and minor children and other matters.

PART IV of the Order makes provision for the status of married women. One important change was made on the recommendation of the Palestine Royal Commission for combating illegal immigration in that women marrying Palestinian citizens should not thereby acquire Palestinian citizenship but should have the opportunity to be naturalized separately. In these cases the applications would be approved if the marriages were held to be genuine, but would be declined if the marriages were held to be fictitious and designed solely to bring a woman into Palestine as a Palestinian citizen who otherwise would not be qualified for admission under the immigration legislation. Following the British nationality law it was further provided that where a woman has married an alien and was at the time of her marriage a Palestinian citizen she shall not by reason only of her marriage be deemed to have ceased to be a Palestinian citizen unless and until she possesses the nationality of her husband.

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50. The average time required for naturalization is two months and the fee is 500 mils.

51. The number of applications submitted and naturalization certificates delivered from 1st August, 1925 to 30th September, 1945, are shown in the following table :—

Year	Applications submitted	Certificates delivered
1925—1929	20,168	15,551
1931—1934	7,978	8,161
1935—1939	44,186	40,303
1940	8,118	8,727
1941	5,511	5,691
1942	4,768	4,979
1943	3,412	3,841
1944	3,229	3,169
1945 Jan-Sept. inclusive	2,635	1,428
TOTAL	100,005	91,350

The total number of persons who acquired Palestinian citizenship by reason of the naturalization of husbands and fathers or mothers during the period August, 1925—September, 1945 was 132,616.* Complete statistics showing naturalization of non-Jews are not available. It is estimated that they represent approximately 1% of the total.

Section 4.

ILLEGAL IMMIGRATION.

(a) Manner and volume.

TYPES OF MIGRATION.

52. Migration is of various kinds and may be described in the following classes :—

- (i) *Casual*. These are minor movements between neighbouring villages. These movements are called casual, not because they are temporary or accidental—indeed, since marriage or the division of estates on death is the usual motive, they are often of permanent character—but because a change of residence from one place to another not far away does not appreciably affect the structure of the population within any of the administrative areas and does not, therefore, amount to migration in the ordinary acceptance of that term.

* Includes the figure of 91,350 shown above under "certificates delivered".

- (ii) *Temporary.* These migrations are usually concerned with the demand and supply of temporary labour in different localities, journeys on business, and pilgrimages such as those associated with religious festivals.
- (iii) *Seasonal.* These are connected in the settled population with seasonal demands for labour, such as occur in the period when oranges are picked. In the nomadic population, they are connected with the tradition of many centuries, and that tradition was no doubt founded on the economic necessities of winter and summer.
- (iv) *Semi-permanent.* These migrations are of those who retain homes in one place but earn their livelihood in another, maintaining connection with their homes where they leave their families and to which they ultimately return. These features characterise the greater part of the Arab emigrant population seeking a livelihood in the American continent. To some extent, they are a feature of a very small Arab population who provide labour in Jewish villages, although migration of this type may, for most purposes, be included in migration of the casual type, seeing that, as a rule, the distance between the place of livelihood and the place of permanent home is small.
- (v) *Permanent.* This type of migration is in the nature of colonization. Within the country, for example, the discovery of a source of wealth and prosperity in the south would be followed by a permanent migration from the central and northern parts of Palestine. In this type is, of course, included immigration of settlers into Palestine from other countries.

The problem of illegal immigration into Palestine is that concerned with permanent settlement in the country, whether by Jew or Arab, contrary to the provisions of the immigration legislation in force from time to time.

JEWISH ILLEGAL IMMIGRATION.

53. Jewish illegal immigration is effected by

- (i) illegal entry done secretly by evasion of controls;
- (ii) illegal entry done openly by ships landing on beaches;
- (iii) legal entry of travellers who overstay the period of temporary residence authorized; and

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- (iv) fictional marriage of foreign women to (a) Palestinian citizens; and (b) permanent residents who are not Palestinian citizens.

Of these methods only (2) and (3) are susceptible of record, (1) and (4) being conjectural. Moreover, it was not until 1936 that the collection of data was placed on a firm foundation. Methods (1) and (3) were the characteristics, of varying intensity, between 1919 and 1939. Method (2) was characteristic of the period May to September, 1939: the outbreak of war then made the provision of shipping almost negligible. Method (4) is always utilized to some extent but has probably been of no great significance since the outbreak of war.

54. It is clear that there is necessarily much that is conjectural in an estimate of the volume of illegal immigration. The estimated number of Jewish illegal immigrants at April, 1939, is generally held to be of the order of 30,000 to 40,000. The Jewish Agency indeed add 37,000 to the official estimates of the Jewish population of Palestine. Since then most of the illegal immigration has been recorded, though of recent months the method of secret entry has been employed. By and large the estimated number of Jewish illegal immigrants since April, 1939, is of the order of 20,000 to 25,000. It follows that the Jewish population may now include between 50,000 and 60,000 illegal immigrants who have settled in Palestine at any time since 1920 when the first Immigration Ordinance was enacted. The number of Jewish illegal immigrants recorded during 1945 is 370. In addition there has been during recent months some illegal entry by evasion of controls and therefore unrecorded. Its volume is conjectural but it may be of the order of 3,000 persons.

ARAB ILLEGAL IMMIGRATION.

55. Arab illegal immigration is mainly of the types described in the first paragraph of this memorandum as casual, temporary and seasonal. It is illegal in the sense that the entry and the mode of entry do not conform with the provisions of the Immigration Ordinance and it is therefore not susceptible of statistical record. On the other hand it is not illegal in the sense that the immigrants settle permanently in Palestine. The main causes of these movements are found in

- (a) differences in the crop prospects between Palestine and the neighbouring territories; and
- (b) the attraction of higher wages in Palestine when 'boom' conditions exist.

For example, a crop failure in the Hauran may lead to a movement into Palestine, almost entirely masculine in character, so that the migrants may acquire funds with which to recoup their losses and, on return to their own villages, invest in their normal agricultural pursuits. Conversely, if grazing conditions in Sinai are more favourable than in Palestine there will be an outward movement of the Beersheba Beduins. Similarly the 'boom' conditions in Palestine in the years 1934-1936 led to an inward movement into Palestine particularly from Syria. The depression due to the state of public disorder during 1936-1939 led to the return of these people and also to a substantial outward movement of Palestinian Arabs who thought it prudent to live for a time in the Lebanon and in Syria.

56. That each movement of this kind may lead to a residue of illegal permanent settlers is possible, but, if the residue were of significant size, it would be reflected in systematic disturbances of the rates of Arab vital occurrences. No such systematic disturbances are observed. It is sometimes alleged that the high rate of Arab natural increase is due to a large concealed immigration from the neighbouring countries. This is an erroneous inference. Researches reveal that the high rate of fertility of the Moslem Arab woman has remained unchanged for half a century. The low rate of Arab natural increase before 1914 was caused by

- (a) the removal in significant numbers of men in the early nubile years for military service in other parts of the Ottoman Empire, many of whom never returned and others of whom returned in the late years of life; and
- (b) the lack of effective control of endemic and epidemic diseases that in those years led to high mortality rates.

57. There are two other current misconceptions about the entry of Arabs into Palestine.

The first relates to the conditions under which an inhabitant of Trans-Jordan may be admitted to this country. Section 4(2) of the Immigration Ordinance, 1941, is as follows:—

“Persons habitually resident in Trans-Jordan may, unless the High Commissioner shall otherwise direct, enter Palestine direct from Trans-Jordan although they are not in possession of passports or other similar documents:

Provided that such persons shall only enter Palestine either as immigrants or as travellers or as temporary labourers within the meaning of this Ordinance.”

In April, 1939, however, the High Commissioner, using the powers granted to him by section 4(2), ordered that all persons

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habitually resident in Trans-Jordan to whom the Immigration Ordinance, 1941, applied, desiring to enter Palestine direct from Trans-Jordan, should be in possession of passports or other similar documents, and further ordered that any such persons who were not in possession of a passport or other similar document should be refused permission to enter Palestine. That is to say that the habitual residents of Trans-Jordan are admitted to Palestine on the same conditions as other foreigners.

58. The second misconception relates to the movement of certain inhabitants from the Lebanon and Syria into Palestine. The northern frontier between Palestine on the south and Syria and the Lebanon on the north intersects some properties and in other cases separates an owner or a tenant from the land in his possession. As a consequence of this state of fact a Bon Voisinage Agreement between Syria and Palestine was concluded in 1924 between the authorities of the two territories in virtue of which certain persons living on either side of the frontier might cross that frontier at will for the normal pursuit of their occupations. Such persons are required to hold border passes which they are required to produce on challenge. If the Lebanese and Syrian holders of these border passes travel beyond the sub-districts in Palestine that lie along the frontier they become illegal immigrants. These people have no intention of permanent settlement in Palestine since their homes lie to the north of the frontier.

59. The conclusion is that Arab illegal immigration for the purposes of permanent settlement is insignificant.

60. There has, however, been considerable illegal immigration of a temporary nature by Arabs from neighbouring territories in search of employment during the war years. With the deterioration of the Allied position in North Africa in 1942, Palestine became an arsenal for both offence and defence. Airfields, defences and roads had to be rapidly constructed and there arose a demand for labour exceeding the local supply.

61. As a matter of emergency, official arrangements were made, in October 1942, to bring labourers from Syria and the Lebanon under the auspices of the Army. To facilitate entry it was agreed that the labourers should be brought in compact groups by trucks and train; nominal rolls stating details of identity were accepted as collective travel documents, each labourer carrying an identity card. Under this arrangement 3,800 labourers were admitted. Of this number it is known that 713 deserted; 828 were officially repatriated; and 178 remained in employment at 31st December,

1945. The balance (2081) must be presumed to have been discharged in Palestine and either returned to their countries of origin of their own volition or remained in Palestine illegally.

62. In addition to these Syrian and Lebanese labourers who were brought to Palestine under official arrangements, inhabitants of neighbouring countries, attracted by the high rates of wages offered for employment on military works, entered Palestine illegally in considerable numbers during the War. For example, in 1942, Egyptian labour was brought into southern Palestine by civilian contractors to the military forces without any agreement with the civil administration; these contractors were employed on the construction of camps and aerodromes. No estimates are available of the numbers of foreign labourers who were so brought into the country by contractors or who entered individually in search of employment on military works.

63. In October 1944, after consultation with the military authorities, it was decided that the demand for unskilled labour was less acute and that Palestine's local manpower was considered adequate to meet both civil and military requirements. The period of emergency had passed and the time had arrived to put the law into force and to deport to their countries of origin the Syrian, Lebanese, Egyptian and other foreign labourers found to be illegally in Palestine.

64. These illegal immigrants fall into two classes :—

(a) Those employed directly by the War Department and the Royal Air Force. Recent surveys undertaken by these authorities gave a total of less than 4,000 employed by the War Department at 31st December, 1945, and about 380 employed by the R.A.F. at the same date. Over 3000 of those employed by the Army and about 300 of those employed by the R.A.F. were Egyptians; the great majority of the remainder were Syrians and Lebanese; there were also small numbers from Trans-Jordan, Persia, India, Somaliland, Abyssinia and the Hejaz. The main centres of employment are Haifa (about 1900), Sarafand (about 800), Rafah (about 600) and Nathanya (about 90). The Services authorities are not able at present to find Palestinians who could suitably replace all these foreigners and desire to retain, for the time being, nearly 2000 out of the total number employed at the end of 1945. The remainder are being repatriated under police arrangements.

(b) Those working for contractors engaged on military or R.A.F. construction or in other civil employment. When these foreign workers are discovered by the police they are repatriated.

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No precise figures of their number are available but a recent police estimate is as follows :—

(a) Haifa and Jaffa ports.	400
(b) Haifa District (excluding Haifa port)	6,580
(c) Galilee District	990
(d) Lydda District (excluding Jaffa port)	1,100
(e) Samaria District	472
(f) Gaza District	140
(g) Jerusalem District	5

Total 9,687

It is thought that nearly 7,000 of these are Syrians or Lebanese (including over 1000 Hauranis) and that the balance of about 2,700 are mainly Egyptians and Sudanese.

(b) Counter measures.

65. Measures taken to prevent illegal entry into Palestine can conveniently be described under two heads, illegal immigration by sea and illegal immigration by land.

A. ILLEGAL IMMIGRATION BY SEA.

66. Whereas prior to and during the early months of the war Greece, Rumania and Bulgaria were the principal countries of departure for illegal immigrants planning to reach Palestine by sea, the situation is now different, and, for the time being at least, the latter two countries have been replaced by Italy. The cause is to be found in the deterioration in the position of Jews of the countries of central and western Europe consequent on Nazi atrocities and in the severely restrictive policies in regard to emigration followed by the authorities in certain of the territories in Eastern Europe. The situation might be radically altered by a change of policy in Rumania and Bulgaria, and these countries could once more become important points of departure for the sea-borne traffic in illegal immigrants.

67. It is reported that there is a rapid accumulation in Italy of potential illegal immigrants from Germany, Austria and other countries of Western Europe. Similarly, though on a considerably smaller scale, there is believed to be a movement of Jews from Balkan countries to Greece having a like intention.

68. Illegal immigration by sea takes two forms :

(a) illicit embarkation on vessels bound for Palestine on legitimate occasions; and

- (b) the purchase or charter of small vessels for the secret disembarkation on the coast of Palestine of parties of illegal immigrants.

69. For the prevention of illegal immigration of both these types reliance must be placed ultimately on the Governments of the countries of embarkation. For the time being the British military authorities in Italy and Greece can afford some degree of direct assistance and can assist in making effective preventive action by the local administrations, but this situation is presumably transient, and reliance must of course be placed on the various Governments' sense of their international obligations.

70. As an interim measure and following the successful outcome of an experimental attempt, British police officers of the Government of Palestine having the powers of immigration officers will, so long as the situation permits, be sent to arrange with the British authorities at the ports of departure in Italy and Greece for effective supervision of the embarkation of parties of certified Jewish immigrants whose impending despatch to Palestine is notified to the Palestine Government.

71. The prevention of illegal immigration by means of small vessels expressly purchased or chartered for secret voyage to the Palestine coast presents considerable difficulty. Reliance must be placed in the first instance on interception at sea. The Royal Navy has power to stop vessels on the high seas in certain circumstances recognized under international usage and to conduct them into port for examination. These powers are not, however, fully comprehensive. The sea-patrols of the Palestine Police Force are of course restricted to the territorial waters of Palestine. It is thus a matter of no great difficulty for small parties of illegal immigrants to approach the Palestine coast and under cover of darkness to enter territorial waters and land without detection by sea patrols.

72. Preventive measures comprise sea-patrols by ships of the Royal Navy and launches* of the Palestine Police working in conjunction with the coastguard stations** on land.

* Three out of four of the launches of the Palestine Police were sabotaged by Jewish terrorists on the night of 31st October, /1st November, 1945, and two of these are in consequence no longer available for sea patrols. Replacements had not arrived by the end of 1945.

** Two out of four coastguard stations were attacked by Jewish terrorists on the night of 24/25th November, and severely damaged by explosives.

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B. ILLEGAL IMMIGRATION BY LAND.

73. The length of the land-frontiers of Palestine, which in the north and south follow no natural physical features, makes effective frontier-control difficult, though some relief is afforded by the relative difficulty of the journeys from the south (Egypt) and east (Iraq and Persia).

74. During the summer of 1945 there was an influx of illegal Jewish immigrants on a substantial scale from Syria and the Lebanon, in particular the former. The greater number of these illegal immigrants have evaded apprehension. To reduce this traffic military patrols are used to supplement police action and a marked reduction was achieved in consequence, though much must be attributed to the slackening of tension in the Jewish communities in the Levant as the Franco-Syrian crisis subsided and to co-operation by the Syrian authorities. Illegal immigration over the Lebanese frontier continues on a moderate but steady scale.

75. There have been reports of small numbers of Jews entering Palestine from Egypt by the surreptitious use of military transport making use of army uniforms and forged papers. The total number involved is thought not to be considerable. Preventive measures against the utilization of service facilities to evade the immigration legislation are in the hands of the military authorities; and police patrols keep other methods of entry under control and prevent the number of illegal immigrants entering by such means reaching any significant volume.

76. One case is known in which a small party of Jews endeavoured to enter Palestine *via* Trans-Jordan by the misuse of military transport; and it is suspected that small numbers may have successfully entered from Iraq by this means. Preventive measures are of the same nature as those mentioned in the case of illegal immigration from Egypt (paragraph 75).

77*. The main provision of the Palestine legislation for the prevention illegal immigration are summarised below :

(a) *The Immigration Ordinance, 1941**.*

- (1) Section 8, sub-sections (3), (4) and (5), obliges the master of any ship or person in charge of any aircraft or motor or

* Since this paragraph went to the press the legislation for the prevention of illegal immigration has been consolidated and tightened by amendments to the Immigration Ordinance, 1941, effected in Regulation 11 of the Defence (Emergency) (Amendment) Regulations, 1946 (pages 156-163 of Palestine Gazette No. 1470 of 28/1/46).

** Laws of 1941, Vol. I, page 6.

other vehicle which conveys an illegal immigrant into Palestine, or the owners or agents of such ship etc., to remove the illegal immigrant from Palestine to the country of which he is a national or from which he embarked. It also makes it an offence for the master of a ship or person in charge of an aircraft or motor or other vehicle to permit an illegal immigrant to enter Palestine by means of such ship etc.

(2) Section 11 requires the master of a ship and the person in charge of any aircraft or other means of conveyance landing passengers in Palestine to furnish a list of all passengers.

(3) Section 12, sub-section (3), makes it an offence punishable by fine not exceeding £.1000 and/or imprisonment not exceeding eight years to aid or abet or harbour persons illegally entering Palestine and also provides for the forfeiture in certain circumstances of ships not exceeding 1000 tons registered tonnage, or other means of conveyance the value of which does not exceed £P.1000, knowingly used in connection with the traffic in illegal immigrants. There is also provision for condemnation of a ship exceeding 1000 tons in a sum not exceeding £P.10,000 at the discretion of a District Court, and for its detention during the court proceedings and until the sum awarded is paid or security given.

(4) Section 13 gives powers to the preventive forces to pursue within territorial waters vessels suspected of carrying intending immigrants, to fire at such vessels if they do not bring to when required to do so, to require such vessels to depart from territorial waters, to board them, to request the master to furnish particulars of passengers and to bring the vessels into port.

(5) Section 14 provides for the detention of vessels suspected of harbouring, and of passengers suspected of being, illegal immigrants.

Except in respect of offences described above under section 12, for which heavier sentences are provided, the maximum sentences for offences under the Ordinance are a fine not exceeding £P.100 and/or imprisonment for a term not exceeding six months.

(b) *The Defence (Emergency) Regulations, 1945* *.

(1) Regulation 75 gives the preventive forces powers of entry and search of premises, vessels and other means of convey-

* Palestine Gazette No. 1442 of 27.9.45, Sup. No. 2, p. 1055, as amended in Gazette No. 1446 of 18.10.45, Sup. No. 2, p. 1195 and Gazette No. 1453 of 15.11.45, Sup. No. 2, p. 1453.

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ance suspected of being used for any purpose prejudicial to the public safety, the maintenance of public order, etc.

- (2) Regulation 77 authorises the preventive forces to stop vehicles, vessels and aircraft.
- (3) Regulation 103 provides for the forfeiture of any vessel or aircraft used to bring prohibited immigrants, i.e. persons who have entered Palestine in contravention of the Immigration Ordinance.
- (4) Regulation 104 makes the owner and agent and the master of any vessel or aircraft conveying prohibited immigrants liable to a fine of £P.1000 and/or imprisonment for eight years.
- (5) Regulation 105 gives power of arrest without warrant of a person suspected of being a prohibited immigrant and of search of vessels etc. suspected of being used in the traffic.
- (6) Regulation 105A gives the High Commissioner power (which may be delegated) to direct the detention of a prohibited immigrant.

78. Apart from preventive measures, action is taken by the police to deport persons found illegally in Palestine to their countries of origin in cases where this is practicable. This is carried out under section 10(1) (c) of the Immigration Ordinance, 1941. A deportation order may be signed by the Inspector-General of Police or the Deputy Inspector-General or Assistant Inspector-General (C.I.D.) or a Superintendent (C.I.D.) in accordance with the Immigration (Deportation Orders) Order, 1944*. As soon as such order is signed the person against whom it is issued is detained under section 10(8) of the Immigration Ordinance, the warrant of detention being signed by one of the authorities recited above under the Immigration (Custody Pending Deportation) Order, 1933**. If the deportee can produce a guarantee, he is released pending completion of formalities for deportation.

79. The arrangements for effecting deportation differ according to the nationality of the deportee :—

(a) *Syrians and Lebanese.* If in possession of a passport or any other document of travel or citizenship, such as an identity card, the deportee is escorted to the frontier control post of the Syrian or Lebanese Government and there handed over against receipt to the officer in charge. If he is not in possession of any

* Laws of 1944, Vol. 1, p. 673.

** Drayton, Vol. III, p. 1766.

documents, his particulars and photograph are forwarded to the Director General of Syrian Security Services, Damascus, in the case of a Syrian, and to the Chef des Services de la Police and de la Surete Generale, Beirut, in the case of a Lebanese, with the request that the nationality claim of the deportee be verified. If the claim is substantiated, the deportee is escorted to the frontier control concerned with a letter, addressed to the officer in charge, quoting the number and date of the letter from Syria or Lebanon as authority for acceptance. If, however, there is delay in obtaining a reply from the Syrian or Lebanese authorities the deportee is escorted to the frontier, where he is released and ordered to make his way into his country of origin in the same way as he entered Palestine; this procedure obviates the obviously undesirable alternative of keeping illegal immigrants in detention for long periods; it is not, however, adopted in the case of women, children or Jews of both sexes; these classes of person are kept in detention, unless bail is offered, until they are accepted by the Government concerned.

(b) *Trans-Jordanians*. The procedure is the same as in the case of Syrians and Lebanese. The correspondence is carried out with the officer-in-charge, Arab Legion, Amman.

(c) *Egyptians*. If in possession of a passport, an Egyptian illegal immigrant is escorted and handed over against receipt to the Egyptian passport and control officer at Kantara, who is in advance notified by telegraph of the date of arrival so that he can arrange for an escort. If he has no passport, he is produced before the Egyptian Consul in Jerusalem or Haifa for interrogation. If the Egyptian consular officer is satisfied as to the Egyptian nationality of the deportee he issues a travel document and the deportee is escorted and handed over to the Egyptian frontier authorities. If the Egyptian consular officer is not satisfied he refers the matter to his superiors in Egypt and deportation is held up until a reply is received. In cases where a reply is unduly delayed the deportee is released near the frontier and instructed to leave the country in the same way as he entered.

(d) *Sudanese*. Particulars are referred to the Sudan Agent in Cairo and deportation is held up until a reply is received. If the deportee is accepted by the Sudan Agent he is usually issued by the Egyptian Consul with an authority to pass through Egypt.

(e) *Iraqis*. If an Iraqi is in possession of a passport, a transit visa through Trans-Jordan is obtained and he is deported *via* Trans-Jordan (being escorted as far as Allenby Bridge) after a notification of his passage has been made to the officer in charge, Arab Legion, Amman. If he is not in possession of a passport, par-

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ticulars are referred to the Consul of Iraq, who, after interrogating the deportee, transmits the case to his home authorities for verification. Deportation is held up until information is received that the deportee will be accepted in Iraq.

(f) *Saudi Arabians.* If a national of Saudi Arabia is in possession of a passport he is escorted to Allenby Bridge, after a Trans-Jordan transit visa has been obtained, and directed to continue his journey home. If he is not in possession of a passport, the matter is referred to his consular representative, who interrogates him and communicates with his Government.

(g) *Nationals of other Middle East countries.* In the absence of consular representatives, statements made by these illegal immigrants cannot be verified; they are therefore instructed to leave the country under penalty of prosecution under Section 10(7) of the Immigration Ordinance, 1941.

80. The journey of a deportee up to the frontier of his country of origin is arranged by the Inspector-General. Under Section 10(5) of the Immigration Ordinance the money or property of a deportee may be applied to defray the expenses of the journey and of maintenance of himself and his dependants, but a sufficient sum is left with the deportee for subsistence on the journey. If the deportee is destitute, a sum of money is paid to him from Government funds for subsistence on the journey. Before deportation is carried out the deportee is always notified of the issue of the order of deportation.

81. Persons found near the frontier within twenty-four hours of their entry are summarily deported.

82. As a general rule persons found in the country without permission are prosecuted for an offence against Section 5 and 12 of the Immigration Ordinance before deportation. As soon as a person has been convicted of the offence, the police division concerned applies to the Inspector-General for the issue of an order of deportation, which is executed as soon as the sentence passed by the court has been satisfied. In order to avoid delay, negotiations for the verification of the nationality of the deportee are begun as soon as this application is received.

83. Labourers illegally in the country who are employed directly by the Army, Navy or Air Force are not deported, unless local workers can be found to replace them or until they are discharged from their employment.

84. Table 1 gives the actual numbers of persons (other than Jews), by country of origin, who have been deported by the police during the last five years. These figures include all foreign labour-

ers employed in Palestine on military works who have been deported, with the exception of these repatriated under the official emergency arrangement described in paragraph 61 above. Table 2 gives the number of Jews who have been deported by the police during the past five years and their countries of origin. (These figures do not include (a) those transferred to Mauritius in December, 1940, and March, 1941, and subsequently permitted to enter Palestine as immigrants in 1945 and (b) terrorist suspects deported to Eritrea in October, 1944 and 1945).

Table 1.

PERSONS DEPORTED FROM PALESTINE (OTHER THAN JEWS).

Country of origin	1941	1942	1943	1944	1945	Total
Lebanon	811	711	819	895	1,174	4,410
Syria	755	703	841	792	1,083	4,174
Egypt	245	276	436	832	632	2,421
Trans-Jordan	221	152	273	185	220	1,051
Saudi Arabia	11	6	10	21	25	73
Yemen	7	1	2	—	3	13
Iraq	7	—	—	—	3	10
Tunisia	1	1	1	—	1	4
Aden	2	1	—	—	—	3
Turkey	—	1	1	1	—	3
France	—	—	—	—	1	1
Cyprus	—	1	—	—	—	1
Algeria	—	—	1	—	—	1
	2,060	1,853	2,384	2,726	3,142	12,165

Table 2.
JEWS DEPORTED FROM PALESTINE.

Country of origin	1941	1942	1943	1944	1945	Total
Syria	31	41	52	19	24	167
Lebanon	8	—	1	1	3	13
Egypt	7	6	—	—	—	13
Iraq	—	1	1	3	—	5
Turkey	2	—	1	—	—	3
Algeria	1	1	1	—	—	3
America	2	—	—	—	—	2
Great Britain	—	2	—	—	—	2
France	—	1	1	—	—	2
Iran	1	—	1	—	—	2
Greece	1	1	—	—	—	2
Poland	1	—	—	—	—	1
Austria	1	—	—	—	—	1
Bukharia	1	—	—	—	—	1
Georgia	1	—	—	—	—	1
Bahrein	1	—	—	—	—	1
Stateless	2	—	—	—	—	2
TOTALS	60	53	58	23	27	221

Section 5.
REFUGEES.

85. During the war considerable numbers both of Jews and non-Jews found a temporary refuge in Palestine. The largest numbers originated from Greece, Poland and Czechoslovakia. Some arrived with immigration certificates, others entered the country illegally, but the majority were either brought to Palestine under military auspices and maintained in camps under W.D. supervision or were permitted to enter as travellers. Most of the Greeks, who early in 1945 numbered some 14,000, were repatriated between May and August, 1945.

86. As there is no accurate record of the numbers of persons who entered the country during the war years under arrangements made by the military authorities and as the intention of each individual to stay or return cannot be known and will no doubt depend to some extent on future circumstances in Palestine and Europe, a close estimate of the numbers of these refugees who will leave Palestine cannot be given. Some indication can, however, be obtained from the following figures of —

- (a) the approximate numbers of persons who have registered themselves either with a Government department, their own

consulate or a recognised body such as the Polish welfare delegation or the Czech repatriation mission as desirous of returning to their country of origin; these figures include both Jews and non-Jews; and

(b) non-Jewish refugees the temporary nature of whose residence in Palestine is assumed from the fact that they are not Jews, but who have not yet registered for repatriation. The two categories are thus mutually exclusive and, together, give a total which is as close an approximation as can be obtained at present.

NATIONALITY	(a)	(b)	TOTAL
Poles	2,500	5,000	7,500
Czechs	3,000	900	3,900
Greeks	300	—	300
Yugoslavs	1,800	10	1,810
Rumanians	—	300	300
Germans	—	270	270
Austrians	150	—	150
Hungarians	150	—	150
Various others	100	50	150
TOTALS	8,000	6,530	14,530

All the Greek and 600 out of the 1,800 Yugoslav refugees in category (a) are Jews; information cannot readily be obtained of the number of Jews included in the other figures in category (a), with the exception of the 100 persons classified under "various others". These 100 persons are Jewish refugees from Europe who escaped to Cyprus in the first place and were then evacuated during the war to Palestine. They are maintained by His Majesty's Government pending a decision as to their status. The figure of 5,000 Poles under category (b) includes about 300 non-Jewish deserters from the Polish Forces.

87. In addition to the 7,500 Poles included in the above figures there are about 2,500 Jewish war refugees from Poland who entered Palestine on immigration certificates and who receive relief through the Polish welfare delegation; this relief will cease as from the 1st February, 1946, and it is possible that some of these refugees may now desire to return to Poland. There is also in Palestine a considerable number, believed to be in the neighbourhood of 3,600, of Jewish deserters from the Polish Forces. It is considered unlikely that many of these will wish to leave Palestine.

88. About 80 refugees of various nationalities, who are unemployable permanently in Palestine, are maintained by the Palestine Government through the Department of Social Welfare, by

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the provision either of casual employment or monthly relief. With the exception of the Poles, the remaining refugees are either self-supporting or, in the case of some of the Jews, supported by Jewish institutions.

89. The Poles are in an entirely different position. With the removal from the Polish relief lists of 2,500 Polish Jews as mentioned in paragraph 3 above, there remain some 3,000 Poles in receipt of refugee relief allowances from funds formerly remitted by the 'London' Polish Government to their welfare delegation in Jerusalem, and now remitted by His Majesty's Government through the Interim Treasury Committee and controlled by a Palestine Government committee which is the local representative of the Interim Treasury Committee. The scale of these allowances is as follows :—

Single person	£P. 12 per month
Married couple	£P. 23 per month
Family of three persons	£P. 33 per month
Family of four persons	£P. 40 per month
Family of five or more persons	£P. 48 per month

Any excess of earnings over £P.12 per month is deducted from the basic relief payment; e.g. a single person earning £P.15 per month would receive only £P.9 in relief allowance. The total monthly cost of these relief allowances, as from the 1st of February, 1946, will be about £P.30,000. In addition about £P.35,000 per month has hitherto been expended on various welfare activities. It is not possible to say by how much this latter amount will be reduced with the removal of the 2,500 Jews from the lists. A further sum of about £P.9,000 a month is expended on education and will not be reduced on account of the removal of the Jews from the relief lists. The repatriation of Polish refugees is now under consideration by U.N.R.R.A. and His Majesty's Government.

90. U.N.R.R.A. maintain a small office in Jerusalem the head of which is entitled "Representative of U.N.R.R.A. in Palestine and the Levant". Under the directions of the Middle East office of U.N.R.R.A. in Cairo the Jerusalem office handles the registration for repatriation of such categories of European refugees as it is from time to time authorised to handle.

91. A Czech repatriation mission, of two persons, arrived in Palestine in January, 1945, and left again in August, after having registered the number of Czechs shewn under (a) in paragraph 2 above. The records of registration have now been taken over by the Czechoslovak Consul-General by whom actual repatriation arrangements will, it is understood, be made for those who cannot make their own.

CHAPTER VIII.

LAND.

Section 1.

LAND TENURE IN PALESTINE.

Legislation and types of holding.

The land law in Palestine embraces the system of tenures inherited from the Ottoman regime, enriched by some amendments, mostly of a declaratory character, enacted since the British Occupation on the authority of the Palestine Orders-in-Council, 1922-1940. The Ottoman land law probably goes back to the ancient law of Jengis Khan, to which were assimilated previously existing tenures. Later, some of the principles of Muslim religious (shari'a) law were absorbed. A distinction was made between Muslim lands, or the lands under Arab suzerainty in the days of the Prophet, and the lands conquered since the beginning of Muslim expansion. The Muslim lands were allodial and the conquered lands were feudal. Palestine was conquered territory in the mind of the Ottoman rulers. The absolute ownership of land was vested in the State.

2. The Ottoman State continued the practice of the previous rulers of divesting itself of a temporary right of user conditional upon numerous feudal burdens. At first a direct grant of this right was made to feudal lords in consideration of military service. The lords had the lands cultivated by slaves. Later, military fiefs were abolished and the slaves became direct tenants from the State. Feudal burdens were gradually removed and a limited right of disposition was assimilated to the restricted right of user.

3. The land tenures of Ottoman law consist of various modes of user the features of which are set out in the Ottoman Land Code. Not all of these modes of user are actually found in Palestine. Most of the land is held under two distinct tenures commonly referred to as *mulk* and *miri*. *Mulk* means "property". The tenure called *mulk* is a private ownership tenure. Land so owned may be called "allodial" land. It is held in absolute ownership. The holder has almost unfettered freedom in regard to its use and disposition. *Miri* is a conditional usufruct tenure of land held

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by grant from the State. The holder or possessor is a usufructuary whose tenure resembles a leasehold, subject to certain limitations on the use and disposition of the land and to the payment of certain fees. The interest is indeterminate, assignable and hereditary. The extent of *mulk* or allodial lands in Palestine is limited, and is usually only found in the old cities or in garden areas. Rural land in this category is rare.

4. Although the State land tenure of Palestine is of feudal origin, comparisons with other feudal tenures which it resembles are misleading. The law and practices regulating land tenure in Palestine are far removed for instance from English land law which is also of feudal origin.

5. Palestine land law is rendered more difficult to understand by the difficulty of translating Ottoman legal terms into English. The terms *mulk* and *miri* have not an exact counterpart in English legal terminology. Their translation as "freehold" and "leasehold" or as "estate in fee simple" and "estate tail" is misleading. "Allodium" and "feodum" or "allodial land" and "feudal lands" are only nearer approximations. Similarly the terms "vacant" for *khali*, "communal profits-à-prendre" for *matruka muraafaqa*, or "easements in common" for *matruka mahmiya*, as given in this note, must all be considered as terms suggested as giving a meaning nearest to the Turkish. It is essential to master the characteristics of the various categories in order to understand the land tenure of Palestine.

6. The Ottoman land law classifies land under five kinds or categories. These, with suggested approximate counterparts in English, are :—

1. *Mulk* = Private or allodial land;
2. *Miri* = State or feudal land;
3. *Waqf* = Land assured to pious foundations or revenue from land assured to pious foundations;
4. *Matruka* = Communal profits-à-prendre land or land subject to public easements in common;
5. *Mewat* = Dead or undeveloped land.

A more logical classification, based on the provisions of the law, would be in two main kinds, *mulk* and *miri*, with sub-divisions :—

- A. *Mulk* (Allodial or private land).
 1. *Mulk* (allodial land proper);
 2. *Waqf sahih* (allodial land in mortmain tenure).

B. *Miri* (Feudal or State land).

1. *Miri khali* (vacant State land);
2. *Miri taht et tasarruf* (private usufruct State land);
3. *Miri matruka murafaqa* (communal profits - à - prendre State land).
4. *Miri matruka mahmiya* (common easement or servitude State land).

To these can be added two more categories :—

5. *Mahlul* (escheated State land) :
6. *Waqf gheir sahih* or *takhsisat waqf* or *miri mauquf* (usufruct State land of which the State revenues are assured to pious foundations).
7. The elements of land ownership under Ottoman land tenure are :—

1. The bare ownership (*raqaba*) :
2. The enjoyment or user (*tasarruf*);
3. The disposition (*ihala*).

In a general way the category indicates the mode of tenure, the amount of control which the State retains over the land, and the extent of the rights of user and disposition of which the State has divested itself in favour of private, communal or general public interests. These divested rights are lapsable, in which event they revert or escheat to the State. If the State retains a vestige of control, though it divests itself of the usufruct user and disposition rights, the land still remains State land. If the State divests itself of all its rights, the land becomes *mulk* (allodial land).

Mulk (allodial land proper).

8. *Mulk* (allodial) land proper assumes its character when all the three elements of the ownership are vested in the holder. The owner can use and dispose of his land freely and is not obliged to cultivate or use the land profitably (in contrast to the case of a usufructuary of State land). *Mulk* may be made *waqf* (mortmain) by dedication under the religious law to charitable purposes. Succession to *mulk* is laid down by the religious law. The owner may also devise it by will, subject to the rights of the legal heirs. Where there are no heirs and no outstanding debts, *mulk* property may be devised without interference from the State. Where an owner dies intestate and without heirs, *mulk* land escheats and becomes vacant State land. As the list of heirs

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entitled to succession under religious law is almost inexhaustible, this eventuality is remote. The law applicable to *mulk* proper is the Moslem religious law or the ecclesiastical law of the community of which the owner is a member.

Waqf sahih (mortmain land).

9. When *mulk* (allodial land proper) is dedicated to pious uses, it becomes *waqf sahih* (mortmain) land. The dedication may be by deed or by devise, and is irrevocable: the land must remain to the dedicated use in perpetuity. *Waqf* (mortmain) lands of the Moslem community are regulated by the Moslem religious law. These provisions are spread over several books on Moslem law. Commonly relied upon is Umar Hilmi's "A Gift to Posterity on the Laws of Evqaf". *Waqf* (mortmain) lands belonging to non-Moslem communities (whether or not originally constituted under Moslem religious law in Ottoman times) are regulated by the ecclesiastical laws of the respective communities.

Miri (State land).

10. State lands of all categories are regulated by the special Ottoman land laws known as :—

1. The Imperial Land Law of 1274 A.H.
2. The Land Law of 1275 A.H.
3. The Law as to *Miri* (usufruct title deeds) of 1326 A.H.

These were amended by laws generally referred to as the Provisional Land Laws enacted up to 1331 A.H. (1913 A.D.). The Ordinances enacted by the Government of Palestine have not greatly modified the Ottoman land tenure.

Khali (vacant land).

11. Vacant land is land which has not been allocated by the State to any interest and in respect of which it is safe to assume that there are no grants and no rights of private persons. So long as the land remains idle, the State may, if it so desires, allow inhabitants of the vicinity to graze or fell wood and draw water therefrom gratuitously. This would not legally create any right in favour of those using the land. Leave to exercise this *ex-gratia* user may be terminated by the State at any time, particularly if it intends to allocate the vacant land to some specified use. There may be forest laws aimed at preventing wastage of forests and soil erosion. Vacant lands used as pasturing and woodfelling grounds without being allocated to any particular community exclusively are to be distinguished from the *matruka murafaqa*

(assigned communal profits-à-prendre) areas. A community has an exclusive right to profits-à-prendre user legally assigned to it.

Miri (usufruct land).

12. Land assumes the status of *miri* (usufruct) land when the *tasarruf* (usufruct) is allocated by the State to any private interest under grant (*ihala wa tafwidh*). The usufruct in State land comprises the rights of user and disposition with certain limitations. The grant of the usufruct may be express or presumed. It is express when it is embodied in a State deed of grant or in an official register. It is presumed as a "lost grant" (*haq el qarar*) from the incident of undisputed possession for a period of ten years or more, if the possessor can, in addition, establish legal origin, such as evidence of acquisition from a predecessor with a good title. Acquisitive prescription is foreign to Ottoman land tenure. In Palestine, because of historical events, by far the greatest number of grants are presumed. Most Ottoman registrations of *miri* (usufruct) titles existing in Palestine are based on a presumed or lost grant.

13. The grant of *miri* land is conditional on the payment of consideration to the State (with the exception of waste land revived with the prior leave of the State, in which case it is granted gratuitously). The consideration is two-fold. The first consideration consists of an "immediate payment" (*mu'ajala*), also called the "price of the land" (*tapu misl* or, shortly, *tapu*), and is sometimes referred to as the "fair price" (*badl misl*). The second consideration is referred to as the "deferred payment" (*mu-ajjala*) more commonly known as the annual tithe (*'ushr*). The immediate payment is a one-time payment made as an entrance fee. Under the Ottoman regime it was assessed by local experts on the basis of the fertility and situation of the land, i.e. on its economic value. The immediate payment is to-day assessed by a Commission and the Director of Land Settlement. The *mu-ajjala* (deferred payment) was a proportionate fee (originally paid in kind and later in money) on the annual produce of the land, basically a tenth or tithe, or its equivalent where the land was used for purposes other than crop raising. The Palestine Government has abolished the tithe, replacing it with land taxes based on the value of the land and having no relation to any produce.

14. The grant of the *tasarruf* (usufruct) is also, legally speaking, conditional on the land being maintained under effective cultivation or other profitable use. This was to ensure the collection of the tithe by the State. Originally *miri* (usufruct) lands were granted for ordinary seasonal grain cultivation. In 1913 A.D.

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the uses to which land could be put were extended to almost every use not repugnant to public policy, provided always that the prescribed taxes and land registry fees were paid and that the land was not alienated to *waqf* (mortmain) tenure by subterfuge, as had happened before.

15. A usufructuary may in his lifetime dispose of his usufruct right to other interests by transfer (*faragh*) on condition that he obtains the permission of the State and registers the transfer in the Land Registry. *Miri* land may be mortgaged and sold to satisfy a mortgage. The usufructuary may not in any way alienate his usufruct to *waqf* (mortmain) tenure. Usufruct land could, however, be converted into *mulk* (allodial) land if special leave was obtained from the head of the State.

16. The *tasarruf* (usufruct) automatically devolves by inheritance (*intiqa*) to statutory heirs in accordance with the special State Land Inheritance Law. It may not be devised by will. The absence of statutory heirs automatically terminates the grant of *miri* and the land becomes *mahlul* (option) land, i.e. subject, against payment, to re-grant to persons entitled to statutory options. In actual practice *mahlul* land rarely occurs in Palestine.

17. Co-sharers and those who jointly with the usufructuary enjoy servient rights of way and water easements have a right of priority to acquire the *miri* land against fair price (*badl mist*) whenever the usufructuary wishes to dispose of his rights to others.

18. If a person possesses *miri* land for more than ten years adversely to another, the latter is debarred from bringing an action for the recovery of the land because of the passage of time (*murur zaman*). This is based on the principle of "limitation of actions" but it does not necessarily destroy the right of the former usufructuary. It prevents him from asserting his rights through the court. It amounts to extinctive prescription. This rule originated from the time when there were no registrations of land, and gave the active possessors the benefit of the doubt as to legal acquisition.

19. Duly incorporated bodies (other than pious foundations constituted under religious law) have practically the same rights as private individuals in regard to the enjoyment of *tasarruf* (usufruct) in *miri* land. Ordinary trading companies may acquire land as may be required for their purposes. Companies dealing specifically with land must obtain a special licence from the High Commissioner.

20. *Miri* (usufruct) land may be held jointly by two or more co-sharers, so long as the shares are defined. There are two kinds

of joint holding : ordinary partnership (*ishtirak*) and village or clan partnership (*musha'*). In the case of ordinary partnership the land need not necessarily be distributed for purposes of cultivation periodically. In the case of village or clan partnership the land is distributed periodically (usually once in two to four years) for cultivation, which means that a usufructuary cultivates sometimes in one locality and sometimes in another. This mode of tenure must be distinguished from the communal (*matruka*) tenure. Clan partnership applies strictly to usufruct land, that is for ordinary agricultural purposes, and each shareholder has a definite share which can be freely acquired or disposed of. As contrasted with this, communal tenure applies strictly to *matruka* (communal) land, that is for profits-à-prendre benefits only; secondly, the land is assigned to the community as a whole without specific shares for the beneficiaries, and cannot be disposed of by the members of the community either jointly or severally.

21. *Miri* (usufruct) land must be registered in the Land Registry. Owing to the failure of the Ottoman land registration machinery, a great deal of land of this nature is still held without registration or under imperfect and obsolete registration. Under the Land (Settlement of Title) Ordinance* an enquiry into existing titles has been conducted since 1928 with a view to registering all titles to land. A considerable part of Palestine has already been covered and registered under a new system, resembling that called the "Torrens" system (*vide* paragraph 29 of this chapter).

Matruka murafaqa (communal land).

22. Land is *matruka murafaqa* (communal land) when the profits-à-prendre user is assigned (*takhsis*) by the State to any specified communal interest. There is very little of such land in Palestine. The assignment of the profits-à-prendre user must in every case be express. In Turkish days the assignment was invariably conveyed by letters patent of assignment in the form of imperial rescript (*firman humayun*). Limitation of actions is not operative as regards communal land. Any accretions added to communal lands by squatters can be demolished.

Matruka mahmiya (common land).

23. *Matruka* (common) land is allocated by the State for the enjoyment of the public at large, possibly for a public right of way or of assembly. In practice, the allocation is presumed from immemorial user. The rules as to the duration of the user and as to the limitation of actions are the same as for communal lands.

* Drayton, Vol. II, page 853.

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Under Ottoman practice *matruka* (communal or common lands) were not registered in the Land Registries. Since the British Occupation the Land (Settlement of Title) Ordinance requires that all such land be registered at settlement.

Mahlul (option land).

24. Land assumes the status of *mahlul* land when existing usufruct grants over *miri* land lapse for any reason. Usufruct land does not directly escheat to the State, but is open to statutory options which must be exercised within prescribed times by persons of specified classes. If the option is exercised the grant is made against payment of the immediate consideration. Otherwise, the land is auctioned. Should the auction fail because the highest bid is insufficient, *mahlul* land reverts to the State and becomes vacant State land.

Waqf gheir sahih or *miri mauquf* or *takhsisat waqf* (quasi mortmain).

25. Land of this category is not *waqf* (mortmain) land in the true sense of the word. It is *miri* land of which the State revenues are dedicated to pious uses or the usufruct of which is dedicated to pious foundations. The ownership remains vested in the State. Quasi-mortmain land is held by private usufructuaries in the same way as any *miri* (usufruct) land proper. There are extensive areas of this nature in Palestine, mostly subject to the payment of the tithe by the Government to ancient imperial Moslem pious foundations instead of incorporating such tithe in the normal State budget. The Palestine Government, under an agreement with the Supreme Moslem Council, the authority controlling Moslem pious foundations, commuted the pious foundations tithes to a fixed sum payable annually to the Supreme Moslem Council for the purpose of the Moslem pious foundations.

Quasi-*mulk* (quasi-allodium).

26. Before 1913 A.D. accretions added to usufruct land (*miri*) were deemed the *mulk* (allodial) property of the usufructuary. Allodial accretions on usufruct land could, prior to 1913 A.D., be dedicated to *waqf* (mortmain). As the inheritance law applicable to *miri* land was different from the inheritance law applicable to *mulk* property, the land was deemed to follow the accretions for the purposes of devolution. Some *miri* land, though in theory State land, becomes in practice assimilated to *mulk* land. If the accretions disappeared, the land was deemed to have recovered its *miri* status. All accretions added to State land since 1913 A.D. follow

the land, and the rules applicable to *miri* land are applied to the accretions as well.

Mawat (dead lands).

27. *Mawat* (dead lands) are unallocated or waste areas situated beyond the confines of inhabited regions which can only be rendered cultivable by special effort. Such land could be granted gratuitously to usufructuaries if revived with the State permission, as an inducement to controlled development of waste lands. clandestine revival was penalised by the payment of a consideration. Nowadays, the development of "waste" land without prior leave from the State is legally a trespass. The conclusion is that *mawat* should have no significance and should be deemed undeveloped "vacant land" proper which cannot be possessed except by allocation from the State.

Section 2.

THE SETTLEMENT OF TITLE TO LAND.

28. The system of registration of land initiated in 1920, combined with the previous system inherited from the Turks, is described in section 3 of this chapter. That system is defective since it is not based on a cadastral survey rigorously kept up to date whereby the units of registration (parcels) are accurately defined on a plan on which they are related to all contiguous registration units, and to the national frame work of triangulation. The system may be described as a combination of a register of deeds and a register of transactions.

29. Acting on recommendations made by Sir Ernest Dowson (formerly Financial Adviser and Director-General of Surveys to the Government of Egypt, who was called in to advise), Government decided in 1927 to introduce registration of title based on the Torrens system in use in Australia and other parts of the British Empire. This is intended gradually to supersede the previous system. It involves :

- (a) division of the land, by means of a cadastral survey, into units of registration called parcels according to the category and ownership. The survey is linked to a framework of triangulation points which is related to the precise position of each parcel; the parcels are grouped in units of survey, called blocks;

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- (b) judicial investigation of all registerable rights in the parcel; and
- (c) the recording in a new land register of the title and other registerable rights affecting the land concerned in a separate folio for each parcel; on this folio are subsequently recorded the successive incidents relating to the land comprised in the parcel.

To provide for this, the Land (Settlement of Title) Ordinance was enacted in 1928*.

30. Thus by "land settlement" is meant the examination of rights to land and the solution of disputes about the ownership, boundaries, category and other registerable rights in land, its cadastral survey for the purpose, and the eventual recording of the rights in Land Registers. *It must not be confused with the settlement of people on the land.*

31. The immediate purpose of the Land (Settlement of Title) Ordinance is to establish, at a comparatively low cost to the land-owners, a clear and comprehensive record of registerable rights in the legal categories of land. The principal registerable rights are those of proprietorship, mortgages, leases for periods exceeding three years, and servitudes (usually rights of way). The record is based on plans of each block with its number and of the parcels with their numbers and areas in metric dunums and square metres.

Other aims served by the operations under the Land (Settlement of Title) Ordinance are the establishment of better records for taxation; the collection of increased fees on dispositions registered after settlement; better development from greater security of title and from the partition of land formerly held in common and periodically divided for the purpose of cultivation; increased public security through a decrease in the number of violent disputes about boundaries and possession based on claims to ownership; and the delimitation and registration of Government lands.

32. The principal stages of the operations under the Ordinance are these :—

I. After the High Commissioner has published an Order in the Palestine Gazette constituting a Settlement Area, a Settlement Officer publishes two notices in order to be in a position to proceed with the actual work of settlement in a given village. The first is a notice of intended settlement, the chief effect of which is to prevent the entering of fresh actions in the courts concerning

* Drayton, Vol. II, page 853, as amended in 1937, 1939, 1942 and 1944.

rights to land in that village. The second notice is called the Settlement Notice; it gives the date for the actual commencement of work in the village.

II. Field officers under Assistant Settlement Officers, who work under the supervision of Settlement Officers, then proceed to examine the lands parcel by parcel and to record claims on special forms devised to give as complete information as possible about each parcel and the rights pertaining to it. The field officers at this stage of the work may use croquis or block plans provisionally prepared by the Survey Department. Officers of the Survey of Palestine, as may have been previously decided upon by the directors of the two Departments concerned, may be surveying the land at the same time. In the field work and in the recording of claims, the officers in the villages are assisted by Village Settlement Committees appointed under the provisions of the Ordinance.

III. After all claims have been recorded for a block or group of blocks, schedules of claims are prepared block by block and posted for a minimum period of fifteen days in order to give publicity and an opportunity for the submission of objections and additional claims.

IV. Officers in the field then send to the Settlement Officer the plans or croquis, claims, schedules of claims, and supporting documents, together with their own reports and observations, or, if there are not many difficult disputes, the Assistant Settlement Officer may retain them at his office in the village. The whole material is then examined and a draft schedule of decisions is prepared, which is used as the basis of an investigation in public by the Settlement Officer or his duly empowered assistant at a time notified to the public. At the public investigation the draft schedule of decisions and the plans are amended where necessary and the schedules of rights and final plans are based on them.

The procedure just described is applicable to blocks of land in which there are no disputes or very few disputes or none affecting boundaries. A dispute affecting a parcel or block boundary, unless the area itself is sufficiently large and of proper dimensions to form a separate parcel, must be settled before a final plan can be prepared. If the whole of a block or most of a block is in dispute, then a Settlement Officer or an Assistant Settlement Officer with judicial powers proceeds to deal with the matter in such number of actions as may be deemed necessary. Further public investigation may not be necessary although where many parcels and persons are concerned it is often desirable to make public a draft schedule of decisions as a precautionary measure against mistakes

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after or at the same time as the delivery of the judgment. Both administrative and judicial decisions at settlement are subject to appeal to the Supreme Court by leave of the Settlement Officer or of the Chief Justice.

Between the time when inspection is made on the ground and the beginning of the hearing of an action, and even afterwards, efforts are made by the Settlement Officers to persuade disputants to reach amicable settlements. Although the Ordinance provides for voluntary arbitration, litigants very seldom refer disputes to arbitration.

V. The last stage in the work of settlement is the posting of Schedules of Rights for thirty days, after which they are sent to the Registrar of Lands concerned for entering in the new registers. Copies are also sent to the District Officers for the collection of fees and to the Director of Land Settlement for use in connection with taxation of land and the care of Government lands. Final block plans are prepared by the Survey of Palestine on the basis of preliminary plans approved by the Settlement Officer. These are distributed in the same way as the Schedules of Rights.

In some instances a right in a given parcel may be entered in a Schedule of Rights as in dispute or not settled, in order that registration of the remaining rights in the block may not be delayed at settlement. The right in dispute or doubt is subsequently settled and is notified to all interested by amending order. If any change in the final plans is necessary, this is done in the form of a "mutation", i.e. a division or a combination of parcels or both, as may be necessary.

33. The title resulting from the completion of land settlement proceedings, though not a "fully guaranteed" title, is nevertheless almost indefeasible. The Ordinance provides that a registration as a result of settlement invalidates any right conflicting with that registration.

34. After the expiry of the appeal period, no appeal lies unless some new fact is established which could not have been within the knowledge of the interested party at an earlier date, or unless the claimant suffered prejudice because, owing to sickness, minority or absence, he was not able to bring the case to court before. After the completion of settlement the register can only be rectified on the ground of fraud, but even in this case the remedy may be one of compensation against the person responsible for the fraud if for any reason the entry in the register cannot be rectified.

35. Land settlement has been warmly welcomed by all sections of the population. An almost indefeasible title, based on accurate survey, and a clear record of other registerable rights are established. The existence of unreclaimed or other forms of public Domain is disclosed. The feeling of security which derives from a good title has promoted development in areas where stagnation had long prevailed. In settled villages there is a marked absence of those violent breaches of the peace over land disputes which previously occurred with alarming frequency. The value of land with a settled title is invariably much higher than that the ownership of which is claimed on other less certain evidence.

36. In the eight years between the beginning of land settlement and the visit of the Royal Commission, 1,364,631 dunums were settled. The total area now settled (31st December, 1945), including the Ghor Mudawwara lands in the Beisan sub-District, is 4,808,458 dunums.

Section 3.

LAND REGISTRATION.

37. Following the enactment of the Ottoman Land Code, 1858, (see paragraph 3 of section 1 of this chapter) the Turkish Government passed the Land Registration Law, 1858. Prior to these dates land was held by virtue of Sultanic decrees, grants made by conquerors of various areas, judgments of both civil and Moslem religious courts, orders of administrative authorities and deeds of sale executed before the Moslem courts. Encroachment on unoccupied land belonging to the State and various other unauthorised methods accounted for large holdings. Land acquired by lawful means (such as grant from a competent authority) was, in theory at least, reported to Constantinople, where an effort was made to maintain a series of registers known as the *daftar khaqani* (imperial land registers).

38. Subsequent to the coming into operation of the Land Registration Law, 1858, the Turkish authorities proceeded to organize local land registries in various parts of the Ottoman Empire. The real object appears to have been the collection of tithe and taxes. The land registries in Palestine were apparently opened between the years 1867 and 1873. The procedure was that a *yuklama* (roll call) was held in each village. Claims submitted were subjected to a casual investigation and successful claimants

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had their rights recorded in the registers. The law required that all future dealings should be recorded in both the land and taxation registers, but it was soon apparent to the cultivators that the registers were being used as a means of identifying properties for the purpose of taxation and of disclosing the existence of persons subject to military conscription. For these reasons only a small proportion of transactions was recorded, and these chiefly concerned elderly persons, females, foreigners and those sufficiently influential to be able to avoid military service. As an index of owners, the registers therefore became hopelessly incomplete. Nor was there any survey. Areas were sometimes expressed in the quantity of seed required to sow them, or in dunums the number of which was arrived at by the merest guess. In other instances areas were entirely omitted. There was a loose verbal description of the boundaries by reference to the name of adjoining owners or physical features such as roads, streams or hills. The law provided that all land within given boundaries was the property of the recorded owner and that no regard was to be had to expressed areas. The result was that, in order to avoid taxation, a person owning some hundreds of dunums had them recorded as an area of, say, ten or twenty dunums. In effect the register, in so far as it functioned at all, was a record of transactions between persons and not one of transactions with reference to adequately defined plots of land. State Domain, the property of the Sultan in his capacity as Caliph, was not recorded.

39. The result was that, at the time of the occupation of Palestine by the allied forces in 1917 and 1918, the authorities succeeded to thirteen district land registries, the records of which were in a state of complete chaos as regards names of owners, areas and correct definition of the boundaries of the land affected. To add further to the confusion, the Turkish Army in the course of its retreat had removed many of the records to Damascus, Adana and towns in the interior of Turkey. Many of these archives have not been recovered. The Ottoman land registry records, incomplete as they are, still constitute the basis of a large number of claims to real rights in Palestine.

40. After the occupation of Palestine the military authority closed the land registries, prohibited transactions in immovable property and restrained the courts from ordering the sale of land in execution of mortgages or judgments. In 1919 Judge Williamson, then Registrar-General in the Sudan, was invited to initiate a new system of land registration in Palestine. He devised a set of registers and a series of forms, and in 1920 legislation was passed repealing the prohibition imposed by the military

authorities, establishing a land registry and providing that no disposition of immovable property should be valid unless recorded in the Land Registry, (the Land Transfer Ordinance, 1920)*. "Disposition" was defined as "a sale, mortgage, gift, dedication of *waqf* of every description, and every other disposition of immovable property, except a devise by will or a lease for a term not exceeding three years, and includes a transfer of mortgage and a lease containing an option by virtue of which the term may exceed three years". The registries opened on the 1st October, 1920.

41. The procedure of registration of all dispositions between living persons is identical. In every case the parties submit to the Registrar of Lands within whose district the property is situated a petition seeking the approval of Government. The petition is accompanied by all documents providing evidence as to title and by a certificate from the mukhtar (headman) of the village or quarter stating that the grantor is the owner of the right being disposed of and setting out the situation, boundaries and description of the property. The land is, when necessary, surveyed by a Government surveyor or a private licensed surveyor.

The petition is entered in a petition book and the title is then investigated. If the grantor establishes a good title the proposed transaction is communicated to the revenue officer to ensure that there are no outstanding Government taxes. On receipt by the Registry of a certificate that all taxes have been paid, the Registrar, or the advocate of the parties, prepares the necessary document in evidence of the transaction (sale, mortgage, lease, etc.). The documents are then read over and explained to the parties and signed before the Registrar who attests their due execution.

Ad valorem fees, based on a percentage of the value of the property (or of the amount of the loan or rental if the transaction is a mortgage or lease) are paid and the documents are then passed for inscription in the register. The original of every document is retained in the Registry. Where the transaction is for a limited interest, such as a lease or mortgage, the counterparts are handed to the parties entitled to them. In the case of an absolute disposition, such as succession or sale, certificates of registration are issued to the registered owners.

Transmission of intestate estates of deceased persons is registered on production of a certificate of succession from the competent court and evidence of the identity of the heirs. Bequests are

* Drayton, Vol. II, page 881.

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registered on production of probate or letters of administration. Provision exists for the appointment of guardians of persons under disability and for the sanction of the courts in dealing with the interests of such persons.

Matters of personal status in relation to property are complicated by the fact that there are eleven religious courts of different communities having jurisdiction.

42. The system of registration, as initiated by Judge Williamson, is defective owing to the absence of a cadastral survey, rigorously maintained to date, whereby the parcels of land affected are accurately defined on a plan on which it is related to all contiguous plots and to a national framework of triangulation. That it enjoys a large measure of public confidence is, however, shown by the increasingly large number of transactions recorded. The system may be described as a combination of a register of deeds and a register of transactions.

43. There is no guarantee of indefeasibility of title. Article 3 of the Ottoman Law of Disposition, in speaking of title deeds issued by the Land Registry says :—

“Formal title deeds are valid and executory. The civil and Moslem courts shall give judgment on these deeds and their registration without further proof. A formal title deed shall not be annulled except by judgment of a court based on lawful reasons”.

Registration made in pursuance of land settlement can be voided only on the ground of fraud.

“The legal value of an entry in the land registers and of the corresponding certificate of registration has been examined in a number of cases before the Palestine courts which appears to justify the view that such entry gives more than a merely *prima facie* title and is conclusive evidence of ownership in the absence of fraud” (Goadby and Doukhan: Land Law of Palestine, p. 308).

44. Evidence of confidence in the value of registration in the Land Registry is indicated by the increasingly large number of transactions a record of which, covering the period from the reopening of the registries on the 1st October, 1920, to the 31st December, 1945, is given in paragraph 50 below.

45. So far, reference has been made to the system of registration inherited from the Turks and to that initiated by Judge Williamson. There remains yet a third, which is intended to supersede these two.

46. As is explained in paragraph 29 above, Government decided, in 1927, to introduce registration of title based on the Torrens system in use in Australia and elsewhere. The first pre-requisite to such a system is a cadastral survey linked to a series of triangulation points forming a national framework to which can be related the precise position of any given parcel of land. A second pre-requisite is quasi-judicial investigation, carried out on the spot, to determine the category, ownership and existence of all rights in land.

47. To provide for this, the organization of the Survey Department was enlarged and a Department of Land Settlement was established. Legislation was enacted providing for land settlement and for the introduction of a new system of registration. This was designed to overcome the anomalies and deficiencies of the existing systems and to set up an orderly system of registration of title to land and registerable interests in land, based on numbered parcels in numbered registration blocks, each area being correctly measured, precisely defined in relation to adjoining land and tied to a triangulation point. Survey and settlement operations (which are detailed in section 2 above) having been completed a Schedule of Rights is served upon the Land Registrars and its contents are inscribed in the registers and form evidence of all existing rights and the basis of all future transactions. The area registered under this system up to 31st December, 1945, is 4,424,834 dunums*.

48. The new register is loose leaf in form. It omits all reference to boundaries or other verbal description. Land is described by reference to block and parcel numbers and the plan is deemed to be conclusive evidence of area and boundaries. The completion of a transaction under this system is much simpler than it was under the other systems. Names and interests recorded in the register are deemed to be conclusive without further investigation. Documents are submitted to a critical scrutiny to ensure that they comply with the law, that they create or transfer a registerable interest, that the parties are competent and that the transaction is otherwise in order. Alleged interests not entered in the register are disregarded. Registration under the system does not affect tenure or other legal incidents attaching to the interest recorded. The registers and other books used since 1920 are kept in English. Forms intended for submission to the Land Registry and documents affording evidence of transactions may be in any one of the official languages. Constant reference to the old Turkish registers is still necessary.

* Does not include the ghor mudawwara lands.

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49. Registration of title based on land settlement has been warmly welcomed by all sections of the population, whose only criticism is that progress has not been more rapid. For the first time a definite record of title based on accurate survey and a clear record of other registerable rights have been established. The existence of unreclaimed or other forms of State Domain has been disclosed. The feeling of security which derives from a clear record of good title has prompted development in areas where stagnation had long prevailed. In settled villages there is a marked absence of those breaches of the peace which previously occurred with alarming frequency and which had their origin in land disputes.

50. Land Registry fees collected and the number of transactions completed from the 1st October, 1920, to the 31st December, 1945, are as follows :—

<i>Year</i>	<i>Revenue £P.</i>	<i>Transactions</i>
1920 (October- December)	4,928	469
1921	38,913	3,361
1922	56,973	5,117
1923	41,834	6,514
1924	41,222	7,113
1925	113,165	10,761
1926	82,998	11,821
1927	57,233	9,655
1928	65,720	11,643
1929	68,247	11,290
1930	69,650	13,315
1931	74,245	14,265
1932	97,876	18,392
1933	206,124	28,293
1934	330,481	36,555
1935	455,146	49,133
1936	219,687	36,101
1937	208,323	42,009
1938	142,381	30,574
1939	131,560	20,025
1940	180,673	28,267
1941	197,401	30,134
1942	377,806	37,061
1943	709,592	41,688
1944	668,336	36,384
1945	1,215,539	44,251
TOTALS £P.	5,855,953	584,191

51. The increase in Land Registry revenue is primarily due to substantial rises in land values as the fees are, in most cases, *ad valorem* on the market value of the land affected. Interesting incidents of spectacular rises are afforded in the maritime plain where unimproved fertile land capable of irrigation with water obtainable at a reasonable depth, say, fifty metres, has risen from £P.5 to £P.40 per dunum in the last five years. Similar rises have taken place in buildings and building plots in Jerusalem, Haifa and Tel Aviv where vacant business sites in central positions have changed hands up to £P.100 per square metre. Substantial rises have also occurred in urban land ripe for building development in close vicinity to the larger towns where prices have advanced from £P.400 per dunum to £P.3000 per dunum during the past five years.

52. Between the opening of the Land Registries in October, 1920, and 31st December, 1945, Jews have purchased and registered a net area of 938,365 dunums. The assumption that they owned 650,000 dunums prior to October, 1920, is generally accepted. The total area now owned by them may, therefore, be put at about 1,588,000 dunums; this figure does not, however, include lands which are occupied by Jews, as legal tenants or otherwise, but of which the ownership is not registered in the Land Registries in the names of Jews. Table 1 at the end of this section shows the areas registered annually under Jewish ownership since October, 1920.

It should be explained that the Jewish National Fund (Keren Kayemeth Leisrael Ltd.) is prohibited by its statutes from selling any land, as all property is to be held in trust for the Jewish people*. The Hemnuta, which is a subsidiary of the Jewish National Fund, enjoys freedom of disposition and holds land which is intended for ultimate transfer to principals for whom the Fund is merely an agent or for exchange for consolidation or other purposes.

Table 2 shows the holdings of large Jewish land owners, being those holding 5000 dunums or more.

The areas owned by Jews (and shown as such in the Land Registries) in the three zones defined in the Land Transfers Regulations, 1940, are approximately as follows: in zone 'A', 409,000 dunums; in zone 'B', 560,000 dunums; and in the "free" zone, 620,000 dunums.

Areas given above are in respect of land owned by Jews and do not include areas leased by Jews from non-Jews.

* *Vide* Leviticus, XXV, 8, 23, 29-30.

Table 1.

AREAS PURCHASED BY JEWS, 1920-1945.

<i>Year</i>		<i>Dunums</i>
Area owned before 1920 (estimated)		650,000
1920	=	1,048
1921	=	90,785
1922	=	39,359
1923	=	17,493
1924	=	44,765
1925	=	176,124
1926	=	38,978
1927	=	18,995
1928	=	21,515
1929	=	64,517
1930	=	19,365
1931	=	18,585
1932	=	18,893
1933	=	36,991
1934	=	62,114
1935	=	72,905
1936	=	18,146
1937	=	29,367
1938	=	27,280
1939	=	27,973
1940	=	22,481
1941	=	14,530
1942	=	18,810
1943	=	18,035
1944	=	8,311
1945 (estimated)	=	11,000
	TOTAL	<u>1,588,365</u>

Table 2.

HOLDINGS OF LARGE JEWISH LAND OWNERS AS AT 31ST DECEMBER, 1945.

(in metric dunums).

	JEWISH NATIONAL FUND		PALESTINE JEWISH COLONIZATION ASSOCIATION		PALESTINE LAND DEVELOPMENT Co. LTD.		HEMNUTA LTD.		AFRICA PALESTINE INVESTMENT Co. LTD.		BAYSIDE LAND CORPORATION LTD.		PALESTINE KUPAT AM BANK LTD.		TOTAL
	in whole	in common	in whole	in common	in whole	in common	in whole	in common	in whole	in common	in whole	in common	in whole	in common	
GALILEE	272,000	49,600	123,800	3,900	2,200	—	—	200	—	—	—	—	—	—	451,700
HAIFA	112,600	—	60,800	—	6,000	200	—	—	9,900	—	8,500	—	6,300	2,100	206,400
SAMARIA	79,600	2,200	1,100	—	—	—	4,800	9,100	—	—	—	—	—	—	96,800
JERUSALEM	13,100	2,200	1,800	—	900	—	200	800	—	—	—	—	—	—	19,000
LYDDA	60,100	3,100	2,300	—	400	—	700	700	—	—	—	—	—	—	67,300
GAZA	63,400	2,200	—	—	—	—	—	—	—	—	—	—	—	—	65,600
TOTAL	600,800	59,300	189,800	3,900	9,500	200	5,700	10,800	9,900	—	8,500	—	6,300	2,100	906,800

Notes. (1) All areas have been taken to the nearest 100 dunums.

(2) Some areas are based on old records and will probably need revision when survey takes place.

Section 4.

SYSTEMS OF LAND TAXATION.

53. The land taxation inherited from the Turkish regime consisted of :

- (a) the A'shar (plural of 'ushr=a tenth) or the Tithes,
- (b) the Vergo or House and Land Tax, and
- (c) Musaqqafat, a tax on roofed buildings.

The Tithe :

54. Muslim law treated all land in private hands as subject to payment either of tithe or tribute. The tithe represented the share of the Sovereign, or of the community as a whole, in the produce of the soil. It was not, of course, peculiarly a Muslim institution. It occurs elsewhere in widely separated countries. Tribute was no longer being exacted by the Turks at the time of the British occupation but tithe was, in principle, still payable by all private owners.

The tithe, as its name indicates, was supposed to be equal to one-tenth of the produce. The original tithe had, however, been increased from time to time by the Ottoman Government for revenue purposes and at the time of the British occupation it was collected at the rate of $12\frac{1}{2}$ per cent. of the gross yield of the land. Crops were assessed on the threshing floor or in the field and the tithe was collected from the cultivators.

The tithe, under the Ottoman regime, was frequently not collected directly through Government agency. It was farmed out by public auction usually to influential persons who were able to provide adequate security. This practice, being open to abuse, was discontinued after the British occupation. This was followed in 1925 by the abolition of all additional percentages and the reduction of the tithe on all crops and other produce to 10 per cent.

The annual estimation of crops fostered corruption and Government found it most cumbersome. To the cultivator it interfered with the disposal of his crop. Nevertheless it had the advantage of varying according to good or bad crops.

55. In 1928, as a measure of reform, Government began to apply an Ordinance for the "Commutation of Tithes". The commuted tithe for a village, settlement or tribe was a fixed aggregate amount paid annually. It was related to the average amount of tithe that had been paid by the village during the four

years immediately preceding the application of the Ordinance to it, and was distributed by village committees under official supervision on the basis of the productivity of the land in cereals or fruit trees.

The produce of any land utilised for the purpose of agricultural instruction or research, was exempted from tithe and remissions were granted when there was destruction or failure of crops, or a fall in prices, except in the case of areas planted with citrus trees.

The following statement shows the commuted tithe payable in respect of 1934-35, the last year of its general application to the whole country :—

Treasury share	LP. 223,061	
<i>Waqf</i> share	LP. 40,777	LP. 263,838
Less remissions granted :—		
Treasury share	LP. 114,122	
<i>Waqf</i> share	LP. 16,609	LP. 130,731
Net amount payable :—		LP. 133,107
Compare the ordinary tithe payable in 1925-26 :—		LP. 326,410

The House and Land Tax (*Vergo*):

56. The House and Land Tax was levied on immovable property of every description. It was based on the capital value and varied from 4 per thousand on *miri* (rural) land to 10 per thousand on *mulk* (town) land and from 4 to 10 per thousand on built-on properties. Immovable property registered in the name of corporate bodies was originally subject to an additional tax, varying from $\frac{1}{2}$ to 1 per thousand of its assessed value, but this was abolished in 1933. The House and Land Tax had many defects, since, in the absence of a survey, identification of each property was difficult; furthermore, at the time of the British occupation no general re-assessment had been carried out for 25 years and most of the records had been lost, destroyed or taken away by the Turks.

57. After the re-opening of the land registries in 1920, the House and Land Tax became payable on the basis of the transfer price or a valuation when properties were transferred, and consequently the tax on transferred properties became much heavier than on others. In the case of properties not the subject of transfers, reliance had to be placed on tax collectors who had been in the employ of the Ottoman Government and who knew what total House and Land Tax had been payable by the inhabitants of a village. The village elders provided lists of persons liable and of the amounts payable by them.

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The Tax on Roofed Buildings (*Musaqqafat*):

58. The *Musaqqafat* Tax was applied by the Civil Administration in 1921 in Haifa, Acre and Shefa 'Amr. This tax was, by an Ottoman law, levied on built property within municipal areas at the rate of $12\frac{1}{2}$ per cent. of the annual value. This rate combined both the Government and the municipal taxes and was payable by the owner. It replaced the *Vergo* on built-on property but not on vacant land. The tax was first collected by the British authorities at the rate of $8\frac{1}{3}$ per cent. of the annual value but, from 1926, the rate was raised to 11 per cent. The tax was collected by Government, by whom $3\frac{1}{3}$ per cent. was retained, 5 per cent. (and later $7\frac{2}{3}$ per cent.) being paid to the Municipality concerned.

59. The total assessments of House and Land Tax and of *Musaqqafat* Tax (including the municipal share) in respect of the years from 1918-19 to 1928-29 were:—

£P.

1918—19	126,757
1919—20	144,765
1920—21	146,977
1921—22	151,465
1922—23	164,950
1923—24	172,717
1924—25	182,270
1925—26	194,012
1926—27	219,127
1927—28	231,997
1928—29	238,850

60. In an effort to secure better distribution of land taxation, the Urban and Rural Property Taxes were introduced in 1928 and 1935 respectively in replacement of the old Turkish taxes.

The Urban Property Tax:

61. The Urban Property Tax Ordinance, 1928*, was applied town by town. There were amendments to improve procedure in 1940, 1942, 1944 and 1945. For the purpose of this tax, the land within the boundaries of the urban area is divided into blocks subdivided into parcels, the parcel being the unit for taxation. The tax is payable by the property owner and is a percentage of the

* Drayton, Vol. II, page 1512, repealed by the Urban Property Tax Ordinance, 1940, (Laws of 1940, Vol. I, page 275) which was amended by Ordinances No. 24 of 1942, (Laws of 1942, Vol. I, page 78), No. 10 of 1944, (Laws of 1944, Vol. I, page 30) and No. 7 of 1945, (Suppl. No. 1, page 45).

net annual value of land and building. The rate is fixed annually by order. The net annual value is arrived at by deducting for repairs and other charges a percentage varying from 20 to 33½ per cent. from the gross annual value calculated from the rent of built-on property. In the case of vacant land the net annual value is six per cent. of the estimated capital value. The valuations are made by assessment committees, composed of two official and two non-official members. Official inspectors may examine the work of assessment committees and request the committees to revise the valuations. Valuation lists are posted and the owner has a right of objection and appeal against the valuation. There are measures for annual revision to cover cases where the net annual value of property has increased or decreased by 20 per cent. or more since the last assessment, and for quinquennial re-valuation. The Ordinance differentiates between the following categories :—

- (a) all house property except that used solely for the purpose of industrial undertakings in which mechanically-driven machinery is used;
- (b) house property constructed and used for the purpose of industrial undertakings in which mechanically-driven machinery is used; and
- (c) land which is not the site of house property.

The maximum rate of the tax was, originally, 10 per cent. but in 1931 it was raised to 15 per cent.

62. The following have been the rates in force since the promulgation of the Ordinance :—

Financial year	House property	Industrial establishments	Land
1929—1930	9 %	6%	7 %
1930—1931	9 %	6%	7 %
1931—1932	12 %	8%	8½%
1932—1933	15 %	10%	10 %
1933—1934	15 %	10%	10 %
1934—1935	12½%	10%	10 %
1935—1936 to 1941—1942	10 %	10%	10 %
1942—1943 to 1945—1946	10 %	15%	10 %

63. Provision now exists for exemption and remission of the tax as follows :—

- (a) The whole or part of the tax for any year in respect of any house property the net annual value of which does not exceed

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- a certain sum, if such remission is justified on grounds of extreme poverty.
- (b) The whole or part of the tax on playing fields, open spaces accessible to the public, property on which buildings are prohibited or restricted under town planning schemes, and house property rendered unusable or uninhabitable by damage or destruction.
- (c) Property of various descriptions, of which the main are State owned property, consulates, and property owned and used by religious, charitable or educational institutions.

Provision is also made for exemptions hitherto enjoyed by institutions or bodies by virtue of treaties and decrees or on other grounds and for the exemption of certain specific categories of property.

Rural Property Tax:

64. The Rural Property Tax Ordinance * was applied in 1935 to all the rural lands of Palestine except Beersheba sub-District and the Hula concession lands of Safad sub-District. In 1942, the Ordinance was improved by amendment and consolidation and in 1944 it was extended to the Hula concession area.

65. For the operation of this Ordinance, plans were prepared showing the boundaries of all villages and settlements, the boundaries and names of the various localities, the area planted with fruit trees and the cultivable and uncultivable land. Villages and settlements were divided by official valuers into blocks of land of a similar ground crop productivity value, and the category was determined in which each block should be placed. At the same time the built-on village area was demarcated on the plan.

66. The Rural Property Tax is a tax per dunum at varying rates on categories arranged according to the estimated productivity of the soil, and in some relation to the net annual yield. Generally the rates of tax per dunum approximate to 10 per cent. of a low estimated net annual value of the several categories of land. The last three categories were originally exempted from the payment of the tax on the ground of their low net annual yield. The tax is payable by the owner. Between 1935 and 1942 the tax was payable on the dunum, but in 1942 the tax became payable on the dunum or part thereof. The following schedule shows the original tax categories and basic rates and the amendments subsequently made to the basic rates :—

* Laws of 1935, Vol. I, page 1, repealed by the Rural Property Tax Ordinance, 1942. (Laws of 1942, Vol. I, page 11) which was amended by Ordinances No. 11 of 1944, (Laws of 1944, Vol. I, page 32) and No. 8 of 1945, (Suppl. No. 1, page 47).

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Category	Description	Rate of tax per dunum Mils	Amendments
1	Citrus (excluding Acre sub-District).	825	500 mils from 1.4.36 to 31.3.38. 400 mils from 1.4.38. Per dunum or part thereof as from 1.4.42.
2	Citrus (Acre sub-District).	410	50 mils from 1.4.36 to 31.3.38. 40 mils from 1.4.38. Per dunum or part thereof from 1.4.42.
3	Bananas	560	Per dunum or part thereof as from 1.4.42.
4	Village built-on areas or reserves thereof.	160	—
5	1st grade irrigated land and 1st grade fruit plantation.	40	Per dunum or part thereof as from 1.4.42.
6	2nd grade irrigated land and 2nd grade fruit plantation.	35	-do-
7	3rd grade irrigated land and 3rd grade fruit plantation.	30	-do-
8	1st grade ground crop land, 4th grade irrigated land and 4th grade fruit plantation.	25	-do-
9	2nd grade ground crop land, 5th grade irrigated land and 5th grade fruit plantation.	20	-do-
10	3rd grade ground crop land, 6th grade irrigated land and 6th grade fruit plantation.	18	-do-
11	4th grade ground crop land, 7th grade irrigated land and 7th grade fruit plantation.	15	-do-
12	5th grade ground crop land, 8th grade irrigated land and 8th grade fruit plantation.	12	-do-

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Category	Description	Rate of tax per dunum Mils	Amendments
13	6th grade ground crop land, 9th grade irrigated land and 9th grade fruit plan- tation.	8	Per dunum or part thereof as from 1.4.42.
14	7th grade ground crop land and 10th grade irrigated land.	Nil	4 mils per dunum or part thereof as from 1.4.44.
15	8th grade ground crop land.	Nil	2 mils per dunum or part thereof as from 1.4.44.
16	Forest, planted and indi- genous, and uncultivated land.	Nil	
17	Fish ponds.	—	560 mils per dunum or part thereof as from 1.4.44.

67. The following is the procedure of assessment and demand. The official valuer, from information obtained by inspection, prepares, in respect of each survey block in a village or settlement, a roll showing the area and category of the land. Objections and appeals having been decided, the amount of tax payable is computed and the roll becomes final. In areas settled under the Land (Settlement of Title) Ordinance *, the official valuer and, in non-settled villages or settlements, a village distribution committee, prepare distribution lists showing each parcel, its owner and category and the tax thereon. Objections and appeals having been dealt with, this becomes the tax distribution list in force for the year. Buildings are not assessed as such unless they are industrial buildings of an annual value exceeding £P.20. A valuation list of taxable buildings, subject to objection and appeal, is prepared by an official valuer. The net annual value is calculated by deducting one-third from the gross annual or full rental value. On the net annual value a tax, prescribed annually by order, is payable at a rate not exceeding 15 per cent. The rate of tax during the period 1935-36 to 1941-42 was 10 per cent.; after April, 1942, the rate was 15 per cent. Provision is made in the Ordinance for annual supplementary rolls where there have been changes of category; for a redistribution of the tax when neces-

* Drayton, Vol. I, page 853.

sary; and for supplementary valuation lists in respect of industrial buildings. Objections and appeals against the supplementary rolls are dealt with as if they were original rolls or lists.

68. Owners who develop their land or erect industrial buildings are required to notify Government in order that the category of land may be amended, but in such cases owners are not required to pay tax at the higher rate until the following varying periods have passed :—

(a) Land previously regarded as "uncultivable" brought under cultivation	6 years.
(b) Land newly planted with bananas	1 year.
(c) Land newly planted with citrus	6 years.
(d) Land newly planted with any fruit tree other than citrus and bananas	10 years.
(e) Top-worked citrus groves of not less than one dunum	4 years.

69. The High Commissioner has power to grant relief, by reducing the rates and by postponing or remitting payment, when he considers that such a course is necessitated by some unavoidable emergency or a fall in the value of crops. The High Commissioner may also remit the tax, wholly or in part, on land being used as a threshing-floor or cemetery and, where plantations or crops are destroyed, exemption may be given from the tax for the remainder of the year. As in the urban tax, property of various descriptions, of which the main categories are State owned property, consulates, and property owned and used by religious, charitable, or educational institutions, is exempted. Exemption hitherto enjoyed by institutions or bodies by virtue of treaties, firmans and decrees and the exemption of certain specific categories of property, are also provided for.

Severe *khamsin* (east) winds affected orange groves in the spring of 1935 and remissions of Rural Property Tax for the tax year 1935-36, involving £P.16,500, were authorised on this account. The tax on citrus (excluding Acre sub-District) was reduced for the year 1939-40 to 150 mils per dunum and since 1st April, 1940, the whole tax on citrus has been remitted annually throughout the country in view of the effects of the war on the industry.

70. As a war measure, in 1943-44 the rates of tax shown in paragraph 66 above were doubled, except in the case of citrus, and the total tax payable was, as a result, increased by about

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£P.111,000. As a further emergency measure the rates, again except those on citrus, were re-doubled in respect of the year 1944-45 and remained at the re-doubled rates, as follows, in 1945-46.

Category	Rates of tax Mils	
1	Nil	
2	Nil	
3	2,240	per dunum or part thereof.
4	640	per dunum.
5	160	per dunum or part thereof.
6	140	do.
7	120	do.
8	100	do.
9	80	do.
10	72	do.
11	60	do.
12	48	do.
13	32	do.
14	16	do.
15	8	do.
16	Nil	
17	2,240	do.

71. In 1944 amendments to the Urban and Rural Property Tax Ordinances enabled a penalty up to 20% to be imposed where these taxes were not paid within six months of the date upon which they first became due.

72. The receipts from direct taxes on land and house property during the financial year 1944-45 are as follows :—

	LP.
Urban property tax	680,398
Rural property tax	464,518
Tithes (Beersheba sub-District)	10,710
House and land tax (Beersheba sub-District).	1,722
	LP. 1,157,348

Section 5.

THE PUBLIC LANDS OF PALESTINE.

73. The public lands of Palestine are, according to the Palestine Orders-in-Council 1922-1940 *, all those lands which are subject to the control of the Government of Palestine by virtue of treaty, convention, agreement and succession, and all lands which are acquired for the public service or otherwise. Article 12 of the 1922 Order-in-Council requires that "All rights in or in relation to any public lands shall vest in and may be exercised by the High Commissioner for the time being in trust for the Government of Palestine". Article 13 enables the High Commissioner to make grants or leases of any public lands, or to permit such lands to be temporarily occupied on such terms or conditions as he may think fit, provided that the grant or disposition is in conformity with the existing law. The existing law in regard to land consists of the Ottoman Land Code and its subsidiary legislation, as amended by Ordinances promulgated by the High Commissioner.

74. The public lands of Palestine include lands varying greatly not only in physical characteristics, but also in the extent and nature of the ownership and control of Government in them. There are large areas in which the precise interest of the State has not yet been ascertained.

75. The tenures inherited from Ottoman legislation have been described in section 1 of this chapter. Property owned completely is called *mulk*. Muslim emperors and Turkish sultans of the past had made grants of land as *mulk*; and by the Ottoman Land Code, sites of houses in towns can be *mulk*; but generally speaking land privately owned is held on what Ottoman law called the *miri* tenure, which resembles a lease of indefinite duration, in which the rental, so to speak, is represented by the obligation to pay land taxes and land registry fees. When the *miri* interest is alienated, the ultimate ownership called *raqaba* is retained by the State. Most of the land owned by the State is registered as in the *miri* category but as the Government owns the *raqaba* as well, it might as well be called *mulk* except that perhaps this might cause complications when Government desired to alienate it by way of grant, sale or lease. The "owners" who hold land by *miri* tenure can only exercise such rights as can be shown to have been accorded to them by the State, and these rights are laid down in the Ottoman law. The right of succession to these rights is prescribed by law. Failure of successors brings the grant to an end and the land becomes *mahlul* and returns to the State. Theoretically, failure to cultivate also causes the

* *Vide* chapter IV.

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grant to lapse and the usufruct (*tasarruf*) to return to the State. In actual practice there is in Palestine little of this land (*miri mahlul*) which becomes part of the public domain by escheatment in this way; there is some Government land which was handed on as State Domain from the Turkish regime, as *mahlul*, but the circumstances in which it became *mahlul* are doubtful, and it appears that the expression *mahlul* may be used for any vacant public domain of the *miri* category. To avoid confusion, it is better to refer to all vacant public domain of this nature as unassigned State land.

76. Among the public domain of the *miri* category are the lands which the Ottoman Government took over from the Sultan Abdul Hamid after the revolution of 1908; these in turn were taken over by the Palestine Government. They are called *jiftlik* or *mudawwara*. Practically all of them were and are occupied to some extent by Arabs who claim rights based on many years presence on them.

77. Land which has not been granted or assigned to anyone and is consequently unregistered and which is distant from cultivation or habitation is called *mewat* i.e. dead land. The *mewat* lands are part of the public domain. When such lands are, during the course of operations of land settlement, found to be free from any private rights, they are registered as *miri* in the name of Government. It is frequently difficult to assume that there was in the past no grant, and consequently it is not safe to assume that all the empty lands south of Beersheba or east of Hebron, for instance, are *mewat*.

78. Under the Forest Ordinance * forest lands, which are not private property, can be proclaimed by the High Commissioner as forest reserves. On the assumption that there is no private property within these lands, and it has not been possible to make this assumption with complete certainty, they may be regarded as part of the *miri* or *mewat* lands of the State. When they come under the operations of the Land (Settlement of Title) Ordinance ** all these doubts are decided.

79. Another category of land described in section 1 of this chapter is that of *matruka*. This is common or communal land which is left for the general use of the public, or which is assigned for the inhabitants generally of some village or group of villages. The control of the Government over these lands is limited to that necessary to enable the public to benefit from them in the

* Drayton, Vol. I, page 710.

** Drayton, Vol. I, page 838.

way intended. At land settlement, rivers, wadis and drainage channels have been registered in this category as lands controlled by Government on behalf of the community.

80. A considerable area of land is purchased or acquired (under the expropriation laws) by Government. This of course becomes the "private property" of the Government, although some, such as roads and irrigation channels, is devoted to the use of the community.

81. The account given above describes the various divisions of legal tenure in which public lands are controlled by the State. Land which, in the operation of the Land (Settlement of Title) Ordinance, is found to belong to the State is registered, in the phraseology used in the Order-in-Council, in the name of "the High Commissioner for the time being, in trust for the Government of Palestine". With the exception of the land referred to under paragraph 79 above as *matruka*, practically all such public lands are registered in the *miri* category; a few are registered as *mulk*.

82. The Royal Commission in 1937 found that a really final and reliable statement of the Government domains and waste lands would not be possible until the operations of the Land (Settlement of Title) Ordinance are concluded over the whole country *. Some 12,577 square kilometres lie in the deserts of Beersheba. It is possible that there may be private claims to over 2000 square kilometres which are cultivated from time to time. The remainder may be considered to be either *mewat* or empty *miri*. None of it has come under the operation of the Land (Settlement of Title) Ordinance. Excluding Beersheba, the remaining land area of Palestine is 13,743 square kilometres. Some 3000 of this is represented by the tract of mountainous wilderness east of Hebron, Jerusalem and Nablus. When this comes under settlement of title, a large part of it will doubtless be found to be empty State land. In the remaining 10,743 square kilometres the ownership of nearly 4,500 square kilometres has been settled and, of this, over 660 square kilometres has been found to be public land, the larger proportion unoccupied rocky or sandy land, wadis, etc. and areas reserved for forests or for village uses. The fiscal tax records show that out of the 10,743 square kilometres more than 7,000 are cultivated and may be assumed to contain a preponderance of private property; some will no doubt be found to be part of the village land. In addition to the area of 660 square kilometres "settled" as State Domain in Palestine, there is an area of 900 square kilometres in respect of

* Royal Commission's report, chapter IX, para 23.

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which there are certain records indicating that it is probably Government property. When the settlement of rights is complete, there is no doubt that this figure of 1,560 square kilometres (i.e. 660 plus 900) will be considerably increased, particularly as it includes land to be set aside for the communal use and development of the hill villages.

83. The following table shows to the nearest square kilometre the distribution of the 660 square kilometres of public lands in which the title has been settled under the Land (Settlement of Title) Ordinance :—

	Sq. kilometres
Railways, roads, wadis, rivers, etc.	112
Antiquity sites, forests allocated to the Forest Department and other public uses	93
Occupied by the Army	54
Occupied by Arabs on old tenancies	89
Leased to Arabs	25
Leased to Jews	95
Leased to others	3
Unoccupied rocky and marshy land	132
Unoccupied sandy land	33
Unoccupied arable land	24

Out of the figure of 24 square kilometres under the heading "un-occupied arable land", some is being disposed of by lease, and a good deal of it is hill village land awaiting development under special development schemes. A large part of the figure of 132 square kilometres of rocky and marshy land consists of hill-sides in the Beisan and Nablus sub-Districts and some of this is now the subject of study in connection with development schemes.

84. The 900 square kilometres of "unsettled" public land includes some 220 square kilometres of land occupied on lease, written or implied, 100 square kilometres of it to Jews and the rest to Arabs, the latter mostly tenants on *jiftlik* land; 600 square kilometres are allotted to Government departments, mostly for afforestation, and to the Army; the remaining 80 square kilometres consists mostly of the Jordan valley lands south of Jericho.

Section 6.

STATE DOMAIN FOR THE RE-SETTLEMENT OF
JEWISH EX-SERVICEMEN.

85. In May, 1944, the Jewish Agency put forward a request to Government that State Domain should be made available for the establishment of new agricultural settlements for demobilised soldiers. This request was considered by the High Commissioner, Sir Harold MacMichael, who decided that no Government support should be afforded to any scheme for the agricultural settlement of demobilised Jewish soldiers on land in zones A and B of the Land Transfers Regulations, 1940, (see section 7 of this chapter), unless such land was already in Jewish possession or was so situated that its transfer to Jewish possession would not infringe the principles of those regulations. It was agreed, however, that, if the Jewish Agency could show that any State Domain elsewhere could be used effectively for the settlement of Jewish demobilised soldiers, it should, if possible, be made available for that purpose. It was also decided that, as regards housing schemes, Government should do all in its power to make State Domain in the "free" zone of the Land Transfers Regulations available for any such schemes as were recommended by the Reconstruction Commissioner. Furthermore, it was decided that should it be that State Domain exceptionally suitable for housing schemes was not situated in the "free" zone, for example near Tel Aviv, Government would be justified in allotting such State Domain for a housing scheme even though situated in zone A.

86. These decisions were conveyed to the Jewish Agency in October, 1944, and at the same time a complete list of land in the "free" zone to which Government had a registered title was sent to them. A copy of this list was returned to Government by the Agency in November, 1944 after the Agency had marked thereon the properties which they considered might be suitable for the settlement of ex-soldiers. The total area of these properties amounted to some 42,500 dunums. A committee was thereupon appointed and charged with the detailed inspection of these properties and the duty of reporting as to their availability and suitability for the purpose in mind. A representative of the Director of Land Settlement was chairman of this committee and the members were representatives of the Departments of Agriculture and Forests and of the District Commissioner of the District in which the various parcels of land were situated. In the course of inspection of the lands the committee was accompanied by four representatives of the Jewish Agency's staff who pointed out the bound-

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aries of the land the Agency desired to have and explained the purposes for which the land was intended. The committee submitted their report in October, 1945. This report indicated that there is very little State Domain in the "free" zone which has not already been leased on long term and which can be made available immediately for the settlement of Jewish ex-servicemen. In the result it appears that the lands which it may be possible to offer the Jewish Agency are limited to certain areas in the Tulkarm sub-District, none of which exceeds a few hundred dunums in extent, and an area of about 6,000 dunums of sand dunes in Yibna village, Jaffa sub-District. The practicability of making these areas available is still under consideration.

Section 7.

THE LAND TRANSFERS REGULATIONS, 1940.

(a) The method of administration.

87. In paragraph 16 of the White Paper of May, 1939, it was stated that "the Administration of Palestine is required, under Article 6 of the Mandate, "while ensuring that the rights and position of other sections of the population are not prejudiced", to encourage "close settlement by Jews on the land....." and that the "reports of several expert Commissions have indicated that, owing to the natural growth of the Arab population and the steady sale in recent years of Arab land to Jews, there is now in certain areas no room for further transfers of Arab land, whilst in some other areas such transfers of land must be restricted if Arab cultivators are to maintain their existing standard of life and a considerable landless Arab population is not soon to be created". It was determined that "in these circumstances, the High Commissioner will be given general powers to prohibit and regulate transfers of land".

88. Under the Palestine (Amendment) Order-in-Council of 25th May, 1939 *, a new Article conferred on the High Commissioner these general powers. This Article reads as follows :

"16D—(1) The High Commissioner may make regulations prohibiting, restricting or regulating transfers of land in Palestine or in any part thereof.

(2) Without prejudice to the generality of the provisions of the foregoing paragraph, it is hereby declared that any such regulations may —

* Laws of 1939, Vol. II, page 459.

- (a) be made applicable only to transfers of land from Arabs to Jews or to other persons not being Arabs; or from Jews to Arabs or to other persons not being Jews; or from Arabs or Jews to any bodies of persons corporate or unincorporate;
- (b) invalidate, or otherwise determine the effect of, any transfers made in contravention of the provisions of the regulations; and
- (c) prescribe penalties for breach of the regulations.
- (3) Regulations under this Article may provide that they shall take effect as from any date not being earlier than the 18th day of May, 1939.
- (4) In this Article —
 "land" includes water, buildings, trees and any interest in, or right in, to or over, land, water, buildings or trees.
 "transfers" includes leases, mortgages, charges and other dispositions."

89. By the Land Transfers Regulations *, passed in February, 1940, to give effect to the policy mentioned in paragraph 87 above, the country was divided into three zones as follows :—

ZONE 'A', in which the transfer of land save to a Palestinian Arab is prohibited, except in case of a transfer made in execution of a judgment or order in satisfaction of a mortgage executed and registered before the 18th May, 1939, or delivered or made before the 28th February, 1940, or, with the High Commissioner's permission, for the purpose of consolidating holdings or of effecting the parcellation of *masha'a* or in cases where the land already belongs to a person who is not a Palestinian Arab and in certain other circumstances.

ZONE 'B', in which the transfer of land by a Palestinian Arab save to a Palestinian Arab is prohibited, except in the case of a transfer made in execution of a judgment or order in satisfaction of a mortgage executed and registered before the 18th May, 1939, or delivered or made before the 28th February, 1940, or with the specific approval of the High Commissioner which the High Commissioner may in his unfettered discretion grant or refuse.

"FREE" ZONE, in which no restriction is imposed.

90. For a precise demarcation of the three zones, attention is invited to the Schedule to the Regulations and to the relevant map. The areas of the three zones are approximately as follows :

Zone 'A' :	16,680	square kilometres
Zone 'B' :	8,348	" "
"Free" zone :	1,292	" "
Total	<u>26,320</u>	

* Laws of 1940, Vol. II, page 327.

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Broadly, zone 'A' includes the hill country as a whole, together with certain areas in the Jaffa sub-District and in the Gaza District including the northern part of Beersheba sub-District; it is in this zone that transfers to persons other than Palestinian Arabs is prohibited, save in exceptional circumstances for which provision is made under the Regulations. Zone 'B' includes the plains of Esdraelon and Jezreel; eastern Galilee; a stretch of the coastal plain south of Haifa; an area in the north-east of the Gaza District; and the southern part of the Beersheba sub-District. Transfers in zone 'B' are permitted subject to certain conditions announced when the Regulations were promulgated. These were that transfers by a Palestinian Arab to a person other than a Palestinian Arab would not ordinarily be granted unless the transfer could be shown to be either :

- (i) for the purpose of consolidating, extending, or facilitating the irrigation of, holdings already in the possession of the transferee or of his community, the land to be transferred being contiguous to such holdings; or
- (ii) for the purpose of enabling land held in undivided shares by the transferor and the transferee to be parcellated; or
- (iii) the furtherance of some special scheme of development in the joint interests of both Arabs and Jews to which Government may have signified its approval.

The "free" zone includes the Haifa Bay area; the greater part of the coastal plain; an area south of Jaffa, the Jerusalem town planning area, and all municipal areas.

91. Applications for permission to effect transfers of land in zones 'A' and 'B' are submitted through the District Commissioner of the District in which the land is situated. The District Commissioner checks the particulars and, where the transfer purports to fulfil a condition stipulated in the Regulations or in the announcement regarding zone 'B', reviews the circumstances supporting this claim. He then makes his recommendation as to the advice to be proffered to the High Commissioner. Before the application is laid before the High Commissioner it is referred to a supervisory committee consisting of the Financial Secretary and the Director of Land Registration by whom it is scrutinized, with such assistance as may be required from the law officers, to ascertain if it is factually and legally in order and whether it satisfies the requirements of the Regulations. The committee advises whether the recommendations of the District Commissioner should be accepted or otherwise. The application is then submitted to the High Commissioner with these data and such other as may be added in the

Chief Secretary's office and the High Commissioner records his decision.

(b) **Statistics of applications made for transfer under the Regulations.**

92. Since the inception of the Land Transfers Regulations in February, 1940, transfers of land from Arabs to non-Arabs have been approved by the High Commissioner in the total areas stated below. The figures are given in years calculated from February to February.

ZONE	1940—41	1941—42	1942—43	1943—44	1944—45	1945—46 1st half	TOTAL
	Dunums	Dunums	Dunums	Dunums	Dunums	Dunums	Dunums
A	318	333	890	600	215	158	2,514
B	4,494	5,860	293	45	34	151	10,877

The following land transfers have been registered in the Land Registries since February, 1941; they include the transfers approved by the High Commissioner under the Land Transfers Regulations as well as those completed through the processes of the courts :

ZONE	1941—42	1942—43	1943—44	1944—45	1945—46 1st half
	Dunums	Dunums	Dunums	Dunums	Dunums
A	5,641	8,539	7,868	790	832
B	710	729	334	884	Nil

The discrepancy between the two tables is due to two factors :

- (i) Certain transactions through processes of the courts are not affected by the Land Transfers Regulations, *vide* paragraph 89 above.
- (ii) All transfers approved are not necessarily completed in the Land Registries.

93. Dealing first with zone A, the zone in which transfers by Arabs to non-Arabs are in general prohibited, an analysis of the applications received shows that of the 2,514 dunums of land for the transfer of which approval was granted —

- (a) **946** dunums represented exchanges of properties and so resulted in no decrease in the gross area of land in Arab hands. These land exchanges are effected on a dunum for dunum

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basis and are designed to consolidate the land holdings of both Arabs and Jews.

- (b) Transactions involving the transfer by way of sale of **924** dunums were approved on the ground that such transfers were necessary for the consolidation of existing Jewish holdings. In these cases the transfer of land by way of exchange on a dunum for dunum basis was impracticable.
- (c) Permission was given to transfer **604** dunums of land relating to transactions which had been initiated *bona fide* in the Land Registries prior to the publication of the Regulations.
- (d) Under clause (b) of the first proviso to Regulation 3, a total of **40** dunums were transferred to a cemetery board for the construction of a new cemetery for Jerusalem and to the Latin Patriarchate for the purpose of building a church, a convent, a boys' school, etc., in Jerusalem and Ramle.

94. Coming now to zone B, in which transfers from Arabs to non-Arabs are restricted, the analysis shows that of the 10,877 dunums of land for the transfer of which approval was granted —

- (a) **1,430** dunums represented exchanges of properties and so resulted in no decrease in the gross area of land in Arab hands.
- (b) Transactions involving the transfer by way of sale of **3,101** dunums were approved on the ground that such transfers were necessary for the consolidation of existing Jewish holdings.
- (c) Permission was given to transfer **6,346** dunums of land relating to transactions which had been initiated *bona fide* in the Land Registries prior to the publication of the Regulations.

95. The following statement sets out the areas covered by applications made for the transfer of land under the Land Transfers Regulations which have been rejected by the High Commissioner since February, 1940, the date of the promulgation of these Regulations.

ZONE	1940—41	1941—42	1942—43	1943—44	1944—45	1945—46 1st half	TOTAL
	Dunums	Dunums	Dunums	Dunums	Dunums	Dunums	Dunums
A	5,255	321	5,885	949	204	80	12,694
B	—	364	10,592	11,394	9	5,685	28,044

96. Of the 12,694 dunums of land in zone A for the transfer of which approval was withheld—

- (a) **595** dunums related to State Domain lands. In this connection reference is invited to section (c) below;
- (b) **12,081** dunums of land related to proposed transfers which could not be justified on any of the grounds mentioned in the Regulations, and
- (c) an application to transfer **18** dunums of land by way of sale was rejected. It was, in this case, considered more feasible and in the spirit of the Regulations to effect the transfer by means of an exchange of land on a dunum for dunum basis.

97. In zone B, where transfers from Arabs to non-Arabs are restricted, all applications were rejected, as their approval could not be justified on any of the grounds mentioned in the explanatory statement which accompanied the publication of the Regulations (for the terms of which see paragraph 90 above). In one case, a proposed transfer involving a plot of land measuring 7 dunums, the refusal was based on the ground that the transfer ought properly to be effected by way of an exchange of land, not by sale.

98. Finally, the following transfers of land from Arab to Jewish interests have occurred in the "free" zone, where land purchases by Jews from Arabs are under no restriction—

1940—41	1941—42	1942—43	1943—44	1944—45	1945—46 1st half	TOTAL
Dunums	Dunums	Dunums	Dunums	Dunums	Dunums	Dunums
6,303	11,464	7,604	9,085	6,707	3,858	45,021

(c) Application of the Regulations to State Domain.

99. It was provided in regulation 8(b) of the Land Transfers Regulations that nothing in the Regulations shall be deemed "to apply to the transfer of any public land by or on behalf of the High Commissioner..... in accordance with any law or Ordinance or otherwise".

100. The Jewish Agency has always considered that State Domain was specifically, and presumably with intent, excluded by regulation 8(b) from the operation of the Land Transfers Regulations and that, therefore, State Domain in zones A and B should be made available for the "close settlement by Jews on the land". This contention rests, however, upon a misinterpretation of the reasons underlying regulation 8(b). That regulation was inserted as an afterthought, because it was felt that, in its absence, Government's hands might be unduly tied when dealing with special cases where no conflict of principle was involved. The particular

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case which gave rise to its insertion was that of Palestine Potash Limited : it was considered that in the absence of some such provision Government would be statutorily prevented from assigning State Domain in the Jordan valley for an extension of the potash works which was considered as likely to be necessary in the near future. But it was never intended that the general principles to be observed in the disposal of State Domain should be different from those governing the alienation of Arab land. As pointed out in paragraph 16 of the White Paper, quoted in paragraph 87 above, the reasons for the promulgation of the Regulations was the fact that there was already serious congestion in the Arab areas and that the Arab population was increasing at such a rate that it became double in the course of twenty-seven years. It was with a view to preventing, so far as possible, the further deterioration of Arab standards of living and the creation of a large landless Arab population that the alienation of further land to Jews in certain parts of Palestine was restricted. It appeared to the Palestine Government to be immaterial, in so far as the principles of the Regulations were concerned, whether the land in these restricted areas was State Domain or was owned by Arabs.

101. In view of the above considerations, the then High Commissioner, Sir Harold MacMichael, with the concurrence of the Executive Council, decided, early in 1941, that the power of transfer of public lands under regulation 8(b) would ordinarily only be exercised in cases in which the transfer would be permitted if it were from an Arab to a non-Arab. This decision was conveyed to the Jewish Agency in February, 1941.

102. In May, 1944, the Jewish Agency made enquiries as to the availability of State Domain for the establishment of new agricultural settlements for demobilized Jewish soldiers. This led to reconsideration, in June, 1944, by the High Commissioner in Executive Council of the question of the application of the Land Transfers Regulations to State Domain and it was decided that, with slight modification, the policy previously communicated to the Jewish Agency, i.e. that all transfers of State Domain must be considered in the light of the principles contained in those Regulations, should be adhered to. The modification was concerned with State Domain exceptionally suited for Jewish housing schemes situated in the restricted zones, for example near Tel Aviv; in such case it was agreed that Government would be justified in allotting such State Domain for a housing scheme.

103. In November, 1944, the Jewish Agency once more raised this general point of policy, again in connection with the resettlement of Jewish ex-servicemen. This led to consideration of

the question *de novo* by Field-Marshal Lord Gort who, with the concurrence of the Executive Council, reached the conclusion that State Domain in zones A and B should not be made available for the agricultural settlement of Jewish ex-servicemen. This decision was yet again contested by the Jewish Agency in July, 1945, in an interview with the Officer Administering the Government, who subsequently informed them that it was not possible to modify the decision reached by Lord Gort.

104. The question of the availability of State Domain has been examined by Government in some detail and it has been shown that, although there are large areas of State Domain, it cannot be assumed that Government is in possession of extensive tracts of land which are lying idle. In fact, in respect both of land to which Government has a settled title and land claimed by Government as State Domain but still subject to settlement of title, there is very little that is not already put to some useful purpose. This fact is made clear by the following analysis of State Domain made at the end of 1943 :—

	Title settled*	Title not yet settled**
	dunums	dunums
(i) Lands used for public purposes, e.g. forests, railways, roads, etc.	219,695	619,858
(ii) Lands occupied under tenures deriving from the Ottoman regime	105,340	76,851
(iii) Leased to Jews for long periods	75,273	99,815
(iv) Leased to Jews for terms of less than 3 years	2,389	43
(v) Leased to Arabs for long periods	793	429
(vi) Leased to Arabs for terms of less than 3 years	17,591	44,931
(vii) Leased to others than Arabs or Jews	2,656	598
(viii) Earmarked for communal or public use	4,713	—
(ix) Uncultivable sand, marsh or rocks	167,429	—
(x) Unoccupied, including "paper" claims	—	84,699
(xi) Available for and offered on short term lease	20,082	—
	615,961	926,719

* i.e. registered in the name of the High Commissioner after land settlement of title.

** i.e. areas believed to be public land but which have not yet been registered after land settlement of title or have not yet come under land settlement.

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It will be seen from a comparison of items (iii) and (iv) with items (v) and (vi) that the Jews have a substantial advantage over the Arabs in the matter of leases of State Domain which was at the free disposal of Government. The occupiers of Government land under item (ii) are Arabs; their right to occupation derives from the Ottoman regime and has never been seriously in dispute; the figure of 105,340 dunums covers lands, such as the sandy wastes of Rafah, which, although within the areas of Arab occupation, include considerable patches of land at present uncultivable. Even taking the areas under item (ii) into account, however, the position, on the proportions of each community to the total population, is in favour of the Jews. The figure of 619,858 dunums under item (i) includes forest reserves and consequently may include land which is claimed by private persons and which at land settlement may be found not to belong to Government. Item (x) contains an assortment of claims not yet verified even as to area and locality; they derive from various vague Turkish registrations or old records left by the Turks. Item (ix) may appear to be a subject for experimental development, but if it had been possible to transform anything from this item to item (xi) that would have been done for revenue purposes. The figure of 167,429 includes 105,000 dunums of marshy or rocky land surveyed during the operations of the Ghor Mudawwara commission; some of this may be allocated for afforestation or grazing and some may in due course become the subject of development leases and, in the case of the Beisan lands, of schemes for the consolidation of holdings. The remainder is rocky land in the Nazareth and Ramle sub-districts or sand-dunes in the Gaza area. The figure of 20,082 dunums given in item (xi) represents the total area of lands which it was thought on 31st December, 1943 could be made available for lease; some of these lands have subsequently been leased, some offered for lease, while others are waiting treatment under development schemes; some are occupied on "implied" leases.

(d) Evasion of the Regulations.

105. In March, 1943 a number of allegations were made in the press and elsewhere to the effect that the Land Transfers Regulations were being evaded, particularly in connection with transactions in the Gaza District. These allegations were investigated by the Committee on Land Transfers (whose Chairman at that time was Sir Douglas Harris) and that committee reported in May, 1943, that, as a result of their investigations, the following could be shown :—

(a) That in one case advantage had been taken of a loophole in the Regulations in order to secure the transfer of Arab land in zone A to the Jewish National Fund. This loophole lies in the third proviso to regulation 3 which excludes from the ambit of the legislation transfers of land in satisfaction of a mortgage executed before the date of the White Paper or of a judgment of a court delivered before the date of the Regulations. In the case investigated it was shown that, although the Arab judgment debtor had been declared a debtor before the date of the Regulations, he had at that time been landless and had acquired land subsequently, long after the date of the Regulations; the land was then sold in execution of the judgment and bought by the Jewish National Fund. The proviso to the Regulations was never intended to cover land acquired by the judgment debtor subsequent to the date of the judgment; the failure to state this in the proviso constituted the loophole. No other similar case of evasion could be traced at that time. The committee stated that it would be easy to put a stop to transactions of this nature by an amendment to the Regulations but that, as it had been consistently held that it is undesirable to amend the Regulations unless and until loopholes are discovered so serious as to render this course essential, the committee did not consider that the single case cited established such essentiality.

(b) That in another case action by the Execution Officer in Tel Aviv resulted in the transfer from Arabs to Jews of a much larger area of Arab land in zone A than seemed to have been justified on the merits of the case. In this case a judgment was delivered in 1938 against an Arab of Gaza in favour of another Arab in the sum of £P.150. In 1941, upon application to the Execution Officer, an area of 624 dunums belonging to the judgment debtor was put to auction in satisfaction of this debt. The land was bought at this auction by the Jewish National Fund for £P.2,900.

(c) That in general, the extent to which evasions had taken place had been greatly exaggerated.

106. The considerations noticed under (b) above were brought to the attention of the Judiciary.

107. Following a question by Mr. Astor in the House of Commons in October, 1943, in which it was alleged that the Regulations were being evaded by the use of mortgage and foreclosure, a despatch was sent by the High Commissioner to the Secretary of State in December, 1943, forwarding the report of

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the Land Transfers Committee. Sir Harold MacMichael stated in that despatch that on the whole he was "satisfied that the Regulations, which are under constant scrutiny, are working well and call for no immediate tightening".

108. Allegations of evasion continued to be made by Arabs and, in March, 1945, a general political agitation for a tightening up of the Regulations was begun. Allegations of infringements were frequently made by the Arab press and publicly by Arab political leaders. The agitation led to pillory of Arab land brokers, one of whom was murdered in the streets of Jaffa. The Gaza area was again the principal field for accusations. The Arab leaders contented themselves in the main with vague accusations of a general nature that Government was doing nothing to prevent the evasions and at times even went so far as to hint that Government was conniving at them; they failed to quote specific cases of circumvention of the Regulations.

109. On the 14th April, 1945, Field Marshal Lord Gort gave an interview to five Arab leaders headed by Ahmad Hilmi Pasha (the chairman of the Umma Fund, an organisation established a few years ago as an Arab counterpart of the Jewish National Fund, for the collection of money for the purchase of land). The Arab leaders protested against alleged evasion of the Regulations, described in general terms the methods employed and suggested certain remedies. The High Commissioner assured the delegation that their proposals would receive careful examination. Lord Gort was of opinion, however, that Government should not be rushed into amendment of the law without being satisfied that there were real abuses on a substantial scale. He therefore decided to appoint an investigatory committee to go thoroughly into the allegations made. A committee was appointed accordingly on 2nd June, 1945, under the chairmanship of Mr. R. E. H. Crosbie, C.M.G., O.B.E., formerly a District Commissioner and now Chairman of the War Economic Advisory Committee. The committee contained only official members, of whom one was an Arab District Officer and another a Jewish District Officer. Their terms of reference were as follows :—

- (i) To collate allegations made by members of the public in regard to transactions said to be in contravention of the Land Transfers Regulations, to investigate these transactions and to advise whether there have in fact been contraventions of the Regulations.
- (ii) If there have in fact been contraventions, to report on the methods employed in contravention of the Regulations.

(iii) To review the administration of the Land Transfers Regulations and to make recommendations in regard to any modifications which in the view of the committee would be likely to implement the purpose of the Regulations.

110. The committee submitted their report on 28th November, 1945. They stated that they had found no evidence of contraventions of the Regulations, but that there was evidence of their evasion. These evasions arose from :—

- (a) the loophole in the third proviso to Regulation 3 (and the corresponding proviso to Regulation (4) to which reference is made in paragraph 105 (a) above; this relates to the free transfer of land made in execution of any judgment or order of a court, chief execution officer or land settlement officer in satisfaction of a mortgage executed and registered before 18th May, 1939, or delivered or made before 28th February, 1940;
- (b) the procedure in the Execution Office under which, if adequate supervision is not exercised, an excessive area may be sold in satisfaction of a judgment or order; and
- (c) the present procedure of land settlement under which full title to land may be obtained contrary to the intentions of the Regulations.

The committee recommended, in regard to (a), that the loophole should be stopped by amendment of the Regulations, in regard to (b), that the Chief Execution Officer should himself supervise any transfer to persons other than Palestinian Arabs of land situated in a restricted area and, in regard to (c), that steps should be taken by legislation to ensure that no prescriptive, equitable or possessory right to land should be given where legal right is debarred by the Regulations.

The committee also considered certain allegations that the spirit of the Regulations is being violated (1) through the practice of registration in the name of an Arab nominee of land purchased on behalf of Jews and usually occupied by them and (2) by purchase and possession of land by Jews without title. The committee were of opinion that the remedies for such violations of the spirit of the Regulations lie in the hands of the Arabs themselves; that it would be impracticable for Government to take steps which would prevent the use of Arab nominees; and that, since the Land Transfers Regulations are concerned only with title to land, questions of mere possession without title were outside their terms of reference.

111. The report of the committee is now under the consideration of Government.

Section 8.

ADMINISTRATIVE PROBLEMS IN REGARD TO LAND HOLDINGS.

(a) Subsistence areas.

112. No question regarding the economic development of Palestine has been the subject of greater debate than that in regard to the determination of subsistence areas. The obvious importance of this question not only in relation to the resolution of the problem of absorptive capacity where immigration is concerned but also to the ability of the population to support a reasonable standard of existence has necessitated its study by successive commissions but no conclusions accepted as basic by all parties concerned have been formulated. As will be evident, the extent of the area required varies according to region, climate and availability of water and to the method of farming and standard of living assumed. There has been almost as great a divergence of opinion in regard to the total area of cultivable land in Palestine. This question is discussed in relation to particular areas and the possibility of extending irrigation in section 2 of chapter X. The Royal Commission, having examined a variety of opinions on the matter, recorded the view that "no really satisfactory definition in advance can be found on which it would be safe to base an estimate of the cultivable area. This must, we consider, and we hold this view also as regards the *lot viable* of the cultivator, be discovered by experience, by a system of 'trial and error' in the different parts of the country. But we consider that, until the contrary is proved by experience and practical experiment, the Administration will be wise in adhering to their own definition in so far as it relates to an increase of immigrants on the land". (Report, chapter IX, para. 53). The definition of "cultivable land" to which the Royal Commission referred is land which is already under cultivation, or which can be brought under cultivation by the application of the labour and resources of the average Palestinian cultivator.

113. Sir John Hope Simpson, who reported in 1930, quoted a number of opinions on the question of the *lot viable**. These may be summarised as follows:—

(a) Shaw Commission: "From evidence given before us it would appear that where the land is used for the purpose of

* Report on Immigration, Land Settlement and Development by Sir John Hope Simpson, C.I.E., pages 60—73.

growing cereals the area which will provide a living for an Arab family varies from 100 to 150 dunums. No other figures were put forward from the Arab side, but Dr. Ruppin informed us that "the average area of a Jewish colonist in the old wheat growing colonies in lower Galilee is 250 dunums, in the Zionist settlement in the plain of Esdraelon with dairy farming it is 100 dunums, and in the coastal plain, where orange growing is the principal occupation, it is from ten to twenty dunums.

From the figures given by the experts who were appointed by the Joint Survey Commission and who visited Palestine in 1928, it would seem that the average Jewish holding of land in the Zionist colonies is to-day 130 dunums. These gentlemen found that few of the Jewish colonists were able to make a satisfactory living on their present holding. The experts were of opinion that in many districts the area of the average holding should be increased and we gather from their reports that, in their view, the area required varies from 160 dunums per family in good soil suitable for dairy farming to 320 dunums in the less productive of the cereal growing districts".

- (b) "Key for the Settlement of Various Zones in Palestine". Ameliorated colonies on non-irrigated heavy soil, 200 to 250 dunums; improved farm of fixed system on a basis of dairying, 130 dunums; farm in process of improvement for reception of settlers, 140 to 150 dunums; heavy soil farm, entirely irrigated to support 8 cows, 25 dunums; farm in dry grain section with 10 dunums irrigated and four cows, 80 dunums.
- (c) General Federation of Jewish Labour in respect of the grant of land for the settlement of Jewish ex-servicemen, 200 dunums for each settler. Mr. Ben Zvi, for the Federation, pointed out that the P.I.C.A. allowed 250 dunums for each family and that 200 dunums was the minimum that would suffice and this basis was accepted.
- (d) Memorandum on "Land and Agricultural Development" by the Jewish Agency. The *lot viable* in the Emek, 100 to 150 dunums. Where water is available, the area can be reduced at the ratio of one dunum of irrigated soil to four or five dunums of dry soil. In the maritime plain irrigated areas suitable for oranges can be settled on the basis of one family to 15 dunums; if only partly suitable for oranges, one family to 22 dunums. In the Huleh area, 25 dunums of irrigated heavy soil or 22 dunums of irrigated soil. On the Beisan and Samakh lands an area of 86 dunums of unirrigated and 14 dunums of irrigated land is recommended.

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(e) Investigation of conditions at Bir Zeit (Jerusalem District). Of the cultivation, 27.4 per cent. consisted of olive groves, 8.2 per cent. of figs and other fruit trees, 17.8 per cent. of vines and 46.6 per cent. of cereals. The *lot viable* was 112 dunums and there were 115 families (out of a total of 180) in excess of the number which the village could actually support. The average indebtedness was about £P.39 per family.

114. Sir John Hope Simpson accordingly concluded that on un-irrigated land the *lot viable* is not less than 130 dunums, unless command of considerable capital enabled the tenant to maintain a dairy herd of foreign or cross-bred animals, in which case in the richer tracts, the holding may possibly, but questionably, be reduced to 100 dunums. Where irrigation is available and where dairying is possible, the holding may be reduced to 40 dunums of which half is irrigable. Where plantations are established the *lot viable*, at the then current prices of oranges and bananas, might be placed at 15 to 20 dunums.

115. A number of schemes for improved mixed farms were analysed in "Planned Mixed Farming" by Professor Elazari-Volcani of the Jewish Agency Agricultural Research Station (1938). The sizes of farms contemplated were consolidated holdings of between 35 dunums irrigated and 50 dunums, the latter either irrigated by rotation or including 10 dunums of irrigated land. The estimated cash surplus was between £P.76 and £P.10 for the family.

116. In 1938, for the purposes of the Partition Commission, the Department of Agriculture calculated the area which might reasonably be regarded as a *lot viable* appropriate to each category of land as given in the Rural Property Tax Ordinance*. These areas were as set out on the next page.

The Partition Commission, while noting that lower estimates of a *lot viable* had in some cases been made, rejected the largely speculative assumptions on which the lower estimates had been founded and endorsed the Royal Commission's finding as recorded above "that, until the contrary is proved by experience and practical experiment, the Administration will be wise in adhering to their own definition" (Report of the Partition Commission, chapter VIII, para. 143).

* See section 4 of this chapter.

<u>Category</u>	<u>Description</u>	<u>Lot viable dunums</u>
1	Citrus	10
3	Bananas	10
5	1st grade irrigated land and 1st grade fruit plantation	50
6	2nd grade irrigated land and 2nd grade fruit plantation	57
7	3rd grade irrigated land and 3rd grade fruit plantation	67
8	1st grade ground crop land, 4th grade irrigated land and 4th grade fruit plantation	80
9	2nd grade ground crop land, 5th grade irrigated land and 5th grade fruit plantation	100
10	3rd grade ground crop land, 6th grade irrigated land and 6th grade fruit plantation	111
11	4th grade ground crop land, 7th grade irrigated land and 7th grade fruit plantation	133
12	5th grade ground crop land, 8th grade irrigated land and 8th grade fruit plantation	167
13	6th grade ground crop land, 9th grade irrigated land and 9th grade fruit plantation	250
14	7th grade ground crop land (untaxable), 10th grade irrigated land	400
15	8th grade crop land (untaxable)	400
16	Uncultivable land	400

117. There are two factors of fundamental importance in the estimation of the *lot viable* neither of which have previously been investigated. These two factors relate to (1) the extent of fragmentation of holdings and farms and (2) the co-ownership in parcels of land. Throughout the Arab rural areas of Palestine extensive farming is the rule. One of the principal reasons for this extravagant use of the land in a country where land is scarce lies in the fragmentation of the holdings and co-ownership in the parcels. It is rarely that one encounters a family holding which consists of one continuous tract. In most cases a holding is composed of a number of scattered fragments or shares in various parcels.

118. A study carried out by the Department of Statistics in five typical cereal-growing villages revealed the prevalence of fragmentation and co-ownership over an area of approximately 25,000 dunums. The results are shown in the four following tables.

Table 1.

FRAGMENTATION OF HOLDINGS OF RESIDENTS OF FIVE VILLAGES.

Gross size of holding (dunums)	No. of holdings composed of the following number of fragments						Total No. of holdings	Total No. of fragments	Area (dunums)	Number of fragments per holding	
	1-2	3-6	7-10	11-14	15-18	19+				Mean	Median
—5	90	4	5	3	2	—	104	241	282	2.3	1.0
6-10	41	27	5	14	2	—	89	416	687	4.7	3.0
11-20	30	60	22	11	21	5	149	1,051	2,208	7.1	5.0
21-40	9	50	22	36	14	30	161	1,880	4,738	11.7	10.0
41-60	1	12	24	23	10	7	77	920	3,861	11.9	11.0
61-80	1	5	6	11	9	12	44	674	3,045	15.3	13.5
81-120	—	4	10	13	9	5	41	553	4,214	13.5	13.0
121+	—	2	5	3	4	11	25	448	5,749	17.9	16.0
Total	172	164	99	114	71	70	690	6,183	24,784	9.0	9.0

Table 2.

FRAGMENTATION OF FAMILY HOLDINGS OF RESIDENTS OF FIVE VILLAGES.

Gross size of family holdings (dunums)	No. of family holdings composed of the following number of fragments						Total No. of family holdings	Total No. of fragments	Area (dunums)	Number of fragments per family holding	
	1-2	3-6	7-10	11-14	15-18	19+				Mean	Median
— 5	35	2	—	—	—	—	37	48	91	1.3	—
6 — 10	16	11	1	—	—	—	28	79	229	2.8	—
11 — 20	11	33	8	4	—	—	56	269	866	4.8	—
21 — 40	4	37	18	17	5	8	89	820	2,718	9.2	—
41 — 60	1	12	23	15	3	2	56	537	2,782	9.6	—
61 — 80	1	2	7	13	7	13	43	682	2,985	15.9	—
81 — 120	—	3	16	12	17	11	59	867	6,120	14.7	—
121+	—	1	7	10	5	20	43	803	8,993	18.7	—
Total	68	101	80	71	37	54	411	4,105	24,784	10.0	—

Table 3.

FRAGMENTATION OF FARMS OF RESIDENTS OF FIVE VILLAGES.

Gross size of farm (dunums)	No. of farms composed of the following number of fragments						Total No. of farms	Total No. of fragments	Area (dunums)	Number of fragments per farm	
	1-2	3-6	7-10	11-14	15-18	19+				Mean	Median
— 5	40	7	3	—	—	—	50	106	115	2.1	—
6-10	12	18	3	—	—	—	33	115	270	3.5	—
11-20	9	21	7	1	—	—	38	173	563	4.6	—
21-40	3	29	20	11	1	4	68	567	2,122	8.3	—
41-60	1	15	19	9	3	3	50	467	2,483	9.3	—
61-80	—	3	13	14	5	8	43	585	2,948	13.6	—
81-120	1	4	12	13	14	8	52	748	5,235	14.4	—
121+	—	4	17	12	6	30	69	1,402	13,380	20.3	—
Total	66	101	94	60	29	53	403	4,163	27,116	10.3	—

Table 4.

AVERAGE NUMBER OF CO-OWNERS PER PARCEL AND AVERAGE "FRACTIONAL SHARES"*.

Type of averages	Village					Total	
	A	B	C	D	E	Four villages A-D	Five villages A-E
1. Unweighted mean number of co-owners per parcel	3.3	2.9	1.7	3.5	2.2	3.0	2.7
2. Weighted mean number of co-owners per parcel	5.5	4.0	2.0	4.6	3.1	4.0	3.8
3. Unweighted mean "fractional share"	0.30	0.34	0.58	0.29	0.34	0.45	0.37

119. It will be noted that the number of fragments into which an individual holding is divided increases as the size of the holding increases. Thus, holdings of 6 to 10 dunums are composed, on the average, of 5 fragments. Holdings of 21 to 40 dunums are composed of 12 fragments while holdings of 81 to 120 dunums are composed of as many as 14 fragments. The average for all sizes of holdings is 9 fragments. In the case of *family* holdings the average number of fragments in holdings of 6 to 10 dunums amounts to 3; holdings of 21 to 40 dunums are composed of 9 fragments while holdings of 81 to 120 dunums are composed of almost 15 fragments. The average for all family holdings is 10 fragments. In the case of farms (i.e. areas operated by a family regardless of ownership) the average number of fragments is 3.3 fragments in the case of farms of 6 to 10 dunums, 8 fragments in the case of farms of 21 to 40 dunums, 14 fragments in the

* The fractional share in a parcel is the simple proportion of a parcel which is held by one co-owner (e.g. one-half, one-fifth etc.).

case of farms of 81 to 120 dunums, while the average for all farms is 10 fragments.

120. The evils of fragmentation are increased by the dispersion of fragments. The extent of this is indicated very clearly in a sketch of one of the villages studied which is published in the General Monthly Bulletin of Current Statistics for December, 1945. In this sketch the dispersion of the holdings of 3 selected owners are shown by means of symbols. In these circumstances the mode of cultivation which is imposed on the *fellah* involves an extravagant use of land. In the exploitation of his scattered holding he is excluded from the advantages of mechanization and irrigation (even if water is available) while his freedom to use his land for plantations is seriously restricted. The economic exploitation of each fragment of holding is further impaired where co-ownership exists. It will be seen from table 4 that the average number of co-owners per parcel is three. There is little doubt that the existence of co-ownership hinders the proper development and utilization of the land. The division of ownership tends to destroy the incentive to improve the land.

121. The abnormal supply situation produced by the war and uncertainty as to the economic basis of much recent development makes a re-computation of formulas impracticable at this stage. The crude estimates of the area constituting a *lot viable* in any given category of land can be used, however, only as an index of primary application in assessing the question of congestion. They are naturally subject to running adjustment according to the extent to which the keeping of livestock is associated with cultivation as primary or secondary source of income. They are also subject to adjustment in relation to the development in agricultural centres of means of supplementing agricultural production by the development of other activities — local industries, for example, or accommodation for the holiday traffic. In other words, the “trial and error” method of assessing either the *lot viable* or the cultivable area which was sponsored by the Royal Commission forms the only satisfactory basis for firm conclusions. The two matters are not in such relations as to bring about the condition that a substantial change in one necessarily means a corresponding change in the other and a consequential increase in the agricultural population. The question of markets is of course here of fundamental importance. As the Partition Commission wrote (chapter VIII, page 130): “There is one other matter which is relevant to all irrigation and land development schemes whether in the Jordan Valley or elsewhere in Palestine. It is the question of markets for the crops produced. If the rate charged for the water is sufficiently low to permit of holdings being devoted

entirely to the cultivation of cereals, the question of markets is not of fundamental importance. But if the rate renders such a holding unprofitable and requires the adoption of mixed farming, including the growing of more expensive crops such as vegetables and fruit, markets are of vital importance". Again, in relation to the further development of the Gaza sub-district, they wrote (chapter VIII, para. 151): "Even, however, if water should be made available in sufficient quantities, the process of change in land utilization would at best be a slow one, and great caution would have to be exercised if the farmer is to be given a chance of success under the new conditions. In particular, before it is decided to grow deciduous fruits on a large scale, more experience is needed of their cultivation in Palestine, of the possibility of controlling certain serious insect pests, and of the availability of markets."

122. By way of providing hypothetical data on which the problem of the *lot viable* as it exists to-day can be judged the following fully detailed illustrations are given. An attempt is made to define the different types and sizes of farms which it is estimated an Arab family of two adults and three children could manage and cultivate without employing any permanent hired labour. The farmers would, however, use outside labour at peak periods of demand at harvesting, following a practice which is customary in many peasant communities. Wherever possible farmers would use modern implements on a co-operative basis, or would hire them, for such operations as ploughing, harvesting hay crops, spraying and threshing.

123. The conditions of topography, soils and climate in Palestine are so very diverse that it is impossible to describe a system of farming which would be suitable for more than limited areas of the country. The following three different types of terrain (as distinguished from holding), representative of conditions over a large part of the country, are described:—

- (a) A non-irrigated consolidated farm in the hills of the Jerusalem or Ramallah sub-district. The total surface area 95 dunums (23½ acres).
- (b) A consolidated farm in Jenin sub-district where water for irrigation is not available. Area 135 dunums (33½ acres).
- (c) A consolidated farm on heavy land in the plains where limited facilities for irrigation are available. Area 87 dunums (21½ acres) including 12 dunums under irrigation.

It is emphasised that the areas allotted to each type of farm are not the areas at present available. They are the areas which it

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is judged could be cultivated by Arab farmers of reasonable intelligence who make the maximum use of their abilities while employing modern and improved methods of husbandry.

124. During the war years prices of vegetables, fruits, eggs and other intensive products have been very much higher in relation to the prices of the products from extensive farming. Pre-war prices are a more satisfactory basis for estimating the value of production and they have been used throughout these calculations. The prices given for the various commodities are the average prices which it is estimated the farmer would have received for his produce at not more than 20 kilometres from his village. They do not take into account forced sales at glut prices or exceptionally high prices for out-of-season produce.

125. No exact figures are available to determine the costs of production. The figures which are given are estimates based on knowledge of local conditions and various sources of information. Estimates of cost of production are given in the "Report of a Committee on the Economic Condition of Agriculturists in Palestine and the Fiscal Measures of Government in relation thereto" published in 1930; it is certain that if maximum yields are to be obtained and larger areas of intensive crops included in the rotation then the figure of £P.22 for the annual costs of production on 100 dunums of land planted to field crops is too low. A more reasonable estimate for field crops giving maximum yields on land farmed in an improved manner would be £P.55.000 per 100 dunums. The cost of production on irrigated lands is very much higher and should be estimated at £P.4 per dunum. The estimated costs of production do not include the cost of family labour.

126. No estimates have been made of the cost or standard of living of a farmer. After deducting the costs of production a figure is given showing the net income to the farmer from agricultural operations. Out of this figure of net income the farmer has to pay for all the food and clothing for his family, his personal expenses and his rent and taxes. In each case the yields from plantations are given as the yields which are obtained from fully matured trees. The cost of establishing plantation crops and maintaining them until they reach maturity has not been included; this is a heavy item of capital expenditure and especially in the case of olives.

127. The following is a summary of the areas, gross incomes, expenditure and net incomes on the three different types of farms of which details are given in Schedules A, B and C.

Type of farm	Surface area Dunums	Gross income £P. Mils	Expenditure £P. Mils	Net income £P. Mils
1. Hill areas of Jerusalem or Ramallah	95	177.050	76.650	100.400
2. Non-irrigated farm in Jenin sub-district	135	207.600	103.750	103.850
3. Farm in inland plain	87 *	260.935	154.750	106.185

Schedule 'A'.

FAMILY FARM IN THE HILLS OF RAMALLAH OR
JERUSALEM SUB-DISTRICT.

Surface area = 95 dunums.

1. <i>Division of surface area of 95 dunums.</i>	Dunums
(a) Uncultivable stony ground and rocks.	15
(b) Uncultivable stony ground and rocks used for housing site, buildings, fuel plantation, etc.	5
(c) Plantation crops	30
(d) Annual crops	45
Total surface area	95 dunums

2. *Stock and poultry.*

- 2 selected baladi cows and 1 calf.
- 2 tethered Damascus goats and 1 kid.
- 20 baladi hens.
- 1 mule.
- 10 beehives.

3. *Yields and gross annual income at pre-war prices from crops.*

PLANTATION CROPS.

Crop	Area in dunums	Total yield in kgs.	Value in mils per kg.	Gross value £P. Mils
Olives	10	2,860 fruit = 700 oil	— 40	— 28.000
Figs	10	3,350 fresh = 2,000 dried	— 9	— 18.000
Table grapes	5	2,500	5	12.500
Apricots	3	2,100	8	16.800
Almonds	2	160	50	8.000
Total	30	—	—	83.300

* 12 dunums irrigated.

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ANNUAL CROPS.

Crop	Area in dunums	Total yield in kgs.	Value in mils per kgs.	Gross value £P. Mils
<i>Winter Cereals</i>				
Wheat	10	600	9	5.400
Barley	5	400	4	1.600
<i>Winter legumes and hay</i>				
Lentils	5	200	9	1.800
Broad beans	5	200	9	1.800
Vetch and oats hay	10	2,500	3½	8.750
<i>Vegetables and green fodder</i>				
Tomatoes	5	4,000	4	16.000
Pumpkins (fodder)	5	5,000	3	15.000
Total	45	—	—	50.350
Tibben straw from wheat, barley and lentils	—	1.300	1	1.300
				51.650

4. *Costs of production.*

PLANTATION CROPS.

The following are the estimated costs of production of the plantation crops exclusive of labour. The expenditure is mainly for the costs of fertilizers, insecticides, and implements. The cost of ploughing does not include wages :—

Crop	Area in dunums	Annual expenditure in mils per dunum	Total annual expenditure £P. Mils
Olives	10	200	2.000
Figs	10	200	2.000
Table grapes	5	1,500	7.500
Apricots	3	1,050	3.150
Almonds	2	500	1.000
Ploughing	—	300	10.000
Total	30	—	25.650

ANNUAL CROPS.

The estimated cost of production in relation to yield of annual crops is 450 mils per dunum. The total annual costs of production on 45 dunums = £P.20.250.

The following items are included in the cost of production :—

- (i) Share of working animal.
- (ii) Food for working animal.
- (iii) Seeds.
- (iv) Fertilizers and manure.
- (v) Hired labour for harvesting.
- (vi) Transport of crop to village.
- (vii) Threshing.
- (viii) Depreciation of implements.
- (ix) Depreciation on marketing boxes and bags.

5. *Gross income from stock and poultry.*

(a) *Cattle.*

2 selected *baladi* cattle will give 800 litres milk per annum each if they are not worked and are given fodder in addition to the natural and stubble grazing available. Yield of cows milk = 1,600 litres at 11 mils = £P.17.600.

(b) *Goats.*

2 Damascus goats will give 400 litres of milk per annum each. Yield of goats milk = 800 litres at 11 mils per litre = £P.8.800.

(c) *Poultry.*

20 *baladi* hens will lay 1,600 eggs valued at 2 mils each = £P.3.200.

(d) *Bees.*

10 beehives will give an average of 15 kgs. of honey per hive valued at 50 mils per kg. = £P.7.500.

(e) *Sale of surplus stock.*

The annual gross income from the sale of surplus cattle and goats and the increases in value of animals is estimated at £P.5 per annum.

(f) *Total gross income from stock and poultry.*

	£P.
Cattle	17.600
Goats	8.800
Poultry	3.200
Bees	7.500
Sales	5.000
£P.	42.100

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6. *Expenditure on stock and poultry.*

Annual cost of food exclusive of grazing :—

	£P.
Cattle	11.500
Goats	9.000
Calves and kids	8.000
Poultry	Nil
Miscellaneous expenses including depreciation on byres and dairy utensils, veterinary attention, etc.	4.000
Upkeep of beehives and cost of sugar	8.250
	90.750

7. *Net annual income from farming operations.*

Details	Gross income	Expenditure	Net income
	£P. Mils	£P. Mils	£P. Mils
Plantation crops	88.300	25.650	57.650
Annual crops	51.650	20.250	31.400
Stock and poultry	42.100	30.750	11.350
Total	177.050	76.650	100.400
Total net income = £P.100.400 mils.			

Schedule 'B'.

NON IRRIGATED FAMILY FARM IN THE JENIN
SUB-DISTRICT.

SURFACE AREA = 135 DUNUMS.

1. <i>Division of surface area of 135 dunums.</i>	dunums
(a) Site for house, buildings, fuel plantation, etc.	5
(b) Plantation crops on rocky land unsuitable for annual crops	10
(c) Annual crops in 3 course rotation :	
Winter cereals	40 dunums
Legumes, hay, vegetables	40 dunums
Summer crops	40 dunums
	120
Total surface area	135 dunums

2. *Stock and poultry.*

- 2 selected *baladi* cows and 1 calf.
- 2 tethered Damascus goats and 1 kid.
- 20 *baladi* hens.
- 1 mule.
- 10 beehives.

3. *Yields and gross annual income at pre-war prices from crops.*

PLANTATION CROPS.

Crop	Area in dunums	Total yield in kgs.	Value in mils per kg.	Gross value £P. Mils
Olives	5	1,480 fruit = 360 oil	40	14.400
Mixed fruits	5	—	—	12.000
Total	10	—	—	26.400

ANNUAL CROPS.

Crop	Area in dunums	Total yield in kgs.	Value in mils per kg.	Gross value £P. Mils
<i>Winter cereals.</i>				
Wheat	30	3,000	8	24.000
Barley	10	1,200	4	4.800
<i>Legumes, hay and vegeables.</i>				
Berseem (<i>fahli</i>) hay	5	1,500	4	6.000
Lentils	5	300	9	2.700
Beans	5	375	9	3.375
<i>Kersenneh</i>	5	300	5	1.500
Vetch and oats hay	15	5,250	3½	18.375
Potatoes	5	5,000	5	25.000
<i>Summer crop.</i>				
Millet (<i>dura</i>)	20	3,000	4	12.000
Sesame	10	400	20	8.000
Water melons	5	7,500	1½	11.250
Cucumbers	5	4,000	4	16.000
	120	—	—	193.000
<i>Tibben from cereals, lentils and kersenneh</i>	—	4,500	1	4.500

Total gross value = LP. 197.500 mils

4. *Costs of production.*

PLANTATION CROPS.

The following are the estimated costs of production of the plantation crops exclusive of labour. The expenditure is mainly for the cost of fertilizers, insecticides and depreciation of tools and implements. The cost of ploughing does not include wages:—

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Crop	Area in dunums	Annual expenditure in mils/dun.	Total annual expenditure £P. Mils
Olives	5	200	1.000
Mixed fruits	5	500	2.500
Ploughing	—	—	3.500
Total	10	—	7,000

ANNUAL CROPS.

The estimated cost of production of the annual crops is 550 mils per dunum. The total annual cost of production on 120 dunums = £P.66.000.

The various items included in the cost of production are detailed in paragraph 4 of Schedule 'A', and in addition there is the cost of tractor ploughing and cost of hiring mechanical implements.

5. Stock and poultry.

The expenditure and income from stock and poultry is the same as is given in paragraphs 5 and 6 of Schedule 'A', viz :—

Gross income	LP.	42.100
Expenditure	LP.	30.750
Net income	LP.	11.350

6. Net annual income from farming operations.

Details	Gross income £P. Mils	Expenditure £P. Mils	Net income £P. Mils
Plantation crops	28.000	7.000	21.000
Annual crops	137.500	66.000	71.500
Stock and poultry	42.100	30.750	11.350
	207.600	103.750	103.850

Total net income = LP. 103.850 mils

Schedule 'C'.

FAMILY FARM IN INLAND PLAINS.

(Surface area = 87 dunums. 12 dunums irrigated).

1. Division of surface area of 87 dunums.	Dunums
(a) Site for house, buildings, fuel plantation, etc.	5
(b) Plantation crops on rocky land unsuitable for annual crops	10

(c) Annual crops in 3 course rotation :

Winter cereals	20 dunums	
Legumes	20 dunums	
Summer crops	20 dunums	60

(d) Irrigated annual crops

12

Total surface area

87 dunums

2. *Stock and poultry.*

2 tethered Damascus goats and 1 kid

2 selected *baladi* cows and 1 calf.20 *baladi* hens

1 mule

10 beehives

3. *Yields and gross annual income at pre-war prices from crops.*

PLANTATION CROPS.

Crop	Area in dunums	Total yield in kgs.	Value in mils per kg.	Gross value £P. Mils
Olives	5	1,430 fruit = 360 oil	40	14.400
Mixed fruits	5	—	—	12.000
Total	10	—	—	26.400

Annual crops — Non-irrigated.

Crop	Area in dunums	Total yield in kgs.	Value in mils per kg.	Gross value £P. Mils
<i>Winter Cereals.</i>				
Wheat	15	1,500	8	12.000
Barley	7	840	4	3.360
<i>Legumes.</i>				
Lentils	5	300	9	2.700
Beans	9	675	9	6.075
Vetch and oats hay	4	1,400	3½	4.900
<i>Summer crops.</i>				
Millet (<i>dura</i>)	15	2,250	4	9.000
Sesame	3	120	20	2.400
Water melons	2	3,000	1½	4.500
	60	—	—	44.935
<i>Tibben</i> straw from cereals and lentils.	—	1,500	1	1.500
Total gross value =				46.435

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IRRIGATED CROPS.

Surface area = 12 dunums
Annual cropping area = 21 dunums.

Crop	Area in dunums	Total yield in kgs.	Value in mils per kg.	Gross value £P. Mils
<i>Green fodder.</i>				
Berseem (<i>mesquawi</i>)	4	20,000	1	20,000
Maize	1	5,000	1	5,000
Wintersome	2	12,000	1	12,000
<i>Vegetables.</i>				
Carrots	2	3,000	7	21,000
Egg plant	2	4,000	4	16,000
Tomatoes	4	6,000	5	30,000
Cauliflower	2	3,000	4	12,000
Potatoes	4	6,000	5	30,000
Total	21	—	—	146,000

4. *Costs of production.*

PLANTATION CROPS.

The costs of production of the plantation crops are as shown in paragraph 4 of Schedule B, viz. total annual expenditure = £P.7,000.

ANNUAL CROPS.

Non-irrigated.

The estimated annual cost of production is 550 mils per dunum. The total annual cost of production on 60 dunums = £P.33,000. See paragraph 4 of Schedule B.

Irrigated.

The estimated cost of production per dunum of irrigated land is £P.4,000 per crop dunum (not surface dunum) including the cost of water but exclusive of labour. The total annual cost on 21 dunums of crops = £P.84,000.

5. *Stock and poultry.*

The expenditure and income from stock and poultry is the same as is given in paragraphs 5 and 6 of Schedule A, viz :

Gross income	LP. 42,100
Expenditure	LP. 30,750
Net income	<u>LP. 11,350</u>

6. *Net annual income from farming operations.*

Details	Gross income £P. Mils	Expenditure £P. Mils	Net income £P. Mils
Plantation crops	26.400	7.000	19.400
Annual non-irrigated crops	46.435	33.000	13.435
Irrigated crops	146.000	84.000	62.000
Stock and poultry	42.100	30.750	11.350
	260.935	154.750	106.185

Total net income = LP. 106.185 mils

(b) Legislation designed to protect cultivators against eviction.

128. The earliest legislation in Palestine concerned with the protection of tenants from eviction was the Land Transfer Ordinance of September, 1920. This Ordinance and that which amended it in the following year (The Transfer of Land Ordinance, 1921)* were designed to secure the protection of agricultural tenants from eviction when land was sold by the landlord. The object of the legislation was political rather than economic, namely to maintain tenants of long standing on land, large tracts of which were being sold by absentee Arab landowners to Jews during the first substantial immigration of Jews into Palestine after the British occupation. Under this legislation the consent of Government to all dispositions of immovable property was required; and the Governor of a District (later the Director of Lands) was required to withhold consent to any transfer of agricultural land unless he was satisfied that the tenant would retain sufficient land for the maintenance of himself and his family. This legislation failed to achieve its purpose because tenants for the most part did not avail themselves of its provisions, but preferred to divest themselves of their rights thereunder by declaring, usually before a Notary Public, that they were not tenants entitled to its protection and accepting monetary compensation for so doing. Tenants were often induced to do this by unscrupulous pressure brought to bear upon them by their Arab landlords, to whom they stood in a quasi-feudal relation, and by their state of indebtedness. The principal Jewish land purchasing bodies at that time adopted a policy of not purchasing land unless all agricultural tenants had been removed therefrom by the vendor before the sale. Thus the provision of the law requiring retention of sufficient land for maintenance of the tenant and his family was evaded.

* Bentwich, Vol. I, p. 62.

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129. However, this ineffective legislation remained on the statute book until 1929, when the relevant section was replaced by the Protection of Cultivators Ordinance*. This Ordinance provided for the payment to certain classes of tenants of compensation, not only for any improvements but also for disturbance, on their receiving a valid notice to quit a holding. It further provided for the constitution of Boards to decide disputes as to whether or not compensation for disturbance or improvement was payable and as to the amount of any such compensation. The previous requirement that a cultivator must retain a subsistence area elsewhere found no place in the new Ordinance. But in 1931** this requirement was restored mainly by reason of the recrudescence at that time of large scale land sales by Arabs to Jews and the emergence into prominence of the problem of the landless Arab. (In 1933 a committee of enquiry found that some 664 Arab families who had been displaced by land sales had been unable to obtain other holdings on which they could establish themselves, or to find other equally satisfactory occupation). The amending Ordinance of 1931 also protected from eviction persons who had exercised continuously for a period of five years a practice of grazing or watering animals or the cutting of wood or reeds or other beneficial occupation of a similar character, unless the landlord had made equivalent provision towards the livelihood of such persons. Subsequent amendments tightened up the Ordinance on various points in favour of the tenant and stopped certain loopholes through which it had been found that evasion was possible.

130. This legislative action in favour of tenants culminated in the repeal of the 1929 Ordinance and its amendments, and its replacement by a new comprehensive piece of legislation, the Cultivators (Protection) Ordinance of 1933***, which is substantially the law as it exists to-day. The salient provisions of this existing law are as follows :—

- (a) It defines a "statutory tenant" as any person, family or tribe occupying and cultivating a holding otherwise than as owner thereof. The term includes the relatives of any person occupying and cultivating a holding who may have, with the knowledge of the landlord, cultivated such holding : it includes the heirs of a tenant; and also any person who is hired by the landlord to do agricultural work and receives as remuneration a portion of the produce of the holding which he cultivates.

* Laws of 1929, Vol. I, p. 299.

** Laws of 1931, Vol. I, p. 3.

*** Drayton, Vol. I, p. 506.

- (b) It provides that a "statutory tenant" who has occupied and cultivated a holding for a period of not less than one year shall not, provided that he has paid his rent and that he had not grossly neglected his holding, be ejected therefrom unless he has been provided with a subsistence area approved by the High Commissioner. Such subsistence area is to be, as far as possible in the vicinity of the land from which he has been displaced.
- (c) The Ordinance also provides for the protection of the rights of persons who have exercised on land the practice of grazing or watering animals, or cutting wood or reeds, unless provision of equivalent value is secured towards their livelihood; provided that such persons have exercised the practice concerned, by themselves or their agents, habitually, at the appropriate seasons, for not less than five consecutive years within a period of not more than seven years prior to the date when any application is made to a court for their eviction.
- (d) The constitution of Boards to decide certain questions which might arise between landlords and tenants and for the determination of subsistence areas is provided for.
- (e) The High Commissioner is empowered to appoint one or more Commissions consisting of not less than two persons to decide disputes on the following matters :—
- (1) as to whether any person is a statutory tenant of a holding; or
 - (2) as to the length of time that any statutory tenant has occupied and cultivated a holding; or
 - (3) as to whether any person is the landlord of a holding; or
 - (4) as to whether any person has exercised continuously any practice of grazing or watering animals or cutting wood or reeds or other beneficial occupation of a similar character by right, custom, usage or sufferance.

These Commissions have consisted for some time past of an Assistant District Commissioner and a District Officer in each sub-district. Appeal lies therefrom only on a point of law to the Land Court by leave of that Court. The practice and procedure followed in any enquiry before these Commissions is set out in Regulations*.

131. Landlords still found means of evading the intention of the Ordinance, principally by giving leases for periods of less than one year, generally for nine or ten months, sufficing for the cultivation

* The Protection of Cultivators Regulations, 1934, Volume of subsidiary legislation 1934, p.99.

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and harvesting of both a winter and a summer crop. A Bill was therefore published in 1936 amending the definition of "statutory tenant" so as to extend protection to any person who cultivated a holding "for one year or a period necessary to raise two successive crops". The Bill was not proceeded with on account of the recommendation of the Royal Commission * that a Committee should be set up to consider the whole question of land legislation in Palestine, including the Cultivators (Protection) Ordinance.

132. During the war the application of the provisions of the Cultivators (Protection) Ordinance has been circumscribed in two respects by means of Defence Regulations :—

(a) In February, 1942, State Domain was excluded from the scope of the Ordinance**. The reason for this was that it had become impossible to prevent trespassers on State Domain from acquiring rights under the Ordinance, thereby preventing Government from utilising these State Domains in the best interests of the community. It was considered that it was undesirable to tie the hands of Government, who, when determining the use to which State Domain should be put, would naturally safeguard the position of occupiers of long standing.

(b) Consequent upon the introduction of this Defence Regulation exempting State Domain, other landlords pressed for similar protection, and in the result, so as to enable all available land to be put under cultivation during time of war, a second Defence Regulation*** was introduced in December, 1942, withdrawing the protection of the Ordinance from persons who occupied or cultivated a holding for the first time subsequent to the date of the Regulation.

133. With the tightening up of legislation in favour of the occupier there has been increasing criticism, particularly from Jews, that "it affords too great an opportunity for bogus claims and puts a premium on trespassing, with the result that endless delays and great expense are incurred in resisting and buying off these claims before a clear title and undisputed possession of land can be obtained"†. In 1941 the State Domain Committee expressed the view that the Ordinance had become what they described as "a serious obstacle to the reasoned development of the country" in that it placed in the hands of tenants

* Paragraphs 29 and 69 of Chapter IX of their Report.

** Defence Regulations, 1939. Regulation 48A(2). Kantrovitch, Vol. I, p. 73.

*** Defence Regulations, 1939. Regulation 48A(1). Kantrovitch, Vol. I, p. 73.

† Royal Commission Report, page 243.

and trespassers a weapon with which they were able to victimise the landlords. The view was also expressed that the Land Transfers Regulations alone gave sufficient protection to Arab tenants and that with their enactment in 1939 there was no longer need of the Cultivators (Protection) Ordinance. In view of these criticisms, the High Commissioner appointed a Committee in February, 1942, to consider whether the Ordinance should be amended. This Committee was under the chairmanship of Mr. R. E. H. Crosbie, C.M.G., O.B.E., the members being the Directors of Land Registration and Land Settlement and the Legal Draftsman.

134. The Committee reported in January, 1943. They expressed the view that, although before 1933 it was the landlord who had abused the legislation and the tenant who accordingly needed increased protection, since that date "it had been the landlord's rights which have increasingly stood in need of protection, so that to-day the Ordinance is widely regarded rather as an instrument to facilitate the exploitation of landlords by tenants than as an instrument for the protection of tenants from the exploitation of landlords".

135. They showed that the outstanding abuse lay in the exploitation of the Ordinance by trespassers and squatters whom it was never intended to benefit but who, by the definition of "statutory tenant", are legally entitled to its protection. Such persons enter upon land without the knowledge or consent of the owner, often without paying rent, and sometimes remain on the land not as *bona fide* cultivators but rather with a view to exploiting the pecuniary value of their gratuitously acquired rights. The provisions of the Ordinance make their eviction by the landlord a process which is not only lengthy but which is not assured of success, owing to the difficulty of finding alternative subsistence areas as required by the Ordinance. The landlord is normally obliged to have recourse to buying the occupier off the land; he has, however, no effective guarantee that the occupier will not return to the land and acquire fresh rights and a fresh nuisance value as a "statutory tenant".

136. The Committee found that the protection afforded by the Ordinance was also being abused by tenants who, having entered into a lease agreement with a landlord, refused to honour their obligations under the lease once they had acquired the rights of a "statutory tenant", and availed themselves of the provisions of the Ordinance to remain in occupation without paying rent. The Committee reported that abuses of this nature were tending to

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retard agricultural development in that landlords prefer to let their land lie vacant and fallow until they are able to develop it themselves rather than to lease it to tenants whom they will not be able to remove. This criticism has been met temporarily by the Defence Regulations to which reference is made in paragraph 132.

137. The Committee also found that the protection afforded by the Ordinance to rights of grazing and watering animals and of cutting wood and reeds operated to the detriment of sound agricultural and forest development.

138. They were also of opinion that the procedure under which disputes are dealt with by various Boards, Commissions and courts is cumbersome and constitutes the major cause for delay in the eviction of a statutory tenant. They reported that proceedings can be dragged on from one tribunal to another for years, at great expense, without any finality, the decisions of one tribunal being often reversed or annulled by an alternative or higher one.

139. The Committee made various recommendations for amelioration of the state of affairs disclosed by them, and submitted a draft of a new Ordinance to give effect to their recommendations. The principal recommendation was that protection should be confined to persons who have already acquired full rights as statutory tenants under the existing legislation and whose continued enjoyment of these rights is morally defensible, i.e., *bona fide* cultivators mainly depending on agriculture as a livelihood who have either (a) been statutory tenants for a period of one year with the consent of their landlord, or (b) been statutory tenants for a period of five years whether or not they ever obtained the consent of the landlord; but that the protection should not extend to trespassers and squatters who have been on the land for less than five years without ever having obtained the consent of their landlord; and should not extend to the wives and relatives of tenants.

140. The report has been under the consideration of Government, but consideration of the measures necessary to give permanent effect to the Committee's recommendations was deferred until after the war; the problem is a complex one and of political consequence, and the principal drags imposed by the Ordinance upon agricultural development have been temporarily removed by the Defence Regulations of 1942.

(c) The re-settlement of displaced Arab cultivators.

141. Sir John Hope Simpson, in chapter II of his Report of 1930, recommended that the development of the land could best be ensured by the appointment of a Development Commission invested with the necessary powers. As a result of this recommendation, Mr. Lewis French, C.I.E., C.B.E. was deputed by His Majesty's Government in 1931 to investigate and report on the problems pertaining to development and land settlement in Palestine.

142. Mr. French was appointed Director of Development with the following duties :—

- (i) To prepare a register of "landless Arabs".
- (ii) To draw up a scheme for re-settling such Arabs.
- (iii) To ascertain what State and other lands could be made available for close settlement by Jews with reference to the obligation imposed upon the Mandatory by Article 6 of the Mandate.
- (iv) To report on the improvement and intensive development of land in the hills in order to secure to the *fellaheen* a better standard of living without, save in exceptional cases, having recourse to transfer.
- (v) To report on the feasibility and advisability of providing credits for Arab cultivators and Jewish settlers, and, if so, the best methods of achieving this purpose.
- (vi) To put forward proposals for draining, irrigating and otherwise reclaiming land not at present cultivated or cultivated only to a limited extent.

Mr. French presented a report in December, 1931, and a supplementary report in April, 1932.

143. The Arab Executive and the Jewish Agency were both invited to nominate one member each to assist Mr. French in an advisory capacity, but no progress was made with these appointments. Before Mr. French reached the country, the Arab Executive had made it plain that they would have nothing to do with the development scheme. They declined to enter into any discussions on the subject unless Government assented to their condition that such a scheme should not be based on the principles embodied in the letter addressed by the Prime Minister to Dr. Weizmann*. The Jews, on their part, took no effective steps to appoint a representative.

* Mr. J. Ramsay Macdonald's letter of the 13th February, 1931.

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144. The first duty of the Director of Development was to ascertain the number of "landless Arabs" in Palestine and to make a register of them. "Landless Arabs" had been defined as "such Arabs as could be shown to have been displaced from the lands which they occupied in consequence of the lands falling into Jewish hands and who had not obtained other holdings on which they could establish themselves or other equally satisfactory occupation". The Director, in preparing the register, was given the assistance of a legal assessor whose duty it was to scrutinise claims and advise him as to the sufficiency of evidence in each case before the claim was admitted.

145. As the first step to obtaining particulars of displacement, the District authorities were asked to ascertain in what villages displacement of Arab cultivators had occurred and to see that, if claims were made, some *prima facie* evidence was forthcoming which satisfied the conditions prescribed in the preceding paragraph.

146. The following categories of Arabs, though in fact landless, were not considered :—

- (1) Persons who had been displaced in consequence of purchases by non-Jews.
- (2) Persons who at the time of the sale to Jews were not tenant cultivators, e.g. owners who habitually let their lands, ploughmen and persons who, from debt or bad seasons or other causes, had ceased to be cultivators and had become labourers, etc.
- (3) Persons who were able to obtain other lands after the sale, but subsequently gave up cultivating owing to bad seasons or for some other reason.
- (4) Persons who had obtained employment of a fairly permanent nature.

Consequently, up to the 1st January, 1936, although 3,271 applications for re-settlement had been received from landless Arabs, only 664 had been admitted to the register, while 2,607 had been disallowed.

147. The policy of His Majesty's Government as formulated in 1930, after the presentation of Sir John Hope Simpson's report, contemplated the initiation of a comprehensive development scheme to be financed from a guaranteed loan of £P.2,500,000; it was visualised that, during the first years of that scheme, provision should be made from His Majesty's Exchequer of such annual amounts as might be required to meet the interest and

sinking fund charges upon the loan. But in January, 1932, the Secretary of State intimated that conditions had changed in the interim, and that it could not be assumed that it would be found practicable to make £P.2,500,000 available for development purposes.

148. The Director of Development left Palestine in June, 1932, and the Department of Development was re-organized and placed in the charge of a development officer. This officer was instructed to draw up schemes for the resettlement of the displaced Arab cultivators admitted to the Register which schemes were to be financed from a sum of £P.250,000 made available for the purpose as an advance against the proposed £2,500,000 loan.

149. As suitable State Domain lands were not available, land on which to settle the displaced cultivators on the Register had to be purchased from private owners. An area of 17,868 dunums was accordingly purchased in the Beisan and Jenin sub-districts at a cost of £P.72,240. It was calculated that this area would provide subsistence areas for some 400 families.

150. The Department of Development was abolished in 1939 and the management of the settlements which had already been started devolved upon the District Commissioners, whilst to the Department of Land Settlement fell the task of attempting to regularise the occupation of Arabs who had been allowed to occupy the land without the terms on which they would hold it having been settled. The keeping of the Register of landless Arabs was discontinued and sporadic cases of landlessness are now dealt with as and when they occur.

THE ARABS OF WADI EL HAWARITH IN THE TULKARM SUB-DISTRICT :

151. The first landless Arabs to be dealt with were the Wadi Hawarith Arabs, whose landlord had disposed of his land to the Jewish National Fund. Judgment for their eviction had already been passed as early as the end of 1929, and it became imperative to find other land to which they could move. Government thereupon undertook the reclamation and deep ploughing of some 10,000 dunums of the land which it had purchased in the Beisan sub-district, with a view to settling these Arabs upon it, and by the 31st of August, 1933, the major portion of the area was ready for occupation. On being evicted from the Wadi Hawarith, the Arabs, however, refused to settle on the lands prepared for them on the grounds that they were used neither to the climate nor to irrigated cultivation; their settlement in the Beisan sub-district had accordingly to be abandoned.

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152. In view of this refusal, the possibility of making other arrangements for the settlement of the tribe on land lying in the vicinity of the Wadi Hawarith was investigated. The northern section of the Wadi Hawarith Arabs was accordingly settled on a State Domain in the Tulkarm sub-district known as Basset Sheikh Mohammad (GP/5/62—Wadi el Hawarith). This area consisted mainly of swampy land bordered by sand dunes and is 1,568 dunums in extent. After it had been drained and deep ploughed the land was allotted equally among the ninety families. The southern section, numbering 109 families, are camped on an area of 250 dunums (GP/5/54—Ma'baroth) taken by Government from the Jewish National Fund in exchange for a parcel of State Domain. These Arabs are cultivating land in the neighbouring Wadi Qabbani and elsewhere which they rent from the owners. Both the northern and southern sections of the Wadi Hawarith Arabs have declined to enter into any lease of the Government land which they occupy, but they pay a nominal rent.

THE ARAB ZUBEID OF THE SAFAD SUB-DISTRICT.

153. These Arabs, numbering some 68 families, having been evicted from their camping grounds, Government authorised the provision for them of a new camping site in the Safad sub-district near an area of land which the owner was willing to allow them to cultivate. This site, which was the property of the Palestine Jewish Colonisation Association, was received by Government in exchange for a neighbouring parcel of State Domain of which the Association had already a long term lease. The Arab Zubeid were given a loan of £P.100 per family; they have settled permanently on the new site and built houses there, although in the past they had been tent-dwelling nomads. In 1944 the ownership of the land was transferred by Government to the new occupiers.

OTHER RE-SETTLEMENT SCHEMES.

154. In addition to the Arabs of Wadi el Hawarith and the Arab Zubeid, some 100 families, evicted from different parts of the country, expressed their willingness to take up land under Government schemes, and for these families three settlements were started in 1934, one at Tel esh Shauk in the Beisan sub-district and the others at Muqeibla and Beit Qad in the Jenin sub-district.

155. The Tel esh Shaik scheme (GP/10/26) covers an area of 2,181 dunums of irrigated land divided into 51 plots varying in area between 15 and 52 dunums each of which is leased to a family. The settlers have been provided with accommodation for themselves and for their animals and a system of irrigation has been laid out. On their arrival they were provided with advances of money to enable them to make a fair start. The settlers are undoubtedly enjoying better conditions since they have been resettled than they ever experienced in the past.

156. Some 4,225 dunums were purchased for the Muqeibla scheme (GP/7/2) and 2,094 dunums for the Beit Qad scheme (GP/7/1). A number of settlers were placed by the Development Officer on both areas but, later, the settlers of Beit Qad were transferred with their consent to Muqeibla in order to leave the Beit Qad land free for direct agricultural production by Government. There are now 50 families settled at Muqeibla occupying plots nearly all of which measure 80 dunums. The settlers have entered into 49 year leases with Government and are satisfactorily cultivating their allotments. As in the case of the Tel esh Shaik scheme the settlers at Muqeibla were also granted loans.

157. The Arab Sabarji are a semi-nomadic tribe consisting of about 120 persons who had been subsisting mainly on their flocks and herds and who had been trespassing on privately owned land. Although they were not landless in the sense of having been displaced from land which they formerly occupied owing to its being transferred to Jews, Government has settled them on a State Domain at Kafr Misr in Beisan sub-district. (The area of land allotted to them is 1,802 dunums for cultivation (GP/10/16/9 and 10) and 30 dunums for a camp site (GP/10/16 (25)). Leases have been concluded between Government and thirty heads of families representing the tribe.

**(d) An illustration of the complexity of the land problem—
the case of the Ma'lul Arabs.**

158. The following case, that of the Arabs of Ma'lul village in the Nazareth sub-district, is described below as an example of the difficulties by which the Administration may be faced when attempting to give effect to the dual obligations of Article 6 of the Mandate and to ensure the retention for Arab peasants of a sufficient area of land for their subsistence. The areas quoted throughout this sub-section are in terms of old Turkish dunums; an old Turkish dunum is 919.3 square metres.

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159. Ma'lul is situated on the Haifa-Nazareth road in the foothills which bound the plain of Esdraelon on the northern side. It has an area of about 16,000 dunums of which nearly half is cultivated land. It has at present a population of about 900 persons, all Arabs; there are about seventy principal cultivators, the rest of the men of the village being hired ploughmen and labourers who do not own or lease land.

160. The lands of the village were originally the property of the Sursok family of Beirut. The villagers of Ma'lul were their tenants. In 1921 the Sursoks sold the lands to a Jewish company, the Palestine Land Development Company, with the exception of an area of 2,000 dunums which was excluded from the sale and remained in Arab hands. This area of 2,000 dunums, only part of which was cultivable and which contained the village built-on area, was insufficient to support the Arabs of Ma'lul and, as a result of intervention by Government, the Palestine Land Development Company agreed to lease to these Arabs an additional area of 3,000 dunums of plain land and 150 dunums of grazing land. The lease was to run for six years from 1921 to 1927, the rent payable being one-fifth of the crop. The Company was to instal a water supply for the villagers' animals, and, if the Company failed to do this, they were to be liable to pay £P.200 a year damages and the rent was to be remitted. The Arabs were to be entitled at any time before the expiry of the lease to purchase the land at £P.3 a dunum.

161. During the period of the lease the water was supplied and the rent was regularly paid. On the expiry of the lease an advocate who had been engaged by the Arabs claimed that he had notified the Company of his clients' readiness to purchase the land, but that he had received no reply; the Company maintained that the Arabs had failed to exercise their option. But, at the instance of Government, the Company agreed to extend the lease until 1931, provided that the right of option to purchase was not thereby restored. However, no formal extension of the original agreement was ever executed. The Arabs have remained on the land from then until now, paying no rent and receiving no water.

162. In 1927 the Ma'lul lands were transferred from the Palestine Land Development Company to the Jewish National Fund. By the terms of its constitution the latter organisation is not entitled to sell any of the land in its possession.

163. From time to time various issues relating to the rights and wrongs of the parties have been before the courts. In 1931 the Jewish National Fund brought a case in the courts against five of the principal cultivators and obtained a judgment to the effect that rent at the rate of 150 mils per dunum should be paid. The Arabs on their part sought to establish that their option to purchase was still valid or, in the alternative, that they possessed rights under the Cultivators (Protection) Ordinance: they denied that rent was due from them since water had not been supplied, and they counter-claimed for damages for this failure to supply. The Fund's claim for rent since 1927 and interest thereon amounted to some £P.10,000 at the end of 1945.

164. The Ma'lul Arabs also claimed grazing rights over an area of 5,000 dunums of rocky land which lies to the west of the village and on part of which the King George Jubilee Forest had been established by the Jewish National Fund. The Arab el Mazareeb, a tribe of herdsmen, also claimed grazing rights and the right to pitch tents in the same area. The case came in due course on appeal before the Supreme Court, who on 15th February, 1940 found in favour of the Arabs in respect of grazing only. The Jewish National Fund was granted leave to appeal to the Privy Council; on 24th June, 1943, the latter confirmed the judgment of the Supreme Court.

165. In 1937 the late Mr. Andrews, Development Officer, with the consent of Government, attempted to negotiate a settlement between the parties. The arrangement at which he aimed was that the Fund should make over to Government the ownership of an area of land in Ma'lul village, part suitable for cultivation and part suitable for grazing, sufficient for the needs of the villagers. Government would then lease this land to the villagers. In exchange for the land, Government would make over to the Fund the ownership of an area of State Domain of equivalent value in the south of Beisan. Provisional agreement on this basis was reached between the parties, but before any action was taken on it the report of the Royal Commission was published (June 1937). Under the Commission's tentative proposals of partition, the land in Beisan fell within the Arab area; Government therefore directed that the negotiations initiated by Mr. Andrews should be suspended. In October, 1938, following the receipt of the report of the Partition Commission, the proposals for partition of the country were dropped by His Majesty's Government; they therefore no longer constituted a barrier to negotiation; but the restrictions

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imposed upon land transfers by the policy of the White Paper of 1939 introduced a further complication. The lands in Beisan which it had been proposed to exchange for the Ma'lul lands lay within zone A (the prohibited zone) of the Regulations which were introduced in February, 1940 in implementation of the White Paper policy. The boundary between zone A and zone B fell across the Ma'lul lands, the hilly areas of the village being assigned to zone A and the plain to zone B.

166. In 1940 the acting District Commissioner of the Galilee District reported that the parties had again been negotiating with one another and that virtual agreement had been reached on the basis of the arrangement proposed by Mr. Andrews, but with some variation in detail, the Arabs having increased their demands on the strength of the judgment to which reference is made in paragraph 164. The question of the proposed exchange was then referred to the State Domain Committee for consideration of three alternatives :—

- (a) The exchange with the Jewish National Fund of 3,400 dunums of Ma'lul land (half in the hills and half in the plain) for an area of State Domain equivalent in value situated within zone A in the Beisan sub-district.
- (b) The exchange with the Fund of 3,400 dunums of Ma'lul land for an area of State Domain equivalent in value situated somewhere within zone B.
- (c) No exchange, the Arabs and the Fund to be told that they must settle the matter themselves.

In their report, submitted in July 1940, the State Domain Committee pointed out that, while it was true that the Land Transfers Regulations did not apply to State Domain, it had been accepted as a general principle that State Domain should not be alienated to Jews unless the transfer was of such a nature that it would be permitted were the State Domain in question Arab land; and that to permit exchanges of Jewish land in the free or restricted zones for Arab land in the prohibited zone would be contrary to the intention of the Regulations. The Committee were furthermore of the opinion that it was not incumbent on Government to find other State Domain, either in the free or the restricted zone, which the Jewish National Fund might be prepared to accept in exchange for the Ma'lul land. They considered that in land transactions such as those from which the situation in question

had arisen both parties should be treated as private citizens and expected to abide by the bargains made. The State Domain Committee therefore recommended that, in view of the Land Transfers Regulation, the exchange suggested should not be countenanced and, moreover, that Government should not negotiate for an exchange of the Ma'lul land for State Domain elsewhere, and that the parties to the dispute should be left either to reach a compromise between themselves or, in the alternative, to obtain and abide by the judgment of the Courts. In September, 1940 these recommendations were considered by the High Commissioner in Executive Council and in accordance with the decision then taken it was made clear to both parties that in no circumstances would State Domain land be made available for the purpose of settling the matter, and it was suggested to them that they should submit the dispute to independent arbitration. The suggestion of arbitration was rejected and, although various alternative proposals for negotiating a settlement were subsequently put forward and examined, there was no substantial change in the position or in the attitude of Government until 1944.

167. In that year, however, the villagers of Ma'lul having finally failed, after protracted proceedings, to establish in the courts rights of cultivation claimed by them under the Cultivators (Protection) Ordinance, were faced with the prospect of eviction from the land on application by the owners, the Jewish National Fund, to whom the land had in the meantime been finally adjudicated in the course of land settlement. Since Government had played an active part from 1920 onwards in retaining the Ma'lul Arabs in occupation of this land it was represented that there was an obligation on the part of Government to take steps to ensure the future support of these agriculturalists. Apart from the lands now definitely awarded to the Jewish National Fund there remained for the subsistence of the Arabs an area of 2,000 dunums of which only about 900 dunums were arable land, the balance being either rocky grazing land or built upon. This area of arable land was considered to be far short of the minimum needs of a rural community of 900 persons.

168. The situation was therefore reviewed in September, 1944, by the State Domain Committee, who revised their previous recommendation in regard to an exchange of State Domain and proposed, in view of the changed circumstances, that the Jewish National Fund should be offered, in exchange for the 3,000 dunums of plain land (zone B) in Arab occupation at Ma'lul, areas of State Domain in Beisan which in total were almost equivalent in extent, which

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had been encroached upon by Jews and which could probably only be recovered by the use of force. The State Domain in Beisan is in zone A, but the Committee considered that, in view of the special considerations in this case, there was justification for a departure from the principles laid down by Government that the spirit of the Land Transfers Regulations should be applied to State Domain. In making their recommendation the Committee attached particular importance to the consideration that Government would acquire an equivalent area of land also in the restricted zones owned by persons other than Palestinian Arabs and would use this area for the benefit of Palestinian Arabs.

169. In October, 1944, this recommendation was accepted by Government after consideration in Executive Council and the Director of Land Settlement was authorised to negotiate the exchange proposed. But the Jewish National Fund declined to negotiate an exchange which included land upon which Jewish settlers had trespassed and were in occupation.

170. In December, 1944, the Jewish National Fund put forward counter proposals. These fell into three parts :—

- (a) The lands to be given up by the Jewish National Fund at Ma'lul. The Fund proposed to make available for the Ma'lul Arabs 1,700 dunums in the plain (zone B) and also 1,700 dunums in the hills (zone A). The District Commissioner considered that these areas, together with those of which they were in lawful occupation, would be sufficient for the subsistence of the Arabs of Ma'lul and that it was unreasonable to expect the Jewish National Fund to give up the whole of the 3,000 dunums in the plain which had been leased by them in 1921 and of which the Arabs had ever since been in occupation.
- (b) Land in Beisan to be acquired by the Fund in exchange for 1,700 dunums of plain land at Ma'lul. The Jewish National Fund asks that an area of 3,775 dunums in the undermentioned villages of Beisan sub-district should be transferred to them :—

Masil el Jisl	— 1,690 dunums estimated by the Fund to be equivalent in value to 563 dunums at Ma'lul.
Ghazawiya	— 760 dunums estimated as equivalent to 380 dunums at Ma'lul.

Safa — 1,000 dunums estimated as equivalent to 400 dunums at Ma'lul.

Tel esh Shok — 325 dunums estimated as equivalent to 325 dunums at Ma'lul.

These lands were not in occupation by Jews but some of them were leased by Government to Arabs. Government considered that the valuations placed by the Fund on the Beisan lands on comparison with those placed on the Ma'lul lands were too low.

(c) Land on the northern frontier of Palestine at Buleida and Meis in Safad Sub-District to be acquired by the Fund in exchange for 1,700 dunums of hill land at Ma'lul. The Jewish National Fund asked for 5,000 dunums. Land settlement operations in this area are not complete and the lands at Buleida and Meis have not been registered as State Domain : for this reason alone the exchange proposed could not be entertained by Government.

171. During 1945 the Jewish National Fund pressed for settlement of the problem, and it was thought that, unless negotiations were pursued, there would be danger that the Fund would start cultivation of the plain land at Ma'lul which hitherto had been in Arab ownership. In the District Commissioner's view this might result in a serious local security situation. As the counter proposal of the Fund did not offer a basis for a solution likely to be acceptable to Government the problem was again considered by the Executive Council on the 10th October, 1945. The High Commissioner (Lord Gort) then decided that a solution should be sought by way of a further offer of an exchange of lands. Despite the Land Transfers Regulations and the decision that the provisions of these Regulations should be applied to State Domain, Lord Gort considered that it was right to offer to the Jewish National Fund lands within zones A or B, provided that an equivalent area of land at Ma'lul owned by persons other than Palestinian Arabs would be obtained thereby for the use of Palestinian Arabs. But his view was that the offer of an area of State Domain in the restricted zones appreciably in excess of that to be acquired in exchange would not be justified and that any difference in values should be made up by the offer of additional State Domain situated in the "free" zone. Accordingly, the following proposition was put before the Jewish National Fund on 22nd October :—

(a) The Fund to transfer to Government their title to 1,700 dunums of plain land (zone A) and 2,000 dunums of hilly land (zone B) situated in the village of Ma'lul.

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- (b) The Government to make available from these lands, for the use of the inhabitants of Ma'lul, 1,700 dunums of plain land and 1,700 dunums of hilly land, for the Mazareeb tribe (see paragraph 164), 300 dunums of hilly land on such terms and conditions as Government shall deem fit, but provided that one of these conditions shall be that the inhabitants of Ma'lul and the members of the Mazareeb tribe shall resign formally and absolutely all claims and established rights to grazing within any part of the village of Ma'lul the ownership of which remains registered in the name of the Jewish National Fund.
- (c) The Government to transfer to the Jewish National Fund the title to 3,700 dunums of State Domain situated in Beisan Sub-District or elsewhere within zones A or B of the Land Transfers Regulations.
- (d) The Government to place a value upon the 3,700 dunums of Ma'lul lands to be surrendered by the Jewish National Fund and upon the equivalent area within zones A and B to be offered in exchange therefor.
- (e) Should the Government and the Jewish National Fund disagree over the valuation of the lands, the difference of opinion to be referred to a British Judge for assessment in accordance with the procedure of the Land (Acquisition for Public Purposes) Ordinance, 1943.
- (f) Should the determined value of the 3,700 dunums offered by Government be less than the determined value of the 3,700 dunums at Ma'lul surrendered by the Jewish National Fund, an area of State Domain within the "free" zone of the Land Transfers Regulations to be transferred by Government to the Jewish National Fund. The extent of this area of State Domain within the "free" zone would be determined by the difference in value between the areas exchanged within the restricted zones.

172. The reply of the Jewish National Fund to these proposals was to the effect that they declined to negotiate on the basis of the Land Transfers Regulations and would not accept the proposal that any dispute over comparative values should be submitted to any third party. They proceeded to make three alternative offers. The first two were for the exchange of 6,372 dunums and 4,153

dunums respectively of land in the Beisan sub-district within zone A for 3,700 dunums at Ma'lul. Apart from the question of the relative land values upon which the Fund had computed these areas and to which Government would not have agreed, the basis of exchange whereby a larger area to be acquired by the Fund in zone A than was to be surrendered at Ma'lul (where only half the area is zone A and half zone B) was not acceptable to Government as it was contrary to the spirit of the policy underlying the Land Transfers Regulations. The third alternative was for 2,646 dunums at Ashrafiya and 354 dunums at Tel esh Shok (a total of 3,000 dunums in Beisan sub-district within zone A and all good irrigible land) for the 3,700 dunums at Ma'lul (of which 1,700 dunums was unirrigated arable land in the plain and 2,000 dunums hill country). The Jewish National Fund assessed the value of the 3,700 dunums at Ma'lul at the same figure as that of the 3,000 dunums in Beisan, but the Director of Land Settlement (who is the official valuer of Government) placed the former area at £P.59,400 in comparison with £P.73,938 for the latter. The land at Ashrafiya was originally purchased by Government for the settlement of landless Arabs. It was leased on short term to Arabs and was in their occupation until taken over by the military authorities in 1942 for the production of fodder required by the Forces. The Arabs expect to be allowed to go back on to the land when it is no longer required by the Army and, in July, 1945, following rumours that the land was about to be transferred to Jews, a number of enquiries were made by Arabs as to Government's intentions and there was also some agitation in the Arab press on this subject; a reply was given on behalf of Government to the enquiries that no change in the holding of this land was contemplated at that time. The land is still required by the military authorities for the production of fodder and it is not known when it can be released from such use. Moreover, the transfer of the Ashrafiya lands to the Jewish National Fund would not have effected the consolidation of Jewish lands in the Beisan area which was a subsidiary objective of Government's proposals for exchange. In all these circumstances Government was unable to accept an offer of exchange which involved the Ashrafiya lands.

173. On 24th November, 1945, the Jewish National Fund obtained a Court order of possession of the lands at Ma'lul and on 5th December, on their application, the Execution Officers went on to the land to take possession on the Fund's behalf. The

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mukhtar of Ma'lul and a number of the elders of the village thereupon refused to yield possession of it and an application was subsequently made by the Fund to the Chief Execution Officer for delivery of the land by force. It was evident to Government that here was the makings of a serious incident in which blood might be shed, and the problem was therefore again discussed in Executive Council on 13th December and, after considering and rejecting a proposal that the Ma'lul lands should be acquired by Government by proceedings under the Land (Acquisition for Public Purposes) Ordinance, it was decided by the High Commissioner that a further attempt should be made to negotiate an exchange, valuable State Domain in Haifa Bay (free zone) together with small parcels in Beisan being offered. Negotiations on this basis are proceeding.

CHAPTER IX.

AGRICULTURE.

Section 1.

AGRICULTURAL PRODUCTION.

(a) Climate and soils.

The most striking feature of the Palestine climate is the occurrence of two distinct seasons, those of winter rains from late-October to mid-April and of the six dry months which follow. Moisture, or the lack of it, is the controlling factor in agricultural production. Where irrigation water is plentiful to supplement the rainfall (from bores and a few springs and in the Huleh area and the perimeter of the Jordan) the land can produce intensively almost all the year round. Under natural conditions, however, summer cropping is dependent entirely on the amount of soil moisture that can be conserved during the rainy season by repeated cultivations of the bare fallow; over a large part of the country (Beersheba area and in the Jordan valley from below Tiberias to the Dead Sea) the rainfall is insufficient for this form of conservation and it is frequently insufficient or too poorly distributed for even a winter crop sown during the rains.

2. The average total rainfall varies from 150 millimetres in Jericho to 220 millimetres in Beersheba, from 370 millimetres in Gaza to around 500 millimetres along the maritime plain, and from 600 to 800 millimetres in the hills. Southward of Beersheba town the rainfall decreases rapidly to as little as 120 millimetres at Asluj and 100 millimetres at El Auja.

3. Whilst the soils frequently show great variations even within narrow limits they are generally speaking remarkably fertile considering that they have received little, if any, farmyard manure for centuries. The maritime plain, with large tracts of sandy or sandy-loam soils intersected with considerable areas of heavy land, is very fertile and includes the citrus belt. The inland plains, such as Esdraelon and the Huleh, are heavy alluvium and well suited to grain. The hills of Judaea, Samaria and Galilee hold pockets of red earths and are productive of fruit, vines and olives. In the lower Jordan valley the soils suitable for agriculture are limited to where sediments cover the marls and those

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which can be leached of salts; the hot climate permits of the growth of tropical crops on productive soils under heavy irrigation. The Beersheba plateau, the largest stretch of plain land in the country, is of loess (wind-blown) formation; it is "good barley land" in winters of sufficient rainfall, but the rainfall is so fickle that in many years no harvest at all is possible.

(b) Crops and cropping.

4. Cereal growing is the most important activity of the majority of Arab cultivators. The rotations vary from (a) barley every year, as on the light lands in the dry Beersheba area, to (b) a two-year course by which winter crops of wheat or barley are rotated with summer crops of *dura* (millet) or sesame, and to (c) a three-year rotation in which a legume is introduced as an additional winter crop. The following is the most common rotation :—

Wheat or barley	—	Sown November—December and harvested May—June, followed by a
Bare fallow	—	until the following April when the land is sown with
<i>Dura</i> or sesame	—	which is harvested in August and followed again by wheat or barley (or by a legume in a three-year rotation).

It is not possible to grow an economic summer crop without a preceding winter fallow to conserve the necessary amount of soil moisture.

In many Jewish settlements a four-year rotation has been adopted so as to include a green manure or hay or a silage crop. The rotations for irrigated lands are necessarily more varied and complex.

5. Wheat and barley are the chief winter cereal crops. Wheat is usually grown on the heavier types of soil, while barley is grown on the lighter soils, particularly in the south and in Beersheba, where not only is the rainfall much lower than in the north but the rainy season is also shorter. The total area under both crops is estimated by the Department of Agriculture to exceed 4,500,000 dunums, the actual areas varying annually according to weather and rotation; the proportions under each crop are approximately equal.

6. Winter leguminous crops consist of lentils, peas, beans and *kersenneh* (*Vicia ervilia*). Some vetch is also grown but it is now more usual to sow vetch with oats (or barley) for the production

of hay or green fodder. Hay and fodder have been grown by Jewish farmers for several years but so far little has been grown by Arabs. The approximate areas planted to each of these crops in the 1944-45 season compared with that of 1934-35 and the yields given are shown in table 1.

Table 1.

AREA AND PRODUCTION OF CERTAIN WINTER CROPS
1934-35 AND 1944-45.

	1934-35		1944-45	
	Dunums	Tons	Dunums	Tons
Lentils	82,698	2,698	144,041	7,587
Peas	2,548	225	13,617	987
Beans	32,564	1,489	56,242	3,144
<i>Kersenneh</i>	192,936	8,849	193,184	11,264

7. Chick peas are grown on the medium soils as a spring or early summer crop, mainly in the hills, but *dura*, sesame and melons constitute the main summer crops. *Dura* is grown in most districts; sesame is mostly grown in the north as its cultivation is a precarious matter, good yields being obtained only after a winter of abundant rainfall. Melons and other cucurbits are favourite crops and are extensively grown on a variety of soils. Maize is not widely grown except under irrigation for green fodder and silage and to a limited extent for grain. The areas which it is estimated were planted to these crops and the yields given in the 1944/45 season compared with that of 1934/35 were as shown in table 2.

Table 2.

AREAS AND PRODUCTION OF CERTAIN SUMMER CROPS
1934-35 AND 1944-45.

	1934-35		1944-45	
	Dunums	Tons	Dunums	Tons
<i>Dura</i>	1,004,977	46,135	752,889**	37,311
Sesame	269,920	6,914	106,222**	4,726
Melons*	125,875	68,799	125,979	142,827
Maize	70,436	8,840	62,166***	5,289

* Including water melons.

** Unfavourable planting weather.

*** Insufficient seed.

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8. Vegetable growing has made remarkable strides since the outbreak of the World War and there has been a great advance in variety, quantity and quality. Good supplies of all kinds of European vegetables such as cabbages, cauliflowers, kohlrabi, beans, peas, tomatoes, lettuce, carrots, beets, radishes, etc. are available during the winter and the early spring months. During the warmer summer months, beans, cucumbers, marrows, pumpkins, tomatoes, eggplants, peppers, ochra, etc. are abundant. There is, however, a scarcity period from August to mid-November when climatic conditions are unsuitable for production but the period is being narrowed by the planting of early and late varieties. Vegetable seeds were also produced on a large scale during the war by the Department of Agriculture.

Table 3.

ESTIMATED AREAS AND PRODUCTION OF VEGETABLES
IN 1934-35 AND 1944-45.

	1934-35		1944-45	
	Dunums	Tons	Dunums	Tons
Cabbages	*	*	8,369	13,030
Cauliflower			12,311	13,391
Tomatoes	32,246	17,286	80,301	60,457
Lettuce			2,280	2,974
Carrots	*	*	7,896	13,998
Beets			1,921	3,678
Cucumber	17,377	8,022	26,597	19,606
Marrows			17,307	11,877
Eggplant	*	*	10,858	15,852
Peppers			3,649	2,776
Ochra			9,357	4,202

9. The growing of potatoes, although comparatively a new venture, is now practised on a very large scale and the potato has become an important article in the Arab diet. Seed has to be imported annually from the United Kingdom as the locally grown seed degenerates rapidly. The sweet potato was grown in quantities during the war but it is not a popular human food. Groundnuts and soya are other crops which do well under irrigation but hitherto their cultivation has been limited by reason of the high costs.

* Not available.

10. Tobacco cultivation is mainly confined to the hill villages of the Acre and Safad sub-districts and the Carmel range. Plantings are restricted, to avoid over-production, and registered with the Director of Customs, Excise and Trade each year in accordance with the provisions of the Tobacco Ordinance*. The varieties are mainly Turkish and practically all the yield is consumed locally. In 1935 the area under tobacco amounted to 22,306 dunums and the yield to 815 metric tons. The corresponding figures for 1944 were 28,169 dunums and 1,683 metric tons.

11. Whilst practically every square yard of land capable under present circumstances of producing a crop is ploughed (with indeed much land which should not be cultivated according to strict soil conservation principles) the yields from "extensive" farming are generally poor because of the shortage of humus. On Arab farms the bulk of the farmyard manure is used as fuel, and on Jewish farms there is not sufficient manure for more than partial application because straw and composting materials are limited. The Jewish farmer, however, generally includes a legume in the extensive rotation and reaps the benefit of considerably higher yields of cereals. The Arab farmer is now convinced that cereal yields can be improved by deep tractor ploughing once every four years and mainly for this reason he is becoming increasingly mechanically minded. Tractors are now widely used by Arabs and a few combine harvesters as well. The potential dangers of deep ploughing, especially in the more arid areas, need careful watching, despite the fact that the method conserves more moisture. Yields of wheat and barley are being improved by the introduction of seeds of earlier ripening and better yielding varieties. Early ripening is an important quality in wheat because late varieties are apt to be ruined by the hot *khamzin* winds in early May.

12. The "intensive" system, that is farming under irrigation, permits of a wide range of rotations and of crops, and is capable of producing high yields and more than one crop in a year. The expansion of this system is limited by the availability of water and was delayed during the war by lack of materials. At the present time the costs of installing irrigation systems and the price of pumped water are about three times their pre-war equivalents. The main crops grown under irrigation are citrus, green fodder, vegetables and potatoes, and bananas.

* Drayton, Vol. II, page 1418.

Table 4.

IRRIGATED AND NON-IRRIGATED AREAS OF CERTAIN CROPS
1934-35 AND 1944-45.

	1934-35		1944-45	
	Irrigated.	Non-irrigated.	Irrigated.	Non-irrigated.
	Dunums	Dunums	Dunums	Dunums
Citrus	250,000	—	266,000	—
Green fodder	*	*	70,422**	—
Vegetables	*	*	145,382	134,558
Potatoes	6,142**	—	21,972	6,618
Bananas	*	—	7,979***	—

13. Within recent years artificial pastures, under irrigation, have been successfully established on the Government Farm, Acre, and in a few Jewish settlements. Such pastures, because of their economic and soil ameliorating advantages, are likely to become more widespread in the near future in partial replacement of the green fodders on which stall-fed cattle are now dependent. Without irrigation the natural vegetation dries up in the hot and dry summer months; then most of the Arab-owned stock subsist on the after-harvest stubbles which are supplemented, in the case of working and milch animals, with a little straw and some grain. Flocks of the southern area have frequently to be brought to the north in the summer for survival.

14. Palestine is fortunate in the wide range of crops which can be grown, particularly under irrigation, and in its wide range of seasons, from November in the Jordan valley to August in the hills. All produce, except citrus, has found a ready local market since the beginning of the war at comparatively very high prices. The costs of production will, however, need considerable re-adjustment to meet peace-time economy.

OLIVES.

15. From the standpoint of planted area, the olive is the principal fruit tree in Palestine. Of the present area of about 600 thousand dunums, 90 per cent. is in bearing and all but about 1 per cent. is Arab owned. Pickling varieties represent at most 1 per cent. of the total area, the main olive areas being planted either with oil producing varieties or dual purpose varieties suitable for both oil and pickling. Both as regards area and oil production Palestine contributes about 1 per cent. to the world's total.

* Not available.

** Includes non-irrigated.

*** Includes 1,661 dunums not in bearing.

16. The seasonal production is apt to vary considerably, but before the war the oil production was, on an average, about 7,000 tons per annum, of which 4,000 were consumed by the local population, 1,500 used for soap manufacture and 1,500 exported; in addition, about 15 per cent. of the crop (some 6,000 tons) was pickled for local consumption. Of the export, about two-thirds was of edible oil (non-refined oil of fairly low acidity) and the balance mostly refined oil; the former was exported mostly to Egypt (which now has much stricter import quality requirements) and Iraq, whilst the latter, for which the two local Jewish-owned refineries were trying against stiff competition to build up a market demand in the years preceding the war, was sent to various Empire destinations and the U.S.A. It should be pointed out that, from the standpoint of quality, practically all of the local non-refined pre-war production could not meet the official requirements of countries such as the United Kingdom and the United States, principally on account of high acidity content; other quality factors, such as colour, flavour and rancidity, also arise. Practically all the pickled olive production is consumed locally; certain quantities, of about £P.8,000 in annual value, are imported from Greece and Turkey, especially of the black "Greek" type; these imports could be replaced by locally prepared olives.

17. In recent years, with improved methods of cultivation and with younger groves coming into bearing, it is considered that the average seasonal oil production figure has increased to around 10,000 tons. During the war, export was virtually prohibited, but during the 1945/46 season the export of some 1,400 tons of refined and unrefined edible oil and of 800 tons of soap is being permitted to help to regain and establish markets. Prices for oil have soared during the war from about £P.45 to £P.200-300 per ton.

18. So as to improve oil quality, growers need further education in the use of better methods of picking, fruit transport and storage, and the pressing conditions need to be modernised by the introduction of more up-to-date machinery for pressing and separation; of the 600 odd presses now in Palestine, only one-third are of fairly modern type. In the pre-war years, ruling market prices did not encourage growers to introduce improved methods and machinery. During the war period, for immediate nutritional reasons apart from future development, energetic steps have been taken to enforce greater cleanliness of presses and to improve picking and pressing conditions generally; picking has been regulated and production of presses recorded. These measures have already produced a marked improvement in oil quality in many districts and a better appreciation of the requirements

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for improvement of the industry. More modern equipment is already being installed in many presses and this modernisation should be much more rapid when supply conditions improve. The building up of an export trade, possibly under some suitable centralised control, in both refined and non-refined edible oil and in pickled olives is essential if the necessary further development of the industry is to continue. The two following tables show the production of olive oil in the past five seasons and the number of pressing establishments in 1944-45, with particulars of output and type of machinery.

Table 5.

PRODUCTION OF OLIVE OIL IN THE LAST FIVE SEASONS.

Season	Metric tons
1940-41	10,535
1941-42	1,618
1942-43	9,414
1943-44	9,912
1944-45	2,738

Table 6.

NUMBER OF ESTABLISHMENTS ENGAGED IN PRESSING OF OLIVE OIL, CLASSIFIED ACCORDING TO THE TYPE OF CRUSHING MACHINERY AND SHOWING THE QUANTITY OF OIL PRESSED BY EACH TYPE DURING THE SEASON 1944-45.

Type of machinery	No. of establishments	Production
		Metric tons
I. Animal-driven crushers and wooden presses	76	187
II. Animal-driven crushers and iron-screw presses	199	745
III. Animal-driven crushers and hand hydraulic presses	37	210
IV. Motor-driven crushers and hand operated presses*	5	26
V. Motor-driven crushers and hydraulic presses	123	1,570
Total	440	2,738

* Mainly iron screw presses.

GRAPES.

19. Grapes are of great importance to Palestine; they can be grown in almost all parts of the country and in a wide range of soil types, either with or without irrigation; in addition, the cultural methods are relatively simple. Grapes and grape products are important items in the diet of the population; with the range of varieties and of climatic conditions, fresh grapes are available from early June to mid-November; production of *dibs* (grape-syrup) and wines is also of importance; the price realised for fresh fruit has in the past and during the war period been generally too high to encourage raisin production. There are export trade possibilities for both fresh grapes and wines. The area under vines is now some 177,000 dunums of which 86 per cent are in bearing; about the same percentage is Arab owned. Some 157,000 dunums are planted with table grapes (93 per cent. Arab owned) and 20,000 dunums with wine grapes (90 per cent. Jewish owned). Annual production lies between 40 and 50 thousand tons of grapes and between 3 and 4 million litres of wine. Planting of table grape varieties is still continuing, particularly in the hills, the southern plain and in the Jewish settlements generally.

FIGS.

20. Fig growing is another old culture and is mainly confined to the hill areas. It is important both for the fresh and dried fruit, dried figs forming one of the staple items of diet in the country. Fig growing is at present almost entirely confined to Arab farmers; the area is now some 106,000 dunums (84 per cent. in bearing) giving a crop of about 20,000 tons of fresh fruit. In normal times about 40 per cent. of the crop is dried but during the war period all but 20 per cent. was eaten as fresh fruit or used for jam making. Since the fig can grow in rocky and relatively shallow soils and will support fairly arid conditions and since also its culture is easy, it is early bearing and the fruit is nutritious, the plantings are steadily increasing in the hilly areas.

ALMONDS AND OTHER NUTS.

21. The area planted to almonds in Palestine is now some 40,000 dunums, about the same as that in 1914, but the plantings are now situated in different districts. The average quality of the types grown has, however, declined and the present production of around 3,000 tons per annum is mostly from seedling trees giving hard-shelled nuts of variable sizes which are not suitable for export; the Jewish owned area is only some 1,700 dunums. The almond is now planted in the hill areas and the drier southern coastal plain and under proper cultural practices it should prove

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a remunerative crop, particularly since there is a good market demand and areas in the world suitable for almond growing are limited. Plantings of walnuts, which are now on a small scale, could be extended in certain areas and the same applies to the pecan nut which is a recent introduction to Palestine.

STONE FRUITS.

22. Apricots and peaches, mainly the former, are planted on some 22,000 dunums, mostly Arab owned, but so long as the attack by the Mediterranean fruit fly cannot really be controlled, any appreciable extension of the area is unlikely. There are now some 6,000 dunums of plums in the country; about half this area is planted to Japanese plums which are growing well and supplanting the local varieties; the larger proportion of the Japanese plum plantings is Jewish owned. European plums and prunes have fair possibilities of success in a few areas of highest elevation.

POME FRUITS.

23. Palestine conditions are by no means ideal for pome fruits and plantations are apt to be short lived. Nevertheless, apart from the local inferior varieties, certain other varieties, if properly cared for and planted in suitable areas, particularly at the higher elevations, can produce fruit of fairly good quality for the local market. The Jewish owned apple area is some 6,000 dunums (European varieties) and the Arab owned area 11,000 dunums (only 1,000 dunums European varieties); the area planted to European varieties produces about half of the present total annual production of around 4,000 tons. The area planted to pears is some 2,500 dunums, approximately equally Arab and Jewish owned, the Arab owned area being mostly of local varieties; some extension of planting with varieties containing Asiatic strains for canning and drying purposes is under consideration. The quince grows well in Palestine but the area planted, some 500 dunums, is limited by the demand.

BANANAS.

24. About 60 per cent. of the area (nearly 8,000 dunums) planted with bananas is Arab owned. Approximately equal areas are planted at Jericho, around Tiberias and in the central coastal plain. Average annual yields, including young plantations, are about 1 ton per dunum. Extension of banana growing was favoured under war-time conditions and it remains to be seen whether export, which was begun on a trial scale to the Balkans and Russia before the war, and the local market will justify further planting for which some suitable areas are still available.

SUB-TROPICAL FRUITS.

25. Planting of fruits such as the loquat, guava, mango and avocado pear is increasing, particularly for the purpose of supplying the local market. Special attention is being paid to the extension of date cultivation in the Jordan valley and the southern coastal area; the local market requirements fully justify a considerable increase in date plantation, but the rate of extension cannot be rapid since off-shoots can only be imported from the U.S.A. and the rate of propagation is low. The present date palm area is some 2,700 dunums of which 20 per cent. are not yet in bearing; the majority of the present production is of fresh varieties grown in the Gaza area.

(c) Statistics of production.

26. The tables detailed below contain particulars of the areas planted with all important crops with the exception of citrus (which is the subject of separate treatment in section 3 of this chapter).

- TABLE 1. Areas under principal crops between 1936 and 1945, with yields.
- TABLE 2. Summary of crops, 1944/45.
- TABLE 3. Area in dunums of land under cultivation during the season 1944/45, distinguishing the main groups of crops and the principal crops.
- TABLE 4. Area in dunums of land under, and production from, main groups of crops in the season 1944/45, distinguishing between Arab and Jewish cultivation.
- TABLE 5. Area in dunums of land under main groups of crops in the season 1944/45, distinguishing between :—
 (a) winter and summer crops and
 (b) crops grown in both winter and summer and plantation crops.
- TABLE 6. Area in dunums of land under vegetable production in the season 1944/45 showing the main crops and distinguishing between irrigated and unirrigated land under (a) Arab and (b) Jewish cultivation respectively.
- TABLE 7. Value of agricultural production from main groups of crops in the season 1944/45, distinguishing between Arab and Jewish cultivation.

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Table 1.

AREAS UNDER PRINCIPAL CROPS BETWEEN 1936 AND 1945,
WITH YIELDS.

	1936		1939		1942		1945	
	Sq. Kms.	Tons	Sq. Kms.	Tons	Sq. Kms.	Tons	Sq. Kms.	Tons
<i>Grains & Legumes</i>								
Wheat	2320.1	76,059	1863.7	89,190	2008.6	104,392	1378.5*	58,355*
Barley	2723.2	55,169	1926.0	86,230	1889.3	114,518	1575.9*	74,906*
Kersenneh	232.7	7,378	153.0	5,500	170.1	7,850	193.2	11,264
Maize	66.8	14,303	78.2	6,197	57.3	2,734	62.2	5,289
Millet	772.1	22,122	937.1	42,896	1060.2	57,965	752.9	37,311
Sesame	98.7	1,847	191.0	3,754	194.2	6,214	106.2	4,726
Others	152.0	4,822	218.0	7,875	209.7	11,213	298.7	17,904
TOTAL	6365.6	181,700	5367.0	241,642	5589.4	304,886	4367.6	209,755
<i>Vegetables</i>								
Cabbages	4.3	4,332	4.5	7,957	6.6	10,681	8.4	13,030
Cauliflowers	5.8	4,454	6.3	8,233	8.7	10,604	12.3	13,391
Tomatoes	43.2	19,027	44.0	36,851	67.7	55,089	80.3	60,457
Cucumbers	20.7	6,801	16.9	15,117	23.3	20,382	26.6	19,606
Potatoes	9.7	5,000	8.5	10,480	19.7	22,790	28.5	32,816
Others	62.2	30,707	58.4	50,735	101.4	71,680	123.8	105,534
TOTAL	145.9	70,321	138.6	129,373	227.4	191,226	279.9	244,834
<i>Plantation crops</i>								
Olives	510.3	15,755	571.7	35,232	594.4	62,708	600.1	79,469
Grapes	182.6	49,755	183.9	45,433	172.7	52,771	178.3	45,634
Almonds	24.4	3,910	35.4	4,006	36.7	3,129	38.1	4,292
Figs	109.0	16,421	106.1	26,048	105.3	22,828	108.0	19,589
Apples	8.0	1,112	12.3	1,737	15.4	3,285	17.7	4,931
Plums	1.2	378	3.8	899	4.0	1,304	6.5	2,372
Bananas	4.5	7,609	4.2	5,615	6.4	7,576	8.0	8,143
Others	28.7	10,610	32.9	12,286	34.0	11,729	36.4	9,757
TOTAL	868.7	105,550	950.3	131,256	968.9	165,330	993.1	174,187
Melons	177.4	81,335	122.3	86,892	84.9	64,717	126.0	142,827
Tobacco	30.0	1,237	15.1	523	25.2	1,419	22.3	815
GRAND TOTALS	7587.6	—	6593.3	—	6895.8	—	5788.9	—

* These figures are to be treated with reserve; there has no doubt been some under-estimation on account of compulsory distribution schemes. The Department of Agriculture estimates the average annual area under wheat and barley together at 4,500 sq. kilometres (*vide paragraph 5*).

Table 2.
SUMMARY OF CROPS, 1944-45.
(Area in dunums).

Crop	Winter	Summer	Winter and summer	Plantation (Perennial)
Grains	3,388,441	971,627	7,561	—
Fodder	90,992	29,877	23,264	—
Vegetables	34,733	111,284	133,923	—
Melons	—	125,979	—	—
Tobacco	—	28,169	—	—
Plantation	—	—	—	1,259,059*
Total	3,514,166	1,266,936	164,748	1,259,059

* Including citrus.

Grand total, all crops = 6,204,909

Table 3.
AREA IN DUNUMS OF LAND UNDER CULTIVATION DURING
THE SEASON 1944-45.

GRAINS		FODDER	
Crop	Area	Crop	Area
Wheat	1,378,488	Berseem	25,754
Barley	1,575,879	Oats	3,587
Lentils	144,041	Lucerne	33,036
<i>Kersenneh</i>	193,184	Vetch and wheat	25,286
Beans (<i>ful</i>)	56,242	Oat and vetch	28,855
Beans (haricots)	963	Beet-stock	1,827
Lupins	9,817	Pencillaria	2,423
<i>Jilbana</i>	13,691	Maize	21,127
Chick-peas (<i>humus</i>)	34,488	Soya	—
Peas (<i>bazilya</i>)	13,617	Cow-peas	2,776
<i>Dura</i> (millet)	752,889	Cow-pumpkins	1,401
Sesame	106,222	<i>Hilba</i>	3,220
Oats	4,991	Beans	2,463
Maize (for seed)	62,166	Setaria	522
Vetch (for seed)	2,995	Sunflower	1,583
<i>Hilba</i> (fenugreek)	5,313	Other grains	20,228
Setaria	277		
Sunflower	3,335		
Linseed	—		
Groundnuts	2,710		
Other grains	6,321		
Total	4,367,629	Total	174,088

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Table 3 (contd.).

VEGETABLES		FRUITS AND OLIVES	
Crop	Area	Crop	Area
Cabbages	8,369	Almonds	38,099
Cauliflower	12,311	Grapes	178,331
Onions	29,171	Figs	108,021
Garlic	5,019	Apricots	19,762
Peas	4,893	Bananas	7,979
Beans	<i>Lubya</i>	Apples	17,716
	<i>Fasulya</i>	Pears	2,607
	<i>Ful</i>	Pomegranates	3,134
Cucumbers	4,141	Quinces	588
<i>Faccus</i>	26,597	Dates	2,813
(snake cucumbers)	7,068	Peaches	2,405
Marrows	17,307	Plums	6,495
Tomatoes	80,301	Strawberries	180
<i>Bamya</i>	9,357	Other fruits	4,796
Eggplant	10,858	Olives	600,133
Carrots	7,896		
Beets	1,921		
Potatoes	28,590		
Potatoes (sweet)	418		
<i>Mulukhya</i>			
(Jews mallow)	3,611		
Lettuce	2,280		
Turnips	992		
Pepper	3,649		
Other vegetables	6,984		
Total	279,940	Total	993,059

Table 3 (contd.).

MELONS AND TOBACCO	
Crop	Area
Sweet melons	18,356
Water melons	107,623
Tobacco	28,169
Total	154,148

Table 4.

AREA IN DUNUMS OF LAND UNDER, AND PRODUCTION FROM, MAIN GROUPS OF CROPS IN THE SEASON 1944-45
DISTINGUISHING BETWEEN ARAB AND JEWISH CULTIVATION.

	JEWISH		ARAB		TOTALS	
	Dunums	Tons	Dunums	Tons	Dunums	Tons
Grains	215,191	16,579	4,152,498	193,376	4,367,629	209,955
Vegetables	40,207	55,730	239,733	189,104	279,940	244,834
Fodder	119,573	176,525	23,970	20,827	143,543	197,352
Fruits (excluding citrus)	37,217	21,398	355,709	73,320	392,926	94,718
Olives	7,587	1,182	592,546	78,287	600,133	79,469
Melons	5,675	7,193	120,304	135,634	125,979	142,827

Table 5a.

AREA IN DUNUMS UNDER WINTER AND SUMMER CROPS IN THE SEASON 1944-45.

WINTER CROPS		SUMMER CROP	
Crop	Area	Crop	Area
I. GRAINS.		I. GRAINS.	
Wheat	1,378,488	Lupins	9,817
Barley	1,575,879	Chick peas	
Lentils	144,041	(<i>Humus</i>)	34,488
<i>Kersenneh</i>	193,184	Millet (<i>Dura</i>)	752,889
Beans (<i>Ful</i>)	56,242	Sesame	106,222
<i>Jilbana</i>	13,691	Maize	62,166
Peas (<i>Bazilya</i>)	13,617	Sunflower	3,335
Oats	4,991	Groundnuts	2,710
Vetch (for seed)	2,995		
Fenugreek (<i>Hilba</i>)	5,313		
Total	3,388,441	Total	971,627
II. FODDER.		II. FODDER.	
Berseem	25,754	Pencillaria	2,428
Oats	3,587	Maize	21,172
Vetch and wheat	25,286	Cow-peas	2,776
Oats and vetch	28,855	Cow-pumpkins	1,401
Beet-stock	1,827	Setaria	522
<i>Hilba</i>	3,220	Sunflower	1,583
Beans	2,463		
Total	90,992	Total	29,877
III. VEGETABLES.		III. VEGETABLES.	
Cabbages	8,369	Onions	29,171
Cauliflowers	12,311	Beans— <i>Lubya</i>	3,666
Garlic	5,019	Cucumbers	26,597
Peas	4,893	Snake-Cucumbers	7,068
Beans (<i>Ful</i>)	4,141	(<i>Faccus</i>)	
		Marrows	17,307
		<i>Bamya</i>	9,357
		Eggplants	10,858
		<i>Mulukhya</i>	3,611
		(Jews Mallow)	
Total	34,733	Pepper	3,649
		Total	111,284
		IV. MELONS.	
		Sweet melons	18,356
		Water melons	107,623
		Total	125,979
		V. TOBACCO.	28,000
		Total	28,000
Total winter crops	3,514,166	Total summer crops	1,266,767

Table 5b.

AREA IN DUNUMS UNDER CROPS GROWN BOTH IN WINTER AND
SUMMER AND PLANTATION CROPS.

WINTER AND SUMMER CROPS		PLANTATION CROPS (PERENNIAL)	
Crop	Area	Crop	Area
I. GRAINS.		FRUITS (OTHER THAN CITRUS AND OLIVES.)	
Other grains (Not included in Table 5(a))	7,561	Almonds	38,099
	7,561	Grapes	178,831
		Figs	108,021
II. FODDER.		Apricots	19,762
Lucerne	3,036	Bananas	7,979
Other fodder	20,228	Apples	17,716
	23,264	Pears	2,607
		Pomegranates	3,134
III. VEGETABLES.		Quinces	588
Beans—(<i>Fasulya</i>)	4,541	Dates	2,813
Tomatoes	80,301	Peaches	2,405
Carrots	7,896	Plums	6,495
Potatoes	28,590	Other fruits	4,976
Lettuce	2,280		392,926
Other vegetables (Not included in table 5(a))	10,315	OLIVES.	
	133,923	Olives	600,133
Total winter and summer crops	164,748	Total plantation crops	993,059

Table 6a.

ARAB VEGETABLE PRODUCTION, 1944-45.

CROP	AREA			PRODUCTION		
	Irrigated	Un- irrigated	Total	Irrigated	Un- irrigated	Total
	Dunums	Dunums	Dunums	Tons	Tons	Tons
Cabbages	6,183	—	6,183	9,373	—	9,373
Cauliflowers	6,322	4,049	10,371	7,406	3,414	10,820
Onions	8,250	20,342	28,592	8,821	12,524	21,345
Garlic	505	4,349	4,854	178	1,428	1,606
Peas	1,333	2,804	4,137	1,439	1,532	2,971
Beans	6,102	5,558	11,660	3,593	2,544	6,137
Cucumbers	7,989	15,567	23,556	7,119	8,715	15,834
<i>Faccus</i>	40	7,028	7,068	16	3,781	3,797
Marrows	3,564	12,984	16,548	3,581	7,419	11,000
Tomatoes	34,695	42,191	76,886	38,943	16,016	54,959

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Table 6(a) (contd.).

CROP	AREA			PRODUCTION		
	Irrigated	Un-irrigated	Total	Irrigated	Un-irrigated	Total
	Dunums	Dunums	Dunums	Tons	Tons	Tons
<i>Bamya</i>	1,327	7,975	9,302	729	3,451	4,180
Eggplant	9,946	—	9,946	14,085	—	14,085
Carrots	5,809	530	6,339	10,387	503	10,890
Beets	981	66	1,047	1,704	63	1,767
Potatoes	2,819	5,586	8,405	3,329	3,346	6,675
Sweet potatoes	8	—	8	12	—	12
<i>Mulukhya</i>	3,611	—	3,611	3,300	—	3,300
Lettuce	225	1,698	1,923	290	2,071	2,361
Turnips	954	38	992	1,632	30	1,662
Peppers	3,017	40	3,057	1,868	24	1,892
Other Vegetables	3,373	1,875	5,248	3,289	1,149	4,438
Totals	107,053	132,680	239,733	121,094	68,010	189,104

Table 6b.

JEWISH VEGETABLE PRODUCTION, 1944-45.

CROP	AREA			PRODUCTION		
	Irrigated	Un-irrigated	Total	Irrigated	Un-irrigated	Total
	Dunums	Dunums	Dunums	Tons	Tons	Tons
Cabbages	2,124	62	2,186	3,599	58	3,657
Cauliflowers	1,900	40	1,940	2,541	30	2,571
Onions	365	214	579	442	207	649
Garlic	134	31	165	61	9	70
Peas	710	46	756	498	17	515
Beans	649	39	688	541	14	555
Cucumbers	2,911	180	3,041	3,692	80	3,772
<i>Faccus</i>	—	—	—	—	—	—
Marrows	673	86	759	827	50	877
Tomatoes	3,325	90	3,415	5,428	70	5,498
<i>Bamya</i>	35	20	55	16	6	22
Eggplant	912	—	912	1,767	—	1,767
Carrots	1,555	2	1,557	3,100	3	3,103
Beets	818	56	874	1,840	71	1,911
Potatoes	19,153	1,032	20,185	25,673	468	26,141
Sweet potatoes	410	—	410	800	—	800
<i>Mulukhya</i>	—	—	—	—	—	—
Lettuce	357	—	357	613	—	613
Turnips	—	—	—	—	—	—
Peppers	592	—	592	884	—	884
Other vegetables	1,706	30	1,736	2,310	15	2,325
Total	38,329	1,878	40,207	54,632	1,098	55,730

Table 7.

VALUE OF AGRICULTURAL PRODUCTION FROM MAIN GROUPS OF CROPS
IN THE SEASON 1944-45, DISTINGUISHING BETWEEN ARAB AND
JEWISH CULTIVATION.

	JEWISH	ARAB	TOTALS
	£P.	£P.	£P.
Grains	497,048	4,408,409	4,900,457
Vegetables	1,745,870	5,113,553	6,859,423
Fodder	951,178	156,847	1,108,025
Fruits (excluding citrus)	1,379,620	3,139,374	4,518,994
Olives	53,235	3,320,320	3,373,555
Melons	83,975	969,630	1,053,605
Totals	4,710,926	17,103,133	21,814,059

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ANIMAL HEALTH AND PRODUCE.

(a) Animal health.

27. The presence in Palestine of a great variety of temperate and tropical diseases, and of improved and primitive stock existing in close proximity, makes the disease position particularly complex. The stage and level of agricultural development vary greatly. At one end of the scale lie the conditions in which most of the Arab-owned herds and flocks receive little or no supplementary feeding, depending on grazing which is limited at most times of the year and during the dry season is almost non-existent. In such systems of husbandry, disease due to or associated with under-nourishment or exposure are rife. The natural tendency of many of the stock-owners is not to report disease until it has assumed serious proportions. The danger of this attitude and its effects on disease-control are obvious. There exists practically every stage between these conditions and the other extreme, where improved breeds, especially of cattle and poultry, are kept under modern systems of management which, in many of the Jewish settlements, compare with those in any country and which must have few if any equals in Colonial dependencies. Here, there occur those diseases associated with intensive and close systems of husbandry the world over.

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28. The climate also varies greatly from the heat of the Jordan valley to the coolness of the Judæan hills and appears to have an influence on the incidence of certain diseases, such as the tick-borne infections especially prevalent in the Jordan valley and eastern end of the plain of Esdraelon.

29. Associated with the rapid expansion of Jewish agricultural settlement and especially of the dairy and poultry industries, there has been very considerable introduction of pure-bred stock and resultant establishment of large and valuable grade herds and flocks. Particularly in the case of Friesian cattle, the introduction of a breed evolved from an environment much different in climate and disease-incidence to Palestine conditions has resulted in considerable susceptibility to local diseases, especially tick-borne infections.

30. The countries surrounding Palestine are relatively backward or semi-civilised territories with only inadequate veterinary services, where proper control of contagious animal diseases has yet to be developed. The land frontiers are easily passable and the Jordan river is fordable by livestock at innumerable places, especially during the dry season. Natural features do not assist in preventing the smuggling of stock, which is greatly encouraged by the local heavy demands for food animals. The movement of nomadic peoples with their animals also provide a source for the introduction of disease.

31. Potentially even more dangerous is the necessity for importing large numbers of slaughter stock and poultry from neighbouring territories and, prior to the war, by sea from south-eastern Europe to meet local food requirements, particularly of the large urban populations. The following examples of this serious danger may be cited :—

- (a) The introduction of cattle plague in 1926; this was rapidly stamped out but the possibility of its recurrence is always present and must be guarded against.
- (b) The detection of contagious bovine pleuro-pneumonia on various occasions in quarantined slaughter cattle from the Sudan.
- (c) The detection of foot-and-mouth disease in imported cattle. Pre-war there was always the possibility of the introduction of the serious types of this disease which cause disastrous epizootics in Europe; the form now prevalent in Palestine is comparatively mild.
- (d) The serious spread of bacillary white diarrhoea of chicks in 1943, which very probably originated from hatching eggs from Egypt.

- (e) Frequent cases of epizootic lymphangitis in the Beisan area due to the smuggling of diseased equines from Trans-Jordan.
- (f) The numerous outbreaks of fowl plague in Palestine directly due to the smuggling of infected birds from Egypt and Syria, where prices for slaughter poultry are considerably lower than those ruling in this country.
- (g) The recent very serious epizootic of African horse-sickness, introduced from Egypt, which destroyed 1,500 equines.
- (h) The very serious epidemic of Newcastle disease in poultry now prevailing, most probably due to smuggling of infected stock from Syria.

32. It will thus be appreciated that most of the diseases affecting improved stock in advanced agricultural communities as well as many of those which occur in tropical and sub-tropical territories prevail and cause serious losses in Palestine. It is not possible in this short review to list these many and varied diseases in full, but a clear indication of Palestine's problems is given by the following examples which include the more serious conditions from the economic viewpoint.

BOVINE DISEASES.

33. *Temperate.* Tuberculosis is widespread and its incidence is increasing annually in dairy herds. Contagious abortion is controlled by testing and segregation in some 200 farms, comprising about 14,000 valuable dairy cattle, most of them high-grade Friesians, but this disease is still prevalent in herds not included in this voluntary control scheme. Contagious mastitis is causing serious losses in dairy herds. Foot-and-mouth disease, although mild in type, causes many outbreaks annually and considerable economic loss. Anthrax is enzootic in Palestine and necessitates the prophylactic vaccination of stock where outbreaks occur. Sterility due to the many causes which produce this condition occurs in all advanced cattle-breeding areas. The various diseases of calves cause considerable annual losses due both to mortality and the stunting of calves which recover. Blackquarter necessitates the vaccination of young stock in infected areas.

34. *Sub-tropical.* Of primary importance are tick-borne protozoal diseases, the effects of which are especially severe in the high-grade cattle, but these also affect and cause loss of condition and some mortality in native herds. The most serious is theileriosis, but anaplasmosis and the babesia infections are both widespread, and severe outbreaks occur. Haemorrhagic septicaemia, which periodically breaks out and particularly affects

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buffaloes, necessitates annual prophylactic vaccination in the low-lying swampy areas where the disease is prevalent.

EQUINE DISEASES.

35. Glanders, epizootic lymphangitis, dourine, and mange, all serious contagious diseases, occur in Palestine. Due to measures in force, severe outbreaks of these conditions do not occur, but sporadic cases are widespread and constant control is essential. Measures include elimination of reactors by testing with mallein, destruction of equines affected with epizootic lymphangitis, and serological testing for dourine.

36. Recently African horse-sickness spread from Egypt to Palestine and the resulting severe epizootic caused very heavy losses before being controlled by vaccination of all horses and mules in the country. Although the future incidence of the disease in Palestine cannot yet be foreseen, it is possible that the veterinary service may permanently have to combat African horse-sickness.

SHEEP AND GOAT DISEASES.

37. Undoubtedly the most serious diseases of these animals are parasitic gastro-enteritis and other worm infections, which cause enormous annual losses from mortality and loss of condition. Sheep scab, and sarcoptic mange and anaplasmosis of goats are enzootic throughout Palestine. Outbreaks of anthrax and enterotoxaemia are widespread and are controlled by vaccination.

SWINE DISEASES.

38. Although outbreaks of serious diseases, such as swine fever, have occurred in the past, the extent of the pig industry was such that outbreaks were easily suppressed without much spread or serious loss. Since the war, however, pig breeding in Palestine has extended rapidly and numerous large piggeries now exist in many parts of the country. In consequence the control of recent outbreaks of swine fever has necessitated considerable effort.

CANINE DISEASES.

39. By far the most important of canine diseases is rabies, a large jackal population acting as a constant source of infection. The prevalence of this disease entails a large-scale destruction of this vermin and stray dogs and the implementation of measures for the control of outbreaks.

POULTRY DISEASES.

40. Fowl pox, fowl typhoid, fowl cholera, coccidiosis and salmonellosis, the latter particularly affecting chicks, ducklings, turkey poults and rabbits, are all prevalent throughout Palestine and frequently cause extensive outbreaks with considerable mortality. In recent years there has been a marked increase in the number of outbreaks of fowl plague which have caused much interference with the poultry trade due to the necessity of strict control of movement.

41. During the current year a serious epidemic of Newcastle disease has swept through the country and caused heavy losses in poultry. Almost half a million birds have either died or had to be slaughtered in order to minimize losses. A vaccine reported to have given good results in India has recently been received and some fifty thousand birds have already been vaccinated. To date the results are encouraging and it is hoped this method will prove successful in controlling further spread of this disease.

(b) The animal industry.

42. The role played by animal industry in the rapid and progressive development of Palestine has been one of the greatest importance. During the war, as imports of food animals and poultry, frozen and canned meats, eggs, dairy products and other animal produce gradually decreased, so did the importance of this industry become more and more apparent, and its contribution to the welfare of the country during this period has proved of inestimable value.

43. The animal population of Palestine in accordance with data collected at the census carried out in 1942-43 is shown hereunder :—

	Arabs 1943	Jewish 1942
Cattle	219,400	28,400
Sheep over 1 year	224,900	19,100
Goats over 1 year	314,600	10,800
Camels	33,200	—
Horses	16,900	2,200
Mules	7,300	2,500
Donkeys	105,400	2,300
Pigs	12,100	—
Total	933,800	65,300

Comparison of these figures with those of the 1937 census shows an increase of 70,000 head of cattle and 50,000 sheep. The present normal increase is estimated at 10 per cent. per annum.

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44. The composition of the animal population varies widely. On the one hand there is the local Arab stock reared under primitive conditions, lacking pastures and proper feeding and poor in type and quality; on the other hand, the Jewish stock, principally grade cattle of Friesian cross, is maintained under modern conditions.

45. In normal times the dairy industry ranks next to the citrus industry in importance to the agricultural community of Palestine, and most of the Jewish settlements derive a large part of their income from this industry. The estimated total milk yield of the country in 1944, including the milk of sheep and goats, was 120,000,000 litres or 27 million gallons per annum. Of this quantity, some 60 million litres were produced by the Jewish dairy industry from approximately 16,000 milking cows. This figure represents an increase of almost 100 per cent. compared with the output in 1938. Milk yields are dealt with more fully in paragraphs 49 *et seq* below.

46. The animal industries of Arab stock-owners also constitute an important part of their economy. The value of their sheep and goat flocks lies in the production of meat, particularly of young fat lambs and kids, and of milk, which is largely used for the manufacture of simple products such as various oriental cheeses, samneh, leben and small amounts of butter. The breeding of cattle, mules and donkeys for draught and agricultural operations is also of importance.

47. During the past ten years there has been considerable development in Jewish sheep and goat husbandry. By careful selection for milk-yield a marked improvement in the local sheep of the Awassi breed has already been made, and the potential value of this breed as a milk producer demonstrated. There is no doubt that, as this work extends, the number of flocks of high-yielding Awassi ewes will greatly increase, and an economically sound and flourishing industry will be built up. This should serve as an example to Arab sheep owners of what may be achieved by selection and by the supply of a relatively small amount of supplementary feeding. There has also been an increase in Jewish goat breeding for milk-production, the Saanen and Damascus breeds being maintained for the purpose.

48. The poultry industry has also undergone remarkable expansion but it is still incapable of meeting the ever-increasing demand for eggs and table birds. Jewish settlements have specialised in White Leghorns, and birds of very high quality have been produced. The production of eggs has also reached a high level. A census taken early in 1943 gave the total number

of cocks and laying hens for all Palestine as 1,890,213 in comparison with 995,819 in 1937. Of these, about 700,000 birds are raised on modern farms. As regards other poultry, the census in the summer of 1942 of Jewish-owned livestock alone indicates that there were at the time some 50,000 geese and ducks and 23,500 turkeys. The total annual egg-yield is estimated at 120,000,000.

(c) Milk production.

49. Milk and milk products are universally recognized as of primary importance in the human diet and form a not inconsiderable item in the domestic economy of Palestine. They also form the most important single item in the income of Jewish mixed farms in Palestine, as will be seen in table 1. Therefore, an examination of the present position of their supply and cost would seem desirable with particular reference to future developments.

50. Jewish intensive agriculture and more particularly dairy farming is of recent origin and the majority of the apparent defects indicated in these notes may be attributed to the pioneering element in the enterprise.

51. Jewish milk, amounting to 72,200,000 litres in 1945, is almost entirely the produce of Dutch type cattle though a small quantity is produced from sheep. Jewish milk production is increasing at an annual rate of approximately 11%.

52. Arab production, estimated at 75,000,000 litres for 1945, is the produce of cattle of local breed (except in the neighbourhood of towns, where some Dutch cattle are kept), sheep, goats and water buffaloes. Whilst the Arab production of milk has increased in recent years, the annual production varies widely from year to year as the food of the animals is almost entirely natural grazing.

53. The distribution of costs of the production of milk by Jews in Palestine compared with the distribution in the United Kingdom is set out in table 2. Since the average yield of Jewish owned cattle in Palestine exceeds the average of United Kingdom cattle by approximately 50%, it would seem that direct labour should carry less weight in Palestine than in the United Kingdom, but, as will be seen from table 2, this is not the case, owing to lack of experience, uneconomical labour management and other causes. The total cost of production of Jewish milk, in spite of high yields, exceeds that of the United Kingdom by at least 100%.

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54. No costings have been made of Arab milk production, but, largely on account of the method of feeding and the lower standard of living of the farmers, costs are known to be low in spite of the low yield of cattle.

55. The present price for cow's milk paid to the producer varies from 45 mils to 54 per litre according to the distance from the consuming centre, while the price of milk delivered at the consumer's door in the larger towns varies from 62 mils per litre in Haifa to 66 mils per litre in Jerusalem.

56. The production of milk per worker employed on the Jewish farm either producing food for the cows or actually attending the cows compares unfavourably with that of other countries, as is shown in table 3, in spite of the high average yield of cattle.

57. Private farms are producing milk at a lower cost than the co-operative and communal farms, possibly owing to the absence of the stimulation of the profit motive in the case of the latter. The cost of production of Arab milk has never been ascertained but, as has been said above, is much lower than Jewish milk. The production of milk is highest in the period of March to May and lowest in October to December, whereas the maximum demand for fresh milk and perishable milk products prevails during the summer, notably in July/August.

Table 1.

COMPARISON OF SOURCES OF INCOME OF JEWISH MIXED FARMS.

	%
Milk and meat	40
Poultry products	20
Fish	7
Vegetables and potatoes	22
Fruit and cereals	6
Sundry income	5
	<hr/> 100 %

Notes:—

1. Meat produced on Jewish farms is a direct by-product of milk production.
2. The dung produced consequent upon milk production is essential for the continued efficient production of all agricultural crops including citrus and its value may be estimated at 7% of the sales of milk and meat. Meat production is not an economic proposition on Jewish farms as the extensive Arab farming in Palestine and neighbouring countries can supply meat much more cheaply than can the Jewish farmers.
3. 25% of the milk production is consumed on the farms.

Table 2.

ALLOCATION OF COSTS OF JEWISH MILK PRODUCTION COMPARED
WITH THE UNITED KINGDOM.

	Palestine %	United Kingdom %
<i>Purchased foods.</i>		
Concentrates	17	32
Hay	6	—
Total of purchased foods	23	32
Home grown grain	1	} 1
Home grown straw	5	
Home grown hay	8	16
Home grown green fodder, etc. including pasture	25	12
Total of home grown foods	39	29
Total fodder	62	61
Labour, direct	18	19
Herd replacement and bull costs	10	11
Miscellaneous costs	10	9
	100	100
Sale of surplus calves and value of manure	—	—
Aggregate of above costs	45 mils per litre of milk.	

Notes:—

1. The allocation of the U.K. costs being on a pre-war basis, the amount allocated to purchased food is higher than in Palestine or in the U.K. under war conditions
2. The allocation of cost of green fodder, which in the U.K. includes natural grazing, is disproportionately high in Palestine for the following reasons:—
 - (a) All is grown under irrigation which accounts for 10% of the cost.
 - (b) As all animals are stall fed, transport from field to byre is included and in some cases the distance is several miles.
 - (c) The high cost and low efficiency of labour.

Table 3.

MILK PRODUCTION PER MAN YEAR.

Palestine	21,300 litres
U.K. (the efficient producer is stated to produce 45,400 litres estimated average)	37,500 litres
New Zealand (4,500 lbs. butter fat calculating milk containing 3.5% fat)	57,100 litres

Notes:—

The reason for the high labour requirement in Palestine is discussed in notes 2 and 3 to table 2.

Table 4.

DISPOSAL OF MILK ON THE JEWISH FARM.

Calf rearing		
(a) herd replacement	2.5%	
(b) herd increase	1.5%	4%
Domestic use		21%
Sales		75%
		100%

Notes:—

- (1) This represents a domestic consumption of locally produced milk and milk products *per capita* (1) of 202 litres per year on the farm and (2) 99 litres per year by the consuming Jewish population.
- (2) In order to provide the present Jewish population with an adequate supply of home produced fresh milk and perishable milk products, milk production could well be increased by 75% provided such increase was not at the expense of other food products, particularly vegetables.

Section 3.

THE CITRUS INDUSTRY.

58. Citrus fruit has for some time past constituted the principal agricultural export of Palestine and the Jaffa (or *Shamouti*) orange is world renowned. In the period between the occupation and 1939 the citrus area increased rapidly. The area of approximately 30,000 dunums in 1923 had more than doubled by 1928; at that time the Arabs owned more than 50 per cent. of the groves. In the years immediately following 1930, however, the Jewish owned area increased more rapidly and then for a period exceeded the Arab owned area, but by 1939, when the area totalled some 293,000 dunums, both Arab and Jewish areas were roughly equal. This position still exists with the present reduced area, reduced on account of uprooting during the war, of some 266,000 dunums. The years of most intensive planting were between 1932 and 1936. It is worthy of note that, as will be apparent from table 2 below, increasing attention was given to varieties of citrus other than oranges.

59. At the beginning of 1940, the distribution of areas registered with the Citrus Control Board as between the different varieties was :

	Dunums
Shamouti orange	223,355
Valencia orange	16,502
Grapefruit	19,174
Lemon	7,443
Other citrus	3,262

The balance of the citrus area consisted either of land under re-grafted or cut-back trees, neglected land and land not registered or under investigation as to category. The citrus area is principally situated in the light soil area of the central coastal plain.

60. An indication of the distribution of groves according to size is given in table 1, which is based on the Citrus Control Board registration for 1942. It classifies groves according to size and indicates the proportion of groves in each group and the proportion of citrus land in each group to the total area then registered (274,080 dunums).

Table 1.

Size	Under 10 dunums	Over 10 under 20	Over 20 under 40	Over 40 under 60	Over 60 under 80	Over 80 under 100	Over 100 under 200	Over 200 dunums
Number of groves	4225	3178	2137	756	357	234	314	78
% of total groves	37.46	28.18	18.94	6.71	3.16	2.08	2.78	0.69
% of total area	9.01	15.77	21.02	13.22	8.90	7.61	15.50	8.97

The position thus is that nearly 85 per cent. of the groves, covering nearly 46 per cent. of the total citrus area, are under 10 acres in extent. Of the balance of the area, slightly less than one-sixth is occupied by groves of 50 acres or over.

61. Exports of citrus, which totalled only about $1\frac{1}{4}$ million cases* in 1922, had increased to some 3 million cases in 1930 and 1931 and reached a peak of $15\frac{1}{4}$ million cases in 1939 with a F.O.B. value of over £P.4 $\frac{1}{4}$ million. The expansion of the industry is illustrated in table 2.

Table 2.

CITRUS EXPORTS TO SEASON 1938-39.

	1920-21		1923-24		1926-27		1929-30	
	Cases	LP.	Cases	LP.	Cases	LP.	Cases	LP.
Oranges	880,959	205,615	1,589,331	431,582	2,658,716	825,046	2,590,861	777,256
Grapefruit	—	—	—	—	—	—	13,011	5,622
Lemons	—	—	—	—	9,575	2,851	6,333	1,899
Total	880,959	205,615	1,589,331	431,582	2,668,291	827,897	2,610,205	784,777
	1932-33		1935-36		1938-39			
	Cases	LP.	Cases	LP.	Cases	LP.		
Oranges	4,229,545	1,961,000	4,992,254	2,198,982	13,055,770	3,865,976		
Grapefruit	244,603	129,444	843,811	304,987	2,066,833	445,148		
Lemons	16,261	6,949	50,336	31,901	142,243	45,329		
Total	4,490,409	2,097,393	5,886,401	2,535,870	15,264,846	4,355,853		

* There are now 24 cases to the metric ton, but this is only an approximate figure of conversion since the weight of cases has varied.

62. In the years immediately preceding the war, with exports ranging from 11 to 15 million cases and steadily increasing, returns were, however, generally not remunerative despite the fact that Spanish oranges were at that time largely off the market and European markets were mostly open. It was recorded in 1938 that the development of fresh areas for citrus growing had almost ceased. It should be stated, however, that "sales" in many European markets could at that time be made only under unsatisfactory barter arrangements, that import duty was payable on exports to the United Kingdom and that the Russian market was not open. It will have been noted from table 2 that there is a seasonal variation in the value of cases; a case of oranges is assessed at slightly more than 300 mils in 1926/27; over 400 mils in 1932/33 and 1935/36; and below 300 mils in 1938/39. While values are to be regarded as approximate, representing the value set by the exporter at the time of export and not necessarily the value realised, the trend is indicative. A crisis in the industry was imminent and was precipitated by the outbreak of war which naturally hit very hard an industry which relies primarily on export of a perishable product. Exports dropped to $7\frac{1}{2}$ million cases in 1939-40 and became negligible (including bulk exports they did not approach the level of 1,000,000 cases until 1943) in the 1940-43 period when they were limited to supplying military and civilian requirements in the Middle East. Exports to the United Kingdom were resumed in 1943-44 and will this season total some $2\frac{1}{2}$ million cases which, with exports to the continent, will result in a total cased export of about 4 million cases. During this and the past season, with an estimated total citrus crop of from 7 to 8 million cases each season, the demand has approximated to the supply with, in addition to cased exports, bulk exports to nearby countries, local market requirements, Army purchases and supplies to citrus products factories principally for the manufacture of concentrated juice.

63. With the help of cultivation advances issued by the principal Banks, guaranteed and later taken over year by year by the Government, which advances now total £P.3,329,995 net, the principal citrus plantations have, considering the circumstances, been well maintained both as regards area and condition. The area assisted by cultivation advances has averaged some 160,000 dunums and has only included groves in relatively good condition. Statements giving the amounts annually advanced, recoveries and the rate per dunum are given in paragraphs 109 and 110 below. An analysis of the indebtedness of that section of the industry which applied for advances is given in paragraph 200 of chapter XVI. The growers have also been assisted by temporary remission

of rural property taxes i.e. an annual tax of 400 mils per dunum. The main problems now arising relate to the rehabilitation of the industry (especially the need for irrigation and packing equipment) and of provision of better shipping facilities. The expenditure which will be required on rehabilitation has been estimated by the industry at about £P.30 a dunum but the figure would naturally vary from grove to grove and it is probable that an aggregate cost based on the figure given above would be on the high side. Of the present total citrus area of some 266 thousand dunums, only about 15 thousand dunums are in an abandoned or neglected condition. By analysis of the 1945 grove inspection reports, the area can be assessed approximately as to condition as in table 3. In that table, class 1 represents groves which have been awarded $7\frac{3}{4}$ marks or over, out of a maximum of 15, in condition tests; class 2 represents groves having between $6\frac{1}{4}$ and $7\frac{1}{2}$ marks; and class 3, groves with between $4\frac{1}{2}$ and 6 points.

Table 3.

ARAB-OWNED.

Variety	Class 1 dunums	Class 2 dunums	Class 3 dunums	Total dunums
Shamouti orange	84,815	15,648	5,025	104,988
Valencia orange	10,242	1,088	248	11,578
Grapefruit	1,916	270	64	2,250
Lemon	3,582	395	165	4,142
Totals	100,055	17,401	5,502	122,958

JEWISH-OWNED.

Variety	Class 1 dunums	Class 2 dunums	Class 3 dunums	Total dunums
Shamouti orange	70,446	10,279	5,478	86,203
Valencia orange	9,997	1,411	1,230	12,638
Grapefruit	9,844	1,135	677	11,656
Lemon	3,853	325	177	3,855
Totals	93,640	13,150	7,562	114,352

There are, in addition, 10,000 dunums abandoned; 5,000 dunums neglected; 3,000 dunums hard pruned (all mostly *Shamouti* oranges); 5,000 dunums in process of being topworked or replanted; and some 7,000 dunums under varieties of citrus other than those mentioned. Since 1940, planting of new citrus areas has not been permitted. Possible extension of the export season

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by planting of early and late varieties is limited on account of the damage caused by the Mediterranean fruit fly; interest is being shown in increasing the area planted with clementines and mandarines.

64. Costs of cultivation per dunum which before the war ranged from £P.5 to £P.10 (with yields of from 40 to 100 export cases) are now from £P.10 to £P.18 and the general average yield is at present only about 35 cases; this lower yield is a result of the inevitably reduced average standard of cultivation and the lack of nitrogenous fertiliser during the war period.

65. During the last season in which the industry worked at a normal level (1938/39) some 19,000 workers were employed in the Jewish groves during the busiest season. About half of this total were engaged on fruit-picking. Of this total, between four and five thousand were permanent labourers, the remainder being seasonal labour. During a normal season, some 15,000 persons were employed in the Arab groves during the busy months. Between three and five thousand persons only were permanent labour. It has been estimated that, in the industry as a whole, some 20,000 persons might be employed during the slack months rising to 30,000 and upwards in successive seasons to 50,000 during the busy months in a three year period of recovery following the end of the war. These figures may appear unduly high in relation to the figures given above in respect of seasons of high production before the war; they are to a large extent, of course, dependent on a programme of expanding marketing.

66. Prior to the war, particularly considering the rapidly increasing exports, the marketing lacked adequate organisation; about two-thirds of the Jewish grown fruit was marketed co-operatively, but the balance was handled by a large number of exporters. This led to unnecessary competition and a lack of co-ordination very detrimental to the interests of the industry. The importance of enabling the industry better to regulate its affairs was recognised and preliminary steps were taken in 1939, as a long term measure, for the formation of a Citrus Control Board. This body received its constitution from the Citrus Control Ordinance, 1940*. It consists of three official members appointed by the High Commissioner (who designates one of them as chairman) and eight "producer members" appointed by the High Commissioner as representatives of citrus growers. The Board is a body corporate, with perpetual succession and a common seal. It may, with the High Commissioner's approval, make rules for the control and regulation of the area under citrus cultivation; in

* Vol. I of 1940 legislation, page 224.

regard to picking, packing and handling of fruit, to fruit inspection; and in regard to a variety of other matters affecting the export of citrus. It may, by notification in the *Palestine Gazette*, require growers to furnish certain statistics, and failure to comply, as are other forms of obstruction of the Board's activities, is an offence punishable by the Courts. The Board has its headquarters at Jaffa, where it maintains a permanent secretariat. It administers its own budget. The producer members are at present four Arab and four Jewish representatives of the growers of their respective communities. The Board began to operate early in 1941.

67. Extensive as are the functions and powers of the Citrus Control Board, they do not include the actual marketing of the fruit. In view of the circumstances created by the closure of overseas markets, it was decided in 1941 to set up a Citrus Marketing Board, "to take such steps as the Board may deem requisite to control or regulate the marketing of citrus fruits grown in Palestine and generally to control or regulate the marketing of all citrus fruit and any product thereof"*. The Board was appointed to be a "competent authority" for the purpose of regulation 46 of the Defence Regulations, 1939**, with power to exercise such of a competent authority's powers under that regulation as were necessary to enable it to carry out its functions as defined above. It comprises two official members, one of whom is chairman, and four other members chosen as representatives of the Arab and Jewish sides of the citrus industry. (The number of non-official members was originally two but the increasing business made it necessary in 1945 thus to enlarge the Board). In the early war years of surplus crop, the Marketing Board, by a disposal permit scheme, tried to ensure fairly remunerative sale of what fruit could be sold, and during the past and present season a scheme linking growers has been in operation; this scheme greatly limits the number of exporters, ensures to all growers a fair share of all orders and makes possible an orderly system of marketing. With the low yields, however, most growers do not yet, on citrus alone, cover expenses, despite the higher returns for their fruit.

68. The citrus products industry, particularly in the manufacture of concentrated juice, appears to have considerable possibilities of development although it remains to be ascertained how far this method of utilization of the fruit will be economic in relation to fruit other than culls and any unexportable surplus. The industry has in hand, however, projects for the manufacture

* Vol. III of 1941 legislation, page 1795.

** Vol. III of 1939 legislation, page 914. Regulation 46 makes legislative provision for the general control of industry.

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of citrus oils, pectin and alcohol with the object of utilizing completely all products and by-products of the fruit used by them and thus ensuring that the production of juice will be economic.

69. Approximately one million cases of citrus has been taken by the citrus products industry during the past few seasons. In 1944/45 the following quantities of juice were exported to the United Kingdom :

Non-sterile orange juice	...	...	800 tons
Non-sterile grapefruit juice	...	...	150 tons

For the season 1945/46 the Ministry of Food in the United Kingdom have offered to purchase :

Non-sterile orange juice	...	...	800 tons
Non-sterile grapefruit juice	...	...	150 tons
Sterile orange juice up to	...	...	1000 tons

70. The Citrus Marketing Board will be able to fulfil the order for the 800 tons of non-sterile orange juice but not the order for grapefruit juice since the fruit will not be available after meeting the requirements of the fresh fruit trade. The Board will be able to offer 400 tons only of sterile juice, partly because the fruit is not available over the requirements of the fresh fruit trade and partly because there is as yet insufficient plant. At present (January, 1946) there is only one flash pasteurizing plant in operation. Eight are on order and when they are installed the industry's capacity to produce sterile juice will be increased to between 2,000 and 3,000 tons. It is anticipated that it will be practicable to dispose of this amount in the United Kingdom where demand, given the continuance of child-feeding schemes, might be expected to increase.

Section 4.

MEASURES TAKEN BY GOVERNMENT TO INCREASE AGRICULTURAL PRODUCTIVITY.

71. The action taken by the Palestine Government to bring about improvement of the land and in methods of agriculture and generally to increase its yield is of very wide scope and includes both long and short term measures, direct and indirect. Certain of these measures have already been noticed in other sections of this chapter and in other chapters but, before proceeding to the fields of activity not already covered, it will be appropriate to recapitulate the more important of the measures discussed more fully elsewhere.

72. In the first place, one of the most significant stimuli to increased care of the land and its development to greater productivity is security of title. The land registration system (section 3 of chapter VIII) and the operations for settlement of title (section 2 of chapter VIII) have progressively eliminated many of the uncertainties which held up permanent improvement of the land in the past and the latter operations have also encouraged the consolidation of uneconomic units into more satisfactory agricultural units.

73. The policy of Government in regard to forestry and soil conservation (chapter XI) covers both preventive and constructive activities. On the one hand, measures are taken to put an end to the ravages of soil erosion and the encroachment of sand dunes, as described in the chapter to which reference has just been made. On the other hand, both by direct action and by example and instruction, the Departments of Forests and Agriculture and the Soil Conservation Board in their respective spheres seek to bring large areas under cover of vegetation, to introduce scientific systems of soil conservation both in the hill areas and on the plains and to improve methods of animal husbandry to increase both the agricultural qualities of land and also the yield of stock.

74. As has been mentioned in section 2 of this chapter, livestock in Palestine is vulnerable to a wide variety of animal diseases. The primary duty of the Government's veterinary service is in combatting these diseases and keeping them under control; they also initiate any further measures for reducing the susceptibility of stock and generally improving its quality. There is a stock-breeding section of the Department of Agriculture centred on the Government farm at Acre (to be further mentioned later) from which much useful field-work in connection with the up-grading of stock has been conducted. Another section of the Department of Agriculture is concerned with the development of the poultry and bee-keeping industries. A special breeding scheme has been initiated by the Department to improve the breeding stock on Jewish farms. Until recently (when the scheme had to be closed down because of disease) local chicks were hatched at Government hatcheries for sale to Arab villages. Nearly a quarter of a million were distributed in 1944.

75. Plant diseases and pests are also rife. Extensive powers to deal with them are conferred on Government by the Plant Protection Ordinance, 1924*, which is administered by the Department of Agriculture. While to a considerable extent the tasks of combatting these diseases and of spreading improved

* Drayton, vol. II, page 1141.

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strains falls to the general agricultural and horticultural services of the Department, there is a plant protection service specifically engaged on preventive work. A special staff in the plant protection service is wholly engaged in teaching farmers how to control pests and diseases. Government also maintains a fruit inspection service, which has important functions in relation to the maintenance of the citrus export trade.

76. Among other branches of activity by the Department of Agriculture, in addition to providing farmers with advice and assistance on a wide range of subjects relating to agricultural development, the following are worthy of mention :—

(a) *Improvement of wheat and barley seed.*

The wheat and barley seed used on Jewish farms is good, an admirable system of seed improvement has been developed and through the years there has been a steady improvement in the quality. Much time has been devoted by the Department of Agriculture to trying to bring about an improvement in the quality of the seed used on Arab lands, but there has been little or no general improvement. The quantities of seed which are distributed to them are very soon dissipated and become mixed with inferior seed on the threshing floors. Seventy-four tons of grain seed of improved varieties were distributed by the Department in 1944.

(b) *Extension of vegetable growing.*

Particular attention has been given to the extension of the areas of vegetable production and to improved methods; success has attended these efforts. Potatoes may be quoted as an example : before the war only negligible quantities were grown but in 1944 some 50,000 tons were produced. Some ten million vegetable seedlings were distributed from Government stations annually during the war.

(c) *Pastures and grazing.*

Much effort has been spent in the endeavour to bring the Arab agricultural community to improve pastures and grazing and to grow fodder crops intensively, but little progress has been made. Large areas of fodder crops are grown by Jewish farmers to provide food for the steadily expanding dairy industry, and a number of settlements have followed the advice of the Department of Agriculture and established irrigated artificial pastures.

(d) *Olives and fruits.*

Advice is given regarding the planting and cultivation of olives, summer fruits, citrus, sub-tropical and tropical fruits and vines.

There has been a very large expansion in planting, particularly in the hills, with a great demand for budded plants and seedlings from the Government nurseries. During the war years it has not been possible to meet the demand but arrangements have now been made to expand production considerably.

77. The main Government centre for agricultural research is the Government Farm at Acre, which is directly supervised by a British manager with Palestinian technologists working under the direction of the senior administrative staff in charge of the various services. The farm itself covers some 2,000 dunums, most of which is under furrow irrigation from wells. In addition to the lands of the farm, the manager also supervises the cultivation of additional scattered areas from Safad to Haifa and Jenin, totalling some 5,000 dunums of non-irrigated land which is used mainly for seed multiplication. The Government also maintains the following subsidiary stations which are mainly used for demonstrations and seed increase:— Farradiya — Kafr Anan, Nablus, Ein Arrub, Jericho, Farwana, Majdal and Sarafand. A small station is maintained outside Jerusalem for investigation of the *capnodis* pest of stone fruits. Veterinary research is carried out at the veterinary laboratories in Tel Aviv, where vaccines are produced and routine laboratory diagnosis of disease is made.

78. There are no Government laboratories for undertaking research in agricultural problems. The main research institution is the Jewish station at Rehovoth. This station was established by the Jewish Agency in 1921 for research, extension work and teaching. The station has modern laboratories, a central farm of 1,400 dunums and a number of experimental fields and plantations in various parts of the country. The research and extension staff number over 70 people. The Mikve Israel agricultural school (see below) also contributes to research, but in a smaller way.

79. Research and experimental work on the Government farms and stations has been expanded considerably during the last few years, although progress was affected by the war and in particular by the manpower difficulties arising therefrom. There are few results from experimental work which can be applied generally in all parts of the country, so that experimental work is necessarily far more complex than the area of the country or the size of the agricultural industry would imply. The following are the most important problems under investigation at present:—

- (a) The breeding and trial of varieties and strains of wheat and barley.
- (b) The establishment of artificial irrigated pastures.
- (c) Problems connected with potato production.
- (d) Manurial trials on important crops.

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- (e) Problems connected with the production of fodder.
- (f) Trials of new varieties and strains of vegetables, grasses, pulses and grains.
- (g) Observations on the influence of root stocks on *shamouti* oranges and grapefruit.
- (h) Observations on the value of different varieties of olives, fruits, including tropical fruits, and vines.
- (i) Problems connected with banana production.
- (j) Investigation of methods of controlling citrus black scale disease.
- (k) Investigation of methods of controlling *capnodis* beetles in stone fruit trees.

80. A large part of the time of nearly all officers engaged in agricultural investigations is given to the production of seeds and nursery trees for distribution to the public. During the war special attention had to be given to the investigation of many problems which were of urgent and immediate importance, such as the local production of vegetable seeds.

81. New developments in agricultural research are contemplated when considerations of manpower and finance permit. Briefly the most important are :—

- (a) Expansion of present research work on crops, fodders and pastures, manurial requirements of different crops and soils, and extension of seed multiplication.
- (b) Investigation of natural grazing to determine the maximum stock carrying capacity of such areas under improved management.
- (c) Determination of the effect of modern methods of tillage (tractor ploughing, etc.) on the soils of the Negeb as compared with the ancient system.
- (d) The breeding up, on a large scale and by selection, of a pure herd of local (*baladi*) cattle which is now regarded as being the most suitable type for the extensive farmer in Palestine.
- (e) Investigation of soil conservation methods.
- (f) The establishment of a new agricultural research farm and laboratories.

82. At the Rehovoth agricultural station of the Jewish Agency, research work is carried out on almost all problems of Jewish farming in Palestine. As far as is practicable and desirable the programme of the Government Department of Agriculture does not overlap with that of Rehovoth. Some of the research work undertaken at Rehovoth is assisted by grants-in-aid from the Government.

83. Education in agriculture is first provided for both Arabs and Jews in many of the elementary schools by one or more

masters who have received training in the theory and practice of agriculture. The pupils receive varying hours of instruction per week both in the class and in the school garden. The arrangements made by the Department of Education for imparting an agricultural bias to Arab rural education are described in section 2 of chapter XVI. The Jewish public school system also has a special inspectorate to supervise agricultural teaching and the supervision of school gardens.

84. Two agricultural schools were established by means of a bequest of the late Sir Ellie Kadoorie, a philanthropic Jewish resident in Shanghai. The bequest, with interest, accumulated to £P.177,000—the greater part of which was devoted to the construction of the schools; the balance was invested and yields an income of about £P.3,000 per annum, which is credited towards their annual maintenance. The two schools, known as the Kadoorie Agricultural Schools, are residential and are situated one at Tulkarm for the Arabs, established in 1930, and the other at Mount Tabor for the Jews, established in 1934. Students, who are selected by a committee (after an entrance examination for the Jewish school) must not be over 18 years of age and must have completed the second secondary class in a Government school or an equivalent class in a non-Government school. Preference is given to sons of farmers or land owners and emphasis is placed in the curriculum on practical farming with the intention of training youths to become farmers and not to expect appointment in Government service. The number of students which can be accommodated is 60 at Tulkarm and 50 at Mount Tabor; the annual fee for tuition, board and lodging is £P.24.

At the Tulkarm school (Arab) a third year course has been introduced for the training of rural teachers, as there is at present a great demand for village schoolmasters with a rural bias; the administration of this school has recently been transferred from the Department of Agriculture to the Department of Education.

Practically all the graduates from the Mount Tabor school return to agricultural settlements or farms. At this school vacation courses are also held for Jewish rural teachers.

85. Short courses for farmers' sons were formerly provided on the Government Farm at Acre, but this facility had to be suspended after the destruction of the buildings during the rebellion of 1938-1939. At the present time some sixty boys from the Government Reformatory School work on the farm; boys from the senior classes of the Government schools in Acre town also do their practical work on the farm.

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86. A number of agricultural schools administered by various bodies are available to the Jewish community. The largest is at Mikve Israel, near Tel Aviv, which is under the control of the Alliance Israelite. The Jewish Farmers Federation maintains an agricultural secondary school at Pardess Hanna. There are nine agricultural schools and training farms for girls. The Jewish community operates a system under which immigrant youths are placed in collective settlements for general and agricultural education. Higher education is provided by the Hebrew University with its Agricultural College at Rehovoth.

87. There is very close liaison between the Departments of Education and Agriculture in the agricultural training of the Arab. Government is now planning the establishment of farm schools to provide suitable post-elementary education and training for youths who intend to take up practical farming, and financial provision has been made for the first institution of this kind.

88. Measures taken to improve agricultural productivity by way of irrigation and drainage are set out in section 2 of the following chapter.

Section 5.

AGRICULTURAL CREDIT AND CO-OPERATIVE SOCIETIES.

(a) Measures taken to provide agricultural credit.

(1) *Loans issued by Government between 1919 and 1939.*

89. During the war of 1914-1918, conscription, banishment and epidemics had disastrous effects on agriculture. The country was depleted of its livestock; forests and olive trees had been felled for fuel for the railways and other purposes; available grain had been requisitioned by the Turkish army and many of the orange groves had been ruined by inability of the owners to water the groves on account of lack of fuel for driving the pumps. After the British occupation it was soon realised that credit would be necessary to revive agriculture and from 1919-1923 loans were advanced by Government to cultivators, through the medium of the Anglo-Egyptian Bank Ltd. (now amalgamated with Barclays Bank), amounting to £P.576,319 at 6½% interest per annum (9% penal on arrears). Of this amount £P.548,227 was recovered; £P.26,814 was written off as a measure of relief, the balance outstanding at 30th September, 1945, being £P.1,278. In 1927, following a drought in the Beersheba sub-district, loans were issued to the Bedu cultivators for the purchase of seed and replacement of livestock. Issues amounted to £P.19,890; the whole amount was

recovered except for £P.547 which was written off. In 1928 there was a crop failure in the northern district, and, to provide against the land being left fallow, or alternatively to avoid resort to money lending at usurious rates, loans amounting to £P.19,366 were issued; £P.9,148 was recovered and the balance of £P.10,218 was written off.

90. From 1930 it has been necessary to provide short term credit annually, mostly for the purchase of seed grain, and from that year the rate of interest was reduced from 6½% to 5% per annum. To encourage terracing of the hills for soil conservation and the growing of trees, long term loans repayable over periods varying between three and seventeen years were issued in 1935-1938 amounting to £P.33,098; these loans have been recovered except for a sum of £P.3,171.

91. The position in respect of loans issued in the period between the first and second world wars is summarised in the following table :—

		Total loans issued	Recoveries to 30.9.45	Amounts written off	Balance out- standing at 30.9.1945
		£P.	£P.	£P.	£P.
Loans issued	1919-1923	576,319	548,227	26,814	1,278
Beersheba loans	1927	19,980	19,433	547	—
Northern District loans	1928	19,366	9,148	10,218	—
Agricultural loans issued in					
	1930-31	29,980	13,744	15,708	528
	1931-32	17,137	12,528	4,581	28
	1932-33	53,537	22,399	30,778	360
	1933-34	57,259	23,109	33,797	353
1933-34 (for fodder)		20,720	2,534	17,575	611
	1934-35	6,313	1,888	4,408	17
	1935-36	4,988	841	4,106	41
	1936-37	33,019	30,435	1,074	1,510
	1937-38	—	—	—	—
	1938-39	—	—	—	—
	1939-40	28,355	27,508	816	31
Hill development loans	1935-1938	33,098	29,927	—	3,171
Miscellaneous; for bee- hives, seed and destruction of field mice.		7,263	5,850	418	995
TOTAL		907,334	747,571	150,840	8,923

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92. It will be seen that the total loans issued by Government to cultivators between 1919 and 1939 amounted to £P.907,334. Of this amount £P.150,840 had to be written off (about 16%), mostly in respect of the earlier loan issues, owing to death of the borrowers, crop failures and poverty. The amount recovered was £P.747,571 and the balance of loans still due for repayment as at 30th September, 1945, was £P.8,923.

(2). *Short term seasonal credit by the banks since 1935.*

93. To facilitate the issue of short term seasonal credit by the offer of better security, Government enacted in 1935 a Short Term Crop Loans (Security) Ordinance* whereby an "approved" company or bank may take a charge on the crops of a borrower whether the crop is or is not in existence at the time the charge is created. This Ordinance also provides a simple procedure for the registration of such charges by a District Officer in favour of an approved company for a nominal fee. Adequate penalties are provided against fraudulent disposition of the crop charged, these penalties being intended to act as deterrents. The provisions of this Ordinance have enabled the principal banks and financial institutions, such as Barclays Bank (D.C. & O.), the Ottoman Bank Ltd., the Anglo-Palestine Bank, the Arab Bank, the Arab National Bank, the Palestine Corporation and the Central Bank of Co-operative Institutions, to make short term seasonal advances of considerable amount — some millions of pounds — to cultivators.

94. The special arrangements made with Barclays Bank (D.C. & O.) to encourage the development and assist in the financing of Arab co-operative societies in the rural areas are outlined in paragraphs 115 *et seq* below.

(3). *Long term development loans by the Agricultural Mortgage Company of Palestine since 1935.*

95. Negotiations were begun in 1933 and completed in 1935 for the establishment of an Agricultural Mortgage Company for the purpose of issuing long term development loans secured on a first mortgage of immovable property. The company commenced business in July, 1935. Of its nominal capital of £P.400,000 the amount paid up is £P.335,000; this sum was subscribed by the principal banks, insurance companies and financial institutions doing business in Palestine, as under:—

* Laws of 1935, Vol. I, p. 133.

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	£P.
Barclays Bank (D.C. & O.)	50,000
Ottoman Bank Ltd.	25,000
Anglo-Palestine Bank Ltd.	25,000
Prudential Assurance	150,000
Guardian Assurance	25,000
Palestine Corporation	35,000
Palestine Economic Corporation of New York	<u>25,000</u>
Total	<u>335,000</u>

The balance of £P.65,000 was reserved for the Arab Bank or other Arab institutions and was not taken up.

96. In addition to the subscribed capital of £P.335,000 the Government of Palestine advanced £P.150,000 to the company as a guarantee fund for the issue of debentures. None have as yet been issued. On this £P.150,000 Government is to receive a varying rate of interest dependent upon the profits of the company after dividends have been paid to the shareholders at the rate of 6%. At the end of the 25th year this advance is to be converted into ordinary share capital.

97. Government has the right to nominate the chairman of the Board of Directors (now Lord Greenwood) and also to appoint a representative (at present the Director of Land Registration) on a local committee which advises the General Manager; the appointment of the General Manager is subject to Government approval.

98. Loans issued by the company at the rate of 8% per annum amounted to £P.140,000 in 1936, £P.218,000 in 1937, and £P.64,000 in 1938; after July, 1938, the issue of loans virtually ceased because of the disturbed state of the country. The total of loans issued was 670, aggregating £P.425,000, entailing the mortgaging to the company of some 37,000 dunums valued at £P.1,400,000 at the end of 1941. About half the loans were for sums under £P.500, one quarter for sums from £P.500-1000, and a quarter for sums from £P.1000-2000. Most of these loans were made to citrus growers for the installation of irrigation plant, the erection of packing sheds and the development or improvement of the groves and were divided approximately equally between Arabs and Jews. Except by resolution of the directors loans to individuals may not exceed £P.2,000, and those to groups such as co-operative societies or corporate bodies may not exceed £P.5,000. The longest term for which the company may lend is 20 years. The resumption of loans during the war was prevented by the lack of shipping facilities for export of the fruit.

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99. Notwithstanding the depressed position of the citrus industry during the war years, the general prosperity brought to Palestine by the war and the large amount of idle funds in the country created a large demand for citrus estates. In consequence, many of the company's clients were able, by the sale at high prices of parts of their property, to redeem part or whole of their capital debts, with the result that, by the end of November, 1945, there were 315 loans outstanding for a total of £P.182,000. The company was able to pay a dividend for the first time in 1942 of 2½% which was increased to 4% for 1943 and 1944.

100. Following resumption of exports of fruit on a limited scale in the 1944/45 season, and the incentive to growers to rehabilitate their groves, there was a renewed demand for long term loans, and the company resumed this business in January, 1945, with the result that 25 new loans aggregating £P.45,000 have since been issued. The rate of interest was reduced from 8% to 6% per annum with effect from 1st January, 1944, and the penal rate on arrears was reduced from 9% to 7% per annum.

101. The company's position at 30th November, 1945, is summarised in the following table :—

	£P.
Loans outstanding (315 in number)	182,000
Cash on deposit with Barclays Bank, Jerusalem at an average rate of ¾% interest per annum	220,000
Cash in current account	19,000
Invested in securities in England at about 3% per annum	27,000
Palestine Government Guarantee Fund invested in the United Kingdom in trustee stocks	150,000

102. In November, 1944, the company represented to Government that the Land Transfers Regulations of 1940 resulted in the company having to concentrate its activities in the "free" zone thus precluding potential borrowers who owned land in zones A and B from the opportunity of obtaining mortgage loans from the company. After consideration of these representations Government informed the company in March, 1945, that applications to take mortgages in zones A and B should continue to be considered on the merits of each individual case and that it was not possible to amend the Regulations so as to accord the company the right to buy in, either directly or through an Arab holding company, any properties in zones A or B.

(4). *Loans by Government to increase the production of food during the war (1940-1945).*

103. In view of the large extent to which Palestine was and is dependent on imported supplies of foodstuffs a special drive was made during the war years to stimulate the local production of food in order to conserve shipping and reduce imports from overseas. With this primary object in view, loans were made to farmers as under :—

Year	Total loans issued	Repayments due up to 30.9.45	Collections up to 30.9.45	Arrears on 30.9.45	Collections %
	£P.	£P.	£P.	£P.	
1940—41	104,735	88,539	86,440	2,099	98%
1941—42	221,555	174,452	165,715	8,737	95%
1942—43	359,805	268,415	248,886	19,529	93%
1943—44	165,483	91,143	84,312	6,831	92%
1944—45	5,000	980	800	180	81%
	856,578	623,529	586,153	37,376	94%

104. With minor exceptions, the rate of interest charged was 6% per annum. The purposes for which the loans were issued are detailed below :—

<i>Short term loans (repayable in 1-2 years).</i>	LP.	LP.
For deep ploughing of land for cereal cultivation	195,000	
For purchase of implements and fertilisers	120,000	
For purchase of grain seed	85,000	400,000
<i>Long term loans (repayable mostly in five years)</i>		
For purchase of irrigation equipment; for the growing of vegetables and fodder; and the raising of livestock, including purchase of calves and sheep	176,000	
For diversification of farming in citrus areas (mainly vegetables and poultry, etc.)	72,000	
For growing oil crops, legumes, cereals, vegetables and fodder under improved rotation	96,000	
For erection of cold storage plants	59,000	
For establishment of auxiliary farms	28,000	
Purchase of tractors	12,000	
Purchase of fishing boats and gear	7,000	
Production of seed at Rehovoth	6,000	456,000
Total		856,000

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Approximate allocation of the loans

	LP.
To Arab farmers	278,000
To Jewish farmers	<u>578,000</u>
	<u>856,000</u>

A little more than one half of the short term loans were issued to Arab farmers while most of the long term loans were issued to Jewish farmers.

105. These loans were secured by a charge on the produce of the land and on the property (not land) purchased with the loan, a joint and several guarantee, and by the application of the law for the collection of taxes. Government did not take mortgages of land, the reason being that it was desired to obviate the delays involved and any suspicion as to Government's motives in the event of foreclosure. The issue of these loans by Government was necessitated by the fact that the banks and other financial institutions would have refused loans to several farmers who would not have been regarded by them as eligible or credit-worthy. For example, in the case of the Agricultural Mortgage Company, its loans were restricted almost entirely to citrus growers because the company is empowered to lend only on first mortgage; it could not lend in the hill districts or elsewhere where land is still held under the system of *masha'a* (unpartitioned land).

106. In respect of the total issues of £P.856,578, repayments of £P.586,153 have already been made representing 94% of the amount due for repayment up to 30th September, 1945. This satisfactory record of collections is not unrelated to the prosperity enjoyed during the war, and still being enjoyed, by farmers who, as a result of rises in the prices of their produce which have outstripped the increase in their costs of production, have been able to repay the loans without difficulty.

107. After October, 1944, the issue of further loans was stopped save in a few exceptional cases. Government considered that the greatly increased prices obtained by farmers for their produce during the war left them generally with ample resources to finance further development without the need for further loans. In those circumstances, the issue of further loans on any large scale would have served merely to make money conditions easier than they were and generally to increase the tendency towards inflation, to check which Government was making determined efforts.

(5). *Loans by Government for the maintenance of citrus groves during the war (1940-1945).*

108. The war of 1939-1945 hit the citrus industry in that shipping could not be found to export the fruit. In the last season before the war (1938-39) exports from the area of 293,000 dunums amounted to 15,264,776 cases. Absence of shipping reduced exports to :—

169,803 cases in 1940-41	} including exports in bulk to neighbouring territories.
534,238 cases in 1941-42	
1,069,469 cases in 1942-43	
2,424,887 cases in 1943-44	
2,747,389 cases in 1944-45	

109. The citrus industry estimate their consequential losses at between £P.7-8 millions. The assistance which Government decided to grant the industry took the form of exemption from rural property tax on citrus groves and the grant of advances for the minimum amount of cultivation necessary to keep the groves alive during the war. These advances were not made in respect of the whole area but only in respect of groves in good condition, approximately 150-175,000 dunums. The remaining area either did not require advances or did not qualify for them under condition tests. The advances so made amounted to £P.3,658,760. Recoveries up to 31st October, 1945, were £P.328,765, so that the net amount outstanding and due to Government on that date was £P.3,329,995. The annual figures are shown in the following table :—

Financial year	Net issues	Recoveries up to 31.10.45 in respect of the advances for the year shown in the first column
	£P.	£P.
1940-41	443,295	93,162
1941-42	533,280	90,104
1942-43	609,965	71,431
1943-44	753,715	62,170
1944-45	718,505	11,898
1945-46 (Estimate)	600,000	—
	<u>3,658,760</u>	<u>328,765</u>
Less recoveries	328,765	
Advances outstanding at 31.10.1945	<u>3,329,995</u>	

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110. The following table shows the number of growers and the areas in respect of which advances were made and the rate of the advance in each year :—

Year	Number of growers	Total area in dunums	Rate of advance per dunum
			£P.Mils
1940—41	5,668	168,437	2.600
1941—42	5,895	174,790	3.000
1942—43	6,070	177,284	4.000
1943—44	5,557	154,890	5.000
1944—45	5,370	152,050	5.000
1945—46 (Estimate)	5,000 (Estimate)	150,000	5.000
Total per dunum			24.600

About 47% of the total advances were made to Arab growers and 53% to Jewish growers.

111. In almost all cases the recoveries of £P.328,765 have been made (and recoveries continue to be made) upon change of ownership of groves, e.g. by sale or transfer; in such cases the whole of the advance is recovered by Government before registration of the grove in the name of the new owner is authorised. The security was a first charge on the crop and the existing rate of interest is 3% per annum.

112. These advances, though they represented not much more than half the cost of cultivation, saved the greater part of the citrus plantations from ruin, the present position being that 251,000 dunums have survived of which 194,000 dunums are in fairly good condition, 30,000 in fair condition, and 27,000 in poor condition. Some 27,000 dunums were destroyed by uprooting and 15,000 dunums abandoned or neglected. A good part of the uprooted area was devoted to vegetable cultivation.

113. In the current season, 1945-46, the citrus crop is estimated at about 8 million boxes and contracts have been made for the export of $2\frac{1}{2}$ -3 million boxes of fruit to the United Kingdom, $1\frac{1}{2}$ million boxes to the Continent and 500,000 boxes to neighbouring territories. The balance of 3 million boxes is for local consumption and sale to the army and local factories for the manufacture of concentrates, juices, jams and marmalades.

114. These advances were not grants but loans repayable to Government. The industry as a whole, however, is not able to repay all the outstanding advances immediately, particularly in

view of the need for rehabilitation, i.e. replacement of packing sheds, pumps and pipes etc. estimated to involve the investment of several million pounds. Proposals are therefore under consideration for the establishment of a Government land bank to deal with the future financing of citriculture and agriculture generally, and the repayment of the outstanding citrus advances.

(b) Measures taken to encourage the co-operative movement.

115. Co-operative theories and practices were introduced into Palestine before the first world war by Jewish farmers, small tradesmen and agricultural labourers who formed associations for collective marketing, processing, purchasing and borrowing. Although the business of these associations was conducted on a co-operative basis, the associations themselves were not registered bodies and had no formal existence under the prevailing Ottoman Law. Owing to this legal deficiency the associations made slow progress, and their growth was stunted.

116. Co-operation as a live and progressive movement only came into being in Palestine after the British occupation. When the civil administration was set up in 1920 it proceeded with the promulgation of a number of modern laws in order to provide commerce and industry with the facilities and authority which a body of modern statute laws could alone confer. One of the first of these laws was the Co-operative Societies Ordinance* modelled upon the Indian Co-operative Societies Act, 1912. In order to meet the conditions of Palestine the new Ordinance deviated in a number of respects from its Indian prototype and some of these deviations were of such significance as to influence the whole course of the future development of the movement.

117. While the Indian Co-operative Societies Act chiefly contemplated societies for the provision of agricultural and industrial credits, the Palestine law expanded the purposes for which societies could be registered. It provided for societies for loans and savings, for saving banks and co-operative banks, for societies for the purchase of raw materials for industrial and agricultural purposes, for societies of producers for the sale of their produce and services, for stores for the acquisition and use in common of machinery and other implements of production, and for building and housing societies. The effect of this dilation was that the movement in Palestine became very diversified. Many types of societies were formed with numerous and widely varying objects and purposes. Standardized types were completely absent and

* October, 1920. The Ordinance at present in force was enacted in 1933. Drayton, vol. I, page 360.

co-operators freely entered into experimental developments. While the Indian Co-operative Societies Act provided for the formation of central societies and unions, the Palestine law omitted such provisions, with the result that the Palestine movement was deprived of unified guidance and of co-ordinating machinery. There was, accordingly, much overlapping in the activities of societies and sometimes actual competition between societies on the markets or in attempts to attract members. Finally, the Palestine law departed from the Indian Co-operative Societies Act by making the Registrar a passive observer. Under the Co-operative Societies Ordinance of 1920 the Registrar was not to take an active part in the formation of societies or in the propagation of the co-operative movement. Nor was he provided with a special staff for encouraging and assisting prospective co-operators. His function was limited to registering societies as they were spontaneously formed and his task was to ensure that their rules accorded with the requirements of law. The result of this passivity was that only the more advanced elements of the population, and only persons who had had previous co-operative experience in other countries, had recourse to co-operative organisations. To the local population and especially the Arab peasantry the law remained a dead letter. They took no advantage of the opportunities which the law offered for the voluntary association of persons with common interests for purposes of mutual help.

118. In 1928 Government appointed a committee of co-operators to consider the operation of the Co-operative Societies Ordinance and to advise on necessary amendments. While this committee was preparing its report, another Government committee was engaged in an inquiry into the economic conditions of the agricultural population. As this second committee recommended grants to farmers through the medium of village co-operatives, Government decided to review its policy towards the co-operative movement as a whole and invited an expert, Mr. C. F. Strickland of the Indian Civil Service, to study the problem on the spot.

119. Mr. Strickland, who possessed long and varied experience in the co-operative field in India and elsewhere, presented his report at the end of 1930. His main recommendations were to the effect that Government should adopt co-operation as a long-term policy, that it should take the initiative in fostering a co-operative movement among the Arab population, that it should appoint a trained Registrar who would take an active part in the organisation and supervision of societies, and that the Registrar should have a trained staff of inspectors to work under him. Notable amongst

proposed amendments to the law were provision for the formation of central organisations and the granting of very wide powers to the Registrar.

120. The recommendations of Mr. Strickland were adopted by Government in 1933 and since that date (when the new Ordinance was enacted) the movement has entered upon a new stage of development. The office of the Registrar of Co-operative Societies was reorganised as a separate department under a qualified Registrar assisted by a trained staff. The new department was allotted two distinct functions.

121. On the Arab side, the task of the department is to help in the reconstruction of the lives of the peasantry and of the labouring classes generally by exploring all forms of co-operative activities which might better their lot and inaugurating such activities whenever opportune. In effect this means that the department of the Registrar of Co-operative Societies has to undertake the technical organisation of Arab societies, the education of members in the principles and meaning of co-operation, the guidance of the societies up to a point where the members are competent to assume responsibilities, and the supervision of the activities of such societies including the audit of their accounts. For his activities among the Arab population the Registrar is assisted by an Arab inspectorate staff and by a number of field officers. On the Jewish side, the task of the department is limited to the guidance and assistance of a self-reliant movement, and to guarding it against erroneous ideas and practices. For activities connected with the Jewish movement the Registrar is assisted by an Assistant Registrar and by an inspectorate staff. In addition there exists an officially recognised body of Jewish co-operators known as the Jewish Co-operative Advisory Council which meets under the Registrar's chairmanship at regular intervals and advises him on matters relating to the proper development of the movement. The Registrar has also the services of a professional auditor who inspects the books of all societies and directs the audit of accounts of Arab societies.

122. The table behind this section shows the development of the movement during the two stages above described. On the Arab side it shows that, since 1933, 135 credit and thrift societies and 44 other agricultural societies were registered in Arab villages. It also shows a certain amount of development among the Arab population in urban centres.

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123. The Arab village credit and thrift societies were all formed through Government initiative. They are all of the "Raiffeisen" type characterised by circumscribed operations, modest contributions towards the share capital, equality of voting power and unlimited liability. They receive no financial assistance from Government but obtain their capital requirements from Barclays Bank (D.C. & O.) which agreed to finance them in the early stages of their existence. Their accounts are audited by the department, and the greater bulk of the book-keeping is done by the field staff. By the end of March, 1945, 125 of these societies had a membership of 6,500 (representing approximately 21% of the total male adult population of the villages in which they operate) and had accumulated their own funds to the total of £P.26,870. The total amount of loans outstanding at that date was £P.141,000.

124. The work of formation of more societies of this type and the enlarging of the existing societies was considerably retarded by the three years of disturbances (1936-1939) and six years of war. These factors have also militated against a fuller and more thorough co-operative education of the members and of the secretaries of the societies. Generally speaking, while co-operation cannot yet be claimed to have exerted a powerful influence upon the mind of the Arab peasant, there is a growing realisation of its economic value to the cultivator and a desire to explore its possibilities.

125. The other agricultural societies, whether for marketing or for general purposes, were not formed as a result of advance planning by the department of the Registrar of Co-operative Societies. Most of them came into being largely because of the policy of the various war control departments to give preference to groups over individuals in the allocation of agricultural machinery and other requirements. It was mainly this policy which led to the formation of numerous societies on a limited liability basis. It is as yet impossible to say with any degree of certainty how many of these war time societies will survive into normal times. Some societies, however, show signs of long life and they receive careful attention on the part of the department.

126. The Arab societies in the urban centres are of the following types :—

- (a) Credit societies.
- (b) Co-partnerships of labour.

- (c) Consumers' societies.
- (d) Miscellaneous societies.

In every type there are a few good societies, indicating that urban societies among Arabs can succeed where the members have a community of interest and identical needs. But the majority of the urban societies have shown signs of failure and the efforts of the department are directed towards their reorganisation or elimination.

127. On the Jewish side the table shows a steady general progress since 1933. It also shows how co-operative organisations are being applied to every new economic development in the country in preference to all other forms of organisation. This fact is especially exemplified by the numerous provident fund societies formed in the past two years. At the end of September, 1945, the Jewish societies had a membership of 355,000 and possessed funds of approximately £P.10,000,000. The total capital employed in the operation of these societies was £P.33,000,000.

128. Among the improvements introduced in the Jewish societies during the second stage of co-operative development, beginning in 1933, the following deserve mention :—

- (a) Standard model rules were drafted for the different types of societies and every Jewish society was prevailed upon to discard its old rules and adopt one of the models.
- (b) Eight audit unions were formed and 694 societies out of a total of 1,209 societies are now affiliated with these unions for audit and control.
- (c) Numerous amalgamations of societies were arranged in order to eliminate competition and overlapping.
- (d) Numerous societies were induced to submit internal disputes for settlement by the Registrar (2,488 disputes were dealt with by the Registrar in the course of five years).

CO-OPERATIVE SOCIETIES (1) REGISTERED AND (2) ELIMINATED IN THE PERIOD 1921—1945.

	1921—23		1934		1935		1936		1937		1938		1939		1940		1941		1942		1943		1944		30.11.45		Total		Societies on register at 30.11.45		
	1	2	1	2	1	2	1	2	1	2	1	2	1	2	1	2	1	2	1	2	1	2	1	2	1	2	1	2			
																														1	2
CREDIT SOCIETIES																															
(a) Urban																															
Arab																													2	—	2
Jewish	34	—	4	3	7	—	5	1	5	2	7	—	—	5	2	4	—	1	—	—	—	3	1	5	—	2	66	25	41		
Others			2			1					1					1					1					3	3	—			
(b) Rural																															
Arab	14	—	18	—	29	—	—	—	60	—	—	4	—	1	—	—	1	—	—	8	—	6	—	6	—	141	6	135			
Jewish	52	112	2	6	—	1	3	1	2	1	4	2	1	—	5	3	2	2	—	2	4	—	2	1	2	83	28	55			
PROVIDENT FUND SOCIETIES																															
Jewish																					11	—	21	—	73	1	105	1	104		
AGRICULTURAL SOCIETIES																															
(a) Collective settlements																															
Jewish	58	—	8	120	—	17	2	19	9	18	6	13	2	9	3	13	2	2	10	2	2	6	4	5	1	190	42	148			
Others																							1			1	—	1			
(b) Smallholders settlements																															
Jewish	40	—	11	—	16	—	6	4	12	—	5	—	5	3	7	4	5	2	1	3	1	1	3	1	5	1	117	19	98		
(c) Agricultural marketing societies																															
Arab	3	—	—	—	2	—	1	—	—	1	—	—	—	—	1	—	1	—	7	—	2	—	1	—	—	16	3	13			
Jewish	38	3	1	6	7	—	3	7	22	1	8	5	15	4	8	5	1	3	1	4	—	—	1	2	—	4	105	44	61		
Others	1																									1	—	1			
(d) Agricultural insurance societies																															
Jewish	4			1			—	2							1											6	2	4			
(e) General agricultural societies																															
Arab	1	1	1																							31	1	30			
Jewish	14	—	7	3	8	3	7	2	3	—	8	3	3	4	15	2	5	1	9	4	6	1	7	1	6	1	98	25	73		

(c) Rural indebtedness.

(1) Arab rural indebtedness.

129. In most agricultural countries there exists the problem of unproductive indebtedness of the farmer to professional money-lenders and traders. Everywhere this problem presents serious difficulties to the investigator. The difficulties are inherent in the fact that the debts are not recorded, and the securities which the money-lenders and traders hold are usually promissory notes or contracts of sale drawn up so as to conceal the exact nature of the transaction, showing the borrower as having received a larger sum than has actually been advanced to him. The investigator must therefore rely on oral evidence collected from the borrowers themselves, and the truth is frequently obscured out of suspicion of the reasons underlying the inquiry. Thus the investigator is liable to the pitfall of drawing conclusions from evidence which it is difficult or impossible to subject to adequate tests.

130. A similar situation exists in Palestine. The prevailing view in the period between the two world wars was that the Arab peasant farmer (the *fellah*) was heavily indebted to professional money-lenders and traders, and that this indebtedness and the usurious rate of interest paid were severely handicapping his moral and material progress. A serious attempt to test the worth of these assertions, and examine the extent of the evil, was made by the Palestine Government in 1930 when it appointed a committee to inquire into the economic conditions of the agriculturists. The committee collected information from 21,000 *fellah* families in 104 villages who between them cultivated some 1,250,000 dunums (26% of the total Arab farming community, holding 10% of the total cultivable area).

131. The findings of the committee were that the average indebtedness of a *fellah* family was £P.27 on which interest at an average rate of 30% was being paid, while the average income of a *fellah* family was between £P.25-30 per annum. The committee concluded that as the volume of the individual *fellah's* indebtedness represented approximately the full value of his annual income from crops and agricultural stock, it was virtually impossible for any farmer to repay more than a fraction of his debt on the due dates, with the result that a debt once incurred was never cancelled but had to be renewed at intervals at exorbitant rates of interest.

132. Other departmental authorities who investigated village conditions from different points of view provided similar evidence on the extent of indebtedness, and since 1931 the figures quoted by the committee have been regarded as the most authoritative available in spite of their inherent uncertainty.

133. Following upon these findings the Palestine Government proceeded to introduce a number of measures, financial and legislative, designed to reduce the burden of the *fellah's* indebtedness. The financial measures consisted of arrangements for the grant of short term seasonal loans through approved banks and credit co-operative societies on the "Raiffeisen" model, and the provision of long term credits by Government, and by the Government sponsored Agricultural Mortgage Company Limited, for the purposes of land improvement and general works of development. The legislative measures sought to protect the honest agricultural debtor against unfair imprisonment, and to give him the same remedies as were open to debtors among other classes of the community in the case of bankruptcy. Legislation was also introduced with the purpose of weakening the position in law of the unscrupulous usurer.

134. These measures were introduced by stages and were supplemented from time to time by the provision of relief works and tax remissions. They were further supported by the progress of land settlement activities, the effect of which was to give the *fellah* a clear title to his land, thus enabling him to increase his credit-worthiness.

135. In 1937 Government was in a position to report to the Royal Commission that "the measures undertaken coupled with the general increase in agricultural production which Palestine has witnessed in recent years, and the consequent increase in the temporary wealth of the *fellah*, have undoubtedly afforded the latter substantial permanent advantages despite several crop failures due to drought Money-lenders have circumscribed their activities and the *fellaheen* can turn to other sources of credit on equitable terms, such as Barclays Bank, the Agricultural Mortgage Company Ltd., and the Arab Agricultural Bank. There has thus been a mitigation of the burden of debt under which farmers have laboured for many years past".

136. The eight years which have passed since then have profoundly affected the economic position of all classes, including the Arab *fellah*. The war has brought to the *fellah* a large measure of prosperity. It has quickly restored the setback which he had suffered as a result of the disturbances of 1936-1939. He has emerged from the war with increased resources of which only a minor portion is liable to increased taxation. Statistical returns show that the national income (both Jews and Arabs) from agriculture had risen from £P.5.59 millions in 1939 to £P.19 millions in 1943 (*vide* the General Monthly Bulletin of Current Statistics, August, 1944) and that the rise was due to increased production

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and higher prices. In addition, there was an unlimited demand on man-power which enabled the *fellah* throughout the war to find profitable employment in military establishments during the dead seasons on his farm. Against this the *fellah*, in common with all sections of the community, has had to meet the enhanced costs of all types of requirements, and a rise in his standard of living has increased his expenditure.

137. In December, 1945, an inquiry was made in order to ascertain how these new circumstances had affected the state of the *fellah's* indebtedness to money-lenders. In presenting the results of this inquiry it is perhaps desirable once more to stress (a) the element of uncertainty noted in the opening paragraph and (b) the smallness of the number of villagers questioned individually by comparison with the number investigated by the 1930 committee.

138. An inquiry from the various banks which engage in the grant of short and long term credits to agriculturists, and which generally have dealings with the Arab agricultural community, elicited diverging views. Non-Arab bankers held that indebtedness to money-lenders and merchants is now negligible; while Arab bankers thought it still to be considerable, particularly where advances are taken on crops such as tobacco and olives before harvest; in such cases the merchants dictate the price of the crop at time of delivery.

139. All bankers agree, however, that the *fellaheen* are turning more and more to the banks where they obtain productive loans on equitable terms. The actual figures for bank loans for general agricultural purposes, to both Jews and Arabs, (excluding citrus loans) as shown in the half-yearly banking returns for September, 1945, were £P.2.9 millions as compared with £P.1.07 millions in 1939. Another indication of this trend of development is the fact that applications by *fellaheen* to the General Mortgage Company of Palestine Limited for consolidation loans to enable them to pay off private creditors, which were a frequent occurrence until 1942, have ceased since that date.

140. Inquiries through district authorities yielded the information that in eight sub-districts indebtedness to money-lenders and traders declined during the period 1939-1945. In four of these sub-districts the decline was estimated at between 60% and 90%. In one sub-district where indebtedness to usurious money-lenders was never heavy, a reduction of 25% is reported during the period; the reduction is attributed to the fact that with the completion of land settlement the *fellaheen* are in a position to borrow at equitable rates of interest from banks. The savings on interest are used

by them to pay off old debts. In two sub-districts it was reported that there had been no improvement. There was no evidence from the district authorities that usurious indebtedness of the *fellah* constitutes a pressing problem at the present time, though the possibility was noted that, as after the first world war, the *fellah* may again have recourse to the usurer when a fall in prices occurs.

141. An inquiry was also carried out among members of Arab co-operative credit and thrift societies in 88 villages distributed among all six districts of Palestine. The inquiry embraced 4,385 male adults representing 19% of all male adults in the villages concerned. The results of the inquiry show that: (a) these persons together took 6,629 loans of which 4,385 were taken from co-operative societies; 839 were taken from banks and private sources at a rate of interest between 9 and 12% per annum; 1,234 were taken from usurious sources at rates of interest varying between 15 and 30% (in a few cases interest of 40, 50, 60 and even 100% were stated to be paid); and 171 loans were taken against security of mortgages on land at widely varying rates of interest (8, 12, 15, 16, 18, 20, 30, 40 and 100% per annum were stated to have been paid).

142. The number of persons who at the time of inquiry were indebted to more than one source outside their co-operative society was negligible. Thus, 2,141 persons concentrated all their borrowings in their societies and were free from debts to banks, money-lenders, or other sources of credit. Dealing only with the 2,244 cases of persons borrowing from other sources, the inquiry revealed that, against a total income of £P.466,799 per annum, or an average of £P.208 per person, they were indebted to a total of £P.248,780 or an average of £P.111 per person. This indebtedness comprised—loans at fair rates from banks, societies and private persons, £P.127,840 (51%) an average of £P.57 per person; unsecured loans at burdensome rates of interest, £P.102,593 (41%), an average of £P.46 per person; loans on mortgages, £P.18,337 (8%) an average of £P.8 per person. As regards the loans on mortgages, the high rates of interest charged may indicate that these loans represent old usurious loans converted into secured debts. It should be observed that co-operative societies lend to their members at 9% per annum.

143. An examination of the above figures therefore goes to confirm the information of the banks and of the district authorities that the practice of borrowing from money-lenders is no longer followed by a majority, and that the tendency of the Arab *fellah* is to turn to sound forms of borrowing. It further shows that

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even those members of co-operative societies who are still indebted to sources outside their societies are only indebted to the extent of one-half of a year's income.

(2) *Jewish rural indebtedness.*

144. An investigation into Jewish rural indebtedness was made in December, 1945. The accounts of 105 communal settlements, and of 108 smallholders' villages were tabulated, and inquiries were made of all financial institutions lending money to farmers.

145. It appears certain that no usurious agricultural loans exist. The Jewish farm is of recent date and numerous institutions of a public character have been formed to afford financial assistance to the agriculturist. Where the settlers have no private resources, the land is rented to them on very easy terms by national organizations; long term advances are obtained from national institutions for the initial outlay on land and building for modernised farming; further loans for stock and equipment are granted by banks and similar bodies; and, finally, seasonal loans for working capital, cultivation and harvesting are obtained from banks, other financial institutions, and the central co-operative marketing societies to which the farmer belongs.

146. The area under cultivation, excluding citrus groves, was estimated at 654,000 dunums in 1945. The income for 1945 was estimated at £P.11,000,000 and the number of earners 17,500, representing a population deriving its livelihood directly from agriculture of 57,500 souls (again excluding citrus). Their total indebtedness was £P.9,000,000, or an average of £P.514 per earner, and £P.13.7 per dunum. The indebtedness represents approximately a full year's gross income. In addition the Jewish area under citrus is about 120,000 dunums on which indebtedness amounted to £P.3,300,000 or £P.27.5 per dunum.

Section 6.

INVESTIGATIONS AFFECTING DEVELOPMENT IN THE NEGEB.

147. The Beersheba sub-district, commonly known also as the Negeb, an old Hebrew appellation meaning "the South", comprises nearly one half of the area of Palestine. In relation to its size, it is sparsely populated. It is accordingly natural that the potentialities of this area for development should have been the subject of speculation and special investigation. Moreover, archaeological exploration has given ground for the supposition that a part of the area, in the stations of the Byzantine era and their surroundings,

supported a somewhat larger population than does the area to-day. The circumstances to which this was attributable can only be deduced from the relevant archaeological records*, but it seems clear that the physical conditions have not changed.

148. Physically the Negeb may be divided into three zones :

- (a) the steep scarp lying to the east of the watershed between the Mediterranean and the Wadi Araba (the southerly extension of the great Jordan-Dead Sea depression) ;
- (b) the counterscarp on the western side of this watershed; and
- (c) the plain in the extreme north-west of the sub-district.

Climatically, a great part of the area covered by zones (a) and (b) is desert with a rainfall of less than 100 mms. a year, tailing down to an even lower figure.

149. The first two zones mentioned above consist in the main of a wild confusion of bare limestone hills, with neither soil nor water. In the more easterly zone (a), the wadis have carried most of the soil down to the Araba, where it bears scanty xerophile scrub. This provides winter pasture for the goats and camels of a few small tribes. Agriculture is confined to small isolated areas in the Wadi Araba (mainly on the Trans-Jordan side of the frontier) and in the Wadi Igfi; and is extremely precarious because of the paucity of rainfall. In the more westerly zone (b), the erosion in the hills has progressed as far as in zone (a) but the gradients of the *wadis* is less steep and consequently they have retained a greater depth of soil. The greater rainfall on the side of the watershed permits pasture on a larger scale, and some agriculture in the *wadis*, though again this is made precarious by the uncertainty of the rainfall. The region occupied by these two zones is broadly that lying east and south-east of a line running north-east from El Auja — the "unoccupied area" of the Partition Commission. They described it thus : "It consists of a series of low ranges of rugged hills extending east and west, with undulating and irregular gravel plains between them. The lower slopes of the hills are usually boulder-strewn and covered with gravel, and, although here and there areas of wind-blown sand and alluvial deposits occur, they are isolated from each other. This area has not been tested for water as, even if water were found, the isolation of the individual patches of soil and their distance from markets make it exceedingly doubtful whether any part of it can ever be put to economic use".**

* For example: Palestine Exploration Quarterly, April, 1941:

"The Negev, or Southern Desert of Palestine" by G. E. Kirk.

"The Wilderness of Zin" by C. Leonard Woolley, and T. E. Lawrence, 1916.

** Report of the Palestine Partition Commission, 1938, paragraph 110.

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150. It is only in the third zone in which agriculture, other than on discontinuous patches in the *wadi* beds, is possible. This zone contains some 1,640,000 dunums of cultivable land and every dunum which can be economically sown is cultivated by the Beduin inhabitants (apart from some 90,000 dunums of Jewish land). The Beduin are keen farmers and very much alive to possibilities of improving their agricultural methods. Tractor ploughing has made considerable strides within recent years and an increasing area is being planted each year with fruit trees. A considerable part of this comparatively fertile zone is covered by a block of shifting sand. Excavation has shown that there was already sand at Khalasa in the third to the fourth century A.D.

151. The area of the Negeb may accordingly be subdivided as follows:—

	<u>Dunums</u>	<u>Dunums</u>
Zone (c) cultivable area	1,640,000	
uncultivable area	<u>1,260,000</u>	2,900,000
Zones (a) and (b)		<u>9,676,000</u>
Total:		<u>12,576,000</u>

152. Yields in zone (c) are dependent on the weather and the area actually cultivated in any year also depends on the weather, since the inhabitants are chary of wasting seed. It is generally accepted that, over four years, the crops in this zone are a virtual failure in one on account of drought, are only partially successful in two years, while a full crop is produced only once in the course of the period. Thus, in a cycle of years, the cultivator only receives the average equivalent of one half of a crop each season.

153. The population of the Beersheba sub-district was estimated to be 51,082 at the 1931 census. Registration of births and deaths is not carried out among the Beduin so that the precise total of the present population of the zone is not known. It will be evident, however, that even allowing only a conservative rate of increase the population is large in relation to the productivity of the area.

154. It will also be evident that the great obstacle in the way of increasing productivity is the shortage of water; the rainfall is scanty and uncertain and investigations for underground supplies have proved extremely disappointing. The Partition Commission recommended that experiments be made in dry farming methods, in the conservation of surface water and with water boring tests with the object of ascertaining the possibilities of general development of the "occupied area", i.e. the region covered by zone (c) above. An attempt had been made in 1935 to store water by means of a

dam across one of the main *wadis* but this proved a failure since the soil was found to be too porous and practically the whole supply was lost. A hydrographic survey of the area was therefore put in hand in 1938 in order to ascertain whether sub-soil water was available. Unfortunately, the survey had to be abandoned before its completion owing to the disturbances, but the results, so far as they went, are summarized below.

155. Of eighteen wells sunk at sites which, as the result of prolonged geophysical and geological investigations, appeared to be exceptionally favourable, only two proved successful and these two were situated in the coastal sand dune area where success could reasonably be anticipated from the outset. Of the sixteen wells further in the interior, some of which were driven to a depth of 1,000 feet, fourteen were complete failures and the water in the other two was so saline that the possibility of making any use of it is doubtful.

156. Progress in dry-farming experiments and the conservation of surface water was interrupted by the needs of the war. Since the beginning of 1945, however, the District Administration have started experiments in two areas in regard to :—

- (i) preliminary measures for the fixation of sand by vegetation, and
- (ii) improvement of the soil cover by controlled grazing.

More extensive investigations in regard both to soil cover and pasturage and to the conservation of surface water are contemplated by the appropriate departments of Government.

157. Mention should be made of a small Jewish settlement named Gevulot, recently established in the southern part of zone (c). Here experiments are being made with various varieties of barley and wheat; and fruit trees, vines, sisal and some forage crops are being tried. The Department of Forests has assisted with advice on the treatment of eroded lands and the issue of some thousands of trees for experimental and other uses. Further experiments with grasses are contemplated by the Department. It is as yet too early to form conclusions on these experiments. Another interesting experiment is being conducted at the Jewish settlement of Tel Tsofim, a short distance north-west of Asluj. Here flood water from the Wadi Asluj is led off by channel into a large earth reservoir with sluices leading out of it for irrigation by gravity. The potentialities of this experiment also cannot be assessed as yet.

Section 7.

JEWISH AGRICULTURAL SETTLEMENT.

NOTE: All figures in this section have been obtained from records of Jewish institutions.

HISTORICAL DEVELOPMENT.

158. The growth and development of Jewish agricultural colonisation can be traced in the following table :—

Table 1.

Year	Number of settlements	Total land in Jewish ownership	Approximate grouping of population in settlements			Total
			Independent	Cooperative	Communal	
		Dunums				
1882	5	25,000	500	—	—	500
1890	14	107,100	2,770	—	—	2,770
1900	22	220,700	4,950	—	—	4,950
1914	47	420,600	11,000	400	180	11,580
1922	71	594,000	11,540	1,410	1,190	14,140
1927	96	903,000	20,220	4,660	2,620	27,500
1931	110	1,058,500	27,740	5,750	3,800	37,290
1936	172	1,392,600	59,530	15,740	11,840	87,110
1939	—	1,533,400	—	—	—	—
1941	231	1,604,800	63,240	24,820	23,190	111,250
1944*	259	1,731,300	76,000	29,500	33,500	139,000*

159. The underlying motive force of this expansion is "a desire" on the part of the Jews "to redeem" the land with which, as Jews, they are historically connected; and by a conviction that ownership and occupation of the land is the true basis of a healthy national life"***.

This is irrespective of the form of organisation of the settlers, i.e. whether they be

- (a) *communal* : a collective settlement working a common farm with a common purse; or
- (b) *co-operative* : a group of farmers usually with an equal area and quality of land, living and working their holdings around their houses independently but within a co-operative organisation for major cultivation, purchases, services and marketing; or

* There has since been some increase.

** E. Samuel: Handbook of the Jewish Communal Villages in Palestine.

(c) *individual* : private farmers each of whom works his farm independently, although they may participate in co-operative societies of various kinds.

160. In 1890 the Jewish rural population was 4% of the total Jewish population; this proportion increased to 14% in 1914, to 19% in 1927, and in 1944, out of a total Jewish population of 565,000 in Palestine, 25%, or 143,000, lived in rural areas. This population of 143,000 lived in the following kinds of settlements :

Table 2.

	Number of settlements	Population
Individual	44	76,000
Co-operative	99	29,500
Communal	111	38,500
Schools and farms	5	5,000
Total	259	144,000

NATURE AND EXTENT OF JEWISH FARMING.

161. The varieties of crops cultivated by the different classes of Jewish settlers in 1944 are as under :—

Table 3.

	Individual	Cooperative and communal	Total
	Dunums	Dunums	Dunums
Citrus orchards	108,000	12,000	120,000
<i>Other fruits</i> : vines, olives, bananas and deciduous	21,800	20,100	41,900
Total	129,800	32,100	161,900
Wheat	145,000	330,000	130,000
Barley			95,000
Maize and <i>dura</i>			87,000
Hay			72,000
Other cereals			91,000
Total	145,000	330,000	475,000
Irrigated fodder	7,300	29,700	37,000
Irrigated vegetables	12,900	18,100	32,000
Industrial plants	1,500	3,500	5,000
Fish ponds	1,000	4,850	5,850
Total	22,700	56,150	79,850
	297,500	418,250	716,750

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162. It will be seen from the foregoing tables that although the individual settlements number only 44 out of 259 (or 17%) they occupy 41% of the area and represent 54% of the total agricultural population. This is due to the fact that the few individual settlements are larger in area and population, as for example, those at Hadera, Rehovoth, Rishon le Zion and Petah Tikva. Further, individual settlers own 108,000 dunums of citrus groves as compared with 12,000 dunums owned by the other settlements; this greater share in the citrus industry, reflected as it is in the need for seasonal labour, attracts a proportionately greater population in the citrus belt.

163. The outstanding feature of the Jewish farm is the intensification and diversification of its production with a marked shift from the earlier practice of dry cereal farming to irrigated mixed farming. The farm is usually based on the production of irrigated fodder for the raising of improved breeds of dairy cattle and poultry and the growing of vegetables and fruits under irrigation. This form of cultivation involves considerable capital investment and recurrent expenditure. In contrast, the Arab farm is usually extensive and monocultural, devoted mainly to the growing of cereals, the yields of which depend upon the extent and distribution of the rainfall; the latter form of cultivation requires a relatively smaller capital and current expenditure. There is, however, a growing tendency in Arab areas to develop the cultivation of vegetables and fruits. Arab farmers also own about one half of the citrus orchards.

THE P.I.C.A. (*Palestine Jewish Colonization Association*).

164. Jewish agricultural colonisation during the past sixty years owes much to the pioneering of the late Baron Edmund de Rothschild whose activities date back to 1883. Since then some 450,000 dunums of land have been acquired either by him or the Association and they have established some forty settlements with a population of over 50,000. It is estimated that about £P.15 million were expended by Baron de Rothschild and the P.I.C.A. in agricultural colonisation. The basic idea of the Rothschild system was to create a class of farmers who, as owners of their farmsteads, would constitute a peasant class rooted and attached to the soil. The farmer was required to repay only a small proportion of the initial investments for land, buildings, livestock and equipment. After repayment of the relatively small debt—the loans were usually for 50 years at a low rate of interest of from 1 to 3% per annum—he may dispose of his land and property as an independent and self-reliant farmer. Advantage has been taken of Government land settle-

ment to transfer title to the farmers subject to a mortgage ensuring repayment of outstanding debts to the P.I.C.A. About two-thirds of the total area of 450,000 dunums acquired by the P.I.C.A. has already been so transferred to independent settlers. The individualism thus engendered has been tempered by the fostering of cooperative effort. Cooperatives for buying and selling of produce were founded, including the Pardess Cooperative Society for citrus in 1900 and the Wine Growers Cooperative in 1906. In recent years, there has been a tendency to establish a number of communal settlements on P.I.C.A. land and with P.I.C.A. funds. Some twelve settlements have been so established.

165. The P.I.C.A. activities included such projects as the drainage of marshes, begun in 1893 in the neighbourhood of Hadera. The most recent enterprise has been the drainage project in the Kabara-Athlit district to rid this area of malaria and render it fit for cultivation. Sand dune drift was also arrested and forests were planted on 4,000 dunums; in addition over 14,000 dunums of native forest land were managed and protected. Roads, schools, health clinics and synagogues were established and maintained. The wine industry was developed; the grapefruit, the American vine, the Australian eucalyptus, the Dutch cow and white leghorn poultry were introduced. By 1920 some thirty agricultural settlements had been established.

166. In 1924, the Palestine Jewish Colonisation Association was recognised by Ordinance* and, supplemented by some of the more prominent industrial enterprises then established, continued the work of agricultural colonisation begun by Baron de Rothschild. Between 1925-1929 further progress was made in the introduction of improved crop rotation, dairying and agricultural machinery and, later (1930-1934), the P.I.C.A. embarked on a systematic programme of deep-well drilling for underground water. Since 1935 twelve new settlements have been established and efforts concentrated upon enlarging or consolidating the older ones with a view to converting the hitherto economically weaker settlements into self-reliant communities.

167. Most of the independent farmers believe in the private holding, with freedom to participate in the co-operative movement as best suits their business; they acquired their land mainly from the P.I.C.A. which has also, however, provided land for some of the cooperative and communal settlements. The co-operative and the communal settlements are in the main the creation of the *Keren Hayesod* (Foundation Fund) on land acquired

* Bentwich, Vol. I, page 382.

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by the *Keren Kayemeth* (Jewish National Fund) and are affiliated with the *Histadruth* (General Federation of Jewish Labour).

THE JEWISH NATIONAL FUND (*Keren Kayemeth Leisrael* — see paragraph 88 of chapter XXII).

168. The Jewish National Fund was established in 1901 and by the end of 1918 had purchased some 16,000 dunums of land on which five settlements had been established. It was not until after the Balfour Declaration of 1917 that the Fund found the means of raising larger sums which enabled it thereafter to acquire considerable areas year by year. By 1944 these areas aggregated 750,000 dunums by purchase and 8,100 dunums by concessions or long term leases from the Palestine Government.

169. The object of the Jewish National Fund is to acquire land to be held in perpetuity as the inalienable property of the Jewish people and to lease it for agriculture and urban development.

Table 4.

Year	J.N.F.	P.I.C.A. and private individuals	Total
	Dunums	Dunums	Dunums
1882	—	25,000	25,000
1890	—	107,100	107,100
1900	—	220,700	220,700
1914	16,400	404,200	420,600
1922	72,400	521,600	594,000
1927	196,700	706,300	903,000
1932	296,900	761,600	1,058,500
1936	369,800	1,022,800	1,392,600
1939	463,500	1,069,900	1,533,400
1941	532,900	1,071,900	1,604,800
1944	758,200	973,100	1,731,300

170. The total area acquired by Jews by purchase is 1,556,700 dunums; concessions from the Palestine Government amount to a further 174,600 dunums, making the total of 1,731,300 dunums given in table 4. This total area of Jewish land represents 6.6% of the total area of Palestine. The area under actual cultivation has been quoted (see table 3) as 716,750 dunums and the remaining area of approximately 1,000,000 dunums is used or reserved for a variety of purposes, agricultural or otherwise.

171. The 758,000 dunums acquired by the J.N.F. represents 44% of the total area possessed by Jews. This land was acquired at a cost, including drainage and irrigation, of some £P.6 million. It is leased to settlers for a term of 49 years with the option of renewal for a similar period. The rent charged to the settlers by the J.N.F. for land is as under :

- First 5 years — rent free, except for a nominal sum to meet legal requirements.
- 6-15 years — 1% on assessed economic value of the land.
- After 15 years — 2% on assessed economic value.

The J.N.F. has also paid commendable attention to afforestation, having planted 3,620,000 trees on its land at 47 places covering a total forest area of 15,700 dunums.

THE PALESTINE FOUNDATION FUND (*Keren Hayesod*).

172. The *Keren Hayesod* was established in 1920. It is the financial instrument of the Jewish Agency for the building of the Jewish national home. While the J.N.F. acquires the land the *Keren Hayesod* provides the finance by way of long term loans for the establishment and development of its agricultural settlements. The loans are utilised for the construction of farm buildings and accommodation and the purchase of livestock, machinery and equipment; they finance the settlers in the initial stages of establishment (1-3 years) until the farms produce revenue.

173. During 1920-1945 the *Keren Hayesod* invested some £P.5½ million in agricultural settlement, of which about £P.3½ million were for the following forms :—

	£P.
Co-operative	1,817,000
Communal	2,100,000
Total	3,417,000

The balance of £P.2¼ million was expended on such purposes as agricultural training, research and education, and on various projects such as irrigation and water companies and in loans to individual farmers for citriculture etc.

The loans issued by the *Keren Hayesod* for the establishment of settlements were granted on the following terms :—

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Period of years	Rate of interest per annum
40—50	2%
30	3%
20	4%
up to 10 years	5%

174. The importance of the *Keren Hayesod* in relation to Jewish colonisation is shown by the extent of settlement which it has financed, almost wholly on J.N.F. land, as follows :

	1922	1936	1944
Number of settlements	25	76	153
Population therein	2,205	19,008	44,708
Area cultivated (in dunums)	65,000	245,000	447,000
Number of cows (improved breeds)	750	8,040	16,040
Number of poultry	6,800	175,500	302,400

In effect, the *Keren Hayesod* has been responsible for the establishment (1944) of 59% of the number of the Jewish settlements in Palestine. 31% of the Jewish rural population live in these settlements; they cultivate 44% of the total area cultivated by Jewish farmers and possess one half of the livestock in Jewish ownership.

175. The position thus is that most of the individual farmers and some of the cooperative and communal settlements were established with P.I.C.A. funds; with those exceptions, all the cooperative and communal settlements were established with Jewish national funds. Regardless of their origin, all the settlements and settlers in the course of their development (particularly in recent years) have had recourse, as they became credit-worthy, to commercial banks and institutions to finance their continued expansion and consolidation. The present relationship (1944) between the three main forms of settlement is shown below :

Table 5.

	Number of settlements or places	Total population	Total cultivated area (in dunums)
Individual	44	76,000	299,000 (including citrus)
Cooperative	99	29,500	179,000
Communal	111	33,500	235,000
Schools and farms	5	4,000	4,000
Total	259	143,000	717,000

176. Together with the general services of the Government Department of Agriculture and Fisheries, which are available for all sections of the people, and the Kadoorie School at Mount Tabor,

Jewish agriculture as a whole has at its disposal the advisory organizations of the agricultural colonisation departments of the Jewish national institutions and the research station at Rehovoth maintained by the Jewish Agency in association with the Hebrew University. These institutions assist the settlements with the preparation of plans for establishing the settlement, the lay-out, design and construction of buildings, acquisition of livestock and machinery, advice on crop rotation, methods of sowing, planting, harvesting, control of pests and diseases and farm management generally. In addition, there is the Mikve Israel agricultural school established by the Alliance Israelite in 1870, the Pardess Hanna agricultural secondary school established by the Jewish Farmers' Federation (both assisted by the P.I.C.A.), agricultural schools for girls at Nahalal, Ayanot and Jerusalem, and several training farms established by the Jewish Agency.

Agricultural expansion.

177. The development of various forms of cultivation is traced in the following table :

Table 6.
AREAS UNDER CULTIVATION (in dunums).

Year	Plantations	Cereals	Irrigated crops	Total
1890	13,590	26,211	279	40,080
1900	38,714	67,552	—	106,266
1914	69,810	142,010	—	211,820
1922	66,129	284,065	—	350,194
1927	65,676	251,731	2,867	320,274
1936	181,979	307,250	21,848	510,577
1941	186,365	438,430	58,162	682,957
1944	161,900	475,000	79,850	716,750

The above figures for plantations include the citrus orchards. In view of the heavy capital investment which they involved (about £P.80-120 per dunum before 1939), the development of citrus groves by Jewish farmers is shown separately below :

	Dunums	
1922	10,000	
1926	17,200	
1928	31,000	
1930	60,000	
1932	90,000	
1934	145,000	
1939	155,000	
1941	135,000	(reduction compared with 1939 due
1942	120,000	to uprooting or neglect of groves
		during the war).

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In 1938/39 the export of citrus amounted to some 15,000,000 cases of which approximately one-half was from Jewish groves.

178. Of special importance is the development since 1927 of irrigation for the growing of fodder, vegetables and fruit. This has changed the general character of farming from dry cereal cultivation dependent upon rainfall to mixed irrigated farming which enables several crops of vegetables and of fodder to be obtained during the year for the maintenance of rapidly increasing herds of dairy stock and poultry. In 1900 there were only 1,300 cows on Jewish farms. This number increased to 30,000 in 1944 and, apart from the increase in number, there has been considerable improvement in the quality of the herds. In 1900 all the cows on Jewish farms were of the local type producing about 700-800 litres of milk per head per annum. Present yields are in the neighbourhood of 4,000 litres per head.

179. The raising of poultry as a specialised operation had not begun in 1900. By 1944, as one consequence of the availability of feeding stuffs produced on irrigated land and the development of special technique, there were over 600,000 head of good breeds of poultry in the settlements.

180. The growth of the livestock industry is shown in the following table :—

Table 7.

Year	Cows	Poultry	Sheep	Bee-hives
1890	638	—	60	162
1900	1,330	—	2,142	—
1922	5,808	49,250	3,387	2,528
1927	11,521	75,000	5,924	5,757
1936	16,920	404,350	7,920	13,153
1939	16,245	461,320	—	—
1942	26,062	653,960	29,894	—
1943	29,568	635,150	—	—
1944	30,886	606,280	30,000	20,000

PRODUCTION AND MARKETING.

181. The increase in the production of milk and eggs is shown below.

Table 8.

Year	Milk Litres	Eggs No.
1937	33,390,000	39,454,000
1938	32,606,000	48,337,000
1939	35,061,000	58,816,000
1940	37,009,000	63,055,000
1941	41,364,000	58,794,000
1942	49,429,000	59,991,000
1943	56,050,000	65,293,000
1944	61,486,000	73,848,000

182. Fish production by Jewish fishermen also increased from 234 tons in 1941 to 369 tons in 1942, to 682 tons in 1943 and to 1,245 tons in 1944. Of special interest is the new development of fish pond culture. This form of enterprise developed as under :

Table 9.

	Tons	Value £P.
1941	38	5,837
1942	127	33,698
1943	311	110,950
1944	689	298,157

183. Each cooperative or communal settlement is registered under the Cooperative Societies Ordinance*. They are all members of, and coordinated in their activities by, the agricultural centre (*Merkaz Hacklai*) of the Histadruth. The marketing of their produce is effected by a central cooperative, *Tnuva*, and their purchases are made principally through a central cooperative, *Hamashbir*. The individual settlements market through other cooperative organisations and to some extent avail themselves of the *Tnuva*; many of them, particularly the citrus growers, are members of the Jewish Farmers' Federation whose concern it is to foster the welfare of the Jewish independent farmer.

184. The *Tnuva* markets over 50% of the total produce of all Jewish agriculture, representing over 70% of the sales through organised marketing societies. The following table of *Tnuva* sales in Palestine indicates also the marked increase in Jewish agricultural production :

* Drayton, Vol. I, page 360.

Table 10.

	1930	1935	1939	1941	1943	1944
Milk (in 1000's of litres)	3,012	12,175	16,335	18,950	22,756	22,305
Eggs (number in 100's)	1,606	5,992	20,022	22,007	18,023	22,448
Potatoes, tons	21	420	2,047	4,500	4,365	8,300
Vegetables, tons	1,290	1,743	8,100	12,300	10,384	10,400
Bananas, tons	753	315	1,613	2,732	2,245	2,864
Grapes, tons	632	734	2,180	2,199	2,410	2,964
Deciduous fruits, tons	25	20	433	833	2,029	2,544
Fish, tons	—	—	3	145	292	1,150
Total value of sales	£P. 129,485	£P. 402,003	£P. 579,848	£P. 1,022,192	£P. 2,990,423	£P. 3,956,172

OCCUPATIONAL DISTRIBUTION OF THE SETTLERS.

185. The occupations of the Jewish rural population are summarised below, as derived from a census by the Jewish Agency in 1941/42 :—

Total rural Jewish population in 1941/42	134,276
Of this number, wage-earners were	63,454

The 63,454 wage-earners were classified as under :

	Number	%
Agriculture	27,114	42.7
Industry and handicrafts	9,995	15.7
Building and works	3,163	5.0
Transport	2,037	3.2
Liberal professions	3,351	5.3
Commerce	3,619	5.3
Clerical, constabulary, etc.	6,421	10.1
Service	1,894	3.0
Finance and investment	1,058	1.7
Miscellaneous	4,802	8.0
Total	63,454	100.0

186. This census, however, covered seventeen small towns or large villages which naturally included a much larger percentage of persons engaged in non-agricultural work. It would therefore be convenient to sub-divide the results as under :

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	Total earners	Thereof engaged in agriculture	% in agriculture
Large villages and semi- urban places	27,113	5,602	21
Coöperative and small independent villages	20,762	13,163	63
Communal	15,669	8,349	53
	<u>63,544</u>	<u>27,114</u>	<u>42.7</u>

187. It may be concluded therefore that in the agricultural settlements proper the proportion of earners engaged in agriculture is 50-60%. The remainder are engaged in other subsidiary occupations as indicated above, save that in communal settlements a much larger proportion than is indicated in the above figures would be engaged in such services as administration, cooking and dining hall, care of children and education, etc.

188. It is estimated that there were about 20,000 Jewish farmers in 1944 as under :

Citrus growers	3,800
Farmers cultivating mixed farms	5,200
Workers' subsidiary farms	5,000
Communal (105 settlements) representing about 6,000 farmers	6,000

189. In recent years the development of domestic industries in the settlements has been noteworthy and arose out of their need for such services as carpentry shops, mechanical workshops and garages for the repair of vehicles, machinery and tools, and small factories for the making of boxes and the canning and preservation of fruits and vegetables, including the making of marmalades and fruit juices. At some places the fact that some of the inhabitants possess special skill or aptitude in one or other of the handicrafts has resulted in the development of small workshops, e.g. for boot making or the manufacture of water-meters. At a number of settlements convalescent homes or hostels have been established to cater not only for members but also for the general public who

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may wish to spend their holidays in rural surroundings. These places are built, equipped and serviced somewhat on the lines of small hotels in the towns. They charge accordingly, and this new development may in the future constitute a further subsidiary source of income and employment. There is also a tendency for industrial factories to move away from the towns into rural areas.

THE COMMUNAL SETTLEMENT.

190. Particular attention has been devoted in Palestine to the development of the communal settlement. In 1917, there were five of these settlements. In 1944 there were 111 with a population of 33,500, occupying an area of 235,000 dunums.

191. In law, a communal settlement is a co-operative society registered under the Co-operative Societies Ordinance of 1933. The members are Zionists who are inspired by the "back to the land" movement and have renounced the idea of private ownership and private gain. No member can retain or accumulate wealth for himself or his family. If he leaves he can take nothing with him (except a reasonable sum to keep him pending the finding of other employment). On the other hand, he has no need to make provision for old age, death, sickness or unemployment or for the education of his children. All this is the care of the settlement. Membership is voluntary. All income goes into the common purse, from which all expenses are paid. No wages, dividends or profits are paid to members, who are all maintained out of communal funds. Socially and politically all the members are equal. They do the same kind of work and receive the same food and maintenance irrespective of output or capacity. Farm and domestic life is managed by a system of committees appointed by the members. These committees allocate the duties among the members and organise the farm work and programmes, and make arrangements for education, health and other social and cultural services.

192. A financial survey of sixteen Jewish communal settlements in the Galilee and Samaria districts for the period 1940-1943 gave the following results.

(1) *Places surveyed.*

District	Name of settlement	Date of establishment
Galilee	Geva	1921
	Ain Harod	1921
	Beit Alfa	1922
	Tel Josef	1922
	Beit Hashitah	1935
	Nir David	1936
	Maoz Hayim	1937
	Kfar Rupin	1938
	Sdeh Nahum	1937
	Nevei Eitan	1938
	Sdeh Eliahu	1939
	Messiloth	1939
Avuka	1941	
Samaria	Givat Chaim	1932
	Ein Hachoresh	1932
	Mishmar Hasharon	1932
	Maabaroth	1932

(2) *Results of financial survey.*

(a)	Year ending 30th Sept.	Income £P.	Expenditure £P.
	1940	295,000	281,000
	1941	392,000	351,000
	1942	712,000	652,000
	1943	1,158,000	1,091,000

(b) Except in the case of fish there was little change in the proportion of income derived from the main branches of farming :—

Branch	1940		1941		1942		1943	
	£P.	%	£P.	%	£P.	%	£P.	%
Cereals, vegetables and fruits	108,000	37	152,000	39	276,000	39	431,000	37
Dairy and poultry etc.	76,000	25	107,000	27	200,000	28	326,000	28
Non-agricultural activities	109,000	37	124,000	32	211,000	30	341,000	30
Fish	2,000	1	9,000	2	25,000	3	60,000	5
Total	295,000	100	392,000	100	712,000	100	1,158,000	100

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(c) The accumulated profits during the four years amounted to £P.182,000 and were reinvested in capital assets, thus :—

Value on 30th Sept	Buildings, irrigation, livestock, machinery etc. £P.	Stores £P.	Shares £P.	Advance payments and stand- ing crops £P.	Sundry debtors and cash £P.	Total £P.
1940	541,000	55,000	18,000	31,000	26,000	671,000
1943	762,000	249,000	36,000	68,000	88,000	1,203,000
Increase over 1940	221,000	194,000	18,000	37,000	62,000	532,000

(d) This capital development necessitated further borrowing to the extent of £P.408,000 as shown below :—

Year ending 30th Sept.	Loans and creditors £P.
1940	625,000
1943	1,033,000
Increase over 1940	408,000

(e) Although the total indebtedness of these 16 settlements amounted to £P.1,033,000 (at 30th September, 1943) it is not all immediately payable. By analysing the debts over the periods payable and deducting the amounts due to settlements (sundry debtors and cash) immediate indebtedness is arrived at as under :—

As at 30th September	Net immediate cash indebtedness £P.
1940	180,000
1941	214,000
1942	270,000
1943	331,000
Increase over 1940	151,000

Section 8.

AGRICULTURAL ADVISORY BODIES.

193. A General Agricultural Council was established in 1931 together with a number of committees to deal with specified subjects. At the outbreak of war in 1939 the membership of the Council included 6 Arabs, 6 Jews, 1 German, 1 Italian, 1 Englishman and 3 Government officials. The Director of Agriculture and Fisheries was Chairman, and his personal assistant was Secretary. The committees of the Council, of which there were nine, dealt with horticulture, plant protection, agricultural economics and marketing, agricultural chemistry, citriculture, animal husbandry, agronomy, irrigation and agricultural education. There was an average of thirteen members on each committee but the chairmen of the committees were not members of the Council and only in one case had a member a seat on both the Council and a committee.

194. The functions of the Council as originally laid down were to be "the formulation of a comprehensive programme of agricultural research and education designed to secure the fullest co-ordination of effort and resources on the part of official and non-official interests, and to consider any questions affecting the agricultural community".

195. The constitution of the Council and its standing rules were reviewed in 1941 and it was agreed that, in view of the inactivity of the committees, with the exception of the citrus fruit and the marketing committees, the Council should be re-constituted. This was finally accepted and the Council was re-constituted in 1941 with three *ex-officio* members and 12 non-official members. The system of permanent committees was abolished and the Council was given authority to appoint *ad hoc* committees from a panel of selected persons who were experts in the various branches of agriculture, under the chairmanship of a member of the Council, to deal with matters referred to it by the Council.

196. The functions of the Council in accordance with its terms of reference were revised as follows:—

"It shall be the function and duty of the Council to act in an advisory and consultative capacity to Government in matters appertaining to agriculture in all its aspects and to examine and report upon all bills referred to it by Government prior to their being referred to the Advisory Council; and to recommend to Government the enactment of legislation specifically affecting agriculture".

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197. The Council met fairly regularly, averaging around six meetings per annum. Although certain aspects of agricultural research were dealt with in the earlier days, by far the greater part of its time was taken up with matters concerning marketing and customs duties on agricultural products and foodstuffs. One of the most important activities of the Council was the drawing up and presentation to Government of a scheme for the establishment of a Citrus Control Board together with a draft Citrus Control Ordinance. This Board was finally established at the end of 1940 and has been active and effective ever since.

198. There was satisfactory co-operation amongst members of the Council. Political issues were avoided by mutual consent and there was a tacit understanding that all subjects should be considered on their merits alone. On occasion, the bearing of "politics" on matters discussed was obviously present in the minds of members, all of whom doubtless had definite views on matters political, but there was, on the whole, acceptance of the principle that politics was not the business of the Department of Agriculture and Fisheries or of the Council and committees and that membership on these bodies implied an agreement to deal with any subject on its merits. This agreement was, on the whole, kept.

199. No meetings of the Council have been held since August, 1942, since, with the advent of war-time control in many spheres, agricultural problems (apart from those which were purely technical and were therefore the concern of the Agricultural Department or of the Jewish Agency Agricultural Research Station) fell within the spheres of various Controllers, while public interest and participation in such problems were canalised through the War Economic Advisory Council and, later, advisory committees assisting the Food and Price Controllers. All matters affecting the citrus industry, hitherto forming an important part of the Council's deliberations, had by then been taken over by the Citrus Control Board.* It was therefore decided that the Council should remain dormant during the period of the war, after which consideration should be given to the most suitable means of linking Government and the public in the discussion of agricultural matters. It has recently been agreed that district committees should be set up (with an Assistant District Commissioner or District Officer as chairman, and non-official persons as members), as an integral part of a system of District Boards to consider agricultural matters in districts.

* *Vide* paragraph 66 above.

CHAPTER X.

IRRIGATION AND DRAINAGE.

Section 1.

LEGISLATION.

There are few countries nowadays which can say that their water resources are of such little concern to their people that legislation to control their use is unnecessary. In the large 'irrigation' countries such as India, Egypt, Iraq as well as in Canada, Australia, Spain, France, Italy, to mention a few, the Government has statutory authority to control the exploitation of all water resources. In several States of America similar legislation has been enacted. The Irrigation Laws of Wyoming, for instance, say :

"Water being essential to prosperity and of limited amount, its control must be in the State which, in providing for its use, shall equally guard all the various interests involved. The waters of all natural streams, springs and other collections of water are hereby declared to be the property of the State".

Even England has now made a Law to establish Government control over the use of its water resources.

2. There can be no doubt that the Mandate (Article 11) visualized the Government as having "full power to provide for public ownership or control of any of the natural resources of the country".

3. The conclusions of the commissions which have visited Palestine to enquire into the various perplexing problems encountered by the Administration may be summarised in these words of the Royal Commission :—

"It is on the extension of irrigation, combined with the regularised control of the water resources of the country by Government, that reliance must be placed for any marked increase in the productivity of the land".

4. It may be helpful to preface a description of the new legislation proposed, by a brief account of the basic principle of the law already in existence in Palestine. This is contained in the so-called Ottoman Civil Code—the *Mejelle*, which is a compilation of general principles of Muslim law, made for the guidance of judges and

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legislators. Here it is laid down that all surface rivers or channels of flowing water, which do not lie entirely within the allodial land of private individuals, are public, "*res communae omnium*". They cannot therefore be the property of individuals. Although the Ottoman law looked on the ownership of all streams, or collections of still water, as vested in the State on behalf of the public, it admitted that land which had always, from immemorial origin, received water from a certain stream, had the right to continue to receive that water. Prescription based on continued use over a definite period does not give a right. On the other hand, any land, whether riparian or not, could take water from any public stream for irrigation provided no other landowner suffered damage thereby. This, of course, can only refer to a stream in which there is a surplus which would otherwise run to waste; but quite obviously only the Government can control the distribution of this surplus, since, otherwise, all the various interests which wanted the water would disturb the peace in the general scramble to get it, and the stronger ones would be at an unfair advantage.

5. But, however favourable the principles of the *Mejelle* may be to good irrigation procedure, there is in Palestine no legislation to apply the principles in administrative practice. During the seventy years which have passed since the *Mejelle* was compiled, many private users of public water supplies have come to believe that their title to the share they use is that of absolute ownership of the water, completely independent of the land; and even some of the tenants of admittedly Government land have for some years been applying the Muslim law of inheritance to the water rights they claim, and have been selling, leasing and pledging astronomical fractions. In some cases a right which must be imaginary has changed hands. Those having the means, financial or otherwise, are able to acquire or appropriate water at the expense of less influential cultivators. Water rights may be bandied about without reference to the land. Although the existence of such powers in Government hands may be implied by the *Mejelle*, there is no formal legislation enabling the Government to distribute irrigation water or draw up a roster of turns.

6. Water works must be constructed in order to increase the supply of irrigation water and to use it in the most economic manner, satisfying holders of existing rights and providing water for additional areas. Such schemes are impossible to design unless the land to be irrigated, and the amount of water to be diverted to each parcel, are established on a permanent basis. For example, it would be pointless to design a channel to carry a certain volume of water to certain lands, if the owners of those lands can transfer

their water rights to other lands not watered by the channel, or if those owners could acquire additional water which would make the total volume more than the channel is designed to carry. That is the situation in Palestine to-day.

7. It has been clear to the Government for some years past that legislation is required to make it possible to develop the available resources of surface water in the most beneficial and economic manner. In agreement with the recommendations of the Royal Commission, three laws were drafted after much deliberation. One Ordinance was to control drainage, the second to decide water rights and control surface water, and third to enable the Government to study the underground water table, and to control its exploitation.

8. Of these three, the Drainage (Surface Water) Ordinance*, enacted in 1942, is the only one to have reached the statute book. By it, the Government is empowered to declare a "drainage area" and to prohibit therein cultivation or the making of obstructions in any natural or artificial drainage channel, and to draw up and carry out schemes of drainage, a share of the cost of which may be levied upon those whose health or whose lands will benefit.

9. Although according to the existing law (i.e. the *Mejelle*) it appears that the water of springs and rivers is already public property, there has appeared amongst persons and committees so interested a tendency to dispute this. Therefore, in order to base any new legislation upon an absolutely certain footing, it was decided that the surface water of the country should be formally vested in the Government and, also, that the Government should be formally empowered to make the legislation necessary for ensuring the beneficial and economic use of the water whilst at the same time safeguarding all existing rights of user.

10. The Palestine (Amendment) Order-in-Council, 1940** amplifies the Palestine Orders-in-Council, 1922-40 by insertion of an article of which the main provisions are given below. (This Amendment Order-in-Council contains an article providing that it shall come into force on a date to be fixed by the High Commissioner, it being the intention that it should take effect simultaneously with the Ordinance mentioned below.)

"16E.—(1) The waters of all rivers, streams and springs and of all lakes and other natural collections of still water in Palestine shall be vested in the High Commissioner for the time being in trust for the Government of Palestine.

* Vol. I of 1942 legislation, page 58.

** Vol. II of 1941 legislation, page 666.

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Provided that nothing in this paragraph shall affect any right of, or connected with, usage of water except as provided by Ordinance enacted in accordance with this Article.

(2) Provision may be made by Ordinance for the control and for the beneficial and economic use of water vested in the High Commissioner by this Article, and (without prejudice to the generality of the foregoing) any such Ordinance may provide for the drainage of land and for the prevention of damage by floods.

(3) Provision may be made by Ordinance for the supervision over, and for the control of the exploitation of, the underground sources of water supply in Palestine”.

11. The Irrigation (Surface Water) Ordinance would operate in this way. Upon the declaration of an area as an “irrigation area”, a judicial investigation of claims to existing water rights would be made by a Water Settlement Officer whose findings would be subject to appeal to a special judicial tribunal. Whilst the inquiry as to the rights is proceeding, another inquiry — a technical inquiry — would be going on; the Irrigation Officer would be investigating the amount of water available in the area, the land which has to be and which could be irrigated, and the use which might be made of the available water. From the two inquiries, a Register of Title to Water would be drawn up, and in this a specified volume of water would be attached to each specified parcel. In conferring such titles, the guiding principle would be that every owner of a water right is entitled to continue to use the quantity of water to which the right relates, provided that the quantity in question is not excessive having regard to the area of land irrigated by it. Beneficial use is prescribed as the basis, the measure and the limit of every title in water. The Ordinance provides for another appeal at this stage, if any person interested objects to any of the titles, as technically expressed in the Water Register.

12. The procedure prescribed in this draft Ordinance is closely parallel to that observed under the relevant law of the State of Wyoming, where the difficulty of dealing with pre-existing rights was also experienced. That law provides for a survey both of water resources and of water rights and for the compilation from them of a register of appropriations. In Wyoming, the State engineers then record an order establishing the several priorities of right to the use of the water and the amounts of the appropriations of the several people claiming such rights. In recording this order, regard is had to the general principle that no water right can extend to a volume in excess of that which can be beneficially utilised, and no water right can be detached from the land for which it is acquired, without loss of priority.

13. In the new Ordinance the Palestine Government would be empowered to regulate and distribute the water in accordance with the titles and appropriations in the Water Register. After the execution of an irrigation scheme there should be surplus water at the disposal of Government. This would come from the balance after satisfying all the titles, from additional water gained by development of the source and by storage works and water-proofing of channels. This water would be available on payment of a water rate for agriculture, for fish breeding, or for industry. As the draft stands at present, it is not proposed to charge a rate for water which is found to be the subject of an existing right.

14. If any water during the inquiry were found to have been merely farmed out by a speculator who has no land, or who has more water than he can use on his land, such water would be taken over by the Government and there is provision for compensation to be paid. The Government would also be empowered to take control if necessary over the lesser distributories of a system, and to require cultivators to keep these in repair. These clauses are taken from the apposite legislation in India, which is based on long and varied experience of the difficulties encountered in this connection.

15. The third Ordinance aims at the control of underground resources of water. It is only necessary to read the publications of the United States Government and agricultural bodies in America to appreciate the need not only for research, which entails legislation to enable the Government to collect the necessary information, but also for measures to enable Government to control the exploitations of the underground resources, lest failure to plan and regulate the use of the water source should cause irreparable loss.

16. Palestine seems to be remarkable for a phenomenally low run-off. A large proportion of the precipitation percolates into the ground. In America on the high plains east of the rocky mountains, it is recorded that 99% of the precipitation runs off or is lost in evaporation and transpiration. In the Santa Clara valley in California which apparently is quoted in America as a classic example of the consequences of failing to control the exploitation of underground water resources, the water table is dependent for its recharge on percolation from intermittent storm-fed streams rising in the mountains. Measurements showed that three quarters of this run-off raced non-stop to the sea, and only one quarter sank into the soil; eventually efforts were made to hold back the run-

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off by building percolation reservoirs and water spreading beds. Measurements made in Palestine suggest that the run-off is less than ten per cent. of the precipitation and the percentage which percolates into the ground may reach fifty per cent.

17. This comparison, whilst it may have a bearing on the problem of soil erosion, does not remove the apprehensions of hydrologists that the consumption of water will not exceed the safe-yield of the water-bearing formations. It is no longer possible to say that no sign has yet appeared of any possible threat to the security of the underground supply in the coastal plain of Palestine.

18. Considered in relation to the comparative size of the area, there has been a greater development of irrigation by water lifted from underground by pumps than perhaps in any other country. In one district there is a very disturbing threat of salt invasion upon the sweet water which is drawn from the sand-dunes near the coast, and in another area there has been a lowering of the water table, which may possibly stabilize itself at the lower level, if carefully managed.

19. Nearly twenty years ago, Dr. Elwood Mead, an American, well known for his work "Irrigation Institutions", after examining conditions in Palestine, recommended that the Government should provide itself with authority to take measures to investigate and protect the underground water table. He quoted America, Australia, India and other irrigation countries where unrestricted tapping of underground supplies had had disastrous results.

20. The Government in 1933 drafted the relevant legislation but it met with public criticism, one stated objection being that in order to obtain information, a procedure was being introduced which gave the erroneous impression that the limit of the sub-soil supply was being reached. The danger is more easily imaginable now. In order to deal with the situation as soon as a red light shows, it is really necessary to have a continuous survey, extending over years, of the levels of the sub-soil water table.

21. The draft Ordinance dealing with the control of underground water has not yet been enacted. In its administration the Water Commissioner would be assisted by an Advisory Board upon which non-officials would be strongly represented. It provides for two stages in its operation : first, investigation, then control.

22. The first stage would be brought into operation by the declaration of an area as a "well investigation area". In such an

area all owners of wells would be required to supply Government with information, but there would be no question of permission or licenses being required for new wells. What is in view during this stage is a survey pure and simple, so that well fluctuations can be watched.

23. The next stage, that of control, would only come into effect in an area where the survey showed that water was running short and that there is real reason to apprehend that further exploitation would result in detriment to existing wells. In this stage no new well would be constructed, and no addition made to an existing well without a licence. There is no danger of hasty action as the area would have passed through a period under investigation, and it is only when Government is fully armed with the results of the survey made in that investigation that an attempt will be made to come to a decision whether further exploitation should be stopped.

24. This legislation is considerably less drastic than the legislation usually enacted in other countries where water is pumped from wells by mechanical means, but it was considered that, if enacted immediately, it would be adequate for the needs of the situation then existing.

25. During the past decade there has been a marked deterioration in the underground water situation in, at least, three areas. In the Haifa sand dunes, the sweet water of which is needed for railway engine boilers and other essential uses, the water level has fallen by four metres, and the minimum level reached is 80 centimetres below sea-level at a point only twelve hundred metres from the sea. If the present manner of pumping goes on uncontrolled, there will be a very real danger of salt water being attracted by the vacuum condition induced by excessive suction. A similar sort of disaster threatens parts of Tel Aviv. At places fifteen hundred metres from the sea, the water has gone down to two metres below sea-level. Two wells have already gone saline, an indication that the sea water has already entered. Once the salt water gets in, planning, whether under legislative authority or otherwise, will not get it out again. In the triangle formed by Lydda-Rehovoth-Rishon a fall of as much as seven metres has been observed. Wells have had to be deepened and the pumping head increased. There is, of course, a possibility that, so far from the sea, the water table may stabilise itself at the new level, but the situation is obviously serious and urgently calling for careful observation.

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MEASURES TAKEN SINCE 1937.

26. The activities of the Government irrigation authority in the period since the report of the Royal Commission in June 1937 up to the end of 1945 are described briefly in the following paragraphs.

27. The memoranda* submitted by Government to the Royal Commission and the report of the Commission describe the measures which had been taken by Government up to that time. The Royal Commission found** that in Palestine there were four sources of irrigation to be considered — irrigation from rivers, from springs, from wells and from reservoirs.

28. In the matter of irrigation from rivers, they considered the 'Auja and the Jordan. The former was dismissed as a small river, and the prospects of irrigation from the Jordan appeared to them to be exceedingly doubtful. The position has not greatly changed since then, except that a great deal more investigation has been made.

29. As to irrigation from springs, the Commission pointed out that, before the surface water resources of the country could be properly developed, legislation to control the distribution economically and beneficially was essential. (Chapter IX, para. 100). They referred to the fact that similar legislation had been found necessary in all countries where irrigation is of importance, in Australia, Canada, India, and the 'drier' States of America. Adequate staff, they recommended, should be engaged to secure the reasonably rapid development of the surface water of the country.

30. Irrigation from wells is, and likely always to remain, the Commission agreed, the chief source of irrigation in Palestine. They advised the Government to enact an Ordinance, the draft of which was ready at that time, to enable Government to maintain a continuous survey of underground water conditions, to extend and increase the exploratory work, and to control the exploitation of underground water, so as to prevent pumping beyond the safe yield of the water bearing formations. In other irrigation countries unrestricted tapping of underground supplies appears to have had disastrous results.

31. The Commission reported that experiments carried out with the possibilities of irrigation from reservoirs had been most disappointing and expressed the hope that further investigations might lead to better results.

* Colonial No. 133, pages 31 and 65-68.

** Report of the Royal Commission, chapter IX, paragraph 96 et seq.

FORMATION OF AN IRRIGATION DEPARTMENT.

32. In pursuance of the recommendations of the Committee on Development and Welfare Services in 1940, an Irrigation, Draining and Water Resources Service under a Water Commissioner was instituted and began to function actively in 1942.

LEGISLATION.

33. The necessary legislation to enable the Water Commissioner to ascertain, develop and control the exploitation of the water resources, surface and underground, of the country, together with drainage, was drafted and published as a bill for enactment. The larger part of the lands irrigated from surface sources is in the hands of the Arabs. They showed no opposition to the legislation. The Jews put forward various criticisms and objections which were nearly all met by appropriate amendments in the draft law; nevertheless there remained reasons which caused them to maintain opposition to the legislation. The legislation has not yet been promulgated.

PROGRESS SINCE THE ROYAL COMMISSION.

34. Partly because of the lack of the necessary legislation, and partly because of the effects of the war, progress in the matter of irrigation has been limited. During the years 1942 to 1945 the Water Commissioner's staff was engaged upon the exploration, survey and investigation of a large number of schemes for the increase of food production, particularly the examination of irrigation schemes involved in applications for Government loans from private landowners and Jewish settlements. In addition, a vast number of applications for the import or release of controlled materials for irrigation or for permission to divert labour for the sinking of boreholes had to be investigated. War-time necessity, during the two years under review, and the desire to increase the production of agricultural foodstuffs engendered attempts to hustle through the execution of irrigation projects. The experience gained served most strongly to emphasise the dangers of pressing forward with construction before reliable records of discharge of springs, rivers, run-off and of safe yields for underground basins have been ascertained. Above all it was demonstrated that no irrigation scheme in which the distribution cannot be controlled can be successful.

EXTENSION AND INCREASE OF INVESTIGATION INTO STORM-WATER RUN-OFF AND DISCHARGE OF SURFACE WATER.

35. For the purpose of examining the future possibilities of irrigation from surface water, and as part of the necessary inves-

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tigations into the question of the amount and dependability of winter storm water likely to be available for storage, a system of measurements of the discharge of all perennial and non-perennial rivers has been carried out by the Water Commissioner's staff. A considerable amount of material in incomplete form had been collected by touring officers and observers measuring the flow of springs and streams and the discharge of flood waters in the *wadis* after rain. Measures were taken to complete the computation by the engagement of additional staff, but unfortunately, owing to war-time exigencies, it has not yet been possible to have these records and other technical papers printed. The results indicate that the average 'run-off' over a number of years is in many cases less than 10% of the rainfall in the respective catchment area. For the study of the winter storm water flow in the non-perennial rivers and the connected problem of storage of the winter floods, the number of observation stations was increased. Regular measurements are now made at 33 sites. Information is also received from the Water Research Bureau of the Jewish Agency, the Palestine Electric Corporation, the Palestine Water Company and other bodies in respect of another 14 stations. Regular measurements of the discharge of the more important rivers, springs and perennial streams are made at 160 stations.

INVESTIGATION INTO THE POSSIBILITY OF DAMS FOR FLOOD-CONTROL AND RESERVOIRS FOR IRRIGATION PURPOSES.

36. Conditions in Palestine for the storage of large quantities of water from winter to summer are *prima facie* unfavourable: adequate investigations have not yet been completed and it has not yet been found possible to make any real use of this means of obtaining or conserving water. An experimental reservoir was made in the Abu Samara Wadi in 1934: in that case 93% of the rain which fell in the catchment area was absorbed into the soil, and of the 7% that reached the "reservoir" only a small percentage was available for use. Jewish settlers in the Asluj Wadi are now trying another experiment of a similar nature. Both these experiments tend to show that, without costly water proofing, it will be difficult to store storm water from winter to summer, although it may be practicable to impound it for short periods.

37. Some night storage reservoirs have been made and used to good advantage for impounding water pumped from wells, or flowing from springs during the night, so that it can be used for irrigation in the day-light. The use of this kind of reservoir is increasing though there are a few cultivators who prefer to irrigate during the cool of the night when there is less evaporation.

INVESTIGATIONS INTO UNDERGROUND WATER.

38. In the absence of legislation to compel wellowners to furnish particulars about the draw-down of the water after pumping, the output and the chemical composition of the water in their wells, it is difficult to obtain all the information necessary for a study of the water table. Nevertheless the Water Commissioner's staff have been able to make some progress without the help of statutory powers.

39. A Government survey of some 2,550 wells and boreholes, chiefly on the coastal plains, was made in 1934 and 1935; water levels were recorded in order that any future change might be easily detected. Since that time water levels have been regularly taken at a number of typical test wells which are being used as permanent record stations and at present the Water Commissioner's staff observes 120 such wells regularly at monthly intervals. Regular information regarding some 165 other wells is also being ascertained from the Palestine Water Company, the Water Research Bureau of the Jewish Agency and other private undertakings. By this means changes in water level are to some extent being kept under observation in the hope of detecting any over-drawing. Near Tel Aviv over-pumping has caused excessive suction which has resulted in the intrusion of salt water from the sea: in the Haifa sand dunes a similar disastrous phenomenon is threatened. Between Lydda and Rehovoth a fall of seven metres in the water table has been observed. A drop of this magnitude is a red light and counsels caution. With the exception of those three areas in which the lowering of the water table has given cause for concern, there is, generally speaking, room for a considerable increase in pumping from the underground reservoirs of the country, provided that Government has the necessary statutory powers to control the exploitation. Failure to acquire and exercise such power might bring a disaster.

EXPLORATORY DRILLING.

40. Shortly before the war a programme of exploratory drilling was begun; 48 trial boreholes had been made in various parts of the country but work was stopped by the disturbances. The war followed and further operations were suspended. Arrangements have been made for future investigations to cover more fully the Beersheba desert, the foothills between Gaza and Lydda, the Qaqun area, and the inland plains of Esdraelon, Araba and Battauf.

WATER DUTY.

41. The Water Commissioner's staff are carrying out a number of experiments with the object of ascertaining the optimum water

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duty for different crops under different conditions and systematic measurements are taken of the water used in actual practice in Government agricultural stations. Representative Arabs who own gardens and groves and the Jewish Agricultural Research station at Rehovoth have shown willingness to co-operate with Government in this.

SALINITY EXPERIMENTS.

42. A number of the strongest springs and many wells yield water of varying degrees of salinity. Examples are the Kurdani springs near Acre, some of the Beisan springs, and the wells to the south and east of Gaza. The 'Asi at Beisan contains nearly a hundred parts of salinity per hundred thousand.

43. The Government finance a series of greenhouse and field experiments being carried out in the Agricultural Research station at Rehovoth, to investigate the possibility of using saline water for irrigation. The results achieved so far are interesting since they show that the use of chemical fertilizer may make it possible to obtain high yields of certain crops with water of a salinity previously thought too high for irrigation purposes.

THE HULEH.

44. The Huleh scheme is described on pages 257 to 259 of the report of the Royal Commission, who expressed the view that it would be necessary for Government to enact legislation to enable it to control the irrigation. A report on a scheme for the reclamation of the lake and marshes and for the drainage and irrigation of the whole basin had been drawn up by the British consulting engineers, Rendel, Palmer and Tritton. Scanty hydrological data being available at that time, their report must be considered as preliminary and as a basis upon which to found further surveys and the collection of further hydraulic data necessary for the preparation and design of a scheme in detail. An energetic attempt has been made by the Water Commissioner's staff to complete the necessary investigations. A contour survey with contours at $\frac{1}{2}$ metre intervals over an area of 80,000 dunums north of the marsh has been completed. Special transport facilities had to be provided to enable the survey parties to withdraw from the area, which is malarial, every afternoon and to return early next morning.

45. With the co-operation of the Huleh concessionaires a hydrographic survey of the Huleh basin has been started and a number of stations established to measure systematically the flow in the Jordan river and its tributaries above and below the lake. In

addition to ascertaining the quantity of water available for irrigation and the peak flood discharge, it is also necessary to ascertain the loss of water in the lake and marshes in order to assess the effect of the reclamation scheme on the supply available for the generation of electricity.

46. A clause in the Huleh concession requires the Palestine Government to enact legislation to prevent new irrigation. An unsuccessful attempt was made in 1943 to persuade the Palestine Electric Corporation (whose rights are defined by the concession* granted to them for the utilisation of the Jordan and Yarmuk) to agree to allow additional irrigation in the interests of the war effort. Progress has been restricted in this area by the absence of legislation to control irrigation, and by the obstacle of the clause in the Huleh concession referred to above. But the completion of the contour survey, and the hydrologic investigations are important factors of progress.

47. In addition to the contour surveys in the Huleh basin, similar surveys have been projected for other areas, notably Beisan and the Wadi Fari'a. Smaller contour surveys have been completed in the following areas :—

The Battauf
Wadi Sarar
Wadi Fureidis
El Burj (Binyamina)
Teitaba
Mallaha
Hamama and Migdal
Deir el Balah.

Detailed working drawings have been made and completed for the following schemes :—

Tel esh-Shauk Irrigation (Beisan)
'Asi Irrigation (Beisan)
Fawwar Drainage (Beisan)
Maddu' Irrigation Reconstruction (Beisan)
Wadi Fari'a Irrigation (completion)
Jericho Irrigation Improvements
Deir el Balah Drainage
Wadi Fureidis Drainage.

In addition detailed working drawings for the following schemes are now in course of preparation :—

'Asi Drainage (Beisan)

* Drayton, Vol. I, page 634.

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Hamama-Majdal Drainage
El Burj (Benyamina) Drainage
Mallaha Irrigation (Huleh)
Sahl el Battauf Drainage.

Preliminary inspections and reconnaissances have been made in respect to the following hill reservoir schemes :—

Wadi Qarn, Wadi Halazun, River Qishon, Wadi Abu Nar,
Wadi Massin, Wadi Zeimar, Wadi Tin, Wadi Ishkar,
Wadi Sarida, Wadi Natut, Wadi Jindas, Wadi Sarar and
Wadi Ajjur.

THE BEISAN AREA.

48. One of the most important irrigation areas in Palestine is that lying in the plain of Beisan. Here there are some 30 perennial springs discharging per second four and a half cubic metres of water, a proportion of which is unfortunately somewhat saline. The land within the spring area amounts to some 110,000 dunums. The population living in these lands is approximately 10,000 Arabs and 2,000 Jews. The land is owned, 52,000 dunums by Arabs and 40,000 by Jews; the remainder is State Domain.

49. A comprehensive irrigation scheme for the whole area depends on

- (a) the settlement of water rights, and possession by Government of statutory powers to distribute the water on a beneficial basis; and
- (b) a contour survey.

The contour survey has been completed, and a great deal of investigation has been made into the question of water rights. Although unable, in the absence of legislation, to proceed to execute a comprehensive scheme, the Water Commissioner's staff have been able to survey and design several subsidiary schemes which it is thought can be executed in existing conditions without prejudice to the comprehensive scheme.

50. Government has already developed one of the springs, the Jausaq, and begun to canalise with concrete the channels in this area, which is a Government estate of 7,500 dunums. The work of canalisation is not yet completed, since part of the area is in military occupation.

The headwaters of the Maddu' springs have also been concreted.

WADI FARI'A AND JERICHO.

51. Another area in which Government has improved the existing system by canalisation is the Wadi Fari'a. This is a valley

thirty kilometres long falling down to the Jordan rift from Mount Gerizim near Nablus. The losses in the previous earth channels were enormous. The scheme is not yet completed. The inhabitants of the valley are all Arabs. The due completion of the scheme depends on the enactment of the necessary legislation for the control of the distribution.

52. At Jericho there is a small system for the distribution of water to State Domain lands. The difficulties encountered here present another vivid example of the impracticability of attempting to administer an irrigation scheme without powers to prevent the transfer of so-called water rights separately from the land and without reference to the distribution system.

DRAINAGE QUESTIONS.

53. Flooding occurs near the outlet of several of the big drainage wadis. But it is impossible to suggest a cure for this without preparing a drainage scheme embracing the whole catchment area. This divides itself into three parts :—

- (a) provision of forest and vegetation cover on the headwater slopes and steep lands with the object of slowing up run-off;
- (b) the factors causing soil erosion and storm run-off;
- (c) engineering works necessary to control the floods.

54. There must of course be close co-operation between those interested in conservation of the soil and the irrigation engineers. Probably co-ordination by itself is insufficient. Centralisation of control in a single authority is more likely to achieve the desired combination of effort in drainage areas. There have not yet been collected sufficient figures on which to form conclusive opinions as to the extent and rate of silt erosion in Palestine. Measurements of run-off have in some wadies been taken over only a short period of years, but it seems certain that the run-off is extremely low, and that the proportion of the precipitation which percolates to the underground is large. It is also established that the chief form of soil erosion is that of the top soil of the steep hills being washed off and deposited on flatter shelves below. The measurements, though not conclusive, also suggest that the silt content in the run-off is not excessive, or even large, and that the quantity of soil carried down and lost in the sea is not by any means of catastrophic proportions.

55. For the purpose of drainage study the country has been divided into catchment areas and stations for observing the run-off

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in relation to the precipitation have been installed on sixteen of these. The study will embrace all aspects of drainage work and flood control.

DRAINAGE SCHEMES.

56. From the Kurdani springs, south of Acre, a river called the Na'amein flowed its sluggish, meandering course through swamps and reeds for thirteen kilometres. In 1941 the Public Health Department offered to design and execute a temporary drainage scheme with funds provided by the military authorities. The spring area was cleared and a new earth channel made for the river. The Drainage Ordinance was enacted in 1942 after the construction of the scheme had begun and consequently could not be used for the scheme, except to safeguard the works completed. The drainage already effected has dried the marshes and considerably reduced the threat of malaria. Arabs as well as Jews have benefited from this project. But there is a considerable amount still to be done. The drain requires deepening and enlarging. At the lower end, where an industrial area for Acre is planned, the land is too low to be drained by gravity and pumping systems must be resorted to.

FISH PONDS.

57. Large areas of agricultural land in Beisan and the Huleh were converted by the Jewish settlers into fish ponds for carp farming. Construction of some of these ponds was approved by Government, in consideration of an undertaking by the Jewish bodies concerned that measuring devices should be installed in order that accurate information might be provided regarding the amount of water required for this use of irrigation water, but these devices were never put in. There is little reason to doubt that a fish pond requires a regular supply of water greater than would be required to irrigate the same area, and consequently greater than the amount which the same area would be entitled to by right of old custom and usage. The prices obtained for the fish are at present so high that there is probably sufficient profit to compensate other agriculturists in respect of the excessive amounts of water used for the ponds, but, as will be apparent, this begs the question of the most productive use of water. The construction of the ponds leaves much to be desired, but it is not yet certain to what extent carp-farming will be found profitable when post-war conditions and prices return to normal. The unsatisfactory nature of the control of the ponds has a close connection with the position in regard to general irrigation legislation.

Section 3.

PROSPECTS.

The general question of the water resources of Palestine, their use for irrigation and the possibility of major projects.

(a) INTRODUCTORY.

58. The chief water resources of 'irrigation' countries such as Iraq and Egypt are known and comparatively assured quantities, which are brought by one or two large rivers from sources outside their frontiers; the function of the irrigation departments of such countries is to construct works for the distribution of those supplies, laid ready for use at their doors, to lands which, for the most part, are naturally disposed for irrigation. Palestine is much less fortunate. It has only one stream which might be called a river and that is a very little one in a most unfavourable location. It is true that Palestine can be considered as having its own hydrologic cycle; that is to say, the water resources, which appear above and exist below the surface of the country, probably all depend upon the rain vapour condensed from the water evaporated from Palestine and the neighbouring sea. The average annual rainfall of Palestine is seven or eight thousand millions of cubic metres or, if the catchment of the Jordan springs is included, ten thousand millions. If this was distributed evenly throughout the year there might be no need for irrigation. What happens to the rain? How much of it can be made available for man's use before it gets completely out of reach or before it goes back to the atmosphere? How best can it be used? It is the answer to these questions which the hydrologist in Palestine has to find.

59. The average annual total amount of flow in all the surface springs, streams, and winter torrents in the country* may be reckoned at between 1400 and 1800 millions of cubic metres. Some idea of what this means can be gathered from the following comparisons. The Tennessee river in the United States and the Tigris in Iraq have each a discharge of over 31,000 million cubic metres a year (1000 cubic metres per second); the Nile has three times this quantity. The flow of the Jordan, which is very much larger than any other stream in Palestine, is less than 3% of either Tigris or Tennessee and not much more than 1% of the Nile. In Egypt there is enough water in the Nile for every inhabitant to have 5,000 cubic metres a year. In the Iraq rivers there are about 10,000 cubic metres of water for every person. In Palestine the total annual supply is about 1000 cubic metres per head of the present population.

* Excluding Trans-Jordan's share of the Jordan.

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(b) DESCRIPTION OF THE COUNTRY.

60. Palestine, from the point of view of hydrology and agricultural development, may be considered in certain characteristic regional divisions. The most striking feature, of course, is the Rift Valley, which extends from northern Syria to the Gulf of Aqaba, across the Red Sea and into Africa. Scientists are not agreed as to how this geological spectacle came into being. Some think that the cause was compression from the sides forcing down the central portion of an arch or geological anticline. According to another theory the central portion of the arch collapsed when strata beneath it subsided to a lower level. The bed of this valley contains the river Jordan. It falls from sea level, near the northern frontier of Palestine, to 1300 feet below sea level at the Dead Sea. The great rift cleaves asunder from north to south what may originally have been one mountain fold of limestone uplifted and folded in early Pliocene times and what now appears as two mountain ranges, one on each side of the Jordan. The western side of this great complex fold is the most important structural feature of Palestine and forms the spinal ridge of the country. This main mountain system and the maritime plain which separates it from the sea, together with the Jordan valley and the Negeb or desert south of Judea, form the chief regional divisions of Palestine. The mountain area may be subdivided into (a) mountains; and (b) depressions, i.e. inland plains.

61. The five resultant regions are the five divisions in which it is convenient to consider the lands of Palestine, having regard to topography, climate, type of soil, and availability of water.

- A. The maritime plain.
- B. The mountains.
- C. The inland plains.
- D. The Jordan valley.
- E. The Beersheba desert.

62. *The maritime or coastal plain.* At the southern end this plain is nearly twenty miles wide, but this gradually decreases till the Carmel range is reached. North of this again, it widens out into the Acre plain. The surface of the maritime plain is Quaternary red sand with alluvial deposits. Underneath there are Tertiary limestone and sandstones. In the southern part, Pliocene outcrops. The underground water-bearing formations in this region are of very great importance. They are light coloured sandstone, pebble beds and sand resting on thick impervious strata now referred to as the Saqiya clay beds. Irrigation water is pumped

from them at depths from 10 to 35 metres. There has been an intensive development of citrus cultivation by this means, particularly in the red sandy soils south-east of Jaffa. Other crops in the maritime plain include deciduous fruit trees and bananas; wheat and barley; legumes, vegetables and potatoes; fodder crops and water melons. There is room for further development by water pumped from these underground reservoirs.

63. *The mountains.* The mountain backbone of Palestine is mostly composed of limestone of the Cretaceous age. Cretaceous limestones are divided into Cenomanian and Turonian, hard marblelike limestone, and Senonian, which are chalky. The hills flatten out gradually on the west to the coastal plain, but descend precipitously on the east to the sunken *Ghor* (Jordan valley). The Judaeian and Samaritan system ends in the north at the plain of Esdraelon, which lies athwart the country from Haifa to Beisan in a north-westerly-south-easterly direction. North of this are the hills of Galilee, hills of limestones with volcanic basalts protruding through them.

The western slopes of the main range of Palestine enjoy a fair rainfall and produce good crops, but on the eastern slopes overlooking the Jordan the rainfall is low and irregular and, without irrigation, cultivation is hazardous. The Arab *fellahin* contrive to cultivate the myriads of little pockets of soil between the rocks on the Judaeian and Samaritan hills. Cereal and leguminous crops are the main products. Terracing is an art in which the indigenous hill farmers are almost instinctively expert. Additional areas are being terraced every year and planted with olives, figs, vines and deciduous fruits. In certain areas where clay beds underlie the surface limestone, water is obtainable at shallow depths and, where spring water is available, there are irrigated vegetables in addition to the dry culture. In spite of the lack of irrigation water, there is a great deal of development work to be done in the hills, particularly tree-planting and re-vivification of over-grazed and eroded areas. This can only be done given co-operation between the Government and the hill villagers, nearly all of whom are Arabs.

64. *The inland plains.* The soils of the inland plain are generally of deep alluvium well suited for cereal and fodder production and for fruits and vegetables where there is irrigation water. The principal inland plains are :

The plain of Esdraelon. This is the triangle bounded by the Carmel range, the Nazareth hills, Gilboa and Little Hermon (Jebel ed Dahi). The soil is mainly heavy loam. In addition to cereals and other "dry" cultivation, vegetables, foddors, citrus

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and other fruit trees are grown, wherever irrigation water is obtainable. In the north-west corner of the plain some underground water is found, but a large quantity is pumped in pipe lines from wells in the Haifa plain. There are a few small springs in the foot-hills to the south-west.

The valley of Jezreel. This, like an eastern arm of the plain of Esdraelon, extends to near the Beisan depression. The flat centre is cultivated with cereal and fodder crops, vegetables, and in some places vines, and there is some good cultivation on the gently sloping northern sides of the valley. Water is not readily obtainable but there are some successful boreholes and one or two springs.

The upper Bira lands. North-east of the plain of Esdraelon is the upper part of the Wadi Bira catchment. This is undulating country composed mostly of basaltic soil. Only small supplies of water are at present available from small springs and from wells of low yield. Grain is the chief crop.

The Battauf plain. This is a lesser known inland plain which is situated between two ranges of hills north of Nazareth. It is generally inundated during the winter rains, but has no natural irrigation water in the summer. Cereals and leguminous crops are the main products.

The Huleh. This is the salient of Palestine depending from the head of the river Jordan. The northern part of this plain is alluvial loam and in the south there is the large marsh and lake of Huleh. The large springs forming the Jordan and many smaller springs around the perimeter distribute water over the plain in a primitive reticulation of streams and irrigation channels.

65. *The Jordan valley.* Part of the Great Rift which extends from northern Syria to the Gulf of Aqaba across the Red Sea and into Africa, the Jordan valley is slightly above sea level near the northern frontier and, in about 160 kilometres, falls to 1,300 ft. below sea level at the Dead Sea. In the central part of the valley, south of Lake Tiberias, for a distance of about forty kilometres the land is fertile and fairly well cultivated, with irrigation water either pumped from the Yarmuk and Jordan or flowing from the springs around Beisan, 25 kilometres south of the lake. In the Hima area (the plain of Jabneel) some successful boreholes have been drilled. Cereals, vegetables, fodder crops, bananas and other fruits are grown in this basaltic soil.

The stretch of the Jordan valley on the Palestinian side from the Beisan border southward as far as Wadi Fari'a contains a good deal of "bad land" and is sparsely inhabited. There is some vegetable and cereal cultivation where the Wadi Fari'a de-

bouches on to the *Ghor*. Further south, on the land commanded by the 'Auja and Jericho springs, bananas, vegetables and some other fruits are grown.

66. *The Beersheba desert*. This is the largest stretch of plain land in the country and includes the area called the *Negeb*. The soil is of loess (wind-blown) formation and mostly of good quality, but cultivation is limited by the low rainfall, which rarely exceeds 200 mm. a year and may be almost nothing. Barley is the principal crop, with some wheat, durra and water melons. If suitable underground water supplies were found, very large areas could be placed under irrigation but, without irrigation, no substantial development is possible.

(c) CULTIVABLE LAND.

67. The Royal Commission discussed at some length (Report, chapter IX, paragraphs 42-95) the difficulty of defining the meaning of "cultivable" for the purpose of making an estimate of the 'cultivable' area. The table below is a list of figures, computed from maps, of the approximate area in the "plains" of Palestine and the west side of the Jordan valley which might be cultivated, if water were available and could be got on to the land at a not too extravagant cost. Lands at present cultivated either with or without irrigation are, of course, not excluded from these figures.

	Dunums (to the nearest 10,000 dunums)
<i>I. Coastal plain</i>	
Coastal plain south of Carmel range	2,400,000
Acre plain	310,000
Plain of Esdraelon	380,000
Huleh plain above and below the level of the springs	240,000
<i>II. Inland plains.</i>	
Valley of Jezreel	160,000
Upper Bira lands	80,000
Sahl el Battauf and adjacent lands	70,000
Sahl el Arraba	30,000
Marj es Sanur	20,000
<i>III. Jordan valley</i>	
Central Jordan valley including the Migdal, Hittim, Hima, Samakh and Beisan lands	280,000
Lower Jordan valley including Wadi Fari'a, Fasayil and Upper 'Auja	230,000
<i>Total in Palestine excluding the hills and the Beersheba administrative sub- district.</i>	4,200,000

NOTE: The Jewish Agency figure mentioned by the Royal Commission is 3,876,650 dunums; this may have excluded some of the mountain valleys such as the Battauf, Sanur, etc.

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68. Widely divergent estimates have been made in various quarters of the extent of cultivable land in the mountains. In parts of Judaea and Samaria the Arabs cultivate with winter cereals practically every pocket of soil that can be found amongst the rocks. It is impossible to measure all these parcels separately and accurately. In any case, very little of such land could be irrigated by any normal sort of method, and the irrigable area in the hills may be assumed to be confined to the inland plains and larger valleys.

In the Beersheba sub-district the cultivable area is again unknown; it might be three or four million dunums, depending almost entirely on the quantity of water which could be brought to the spot.

69. *Cultivated and irrigated land.* The total area of land in Palestine carrying crops in the year 1944/45, according to estimates made by the Agricultural Department, approached $6\frac{1}{4}$ million dunums. This includes 1,400,000 dunums in the Beersheba administrative sub-district and 1,750,000 dunums in the hills. The remaining 3,100,000 dunums are in the plains, maritime and inland. Of these about 500,000 dunums are irrigated and intensely cultivated.

Summarized estimates of areas of land now cultivated with and without irrigation, range of rainfall, source of irrigation water, nature of soil and chief crops grown are shown in the table at the end of this chapter.

(d) FINDINGS OF THE ROYAL COMMISSION.

70. The situation as regards irrigation and the prospects of future development were examined by the Royal Commission and their findings are summarised in their report (chapter IX, paragraphs 96-114). Since that time an irrigation department has been set up which has carried out a considerable amount of survey and exploration, and executed some small schemes and designed some larger ones. Otherwise, the position is still much as the Royal Commission saw it.

71. The legislation necessary to enable water rights to be disposed of and irrigation developments to be encouraged and controlled, legislation which was so strongly recommended by the Royal Commission and which has since been found ever more necessary, has not been brought into force. The chief reason why it has not been enacted as yet is because it met with Zionist political opposition. The Government cannot properly develop the water resources of the country without the assistance of appropriate legislation. (The legislation required has been described in section 1 of this chapter).

72. As regards the possibilities of major projects, the Royal Commission was doubtful whether, with the exception of the proposals to develop the Jordan (including the Huleh), large new works were likely to play any material part in increasing or developing the water resources of the country.

With regard to the Jordan, the Royal Commission pointed to the Palestine Electric Corporation's concession as preventing, while it existed in its present form, the realisation of any project for drawing off water above the Yarmuk junction. They deprecated a long high level canal on account of the enormous cost of construction and maintenance, which would make agriculture from it too expensive to make a profit.

The Royal Commission became doubtful about the projects of irrigation from the Jordan and concluded that irrigation from wells would always remain the chief source of irrigation in Palestine. They made note of the Jewish expert opinion to the effect that the water resources of the country would be sufficient for the irrigation of at least 1,500,000 dunums of land. The Royal Commission summed up the situation by saying that much work remained to be done before any reliable estimate could be made of the approximate quantity of water available, and still more to ascertain how much could be brought into use as an economic proposition.

(e) CONCEPTION OF MAJOR SCHEMES.

73. Since the time of the Royal Commission the desire to substantiate the contention that Palestine can support very much larger agricultural populations has led to the conception of vast projects, based, it would appear, not entirely upon authoritative and reliable hydrological data, but also upon conjecture and assumption.

74. Some of these projects have, as a prominent feature, the diversion of salt water from the Mediterranean to the Jordan valley in order that the fall of the water would produce energy for the generation of electric power. This has been the subject of speculation for many years. It was the dream of Theodor Herzl, the first of modern Zionists. It may well be that such a project is physically possible. But no one has ever put engineering details before the Palestine Government, and it has yet to be shown that power produced by this means would prove in this country more economical than power generated by oil-burning units in the ordinary way. As the Royal Commission suggested, the main difficulty is not so much to decide whether a scheme is practicable from the scientific point of view, as to determine whether it is an economic proposition*.

* Royal Commission's report, chapter IX, paragraph 113.

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It will be recollected that there is a concession*, which still has a term of half a century to run, granting the use of the waters of the Jordan and Yarmuk to the Palestine Electric Corporation for the purpose of generating electricity. The elimination of this concession, the substitution therefor of a scheme based upon the introduction of Mediterranean sea-water into the Dead Sea, and the diversion of the Jordan headwaters to irrigate the Huleh, Esdraelon and Beisan valleys were suggested by Dr. W. C. Lowdermilk in his book "Land of Promise". The cost of eliminating the existing concession would have to be regarded as a very serious addition to the general cost of a new scheme.

75. In the autumn of 1944 the irrigation engineers of the Jewish Agency introduced to the Palestine Government irrigation authorities Mr. J. B. Hays, who was described as having come to the country at the invitation of the Jewish Agency to study the water resources of the country. Later, Mr. J. L. Savage arrived and spent twelve days in the country. Mr. Hays spent the winter in Palestine. Neither of these eminent technicians showed the Government authorities what data they were collecting or being supplied with, so that the reliability of the figures or information might be checked; nor did they discuss with the official experts of the Government the technical, economic, administrative or social aspects of the projects they proposed. The Palestine Government a few months ago become aware—through the kind offices of the Government of the United States—of the general outline of the project as it appeared in Mr. Savage's tentative conclusions. A preliminary draft of Mr. Hays' report has been submitted to the Anglo-American Committee of Inquiry; a copy of this has been received by the Palestine Government and is now being examined.

76. The main features of the scheme elaborated by the "Engineering Consulting Board of the Commission on Palestine Surveys" can be briefly mentioned. The underground and spring water of the plains is to be developed by groups of electric pumping units some using power generated from a dam on the Hasbani in the Lebanon. The headwaters of the Jordan, Hasbani and Baniyasi rivers would be diverted into a high level channel built high up on the side of the mountains west of the Huleh which would continue on through Mount Carmel and down the western foothills to the southernmost parts of Palestine. The Huleh lands would be irrigated from the other springs on the east and west. The Jordan being thus emptied, the electric concessions depending on its waters and those of the Yarmuk would be replaced by installations deriving power from the fall to the Jordan valley of a channel of salt water from the Mediterranean. Half of the Yarmuk

* Made in 1926 and having a term of 70 years. Drayton Vol. I, pages 634-646.

would have to be diverted to prevent Lake Galilee running dry. The Jordan valley would be irrigated by canals taking off what little water would be left in the Jordan, or what would accrue from underground water and the Beisan springs. Mr. Savage suggests that the Lebanon would agree to the diversion of large quantities of Lebanese water which would be taken in the high level canal mentioned above, all the way to the *Negeb*.

A very large number of dams for storage reservoirs would be constructed in the *wadis*; the storm-water which it is contemplated would fill these would be released to swell supplies of irrigation water in the main Lebanon-to-*Negeb* canal in the summer. Eventually the distribution of irrigation water in the scheme would resemble that of water used in cities for domestic consumption and for watering villa gardens, with all the complementary requisites of small reservoirs, sprinkler units, pressure pumps, meters and complicated reticulation systems of numerous steel pipes.

Without close checking and reference to more detailed information than is now available, it is impossible to accept the estimated costs of the scheme. The cost per unit of water estimated in the report is very high indeed when compared with that in irrigation works in other countries. The scheme envisages the irrigation of two and a half million dunums with nearly two thousand million cubic metres of water a year. This represents a total continual flow of sixty cubic metres of water per second. It cannot be agreed that this continual flow would be available for use in a dry year after allowing for losses in transmission. The annual revenue is estimated at four million pounds on the basis of this quantity of water being delivered to the fields at $2\frac{1}{4}$ mils per cubic metre. This is equivalent to a water rate eight times as large as the present rural property tax. This and many other features in the scheme demand very careful scrutiny. The dams proposed at Hasbani, Yarmuk and Beisan and their complementary canals, the elimination of the present hydro-electrical works at Jisr Majami', all highly expensive items, will not, it would seem, ensure an increased water supply of more than a few cubic metres per second. The quantity of storm-water available for storage in hill reservoirs has been estimated optimistically, on the basis of the "average" between a high flow in one winter and none in the next. This and the economic implications of the proposal to convey irrigation water from the Lebanon to the Egyptian frontier cannot be accepted without further examination.

A scheme such as is recommended by Mr. Savage and Dr. Lowdermilk calls for an unusual degree of discipline and co-operation amongst the users of the water in the areas to be irrigated,

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now inhabited by both Arabs and Jews. The proposed canals, built high up on mountain sides, would be hostages to political and geological disturbance. The project would never succeed unless all the inhabitants of the area concerned, and of neighbouring areas, welcomed it, and were prepared to co-operate in maintaining and protecting it. A very great deal of discussion, investigation and inquiry is necessary before such a scheme could be pronounced feasible or not.

77. There are, of course, possibilities of schemes of a less spectacular and less expensive nature which would provide irrigation for a million and a quarter dunums including the half million already under irrigation. A further half to three quarters of a million dunums could be irrigated, if economic considerations were of secondary importance. But no assured supply of water has yet been discovered, either in the investigations so far made by the competent Government department or by any other investigators, to make possible the irrigation of any more.

There is no doubt that there could be a great deal more irrigation from wells and boreholes, particularly in the coastal plain. A thorough examination into the possibilities of obtaining water from deep boreholes throughout the country (including the *Negeb*) is necessary. In the Huleh, Beisan, lower Jordan and other areas, flow irrigation and pumping schemes will play a big part.

It is premature to pronounce that hill reservoirs built for the purpose of storing winter storm-water for summer cultivation are likely to contribute large quantities of water. New works of this kind should as far as possible be commensurate in size with the volume of water they control and they should be carried out in stages so that early experience can be profitably applied to subsequent practice. Large schemes involving long canals or high dams if judged by ordinary economic standards are unsound, but there are some cases in which good land can be irrigated only by such measures; in these instances, if economic considerations are not of first importance, it may be possible to proceed with works that would not be attempted in other countries.

(f) PALESTINE GOVERNMENT PROJECTS.

78. With a view to increasing the irrigated area, the Palestine Government is studying a number of projects. Certain of them are briefly described below. Some of them would, in Palestine, rank as "major projects", although in countries such as India, Egypt and Iraq they would, from the construction point of view, seem comparatively of little magnitude in the matter of quantity of water and area irrigated.

79. *The Huleh project.* The only large single irrigation or drainage project, the execution of which would in quantity of water and economic cost compare favourably with financially sound irrigation works in other countries, is the Huleh scheme. The Royal Commission in their Report (chapter IX, paragraphs 120-125) gave a description of it. The Huleh basin is the well known salient projecting into Lebanon and Syria; it includes the lake and the large papyrus swamp to the north of the lake, and, further north still, the tract of land intersected by the rivers and streams which form the headwaters of the Jordan. It is now, pending the development of the scheme, irrigated in a very haphazard manner, by a network of small indigenous canals. Malaria, in spite of the efforts of the Health Department, is still a cause of anxiety.

The lower part of the Huleh basin, the lake and marshes, are the subject of a concession* held by the Palestine Land Development Company, a Jewish corporation. The net area at the disposal of the concessionaires is about 42,000 dunums, most of it now under water.

In 1935 a firm of British consulting engineers, Messrs. Rendel, Palmer and Tritton, examined the area and submitted a report with their proposals for the drainage and irrigation of the whole Huleh basin and it is very largely this scheme, modified as necessary on the basis of subsequent investigations, which the Government of Palestine propose should be executed. As there is a comprehensive report made by the consulting engineers, it is not necessary here to go into the technicalities of the project.

The scheme secures adequate drainage throughout the basin, including the lake and marshes, and in addition provides for the new irrigation of 51,500 dunums and the improvement of indigenous irrigation on 52,500 dunums.

Before, however, the project can be embarked upon, the obstacle of the clause in the Palestine Electric Corporation's concession, which prevents any new irrigation, has to be surmounted. There is also a conflict between the electric concession, whose interest it may be to keep the water in the lake for storage purposes, and the drainage concession, whose duty it is to empty it. Furthermore, as the Royal Commission pointed out, it will be necessary for the Government to arm itself with statutory powers to control the drainage and irrigation, and to limit, in the initial settlement, the rights to water exercised by any individual**.

* *Vide* paragraph 10 of chapter XXV.

** Royal Commission's report, chapter IX, paragraph 125.

80. *Beisan.* Some thirty perennial springs yielding between them a total of 4.4 cubic metres per second command an area of some 110,000 dunums inhabited by a population at present of about 10,000 Arabs and 2,000 Jews, who occupy approximately half each. The water available is sufficient to irrigate the whole area in the winter and spring, but in summer, particularly as much of the water is saline, the whole area cannot be irrigated unless storage measures are introduced.

The present primitive network of irrigation ditches by which the water is conveyed from the springs to the cultivated fields would be replaced by a suitably designed layout of concrete channels with properly controlled inlet and outlet gates. A system of drains will lead off all surplus water and dry out the existing marshes. Schemes have been prepared in outline and detailed drawings for the larger works have been put in hand. Some minor works have been carried out.

In order to be able to make the best of the rather saline water of some of the springs, experiments are being carried out in the methods of cultivation and the most suitable crops to grow under the existing conditions. In some cases the new plans provide for occasional sweet water irrigations of the land normally supplied with slightly saline water.

It is particularly in the matter of irrigation from springs that legislation is necessary to enable Government to dispose of the existing rights and adjust them to a modern distribution system. So long as individual holders of a right to the use of water feel that they can sell their right irrespective of the land it is impossible to prevent waste. Such legislation should also enable Government to impose a water duty to recover in revenue some part of the costs of development.

81. *Irrigation in the Jordan valley between Lake Tiberias and Beisan.*

Along the banks of the Jordan and the Yarmuk between Lake Tiberias and Beisan is a series of riparian flats totalling about 28,000 dunums. These fertile lands could be irrigated by pumping the water from the rivers and then distributing it to the land through small concrete channels flowing by gravity. The pumping lift in respect of an area of 18,000 dunums would be about 15 to 30 metres, not very different from that required from the wells on the coastal plain, and it may be assumed, therefore, that the costs will be similar to those on the coastal plain. (If the pumping lift were increased in some places up to about 75 metres then the second 10,000 dunums of fairly good land could be irrigated). Of the 18,000 dunums of land irrigable by low-lift

pumping, about half would draw its water from the Yarmuk, upstream of the hydro-electric power station. The Palestine Electric Corporation's concession is entitled to the use of the waters of both the Yarmuk and the Jordan and, so, any pumping scheme above the power station could, under the present concession, only be carried out by agreement with them.

An alternative suggestion, larger and probably much more costly, would be to dam the Yarmuk by a barrage or weir and take off a gravity canal. Such a canal would pass through about 800 metres of difficult construction where it would have to be either in a tunnel or else cut in the face of an almost vertical cliff. The advantage of this scheme is that the barrage would also serve as the headworks of a canal commanding, on the Trans-Jordan side of the river, a greater area than in Palestine.

82. *The lower Jordan valley.* In the Jordan valley, between Beisan and the Dead Sea on the Palestinian side of the river, there are about 200,000 dunums of sparsely inhabited land. The soil of this land varies; some at the north-west corner of the Dead Sea needs a good deal of washing before it will bear a crop, whilst that at Jericho, Ghor el Fari'a, the 'Auja and Fasayil is good.

For the purposes of irrigation, this land may be divided into :—

	<u>Dunums</u>
(a) Good land irrigable from known springs such as those at Jericho and the 'Auja	20,000
(b) Good land irrigable from Wadi Fari'a water	10,000
(c) Good land which might be irrigated by pumping from the Jordan (lifts up to 100 metres)	50,000
(d) Poor land or land which could be economically irrigated only where underground water can be tapped in sufficient quantities	120,000
	<hr/> 200,000 <hr/>

The area of (a) is already fairly well developed near Jericho but in the 'Auja improvements will be somewhat speculative owing to some unreliability in the behaviour of the spring. The Wadi Fari'a, section (b), is considered below. The future of agriculture in the Jordan valley would appear to depend chiefly either on (c), water pumped from the river, or on (d), the discovery of sweet water in boreholes.

Pumping from the river is feasible but the high lift and the long rising pipe lines necessary may make such projects expensive. The extent to which underground water can be obtained has not

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yet been fully explored; seven trial boreholes have been drilled only two of which showed any promise. It is conceivable that, if slightly saline water is found in large quantities at economical depths, it might be diluted with less saline water pumped from the river and the mixture might not be inordinately expensive.

83. *Wadi Fari'a scheme.* The Wadi Fari'a is the largest water course on the western side of the Jordan between Beisan and the Dead Sea; the flow, though perennial, varies in quantity. Cultivation in the upper parts of the valley could be improved and increased by a fuller utilization of the existing supplies of water but the greatest possibilities for development are in the plain lands where the valley debouches on to the *Ghor*. Wadi Fari'a is at present not thickly populated and malaria is prevalent in the cultivated parts.

The discharge of water in spring-time is double that in the autumn. If fully utilised, the water in the lower part of the *wadi* is enough to irrigate continuously about 4,500 dunums at the scale now used in Jericho plus a further 10,000 dunums of winter cultivation for which a lower rate of water per dunum will suffice. Under present conditions there is wastage but a start has been made with the construction of concrete channels to carry the water to the good cultivable land without loss.

If, on completion, the part of the scheme at present under construction is found to be successful, a second one is to be considered in the upper part of the valley with the aim of putting the water of the upper groups of springs to better use.

84. *Sahl el Battauf.* The Sahl el Battauf is a bowl-shaped valley of 30,000 dunums in the hills between Haifa and Lake Tiberias. Two-thirds of the plain are usually submerged each year under collection of rain-water. The soil, though fertile, is thus lost to winter cultivation and can only be used for spasmodically-grown summer cereals. There is no perennial irrigation so far but the winter rainfall, between 600 mm. and 700 mm. per annum, would be sufficient for winter grain crops.

The Water Commissioner's Department has recently completed an examination and contour survey which shows that the land could be kept free of standing water by the construction of a main drain. This is a drainage and reclamation project; evidence so far available suggests that water cannot be obtained in large quantities in this valley except at exorbitant cost. A trial borehole 88 metres deep made by Government for the purpose of examining the underlying geological formation yielded no water.

85. *Zib project.* This proposal envisages the utilization of the springs which rise in the Wadi Qarn for the irrigation of the plainlands near Zib between the foothills and the sea. At present the water is led in six kilometres of earthen channel to Zib village near the sea where, together with a quantity of well water, it irrigates the fruit gardens and orange groves. The replacement of the earth channel by a concrete channel should save enough water to irrigate another 1,000 dunums. A storage reservoir would conserve the winter surplus of the springs for use in the summer and would bring another 3,000 dunums under irrigation. Statutory control of the distribution is, however, necessary.

86. *Kabri springs.* North of Acre, near Kabri, Nahr and Umm el Faraj villages, there are springs watering about 10,000 dunums of old established gardens, orchards and groves. The earthen irrigation channels leak considerably and, there being no legislation to control and enforce an equitable distribution of the water, there are many disputes and inefficient practices.

A construction scheme envisages a storage reservoir and modern system of concrete channels with measuring weirs and controlled outlet gates for the purpose of preventing wastage and making possible an efficient distribution of the available supplies. The problem of the improvement of the irrigation system in this area is very much bound up in old established custom and on claims to the right of usage of small fractions of various springs. Little can be done here, as elsewhere, without legislation to establish the rights and control the distribution.

87. *Kurdani springs and Na'amein drain.* The springs at Tell Kurdani, between Haifa and Acre, are the largest in the Acre plain. A fraction of the water is utilised, a large part flowing down the Na'amein drain and out to sea. Some water is pumped at the source by the Consolidated Refineries Ltd. for industrial purposes and some from the new drain for irrigation.

The water has not been much used in the past, because until the new Na'amein drain was excavated by the Government Department of Health the land commanded by the spring was a swamp and unsuitable for agriculture; and the water is somewhat saline, having sixty parts of chlorine per 100,000, whereas forty parts is usually considered the limit for good cultivation.

The Water Commissioner's Department plans to utilize the Kurdani water for irrigation by a scheme based on pumping. The water would be raised at a main pumping station about twenty metres above its present level so that it could be distributed through gravity channels to the lands on the north, south and south-east.

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Minor pumping schemes along the Na'amein drain will serve to irrigate the adjacent lands which are lower. It is hoped that modern methods of irrigation and agriculture combined with better drainage will produce successful crops in spite of the slight salinity of the water but, if during a period of trial signs of serious deterioration in the soil are observed, then recourse might be had to a scheme of diluting the Na'amein water with sweeter water obtainable from underground sources in the vicinity. The project would bring 15,000 dunums of land under new irrigation; but modification may be necessary if oil refineries in the future take a greater proportion of the water.

Although the Na'amein drain, as so far constructed, has effected a great improvement in this area, it still requires deepening and enlarging. Some of the lands along its banks are not yet completely free from waterlogging and in a suitable condition for agricultural activities. At its lower end, where an industrial district for Acre is planned, the land is too low to be drained by gravity alone and two pumping systems must be installed, one on each side of the main channel.

88. *Storage reservoir on the river Qishon.* The river Qishon, flowing into the sea north of Haifa, is a small perennial stream which, on sudden occasions after rain in winter, has a fairly high flood discharge in addition to its normal flow. Its course lies mostly through the wide and fertile plain of Esdraelon in which no plentiful supply of water from wells or boreholes has yet been discovered and in which the only springs are a few small ones on the hill sides to the south.

A successful storage reservoir on the Qishon should provide sufficient water to irrigate 10,000 dunums, but here as elsewhere a great deal of detailed survey and exploratory work is necessary.

89. *Storage reservoir on Wadi Jindas.* The Wadi Jindas (in its lower reaches called Wadi Salama, Wadi Kabir or Wadi Musrara) flows down from the hills immediately south of Lydda and eventually joins the river 'Auja near Tel Aviv. Underground water is in good supply, west of Lydda, but to the east, scarce. The soil is good and the region, being near to the most thickly populated parts of Palestine, is well suited for development.

In the Wadi Jindas in a year of low rainfall such as might occur once in five years the volume of water flowing during the winter, if stored, would irrigate 4,000 or 5,000 dunums throughout the summer. Preliminary investigations have been made for a storage reservoir to the east of Lydda. If research into the physical features of the site and the geological structure is encouraging, construction of a reservoir is contemplated.

90. *Flood control and water storage on Wadi Sarar.* The Wadi Sarar has a long and narrow catchment extending from the Jerusalem hills to the Mediterranean sea. The lower portion of the catchment on the coastal plain is well cultivated, with water from wells, but in years of heavy rainfall damage is caused by the *wadi* overflowing its banks. In the foothill area there is good soil but little underground water and here flood water would be very useful if storage from winter to summer could be achieved.

A reservoir of sufficient size to detain floods to safe proportions would not be large enough for the dual purpose of flood control and storage of water for irrigation; on the other hand a storage reservoir of economical size would not serve as a means of controlling large floods. After each flood the water would be released. There should first be made a dam for flood detention. If the results appear promising, a second dam should be built. One of them will then be used for the storage of irrigation water and the other as a detention dam for the control of the floods.

Considered purely as a means of controlling floods the first dam will be expensive but its cost may be justified as a full scale experiment to show the potentialities of storing stormwater in a hill reservoir for summer cultivation.

91. *Utilisation of water from Ras el 'Ein.* After the Jordan sources, the Ras el 'Ein is the largest spring in Palestine. From it the river 'Auja flows across the coastal plain to the sea. This is the source from which the Jerusalem city water supply is pumped and in the future it is possible that other municipalities such as Lydda, Tel Aviv and Jaffa may wish to draw on it for their domestic supplies. A small part of the water is taken by small pumps along the banks of the 'Auja and used for irrigation but there is not likely to be any great increase in this, since water is readily obtainable from wells nearer the land to be irrigated. In any case a clause in the electric concession* restricts the removal of water from the river.

The river not infrequently falls below 4.75 cubic metres per second in the autumn and, so, it is unlikely that the amount available in the low water season for new irrigation schemes can exceed $2\frac{1}{2}$ cubic metres per second. Assuming that the concession difficulty is overcome the water might be pumped for irrigation to an area of 8,000 dunums lying immediately to the east of Ras el 'Ein and about 50,000 dunums north-west of Tulkarm.

It is possible that a small pumped supply might augment that obtained from boreholes or from the proposed storage reservoir in Wadi Jindas, to irrigate lands east of Ramle.

* Drayton, Vol. I, pages 646-657.

SUMMARY OF LAND, WATER AND CULTIVATION.

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Region	Chief crops	Soil	Average range of rainfall	Source of irrigation water	Land cultivated and irrigated (approx.)	Land cultivated without irrigation (approx.)	Total land now cultivated with or without irrigation	Cultivable land (approx.)
					Dunums	Dunums	Dunums	Dunums
Coastal plains	Citrus and deciduous fruit trees; bananas; wheat, barley, legumes, vegetables, potatoes; fodder crops, <i>durra</i> ; and water melons.	Sandy loams, sand dunes, and some patches of heavy soils.	200-500 between Gaza and Majdal. 500-600 between Jaffa and Haifa. 600-700 between Haifa and Acre.	From wells at a depth of 10 to 25 metres. In the foothills from wells up to 200 metres.	335,000	1,915,000	2,250,000	2,720,000
Inland plains	Wheat, barley, and legumes; <i>durra</i> , sesame, maize, potatoes and fodder crops; vines, olives and vegetables.	Mainly heavy clay interspersed with patches of light soil.	500-600 Esdraelon. 500-800 Huleh. 400-500 Jezreel. 500-600 Upper Bira, 600-700 Battauf, 500-600 Arraba, 400-600 Sanur.	A small quantity of irrigation water from wells and springs. In the Huleh water from springs is abundant.	70,000	730,000	800,000	975,000
Jordan (excluding the Huleh plain)	Wheat, barley, legumes, vegetables and potatoes; fodder crops; bananas and some citrus.	Alluvial clay loam and Lisan marls.	100 at Dead Sea increasing to 500 at Lake Tiberias.	South of Samakh pumping from the Yarmuk and Jordan. Springs in the Beisan, Jericho and Wadi Fari'a areas.	85,000	215,000	300,000	505,000
The hills	Wheat, barley and legumes; a little <i>durra</i> and sesame; vegetables and potatoes; olives, vines, figs and deciduous fruits.	Mainly clay loam with many stones. Many rock outcrops.	500-800 on western slopes. 200-800 on eastern slopes. Increase with altitude.	Very little irrigation water except a few small springs. Shallow wells yielding small quantities of water for domestic purposes.	10,000	1,500,000 (?) (Very sparsely cultivated)	1,500,000 (?) (Very sparsely cultivated)	2,500,000 to 3,500,000 (Can be only sparsely cultivated)
Beersheba administrative sub-district (includes the Negeb)	Barley, wheat, <i>durra</i> and melons.	Deep loess soil. Calcareous clay loam.	25-200.	Practically no irrigation water.	—	1,400,000 (Very sparsely cultivated)	1,400,000 (Very sparsely cultivated)	Several millions?
Totals, excluding the hills and Beersheba S/D.					500,000 (approx.)	2,850,000 (approx.)	3,350,000 (approx.)	4,200,000 (approx.)

CHAPTER XI.

FORESTRY AND SOIL CONSERVATION.

Present condition of Palestine.

Palestine borders on the desert, but, except for the land south of Beersheba and certain parts of the Jordan valley, it is not itself a desert country. Considering only the part north of Beer-sheba, appearances are deceptive owing to long stretches of ruined mountains from which vegetation and soil have been practically stripped. The natural vegetation is woodland of varying types, of which oak is the predominant genus over wide areas. In recent years a large oak forest clothed the hills south and south-west of Hebron, until destroyed by overcutting and overgrazing. In various parts of Samaria the ruin of similar forests has been completed by the same agencies since 1934. Most of the pine and oak forests of Carmel have been lost during the past thirty years, while the destruction of natural scrub forest in Galilee is still progressing. In the plains a large forest of oak, stretching with some interruptions from Jaffa to Carmel, has gradually vanished during the past century. Stories are told of old pine forests south of Jaffa on the areas now covered by moving sand dunes. The scattered groves and forests of Ziziphus in the Jordan valley have also mostly disappeared in very recent times; one result of this process has been disastrous flooding on the slopes above Tiberias.

2. From this brief review, it will be seen that large tracts of mountainous country are suffering from almost total loss of forests, while others are in process of destruction. It is no matter for surprise that on the desert edge of the Mediterranean region the deforestation of Palestine has resulted in wide-spread erosion. Some areas have been reduced to sheet rock and boulders; on others the remaining soil is so scanty that successful agriculture is impossible. In northern Palestine, where the destruction of vegetation is more recent and the rainfall is greater, heavy losses of soil continue. Throughout the whole country, the detritus from the mountains has filled practically all the riverbeds in the plains, so that they are quite inadequate to carry the winter floods which sweep down from the rocky hills, spreading widely over the plains, depositing gravel and coarse silt on cultivated lands in some places, and washing away fertile topsoil from other fields. The removal

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of seaside vegetation resulted in the formation of loose-and dunes, which have gradually covered fertile land and obstructed drainage to such an extent that a line of swamps now exists parallel with the coast. The choking of streambeds and consequent formation of swamps, which are to be noted in some of the smaller interior plains as well as along the coast, have caused widespread damage to agricultural land and are amongst the most serious results of soil movements. The material brought down from the hills and deposited on the fields is often useless gravel, the finer particles being carried away in suspension and deposited in the sea or in the swamps.

3. It is a commonplace amongst students of soil erosion, and incredible to many other people, that erosion is inevitable in a Mediterranean country without a cover of vegetation over all sloping land and some form of protection over all areas of cultivation. It follows that the main cause of erosion is the loss of vegetation, permitting the desiccation of the soil and its progressive removal by winter rains and summer winds. The vegetation of Palestine is rich in species and adaptable to changing conditions, but it can be, and has been, destroyed by the combined processes of cutting, burning, uprooting and overgrazing.

4. To describe Palestine as a Mediterranean country bordering on the desert is to indicate that, while its soil may be made highly productive by careful treatment, it may be easily ruined by ignorance and neglect. In fact, the second condition is the rule, and a mature agricultural soil is the exception. The forest policy of the Government of Palestine aims at the reversal of this picture. There is obviously no economic factor in a predominantly agricultural country which is of greater importance than the productivity of the soil. Without drastic countrywide action, the depth and fertility of the soil will remain quite inadequate, and all the consequences, economic and political, of a depressed agricultural industry must inevitably follow.

Functions of the Department of Forests.

5. Until 1936 forestry was one of the functions of the Department of Agriculture and Forests. In that year, however, a separate Department of Forests was set up in recognition of the need for a considerable afforestation and soil conservation programme. The original staff consisted of the old forestry section of the Department of Agriculture and Forests, which was strengthened as funds and qualified officers became available.

6. In Palestine the main purpose of forestry is the collection, retention and improvement of the soil on the wide stretches of

mountain slopes and other land which have been damaged or even ruined by wind and water erosion. To this end it is important to bring under control as much as possible of this type of land, and to encourage the growth of vegetation as a first step in the reconditioning of the soil. There is no other feasible method of restoring the fertility of wide stretches of damaged land. The Department of Forests demarcates uncultivated land and recommends its proclamation as a forest reserve under sections 3 and 16 of the Forests Ordinance*, as is further explained below. This reservation empowers Government to regulate or prevent the destruction of the vegetation by means of cultivation, cutting, uprooting, burning or grazing. It should be noted that unregulated cultivation is a dangerous evil in existing circumstances, and that the vegetation has been destroyed over wide areas by a combination of all these actions.

7. The sections of the Forests Ordinance mentioned above read as follows :—

Definition of forest reserves.

3. The High Commissioner may, by proclamation to be published in the *Gazette*, bring any forest lands, not being private property, under the control and management of the Government as forest reserves and, on the issue of any such proclamation, the provisions of this Ordinance shall apply to any forest lands therein specified.

Protection of private forest lands for special purposes.

16.—(1) The High Commissioner may, when he thinks fit in the public interest, by order, authorise a forest officer to take under his protection forest lands which are private property, and in respect of which it appears that the destruction of trees is diminishing or likely to diminish the water supply, or is injuring the agricultural conditions of neighbouring lands, or imperilling the continuous supply of forest produce to the village communities contiguous to such lands.

(2) Measures necessary for the protection of such forest lands, as determined by the forest officer whose decision shall be final, shall be carried out by or at the cost of the owner of the forest land who shall repay to the Government any reasonable expenditure incurred for this purpose.

(3) So long as any forest land shall be under the protection of the Government, it shall be deemed to be a forest reserve within the meaning of any provision of this Ordinance.

Forest reserves.

8. In most countries, at the establishment of a modern administration, villages and cultivation have been found lying among

* Drayton, Vol. I, page 710.

the forest, and it has been a simple matter to draw a line round the agricultural land to separate it from the main mass of forest selected for conservation. In Palestine, on the contrary, no demarcation of forests was accomplished until 1926, when it was necessary not only to extricate the forest or scrub land from the numerous patches of cultivation around it and within it, but to deal with a multitude of claims and groundless assertions of ownership. Earlier attempts at demarcation had failed, and it had been left to the coming of Land Settlement to define the forest boundaries and to save the remnants of the natural vegetation. By 1926, however, it became clear that, if no protective measures were taken, the vegetation would all disappear long before the arrival of the Settlement Officers in the hills. The present system of forest reserves was therefore started, and has since proved its value.

9. The Forests Ordinance provides for the demarcation and proclamation as a forest reserve of any uncultivated land not being private property. In a forest reserve no cultivation is permitted, and no grazing nor cutting except by a licence issued by the Department. In practice, all local villagers are permitted to graze and cut, but not to cultivate, so that no new claims to ownership, based on cultivation, are allowed to arise. As a result, with the minimum of disturbance to the life of the villagers, the rights of the State have been safeguarded, and the State still has the chance of afforesting and developing these uncultivated lands at some future date when circumstances permit.

10. The need for immediate action was so keenly felt that, in 1926-28, 166 forest reserves, with a total nominal area of 644,000 dunums, were gazetted although the boundaries could be described only in the vaguest manner, e.g. all the forest land of a village. This step was no doubt justifiable at the time for tactical reasons, but it has proved to have no permanent value. In practice, the only satisfactory method is the survey and demarcation of the boundaries of the forest land and of the cultivated enclaves. As a result of experience, the proclamation of a forest reserve describes the land in considerable detail and states that, apart from the enclaves enumerated, the reserve contains no land at present cultivated.

11. The vital need for protecting the natural vegetation and the magnitude of the operations required were not initially appreciated. From 1926 the progress of demarcation was slow. Preliminary reconnaissance revealed numerous blocks of forest land; these were recorded and thereafter known as "proposed forest reserves". Survey and demarcation operations then determined the bound-

aries. By 1939 the total area of demarcated forest reserves was 370,000 dunums, but further large areas still remained to be gazetted with definite boundaries. From 1936 until 1939 operations had been practically suspended owing to the disturbances, but, since April, 1939, fifty-four reserves having a total area of 136,000 dunums have been proclaimed with definite boundaries, and operations are continuing as quickly as is possible with one demarcation party. Some losses have occurred by cancellation and adjustment of boundaries, thus reducing the total area of *demarcated* forest reserves to 565,346 dunums on 31st March, 1945.

12. Even in the demarcated reserves the absence of trained protective staff and the persistence of lawless conditions in rural districts permitted the gradual destruction of the vegetation in all but the most remote areas, but, except during the lengthy disturbances of 1936-39, comparatively little land was lost to the State by illegal encroachment and cultivation.

13. It should be borne in mind that the demarcation and gazetting of forest reserves was intended to safeguard State forest land and the vegetation thereon until Land Settlement could provide for the registration of all rural State Domains, after which it was believed that the State could manage and develop the forests found on its own property. The system of reservation has more than fulfilled all expectations; in many localities settlement officers have recorded as State Domain the whole of a forest reserve and nothing else. Near Tiberias, Nazareth and Haifa, there are many newly registered State Domains with precisely the same boundaries as the old forest reserves, while all the land outside those boundaries has been occupied and claimed by private owners in whose names it is now registered. From the point of view of ownership, then, the practice of reservation has proved its value.

Closed forest areas *.

14. There is perhaps room for confusion between the proclamation of a forest reserve and the declaration of a closed forest area. The first process has been described above. From time to time a certain forest reserve or part thereof is declared a closed forest area. The land is thereupon closed to entry and no licences for grazing and cutting therein are issued. The Department does not lightly adopt such a course, since the effective protection of a closed forest needs considerable staff. The present practice is to employ one woodman for each 500 dunums of closed forest, to protect and work the land which is also the object of frequent inspection by

* Section 13 of the Forests Ordinance.

the management officer and his staff. The Department plans to develop some areas as production forests and thereon to grow forest as high and as dense as possible, in order to provide timber, firewood and charcoal for the neighbourhood. Other areas are closed in order to improve the vegetation with a view to collecting soil, so as to make the land fit for terracing and subsequent cultivation. Some blocks may be set aside as a village forest for the immediate benefit of the local inhabitants. When the management of grazing grounds becomes practically possible, other areas will be closed in order to improve the vegetation for this purpose. The closure of a forest is thus a means of active development.

Uncontrolled grazing.

15. The practice of extensive grazing, a tolerable and even sound practice in temperate regions, is in the Palestine climate and conditions the greatest single bar to rural prosperity. In the time of Abraham a few pastoral nomads roamed through great areas of forests and scrub and found an easy livelihood. Since then the population has vastly increased, the area and volume of vegetation has correspondingly dwindled, and it is now an inescapable fact that the destruction of vegetation by the grazing of animals is severely damaging the economy of the plains and bringing ruin to the hill country.

16. No consideration is given to the permanent welfare of the vegetation from which the present and future herds must be sustained. Each owner knows that other flocks will be driven into the grazing grounds to eat what he has spared and he therefore encourages his own animals to consume all visible foliage. The result from the point of view of animal husbandry is that the over-grazed land produces the minimum quantity of green leaves. From the wider viewpoint of soil conservation, the vegetation loses its power of soil retention and accelerated erosion continues with all the consequent disadvantages to the uncultivated slopes themselves and to the agricultural plains below. While the uncontrolled grazing and browsing of excessive numbers of domestic animals is the main single cause of the destruction of natural vegetation, the process is greatly accelerated if the same area of land is used for cutting and grazing at the same time. The trees are felled to supply timber to the population, the roots are often dug up by charcoal burners and the root suckers, coppice shoots and seedlings are eaten down by herds of goats. The trampling of the flocks hardens the soil, destroying its absorptive power and checking the growth of vegetation. On steep slopes movements of herds also dislodge stone and gravel, thus perceptibly accelerating erosion. The result is that the soil is ruined by exposure and

thereafter blown away by wind and washed away by rain : water is lost instead of being retained by the soil and the resultant floods cause damage near and far. The remedy lies in the curtailment of the numbers of animals to be grazed and in radical change of the present regime, familiar to scores of past generations. The instinctive and traditional methods of a peasant population are not easily altered and persistent attempts to give practical instruction in this matter by precept, demonstration and persuasion must be continued for a considerable period.

Statistics of forest reserves.

17. The total area of uncultivated lands which, up till 31st March, 1945, had been proclaimed as forest reserves, i.e. in which cultivation is prohibited, is shown in table 1 below; the extent to which these reserves have been closed for the effective protection of the vegetation from cutting and grazing is also indicated; and figures are given of the lands within the forest reserves to which the title of Government has been confirmed by land settlement operations; these last figures are sub-divided between those State Domains which have been formally handed over to the Department of Forests for conservation and those which have not yet been so allocated. In table 2 below are given the total areas of forest lands claimed as State Domain before the settlement officers during each financial year since 1941/42 and the areas actually adjudicated as State Domain in the final schedules of rights.

Table 1.

	Area in dunums.	Area in acres.
(a) Total forest reserves	750,696	187,172
(b) Forest reserves closed to grazing	73,333	18,358
(c) Forest reserves "settled" as State Domain :		
(1) Allocated to forestry	113,067	28,267
(2) Not yet allocated to forestry	74,728	18,707

N.B. The area under (a) includes those under (b) and (c). The total area of forest reserves surveyed and demarcated is 565,346 dunums.

Table 2.

Year.	Forest areas claimed at land settlement (in dunums).	Forest areas adjudged in favour of Government at land settlement (in dunums).
1941—42	2,474	14,254
1942—43	134,276	45,367
1943—44	14,234	20,237
1944—45	34,037	60,355

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Utilization.

18. A separate but still important function of the Department is the protection of trees on private land from premature cutting by the owners. Licences are issued when suitable, the owner pays a tax to Government and thereafter is free to cut the trees and sell the timber and firewood. This departmental activity increased during the war in a major degree, and isolated trees, hedgerows and small woodlands provided at some periods the only source of supply for match factories and other industrial undertakings engaged on war work. Utilisation during the severest shortage was extremely close and wastage negligible, while the protection afforded to the felling areas allowed the trees to regenerate most satisfactorily. During the war period nearly a quarter of a million tons of firewood and timber was supplied from Palestine, of which one half went to the Forces and one half to industrial purposes.

Plantations.

19. The Department undertakes the regeneration of forests on such reserves as can be effectively controlled in present circumstances, partly by planting in blank areas and partly by the protection and encouragement of existing vegetation. Details of plantations are given in tables 3 and 4 below. Young forest and garden trees are issued free of charge to the public in considerable numbers, *vide* table 5.

Table 3.

PROGRESS IN DEPARTMENTAL AFFORESTATION.

Year	Area of new plantations		No. of plants used	Weight of seed sown Kgs.	No. of cuttings used	Cost £P.
	dunums	acres				
1939/40	—	—	—	—	—	—
1940/41	3,382	846	350,450	2,829	1,400	2,365*
1941/42	2,308	569	356,550	240	274	2,274*
1942/43	1,081	267	302,350	20	49,000	2,158
1943/44	2,293	567	470,500	638	171,300	3,828
1944/45	1,362	337	140,550	720	317,630	2,075

* Part of this afforestation was paid for from relief funds.

Table 4.

PRESENT PLANTATIONS UNDER THE CONTROL OF THE
DEPARTMENT OF FORESTS—31.3.45.

Range	Hills		Plains		Sand-dunes		Total	
	dunums	acres	dunums	acres	dunums	acres	dunums	acres
Acre	—	—	188	45	—	—	188	45
Beisan	—	—	319	77	—	—	319	77
Jenin	170	40	—	—	—	—	170	40
Haifa	2,403	592	—	—	—	—	2,403	592
Nablus	490	120	—	—	—	—	490	120
Hadera	—	—	946	232	—	—	946	232
Nazareth	3,240	800	—	—	—	—	3,240	800
Safad	432	105	—	—	—	—	432	105
Tiberias	2,198	540	—	—	—	—	2,198	540
Coast	—	—	99	24	637	155	736	179
Gaza	—	—	—	—	5,444	1,370	5,444	1,370
Hebron	4,199	1,035	—	—	—	—	4,199	1,035
Jerusalem	8,602	2,125	373	90	—	—	8,975	2,215
Total:—	21,734	5,357	1,920	468	6,081	1,525	29,735	7,350

Note:

'Hills' usually conifer.

'Plains' usually eucalyptus.

'Sand-dunes' usually acacia.

Table 5.

PLANTS ISSUED FROM DEPARTMENTAL NURSERIES.

1943/44.

Nursery	Used departmentally	Gratis issues	Total
Acre	151,555	97,291	248,846
Tiberias	81,871	27,341	109,212
Nazareth	64,430	4,852	69,282
Beisan	11,500	—	11,500
Nablus	54,000	13,060	67,060
Qaddima *	20,150	—	20,150
Ras el Ain	33,852	109,948	143,800
Jerusalem *	—	19,800	19,800
Jericho	14,000	—	14,000
Bab el Wad	33,000	27,985	60,985
Gaza	52,059	28,500	80,549
Jabaliya	125,950	25,000	150,950
Khirbet Rabieh	49,720	15,710	65,430
Wad el Quff	33,640	24,360	68,000
Total	725,717	403,847	1,129,564

Note: 1943/44 was a year in which the nurseries of the Department were not producing to capacity; for the last few years the average number of plants produced was 1,300,000 of which 530,000 were issued gratis.

* Nursery now discontinued.

Future development.

20. The next developments envisaged are :— (a) The training of staff so that an effective instrument of forest policy can be built up. (b) The improvement of communications and accommodation so that control of the forests may be made more effective. (c) The consolidation of the reserves by the straightening of boundaries, the elimination of enclaves and the settlement of disputes. (d) The large-scale closure of reserves, their management and improvement, and their eventual use for agricultural purposes or as permanent production forest.

The importance of these functions has long been recognised, and progress has been made as far as possible in the right direction, but during the ten years since the formation of the Department the conditions have not been propitious. From 1936 to 1939 civil disturbances affected chiefly those less-developed rural localities in which the uncultivated land lay. From 1939 to 1945 the war severely limited action, particularly by making it impossible to recruit qualified forestry staff. The financial stringency which now appears is further delaying development.

Soil conservation.

21. It will be seen that the main function of the Department, at least in the early stages, is the protection of vegetation in order to check flooding and soil erosion on uncultivated lands. Nevertheless, it is fairly obvious that in existing circumstances the prevention of soil erosion in cultivated lands, like all other sound agricultural practices, must be the concern of the Department of Agriculture. This division of functions has been definitely agreed upon between the two Departments; they work together in close consultation.

Soil Conservation Board.

22. In 1939 a Soil Conservation Board was constituted under the chairmanship of the Conservator of Forests. The membership of the Board is preponderantly official, but with some non-official representation; its terms of reference are :

- (a) the consideration of all problems arising from soil erosion and the resultant floods, silting, and other damage; and
- (b) the submission of recommendations for remedial and preventive measures, including legislation, publicity and education.

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The Board has normally met each month to discuss problems, recommend action and to report progress, and has inspected localities of special interest. Recommendations have been made from time to time for the demarcation and declaration of Special Areas under the Flooding and Soil Erosion (Prevention) Ordinance, 1941*. In this way land on which, or from which, erosion and flooding are of special importance is brought under Government management, irrespective of ownership. Soil conservation measures are applied, chief among which is the prevention of the overgrazing which has been the prime cause of the damage. The Board has formulated comprehensive proposals in regard to legislation to control grazing.

23. For the amelioration of rural life the application of accepted principles of soil conservation on a countrywide scale is essential. Propaganda to this end has been started on a small scale by the Board, comprising a soil conservation film, broadcast talks and newspaper articles, but the average rustic is convinced only by practical example. The first operations will serve as a demonstration to the rural population, and with suitable publicity it should prove possible to make all farmers and landowners familiar with the dangers of erosion and the effective measures of cure and prevention. Many of the Jewish farmers and institutions have already realised the importance and urgency of the problem and have recently formed a public committee for the prevention of soil erosion. Practical steps have been taken by the committee to combat erosion on agricultural land by the adoption of sound methods of cultivation. The senior Assistant Conservator of Forests is the technical adviser to this public committee so that close liaison with the Department of Forests and the Soil Conservation Board is maintained. Surveyors of the Board and of the Department of Agriculture have also co-operated with the public committee.

Conclusion.

24. Palestine has great potential resources in her favourable climate and in the fertile soil created by the breakdown of the rock over a large part of the hills. These resources must be developed by energetic measures to stop soil wastage. Incidental benefits which will accrue include the checking of disastrous floods and the production of great quantities of vegetation, much of which can eventually be made available for conversion into proteins. The Soil Conservation Board is studying this important problem and advising on policy. The function of the Department of Forests will be to put that policy into effect economically and efficiently.

* Laws of 1941, Vol. I, page 37.

CHAPTER XII.

FISHERIES.

The fisheries of Palestine may conveniently be divided into two main sections :—

- A. (1) The marine fisheries, Mediterranean coast.
- (2) The fisheries of the Gulf of Aqaba.
- B. Fresh-water fisheries and pond culture.

A.—(1) THE MARINE FISHERIES, MEDITERRANEAN COAST.

2. The fishing methods now in use consist of two classes, the legal and the illegal. The lawful methods of fishing (which have descended from very early times) are by means of various types of nets and by hook and line. More recently, the fishermen of Haifa, Acre and Zeeb have adopted the Syrian *lampara* method which involves fishing at night using strong lights to attract the fish into a special type of net. Trawling on off-shore banks has also been in operation for some years and this method has been considerably extended during the war. The illegal methods consist of dynamiting and poisoning, the latter practice having been adopted only to a very small extent. "Fish bombing" has become particularly rampant during the war on account of high prices for fish and the existence of large quantities of explosives in the country. Legislation exists to control illegal methods of fishing and the relatively heavier sentences imposed recently are having a good effect.

3. Sardines make up a large proportion of the total catch of marine fish from the Mediterranean, which in 1944 was 2,820 tons. Other important kinds of fish are grey and red mullets ('kelb'). The marine fisheries on the Mediterranean coast have expanded during the war largely because of the increase in trawling; before the war, there were only two Palestinian trawlers; now there are forty-five. The standard of efficiency is still below that of trawlers in Europe, but it is hoped that trawlers will instal refrigeration so that they may remain at sea for several days and fish in deeper waters. The lack of safe harbour accommodation and of suitable landing places for fish, particularly south of Jaffa, are factors which limit the further expansion of trawling.

A.—(2) THE FISHERIES OF THE GULF OF AQABA.

4. The Gulf of Aqaba at the extreme southern end of Palestine contains tropical fish such as barracuda, horse mackerel, snappers and garfish, besides rays, sharks and craw-fish. Up to the outbreak of war no development of the Aqaba fisheries had taken place, chiefly on account of international difficulties (the Palestine littoral being extremely constricted) and lack of a serviceable road from Aqaba to the main towns of Palestine. During the war, however, the Government developed this fishery by installing a refrigerating plant at Aqaba and a refrigerator 'mother' ship which collects the fish from the fishermen and provides them with ice. The fish, hard frozen, are sent north in insulated boxes by truck through Sinai and Beersheba to the main towns in Palestine. This fishery is operated through a Government Agency.

Since the inception of the Aqaba fisheries in 1943 the total quantity of fish caught at Aqaba and brought to Palestine for marketing amounts to approximately 125 tons.

B. FRESH-WATER FISHERIES AND POND CULTURE.

5. The Lake Tiberias fishery—which is, of course, of historic interest—has considerable economic value and at present yields about 400 tons of fish annually. During Turkish rule and after the British occupation, up to 1920, the fishing rights were leased annually and a tax of 20% on the sales of fish was levied. In 1920 Government threw open all fisheries, both marine and lacustrine, to all who cared to take out a licence to fish, and at the same time abolished the tax. The immediate result, in so far as Tiberias was concerned, was a great increase in the number of boats employed and of the men who resorted to the lake to fish. After 10-15 years it became apparent that depletion of fish stocks in the lake was taking place. A recent (1942) scientific investigation by Dr. C. K. Ricardo Bertram showed that, unless strict measures were taken, the fishery would be seriously damaged through depletion of the stock by irrational fishing. The number of fishermen permitted to fish in the lake is now rigidly restricted and stringent rules prescribe the size of the nets. There are already indications of an improvement in the fish content of the lake and the advisability of continuing the restrictions has been amply demonstrated. Nets of various types are used including the seine net, which is regarded as the traditional method of catching fish in the lake.

6. The most important kinds of fish caught in the lake are three species of *cyprinidae* (Arabic "kerseen", "qishiri" and "haffafi")

and five species of *cichlidae* (St. Peter's fish—Arabic "musht"). Cat-fish are also caught but they are not liked by the Arabs and forbidden to strict Jews.

7. In Lake Huleh there is a virtual monopoly of fishing exercised by the Huleh concessionaires through their control of the land and marshes covered by the terms of the concession. The reclamation of the papyrus marshes in this area has diminished the fish population. The yield from Lake Huleh amounting in 1944 to 90 tons, is only about 2% of the total catch of the country.

8. In 1933-34 experiments on a commercial scale, made by two experienced carp breeders from Europe at Kurdaneh, near Acre, proved that the pond culture of carp could be a profitable enterprise. Since that time this method of fish farming, which is confined as yet to the Jewish community only, has made enormous strides: the total area of ponds now exceeds 6,000 dunums and is expected to yield over 1,000 tons of fish in 1945. The majority of the ponds are in the Jordan Valley and on the northern coastal plain. Live carp can now be bought in Jerusalem, Tel Aviv and Haifa at about 520 mils per kilogramme.

9. Fish are caught in the Jordan, the Auja and the Kishon rivers but these fisheries yield only small quantities of fish. The Dead Sea will not support any animal life as the water is far too saline.

SPONGE FISHING.

10. Sponges of commercial value occur off the Mediterranean coast of Palestine but no regular sponge fishing exists. A local commercial firm is conducting experiments to determine the possibilities of establishing a sponge fishery.

MARKETING.

11. No fish market either for the wholesale or retail sale of fish exists in any town in Palestine with the partial exception of Tel Aviv, where the Municipality maintains a series of open stalls for the sale of fish. What are locally termed "fish markets" in each town are the individual shops and stores of a small number of fish dealers. Most fishermen are in debt to these dealers, with the result that the prices the former receive are low compared with the price paid by the consumer. Even before the war the price of fish was high: it was a very expensive food to all except the fishermen and was normally beyond the means of the poorer classes. During the war prices have gone to even higher

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levels, with the result that fish is generally classed as a luxury article of food, the wholesale price being about 300 mils per kilogramme.

ADMINISTRATION.

12. A Fisheries Service was first established in 1927, as a branch of the Department of Agriculture, but was abolished five years later, mainly for reasons of economy. A fishery expert, Mr. J. Hornell, F.L.S., F.R.I., was, however, appointed in 1934 to carry out a survey of fisheries in Palestine, and as a result of his report the Fisheries Service was re-established in 1936/37. A technically trained Chief Fisheries Officer was appointed. The functions of this Service are administrative—issuing licences, collecting and compiling statistics, etc.; preventive—suppressing illegal methods of fishing and enforcement of fisheries rules; and instructional—demonstration of suitable modern methods of fishing and the education of the fishermen. A demonstration fishing boat was purchased in 1937 and is used for experimental and demonstration work as well as for patrol duties in connection with “fish bombing”.

LEGISLATION.

13. A Fisheries Ordinance was first enacted in 1926 but was re-enacted, with a considerable number of additions, in 1937* together with ancillary rules**. This Ordinance includes provision for the granting of licences to take fish and permits to land fish, the prohibition of dynamiting and rules to prohibit various practices and prescribing limits as to the size of fish taken, limits as to the size of nets and fees to be charged for licences and permits.

14. The following three tables afford an indication of the development of the industry since 1935.

* Vol. I of 1937 legislation, page 157.

** *Vide* page 103 of Vol. II of 1937 legislation and index to that volume.

Table 1.

LANDINGS OF FISH.

Year	Haifa	Jaffa	Total for all landing places and lakes (not including pond culture)
	Tons	Tons	Tons
1935—36	630	670	1,930
1944—45	556	1,056	3,436

Table 2.

NUMBER OF FISHERMEN AND FISHING BOATS ENGAGED
IN THE INDUSTRY.

Place	No. of fishermen		No. of boats	
	1935	1945	1935	1945
Northern coast	465	988	161	216
Southern coast	326	2,057	253	373
Lake Tiberias	204	180	36	57
Lake Huleh	63	76	11	21
River fishery	—	56	—	6
TOTALS	1,058	3,357	461	678

Table 3.

QUANTITIES AND VALUES OF FISH IMPORTED (FRESH,
FROZEN, IN BRINE, DRY, SALTED, SMOKED AND TINNED)
AND CAUGHT LOCALLY (SEA, LAKES AND PONDS).

Year	Total fish imported and caught locally		Total fish imported					Total fish caught				
	Tons	LP.	Tons	%	LP.	%	Average price per kg. Mills	Tons	%	LP.	%	Average price per kg. Mills
1935	6,768	234,821	4,858	72	173,564	74	36	1,910	28	61,257	26	32
1936	6,186	202,945	4,894	80	164,902	81	34	1,242	20	38,043	19	31
1937	7,298	242,628	5,250	72	178,425	74	34	2,048	28	64,203	26	31
1938	6,635	221,579	5,147	78	168,005	76	33	1,488	22	53,574	24	36
1939	7,150	246,817	5,335	75	186,269	75	35	1,815	25	60,548	25	33
1940	5,697	231,973	3,736	66	164,325	71	44	1,961	34	67,648	29	34
1941	5,027	283,700	3,419	68	186,808	66	55	1,608	32	96,892	34	60
1942	4,525	614,561	2,276	50	254,317	41	112	2,249	50	360,244	59	160
1943	6,859	1,303,419	3,709	54	563,989	43	152	3,150	46	739,430	57	235
1944	8,747	1,899,829	4,707	54	773,869	41	164	4,040	46	1,125,960	59	279

CHAPTER XIII.

TRADE AND INDUSTRY.

Section 1.

TRADE AGREEMENTS, THE CUSTOMS TARIFF AND EXCISE DUTIES.

In determining the customs tariff regard is had to the terms of Article 18 of the Mandate for Palestine, which reads as follows :—

“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 or navigation, the exercise of industries or professions, or in the treatment of merchant vessels or civil aircraft. Similarly, there shall be no discrimination in Palestine against goods originating in or destined for any of the said States, and there shall be freedom of transit under equitable conditions across the mandated area.

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. It may also, 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.”

In addition to the obligation on the part of Palestine to accord to all State Members of the League of Nations what are virtually most-favoured-nation rights, Palestine has also accorded most-favoured-nation rights to most countries with which she trades, either under commercial treaties between His Majesty's Government in the United Kingdom and other Governments to which Palestine has acceded, or under various other agreements.

A. Trade Agreements.

2. Under Article 18 of the Mandate, Palestine has the right to conclude, on the advice of the Mandatory, customs agreements with any State the territory of which in 1914 was wholly included in Asiatic Turkey or Arabia. In 1921 an agreement was made between the Governments of Palestine and Syria exempting goods of local origin entering either country from import duties and

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regulating the transit of foreign goods between the two countries. This Agreement was not satisfactory, mainly because of the absence of any proper definition of "goods of local origin" and of any provisions as to whether or not goods manufactured in either country mainly from imported foreign material were exempted. The Agreement was, therefore, revised in 1929. The revised Agreement maintained the principle of free trade between the two countries and provided for customs franchise in both countries of goods manufactured in the other country, whether or not the primary material used in the industry had been imported from a foreign country. Certain local exciseable commodities were excluded from this free trade provision; and the Agreement provided for a similar exclusion of any other goods which may be agreed upon between Palestine and Syria. The Agreement remained in force until 1939, when, in an endeavour to increase the volume of exports to Syria and the Lebanon to the advantage of Palestine and to adjust the adverse balance of trade, the Agreement was superseded by two separate Agreements, viz. the Palestine-Syria Customs Agreement and the Palestine-Lebanon Customs Agreement.

These Agreements*, which are indetical in every respect, are still (January 1946) in force and provide :

- (a) that no customs duties shall be levied on certain classes of agricultural produce,
- (b) that customs duty at two-thirds of the normal rate shall be charged on certain locally produced or manufactured goods, and
- (c) that all other goods such as alcoholic liquors, tobacco, matches, salt, etc. shall be charged customs duty at full rates.

These Agreements further provide that imports into Syria or the Lebanon of foreign goods on which the duty is lower than the Palestinian duty shall, on re-export from Syria or the Lebanon into Palestine, be liable to the difference in duties and that the duty collected in Syria or Lebanon shall, on a certificate that the goods have been received in Palestine, be refunded to Palestine. This arrangement is reciprocated by Palestine and accounts are settled monthly by the payment of balances.

3. The Trans-Jordan Agreement** of 1928 provides that neither Trans-Jordan nor Palestine shall erect customs barriers between them without agreement between the two countries. There is no customs barrier between the two countries. The Agreement

* *Vide* pages 1339 *et seq* in Vol. III of 1939 legislation.

** Article VII: Seton, page 705.

further provides that Palestine shall pay to the Trans-Jordan Government, in respect of duties collected in Palestine on goods subsequently exported to and consumed in Trans-Jordan, a sum approximating to the duty collected in Palestine less the duty collected in Trans-Jordan on goods entering directly into that territory and subsequently exported to and consumed in Palestine. But tobacco, intoxicating liquors and alcohol are excluded from this arrangement and import duty is collected on importation of these commodities into either country. Foreign goods imported by Trans-Jordan through Palestine are allowed to pass in transit into Trans-Jordan and the duty thereon is collected in Trans-Jordan under the customs tariff of that country.

4. Palestine has also an Agreement with Egypt (concluded in 1936*) with a view to encouraging the flow between them of such commodities as are a speciality of the one country and are not produced in the other. The search for such specialities was excluded from the scope of the negotiations which were undertaken by a trade delegation which visited Egypt in May, 1935. Provision was made in the Agreement, however, for periodical meetings to discuss the facilities that might be granted by either country for the importation into the other country of such specialities. In the meantime it was found possible to provide for seasonal reductions of customs tariff so that Palestine produce could be exported to Egypt at a low rate of duty when the Egyptian produce of the like commodity was no longer largely on the market, and *vice versa*. As a result of negotiations, Egypt also agreed to lower the import duty on household soap and seasonally on oranges, grapefruit and water-melons, and to afford in respect of soap certain facilities including the protection of local trade-marks. On the other hand, Palestine agreed to a seasonal lowering of the duty on water-melons and has lifted the embargo which had been placed under the Plant Protection Ordinance on the importation of mangoes and tomatoes.

5. An Agreement was concluded in 1937 with Iraq for the purpose of increasing transit trade through Haifa port by establishing a free zone, and the developing of the direct trans-desert route between Iraq and Palestine; this Agreement was allowed to lapse in 1941 by mutual consent of the contracting parties since in practice it was found that little if any value accrued to Palestine.

6. Particulars of trade between Palestine and Middle East countries will be found in section 3 of this chapter.

* *Vide* pages 1210 *et seq* of Vol. III of 1936 legislation.

B. The Customs Tariff.

7. Exemptions from import duty are granted under the Customs Tariff and Exemption Ordinance, 1937*, and under the terms of the Palestine-Syria and Palestine-Lebanon Customs Agreements of 1939.

8. The Customs Tariff and Exemption Ordinance provides for the exemption of imports of charitable and religious institutions, under which heading are included educational and scientific institutions. It also provides generally for exemption in respect of agricultural stock and farm implements, including pipes and fittings, etc; passengers' baggage and settlers' effects; hospital equipment and drugs; Government and military stores; imports by the Iraq Petroleum Company, in implementation of the convention for the construction of the pipe-line to Haifa; imports of constructional material, etc. for the Consolidated Refineries Ltd., in implementation of the convention with the Anglo-Iranian Oil Company Ltd.; imports by consular officers and commercial agents; machinery and a large number of raw or semi-manufactured articles used principally for industrial production.

9. Apart from these general exemptions, specific additional privileges have been granted by Government to certain companies which have obtained concessions for the development of the natural resources of the country. The Palestine Electric Corporation Ltd., as concessionaire for the utilization of the waters of the rivers Jordan and Yarmuk for generating and supplying electric energy, was allowed, in addition to the exemption of machinery from import duty under the Customs Tariff and Exemption Ordinance, to defer the payment of duty leviable on materials imported by the Company until such time as the Company is in a position to pay a dividend on the paid-up capital of eight per cent. Clause 36 of the concession** reads :—

“(i) All customs duties and import dues for the time being and from time to time leviable or chargeable upon imports into Palestine or Trans-Jordan imported by the Company shall be payable by the Company upon all machinery or other materials imported by the Company but so that the actual payment thereof upon imports by the Company for the purpose of its works or plant shall if the Company so request be deferred until the profits of the undertaking after writing off Amortisation Depreciation and Reserve are first sufficient to enable the Company to pay a dividend of at least eight per centum per annum tax free upon so much of the subscribed capital for the time being invested in the undertaking, and thereafter the customs duties and import dues payable by the Company the payment whereof shall so have been deferred shall be paid by yearly instalments

* Vol. I of 1937 legislation, page 215. The Ordinance, with revised schedules, was reprinted in June, 1944 and is available in a separate handbook.

** Drayton, Vol. I, page 642.

not exceeding five per centum of the total amount payable in respect of the customs duties and import dues the payments whereof shall have been so deferred. And the first of such instalments shall be payable and paid at the expiration of twelve months from the time when such profits of the undertaking shall first have been sufficient to enable the Company to pay such dividend as aforesaid and the subsequent instalments at successive intervals of twelve months until the whole is paid.

(ii) The foregoing provisions shall apply to purchases by the Company of such machinery or other materials as aforesaid when the same have been or are to be imported into Palestine or Trans-Jordan for the purpose of fulfilling an order given by the Company to third persons, provided that the Company give to the Customs Authorities before the customs duty or import dues shall have been paid thereon a certificate giving the exact descriptions and quantities of such machinery and other materials together with the name of the importers and all other necessary information to enable the same to be identified exactly in which case the relative customs duties and import dues shall be charged against the Company instead of the importers and shall be payable under sub-clause (i) hereof: Provided further that this clause shall not apply to purchases by the Company of machinery or other materials in Palestine the import duties on which have already been paid”.

10. The Palestine Potash Company Ltd., enjoys specific exemptions in addition to the exemption of machinery which was provided for in the Customs Tariff and Exemption Ordinance. In this case, however, the specific exemptions were incorporated in the Exemption Ordinance. The relevant section reads:—

“Preheaters, superheaters, refiners, earthenware vessels, decomposition tanks, glass pipes, granite blocks for the construction of granite towers, perforated stoneware plates, stoneware pipes and such other articles in the nature of fixtures as are necessary for the assembling of a complete chemical unit for the production of any mineral salts, minerals and chemicals contained in and beneath the waters of any inland lake or sea in Palestine: Provided that the importer, before importation, furnishes the Director with a list of the articles to be imported”.

11. The value of exempted and non-dutiable goods imported in 1944 amounted to £P.20,882,000. Of this value 3.1% was imported from Syria and the Lebanon under the terms of the Palestine-Syria and Palestine-Lebanon Customs Agreements; 39.8% was in respect of imports of crude oil; 5.7% was in respect of imports of stores, etc. by the Iraq Petroleum Company and Consolidated Refineries Ltd.; 3.7% was in respect of machinery; 14% was in respect of barley; 4.7% was in respect of Government stores; and 28% in respect of such imports as seeds and nuts for oil pressing, raw cotton and wool, yarns of silk, wool and cotton, hides and skins and rough diamonds. The total amount of this last class of commodities was approximately £P.6,000,000 re-

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presenting, in the main, the value of raw and primary materials imported for local industry. It is of interest to note in this connection that imports of rough diamonds were valued at £P.1,500,000.

12. The classification of total imports for 1944 between non-dutiable and dutiable imports is as under :—

Classification	Non-dutiable £P.	Dutiable £P.
I. Food, drink & tobacco	3,474,663	10,810,473
II. Raw materials and articles mainly unmanufactured	12,661,676	1,072,444
III. Articles wholly or mainly manufactured	4,602,914	3,458,895
IV. Miscellaneous and unclassified goods	142,651	—
Total	20,881,904	15,341,812

13. It has been the policy to levy import duties at specific rates where practicable with the object of giving the revenue stability and, in appropriate cases, for the purpose of protecting local industry. Owing, however, to the increase and fluctuations in import values during the war and the need for additional revenue, it was found necessary, early in 1944, to impose additional duties of 5% *ad valorem* on goods chargeable with *ad valorem* duty and 10% *ad valorem* on goods chargeable with specific duty.

It is estimated that these additional duties, together with other increases in duties on benzine and on luxury items such as beers, wines, spirits and tobacco, have resulted in a yield of £P.1,500,000 over the basic customs revenue collected before their imposition.

14. In 1944 the total customs duty collected was £P.3,204,938 (including a sum of £P.1,209,000 duty collected on benzine and kerosene processed in Palestine). Excluding benzine and kerosene the customs revenue amounted to £P.1,995,000 and represented approximately 14.8% of the value of dutiable imported goods. Most of the specific duties already in force were determined many years ago when the price level was much lower than now and it will be necessary to revise these duties when prices become stabilized under normal trading conditions and to reconsider the additional *ad valorem* duties which were superimposed as a war revenue measure.

Determination of tariff changes.

15. Between the years 1921 and 1927 a number of tariff changes designed to protect the interests of local agriculture and industry were introduced by direct administrative action, and in the latter year this form of protection was adopted as a general policy. To further this policy and to ensure representation of all the interests affected a Standing Committee for Commerce & Industry was appointed in March 1928 as an advisory body to Government on such questions effecting commerce and industry as might be referred to it. The committee, which was at first under the chairmanship of the Treasurer, and later of the Economic Adviser, comprised as members the Director of Agriculture and Fisheries, the Director of Customs, Excise and Trade and the General Manager, Palestine Railways, also five non-official members, three Arabs and two Jews, selected to represent the interests of agriculture, commerce and industry. This committee advised Government on all applications addressed to it for assistance by tariff manipulation and the grant of drawbacks, and from the time of its institution to the outbreak of war in 1939 it had dealt with 223 applications and had recommended to Government 183 measures for adjustment of the tariff which were subsequently accepted by Government, approved by the Secretary of State and put into effect.

16. Assistance to agriculture was rendered by the introduction of import quotas and a sliding scale of import duties on wheat, wheat-flour, semoule, rye and rye-flour, designed to ensure to the growers of wheat a minimum and steady return for this staple product. Producers of olive oil were protected by the regulation of imports of unrefined olive oil, acid and offal oils, and adjustments were made in the tariff to assist the growers of barley, sesame, potatoes and tomatoes and the producers of eggs and poultry. The citrus industry benefited from the grant of a drawback on every case of citrus exported in respect of the import duties previously paid on the timber forming the cases.

17. Encouragement to local industries took the form, first, of the exemption from duty of machinery and certain raw or semi-manufactured materials imported for production; secondly, of a lowering of the duties on other materials necessary for local industry, and, thirdly, of an increase in the rate of duty on the imported finished product similar to the article locally manufactured.

18. The outbreak of war reduced and later, when Italy entered the war, removed the need for tariff assistance to either agriculture or industry. With the stoppage of foreign competition, demand for the products of both exceeded supply and returns to producers became highly remunerative. The services of the Standing Com-

mittee for Commerce and Industry were thus no longer required and the committee has not met since 1940. The considerable changes in the tariff which were effected during the war years were revenue measures increasing taxation and were introduced by direct administrative action. The few requests by industry for assistance which have been made since the end of the war have been dealt with administratively on the advice of the appropriate official advisers of the Government. The post-war machinery to be established for such work in the future is now under consideration. An important point to note, however, is that a substantial number of raw materials have recently been exempted in consonance with new industrial development during the war.

The customs tariff, excise duties, and main changes prior to September, 1939.

19. At the time of the British occupation, the customs revenue was derived from an import duty levied on all foreign goods at the flat rate of 11% *ad valorem*, with the exception of goods from Egypt which paid 8% in accordance with an Agreement of 1890. In addition to the above each municipality was authorised to charge an additional fee (an octroi) of 1% *ad valorem* on foreign goods entering the municipal area.

An export duty of 1% *ad valorem* was levied on all goods exported, and a transit-fee of $\frac{1}{2}$ % *ad valorem* was charged on goods passing through the country in transit.

In 1921 the octroi of 1% was abolished and replaced by the Foreign Import Additional Duty of the same rating. This was collected by the Customs Department, bringing the general *ad valorem* rating for imported goods up to 12% *ad valorem*, the municipalities being compensated.

The Agreement with Egypt was cancelled in 1923, and the export duty and transit-fees were abolished in 1926 and 1929 respectively.

20. In 1921 the first specific duties were imposed on tobacco; this measure coincided with the abolition of the monopoly previously held by the *Regie Co-Interessee Des Tabacs de l'Empire Ottoman* and was co-incidental with the imposition of a land tax of £P.2 per dunum on tobacco plantations.

21. A Customs Duties Ordinance was introduced in 1923, as an urgent revenue measure, but was also designed to meet the changing economic needs of the country and to obtain more accurate statistical information of foreign trade. In that and the following year a number of specific duties—notably on tea, sugar and motor spirits—replaced the general *ad valorem* rating; imports were classified and exemption granted on certain foodstuffs, raw mater-

ials and settlers' effects. Substantial increases in the *ad valorem* duties were imposed on wines, spirits, beer, perfumery and confectionery.

Subsequent changes were clarified and consolidated in the Customs Tariff Ordinance of 1927 which repealed all previous enactments. This Ordinance was, in turn, replaced by the Customs Tariff and Exemption Ordinance, 1937, in which was adopted the League of Nations tariff nomenclature and system of classification of imports. This Ordinance combined all previous tariff enactments and exemptions and remains, with amendments, the Ordinance in force to-day.

22. The process of converting *ad valorem* duties to specific duties, where the latter were more suitable, was continued and further increases for revenue purposes were made in respect of motor-spirits and kerosene, matches, alcoholic liquors, motor-cars and toilet preparations.

23. The import duty on benzine was originally collected at the rate of 11% *ad valorem* in addition to which a sur-tax of 2% *ad valorem* on inflammable liquids was levied. In 1923 the rate of duty was changed into a specific duty of 160 mils per 4-gallon tin, which at the time was equivalent to approximately 50% *ad valorem*. In 1928, in compensation for the sacrifice of revenue on certain exemptions granted on raw materials as an encouragement to local industries, the duty on benzine was raised to 180 mils per 4-gallon tin. In 1930 the duty was increased to 200 mils per 4-gallon tin against a reduction in fees for licences to keep motor vehicles. Further increases were made in April 1938, and in the financial year 1938/39 the duty was 219 mils per 4-gallon container, yielding a revenue of £P.497,000 on a consumption of 46,440,000 litres.

24. The import duty on sugar was collected at the rate of 11% *ad valorem* until 1923 when it was increased to a specific duty of £P.10 per ton at a time when the need for additional revenue was pressing. The duty was roughly equivalent at that time to a tax of 50% *ad valorem*. Imported sugar is usually a highly dutiable commodity elsewhere for the reason that it is a commodity of general consumption and ensures a revenue contribution from the bulk of the population. With the drop in the value of sugar in subsequent years the *ad valorem* equivalent of the specific duty rose until, in 1932, it had reached approximately 100%, and as a measure of relief to the tax-payer the duty was reduced in 1935 to £P.5 per ton. The decision to reduce the duty on sugar was

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also influenced by the negotiations with the Egyptian Government at that time for the encouragement of trade between the two countries. Subsequently, in 1938, for revenue reasons, the rate had to be increased to £P.7.500 mils per ton. Imports in 1939 amounted to 27,682 tons, yielding a revenue of £P.191,273.

Protection of Palestine agriculture and industry.

25. The adoption of the general policy in 1927 of protecting local agriculture and industry by tariff manipulation and the establishment of the Standing Committee for Commerce and Industry in 1928 accelerated the process of Government assistance and resulted in numerous changes in the import tariff.

26. In 1930 the import duty on wheat was a specific duty of £P. 3.500 mils per ton. Wheat-flour and rye-flour were dutiable at the rate of £P.4.500 mils per ton but in the interests of the local millers rye was dutiable at £P.1 per ton only. Palestine produces hard wheat; it does not produce either soft wheat or rye. Most of the hard wheat produced locally is consumed by the rural population, although, before the war brought general prosperity, a large quantity of it was sold to, and bought again from, the money-lender owing to the impecuniosity of the cultivator. The immigrant population in the towns, however, consumed flour made of soft wheat which had to be imported and rye-flour which was partly imported as flour and partly as rye and milled locally. In 1930 a licensing system was adopted for the importation of wheat, rye and their flours in order to restrict the importation of flour made from soft wheat, the price of which was very low and the importation of which was to the detriment of the cultivator of locally grown hard wheat. This measure of control, however, proved inadequate, and the difference between the duty on the grain and the duty on flour was insufficient for the protection of local millers. In 1932, on the recommendation of the Standing Committee for Commerce and Industry, Government imposed a seasonal duty, providing for a lower duty when the local stock was presumed to be exhausted and a higher duty when the local crop was available on the market. Care was taken to maintain a difference of £P.3 per ton between the duty on flour and that on grain in the interests of the local miller. The duties imposed were as shown below :—

Period	Duty per ton on	
	Wheat	Flour of wheat and rye
January to May	£P. 2	£P. 5
June to December	£P. 5	£P. 8

27. In June, 1933, however, it was deemed necessary to take a further step with a view to protecting the local wheat grower and miller and to assuring them a minimum return. A sliding scale of duty was devised, increasing in an inverse ratio to the drop in the c.i.f. value of individual consignments, so as to maintain on the local market, theoretically, with the addition of the import duty, constant prices of wheat at £P.9 per ton, of rye at £P.8 per ton, of wheat flour at £P.12.500 mils per ton, and of rye flour at £P.11.500 mils per ton. In order to avoid the valuation of each imported consignment, the c.i.f. value of these commodities, for the purpose of ascertaining the duty chargeable, was fixed quarterly in advance by the Director of Customs, Excise and Trade and published in the *Gazette*. The general quarterly allotments of grain and flour were fixed by the Standing Committee for Commerce and Industry, but the allocation of quotas and the distribution of permits among the applicants for importation quotas rested with the Director of Customs, Excise and Trade in consultation with the Chamber of Commerce concerned.

28. Beneficial as these measures might have been, the full benefit therefrom could not accrue so long as the Palestine-Syria Customs Agreement of 1929 was in full force. Under the terms of that Agreement the produce of either country was allowed to be imported into the other country duty free. The importation of Syrian wheat, which was of the same quality as the local produce (hard wheat), considerably reduced at times the benefits which the system was intended to bestow on the local cultivator, and in February, 1935, negotiations commenced with a view to including Syrian wheat in the total quota of imported wheat. The Syrian authorities agreed to this limitation on the understanding that Syrian wheat would continue to be imported into Palestine duty free in accordance with the terms of the Agreement. They also desired the substitution of a fixed specific duty of £P.3 per ton on imported hard wheat for the sliding scale of duty in Palestine. This request presented no difficulty since the c.i.f. prices of hard wheat imported into Palestine had not fallen below £P.6 per ton and Government retained its freedom of action in case it was found necessary at any time to raise the specific duty above £P.3. These arrangements came into force in April, 1935. The Palestine-Syria and Palestine-Lebanon Customs Agreements of 1939 continued this protection to the local growers and provision was made in these agreements for the importation of a maximum amount of hard wheat to be imported from both territories of 5,000 tons free of duty in any one year.

29. The benefits of the measures taken for the protection of local growers of wheat are derived principally by the Arabs who

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are the main growers, although the Jews also produce considerable quantities.

The benefits to millers may be taken as equally divided between Arabs and Jews : the total output, excluding the output of Arab village mills, is about equally divided between Arabs and Jews. (The village mills were not affected by these changes in the import tariff as they do not buy grain and do not produce flour for sale. The villagers from the surrounding villages take their grain to the mills and bring back the flour for their own consumption : some pay for the milling in cash while others pay in kind.

30. In the case of barley, the duty was raised in June 1934 from £P.1 to £P.2 per ton and in August of the same year from £P.2 to £P.3 per ton in the interest of the local grower. In 1937 the rate of duty was fixed at £P.1 per ton of barley when valued at £P.5 or under and exempt when the value was over £P.5 per ton. This measure of protection was intended to benefit the grower of barley generally; the main crop of barley is produced by Arab cultivators since barley is grown mainly in the Gaza and Beersheba sub-districts and Jewish holdings in these areas are relatively small.

31. Other agricultural products which received protection were : olives, oil-seeds, tomatoes and potatoes.

32. The olive oil soap industry is one of the oldest and was one of the most important industries of the country. It previously supplied most of the local demand for soap and also produced substantial quantities for export, principally to Egypt. Originally, on exportation of olive oil soap a drawback was given in respect of the import duty paid on caustic soda which was largely used in the manufacture of the soap; but in 1927 caustic soda was exempted from the payment of customs duty. Owing to the smallness of the local olive oil crop in certain years, olive oil imported for industrial purposes was also exempted from the payment of duty, although in the interests of the local olive cultivator during years of good crops the importation of olive oil was subject to a licensing system. In 1928 acid oils and cheap fats for soap making were exempted from the payment of import duty for the encouragement of industries engaged in the manufacture of the cheaper kinds of soap; and a large local industry has been established under this protection. The olive oil soap industry is conducted on most primitive lines; and it is difficult for olive oil soap, made from expensive olive oil, to compete with the cheaper kind of soap, made from cheap acid oils and fats, which are largely in demand, although olive oil soap has a certain monopoly sale among Arabs. The question of granting assistance to the olive oil soap industry without causing any serious harm to the cheaper soap in-

dustries and raising unduly the cost of soap to the consumer generally presented very great difficulties; it was felt that the solution lay largely in the improvement of the methods of production of olive oil apart from those of the actual soap-making. The local consumer of the cheaper kinds of soap, both Arab and Jewish, obviously benefits from the exemption from the payment of import duty on acid oil and cheap fats largely used in their manufacture as there is fair competition between local products and imported products of this kind of soap. The olive growers, nearly all Arab growers, were assisted by the limitation imposed on imports of olive oil, and the exemption from payment of import duty on caustic soda and on olive oil, when the latter is allowed to be imported, undoubtedly helps the local olive oil soap industry.

33. When oil seeds were exempted from duty in 1926 to assist the development of an oil crushing industry in Palestine, sesame-seed was excluded as a considerable quantity is produced locally as a summer crop (*vide* section 1 of chapter IX). Later, the duty on imported sesame was increased to £P.3 per ton to assist the local growers and a further measure of assistance was given in 1938 when the duty on imported *tehini*—an extract of sesame seed—was raised to £P.8 per ton.

34. The importation of tomatoes into Palestine was prohibited under the provisions of the Plant Protection Ordinance, 1924, and this prohibition was an incentive to tomato growing in Palestine. The variety of climatic conditions enabled local growers to supply the country's requirements all the year round, but it was found that in summer when the main crop was on the market the price was so low that tomato growing became unremunerative; in winter, however, the growers in the plains who had water for irrigation were able to place tomatoes on the market and to dispose of their produce at remunerative prices. In 1935 it was ascertained that the Egyptian tomato was free from disease and the embargo on tomatoes was removed as far as Egypt was concerned and, although tomatoes were liable to an import duty of £P.2 per ton, the competition of the Egyptian tomato brought down the price on the local market to such an extent that the winter crop also ceased to be remunerative. A committee was appointed to enquire into this matter and its findings were referred to the Standing Committee for Commerce and Industry on whose recommendation the duty was raised to £P.4 per ton.

The benefits from this measure of protection is divided between Arabs and Jews in proportion to their shares in the production of the crop.

35. The Department of Agriculture, after careful experimentation, demonstrated the possibility of growing potatoes locally as a

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winter crop mainly in the plains, partly under irrigation and partly as dry farming. The Department helped cultivators by importing potato seed and selling it to growers at cost price. Gradually potato cultivation became wide-spread; the crop was some 33,000 tons in 1944/45. The main crop is harvested in April which coincides with the main harvest of Cyprus. The import duty on potatoes was £P.1 per ton, but this duty was insufficient to protect the local grower against the competition from the importation of Cyprian potatoes. On the other hand, it was not considered desirable to raise the cost of staple foodstuff like potatoes for the whole year when a seasonal duty would be sufficient as a protective measure. The import duty was therefore raised yearly to £P.3 per ton from the 1st April to the 15th July.

The benefits resulting from this measure of protection are again shared by Arab and Jewish growers in proportion to their share in production.

36. Measures taken for the assistance of industry covered a great variety of materials and a wide range of industries.

37. In addition to the Palestine Electric Corporation Ltd. and the Palestine Potash Company Ltd., previously referred to in this note, one of the earliest industries to be established was the "Shemen" oil refinery and soap factory. This was first registered in the United Kingdom in 1920 under the name of "Palestine Oil Industries—Shemen—Ltd.", and began business in Palestine as a foreign company. In 1928 the company changed its name to "The Eastern Oil Industries Ltd.". The following year, 1929, a new company was registered in Palestine under the name of "The Palestine Oil Industries—Shemen Ltd.", and in 1931 this company acquired the assets in Palestine of the Eastern Oil Industries Ltd. Protection was afforded to the activities of the company, the import duty on all edible oils being raised from £P.8 per ton to £P.10 per ton, with the exception of the duty on cotton seed oil which was raised from £P.8 to £P.15 per ton. Seeds used for the extraction of edible oil were, with the exception of sesame seed, exempted from import duty so that the primary material used for expressing edible oil could be imported duty free, while the import duties were increased on those oils which could be used as substitutes for the oils locally produced.

The "Shemen" company is a Jewish company and subsequent to its formation a further Jewish company, "Itzhar", was established in the industry of expressing oils. The products of both are consumed by all sections of the community and the Arab growers of olives benefit from the purchases of olive oil by the companies.

38. Among the industries that were first set up in Palestine was the "Nesher" cement factory, a Jewish enterprise, which was established in 1923. Most of the machinery imported for the installation of the factory and coal used in the production of cement are exempted from import duty, as are also barrels, hoops, staves, sacks and paper bags. During the earlier years, while the factory was being established, competition was severe and it was necessary further to protect the "Nesher" company by increasing the duty on imported cement from 200 mils per ton to 600 mils per ton. Later, in 1929, it was again found necessary, owing to competition of the imported cheaper Italian cement, to increase the duty to 850 mils per ton.

39. In 1936 at the request of a Jewish rice mill, which had been established in Haifa, the duty on rough rice, which hitherto had been the same as on clean rice, namely £P.1.500 mils per ton, was reduced to 500 mils. At the same time, and at the company's request, rice meal and broken rice became dutiable on importation at the same rate as clean rice. Subsequently, encouraged by this tariff assistance, an Arab rice mill was also established in Haifa. Imports of rough rice in 1939 amounted to 11,162 tons yielding duty of £P.5,581.

40. The fruit canning industry was established by Jewish enterprise in 1930 and has developed rapidly. As a measure of encouragement Government granted exemption from import duty in respect of various items of the plant and empty cans, jars, bottles, etc. Further measures of assistance were granted by providing facilities for the manufacture in bond for export, reduction of the duty on imported fruit pulps, and increased duties on a number of imported finished products with which the industry had to compete, notably sauerkraut, pickled olives, cucumbers, cauliflower and tomato juices.

41. A Jewish brewery was set up in Rishon-le-Zion towards the end of 1935 and, when production began, application was made for an increase in the import duty on foreign beer. It was ascertained that the establishment of a brewery would not prejudice the long-established wine industry. The duty on beer in bottles was raised from 20 mils to 25 mils per litre and on beer in barrels from 15 mils to 20 mils per litre; at the same time, in order to compensate in a measure for the loss of revenue that was expected to result, an excise duty of 5 mils per litre was imposed on locally produced beer. In August 1933 the brewery had applied for exemption from import duty of the raw material to be used in the production of beer, namely, malt, hops and yeast. Exemption was granted in respect of malt and hops. In regard to yeast it was considered that this commodity could be obtained locally as a by-

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product of alcohol distillation and that exemption, if allowed, might be detrimental to distillers. The increase in the import duty on beer greatly favoured the importation of Syrian beer which, under the terms of the Palestine-Syria Customs Agreement, was imported into Palestine duty free. Government receipts suffered, since the excise duty was inadequate to make up for the loss of import duty; and the company complained that it was not able to export its products to Syria, where it might have stood a chance of competing with Syrian beer on grounds of quality were it not for a *taxe de consommation* which the Syrian authorities levied alike on locally produced and imported beer. This unsatisfactory condition was remedied by the terms of the Palestine-Syria and Palestine-Lebanon Customs Agreements of 1939, which provided for payment of duties at the full rate on beer imported from Syria and the Lebanon. Two other breweries, both Jewish undertakings, have since been established and, with the absence of foreign competition during the war and the presence of large numbers of troops in the country, output increased to 15 million litres* in 1944, yielding an excise duty of £P.162,000.

42. In 1934, on application from two Jewish manufacturers for the protection of an industry for the local manufacture of cigars, the Standing Committee for Commerce and Industry increased the duty on imported cigars to £P.2 per kilo, and in the following year approved a scheme for drawback on exported cigars of local manufacture based on the import duty paid on leaf tobacco.

43. For some hundreds of years there has been a hand-loom weaving industry in Palestine, Majdal being the traditional centre for this industry. With the influx of Jewish immigrants, the textile industry has been developed on the lines elaborated in section 4 of this chapter into one of the principal industries in the country comprising spinning and weaving mills equipped with modern machinery and employing hundreds of operatives. Concurrently with this development large subsidiary industries of dyeing and printing, finishing and ready-made clothing have been established. The growth of these industries owes much to Government assistance. All textile yarns have been exempted from duty and progressive increases in the import tariff imposed on competitive foreign goods to protect the industry throughout the whole range of its products. These protective duties amount, on certain items, to 40%. While the introduction of modern methods of manufacture in the years preceding the war was due almost entirely to Jewish enterprise, Arab industrialists are taking an increasing in-

* Civil market.	4,776,000 litres
Police.	690,000 litres
Army.	9,319,000 litres

terest in the textile industry and a number of Arab enterprises has now been established.

44. The foundation of the important diamond cutting and polishing industry in Palestine was laid in 1937 with the arrival in the country of a few refugee experts. A number of small workshops was established, and in 1938, to assist this promising industry, the import duty of 15% *ad valorem* then existing on all imported diamonds, whether rough or polished, was removed. Encouraged by this removal of duty on its raw material, the rough diamond, the industry developed rapidly, and 33 factories were quickly established employing 3,300 workers. Practically the whole output of the industry is exported and in 1944 the value of these exports amounted to over £P.3,200,000, the largest value of any single exported commodity. Concurrently with this industrial development the removal of the import duty on cut and polished diamonds resulted in the development of an important diamond bourse in Tel Aviv. Both industry and trade are entirely Jewish enterprises.

45. Minor industries which received tariff assistance in the years preceding the outbreak of war were numerous; they included metal, glass, pottery, alcohol, perfumery, leather, fancy goods, wood-working and furniture industries.

C. Excise Duties.

46. Under the Turkish regime tobacco growing and manufacture was a monopoly of the *Regie Co-Interessee des Tabacs de l'Empire Ottoman* and remained so until 1921 when the first specific duties were imposed on tobacco leaf. The present Tobacco Ordinance regulating the plantation and manufacture of tobacco was promulgated in 1925*. Growers and manufacturers were licensed; growing grounds were brought under close revenue survey; disposal of the crop was supervised; and an excise duty of 300 mils per kilo was imposed on the tobacco leaf produced. For purposes of revenue this rate has been increased from time to time and in 1939 was 400 mils per kilo, yielding a revenue of £P.216,000. Nearly all the locally grown tobacco is cultivated by Arabs in the northern districts. Both cultivation and manufacture have developed considerably and constant assistance has been given by Government to the growers to improve the quality of the crop. In 1937 the number of individual growers had increased to over 4,000, yielding a crop of 2,400 tons occupying an area of 55,000 dunums. This production was, however, more than the manufacturing industry could absorb, and production was drastically curtailed in 1938 and 1939; in the latter year the number of individual growers was reduced to 2,000 producing a crop of 500 tons. In

* Drayton, Vol. II, page 1418.

that year there were 13 licensed factories engaged in the manufacture of locally grown and imported leaf tobacco with an output of over 600 tons. Of these factories six were Arab undertakings and seven Jewish, the largest single factory being Arab.

47. The manufacture of intoxicating liquors was, under the Turkish regime, the responsibility of the Ottoman Public Debt Administration and continued so until 1923 when the administration was wound up. From 1923 to 1927, when the present Intoxicating Liquors (Manufacture and Sale) Ordinance* was promulgated, the system in force under the Ottoman Public Debt Administration was continued. Manufacturers were not continually supervised and materials were not prescribed. A board of assessment composed of officers of the District Administration visited the manufacturers' premises before the vintage and again afterwards, taking an inventory of the stock on each occasion. The difference between the two stocks was regarded as the quantity manufactured and the value was estimated for the purpose of assessing the *ad valorem* duty. When distilleries obtained raw materials for the manufacture of alcohol, the quantity of such materials was reported to the District Administration, the yield was calculated from the quantity of material supplied and the distilleries accounted for such estimated quantity of spirits produced. The introduction of the Intoxicating Liquors (Manufacture and Sale) Ordinance, which was desirable as much in the interests of public health as of revenue, brought under close revenue supervision all processes of manufacture of intoxicating liquors and the materials used. From 1923 the revenue from the liquor trade has been paid to the Department of Customs. The industry has developed steadily and in 1939 there were 18 distilleries, 15 wine manufacturers and one brewery. Production in 1939 amounted to 2,000,000 litres beer, 3,000,000 litres wine and 1,250,000 litres spirits, yielding a total revenue of £P.60,000. Of these industries six distillers and one wine manufacturer are Arabs, the remainder being Jews.

48. The production of salt was also a monopoly under the Ottoman Public Debt Administration and remained so until the introduction in 1925 of the Salt Ordinance, which brought the manufacture of salt under control and imposed an excise duty of 1.5 mils per kilo. Manufacture is under licence granted to two licensees, one Arab and one Jewish undertaking. Production in 1939 amounted to 7,000 tons, yielding an excise revenue of £P.11,000.

49. The methylating of spirits, introduced in 1932 by Jewish enterprise, necessitated the promulgation of the Methylated Spirits Ordinance** of that year, controlling manufacture and imposing an

* Drayton, Vol. II, page 794.

** Drayton, Vol. II, page 925.

excise duty of 15 mils per litre. Production in 1939 amounted to 613,000 kilos, yielding an excise duty of £P.9,000.

50. A match factory was established at Acre in 1926. This enterprise is financed partly by local Jewish interests and partly by a Swedish match company. It employs both Arab and Jewish labour. Its establishment necessitated the promulgation of the Matches Excise Ordinance* of 1927, bringing manufacture and disposal under close control and imposing an excise duty on the finished products. Three other factories were subsequently established — a Jewish factory at Rishon-le-Zion and Arab factories at Nablus and Nazareth. Production in 1939 amounted to 228,000 gross of boxes, yielding duty of £P.31,000.

51. Support by the Standing Committee for Commerce and Industry to an application addressed to it by a prospective Jewish manufacturer of playing cards resulted in the introduction of the Playing Cards Excise Ordinance in 1938**. Manufacture continued for a brief period but the enterprise failed as it was unable to meet the competition of European manufacturers.

Main changes in the customs tariff and excise duties since September, 1939.

52. The war years witnessed a remarkable change in industry in Palestine which quickly showed its adaptability by replacing a wide range of manufactured goods which had previously been imported. In addition to the development of existing industries, new enterprises, covering many classes of manufactured goods, were quickly established. It is interesting to note that, while this industrial development was largely initiated by Jewish enterprise, the Arabs showed a rapidly increasing interest in industry and, during the war years, a number of entirely Arab industrial enterprises was established, a trend towards industrialization which may be expected to continue. Particular interest is being shown by the Arabs in all branches of the textile industry and in the glass industry.

53. Protection for industry by tariff manipulation was not required during these years, but considerable increases of customs and excise duties were imposed as revenue measures. The burden of this increased war-time taxation was borne by all sections of the community and if industry derived some benefit from these increases it was incidental to, and not the reason for, their imposition.

54. The first large war-time increase in taxation occurred in 1940 when the general *ad valorem* rating of 12% was increased to

* Drayton, Vol. II, page 905.

** Laws of 1938, Vol. I, page 21.

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15%. Specific duties on intoxicating liquors and tobacco were at the same time increased by amounts varying from 25% to 50%.

Changes of minor importance only occurred in 1941 and 1942, but in 1943 the specific duties on intoxicating liquors and tobacco were again increased a further 50% and a small increase was imposed on motor spirits.

In April 1944 an additional duty of 10% *ad valorem* was imposed, with the exception of foodstuffs and a few other commodities, on all imported goods liable to specific duties and of 5% on all goods liable to duties *ad valorem*, and once again the duties were raised on motor-spirits, intoxicating liquors and matches. The effect of these measures has been felt by all classes of the community, but the extra yield of revenue has played an important part in enabling Government to subsidize foodstuffs and keep the cost of these to the consumer within reasonable limits.

In the same year an excise duty of 500 mils per ton was imposed on locally produced cement as it was shown that with the general inflation prevailing during the war the imposition of such a duty would have a negligible effect on building costs. This duty produced in its first year of operation £P.26,000.

55. As in 1939, benzine continued to be the main revenue-producing commodity, yielding, at over £P.1,000,000, approximately one-third of the total import duty of £P.3,200,000, to which imported tobacco and cigarettes contributed a further £P.750,000. The yield from excise duties of £P.1,680,000 showed a five-fold increase, the principal collections being nearly £P.1,000,000 from tobacco and over £P.500,000 from intoxicating liquors.

56. The arrival of goods of foreign origin at comparatively low prices which can be expected in an increasing flow in the near future will re-create the problem of the support to be given to local agriculture and industry by manipulation of the tariff, a problem which is now complicated by the numerous new industries established during the war under the burden of large capital outlay and, often, machinery of a less high standard and efficiency than would have been utilized had supplies been available. In the past it may be said, broadly speaking, that assistance by tariff manipulation to agriculture has been primarily to the benefit of Arab producers, and to industry to the benefit of Jewish producers, but increasing benefits are now being derived by both from either form of assistance. The Arabs are becoming increasingly interested in industry and the Jews are steadily diversifying agricultural development.

Section 2.

FOREIGN TRADE OF PALESTINE*.

57. In the foreign trade of Palestine five categories of trade are distinguished, namely: (1) imports, (2) exports, (3) re-exports, (4) re-exports from bond and (5) transit trade.

58. *Classification by classes, groups and commodities.*— All goods appearing in the trade statistics of Palestine are classified into the following classes:—

Class I — Food, drink and tobacco.

Class II — Raw materials and articles mainly unmanufactured.

Class III — Articles wholly or mainly manufactured.

Class IV — Animals, living, not for food.

Class V — Bullion and specie.

The first four classes are further sub-divided into 38 groups and 760 items with further divisions in the case of certain items. The serial number and the description of the commodities correspond to those of the Customs Tariff and Exemption Ordinance, 1937**.

59. *Trans-Jordan.* — No statistics of imports from Trans-Jordan into Palestine or of exports and re-exports from Palestine to Trans-Jordan were compiled by the Palestine authorities prior to July, 1941.

60. *The trade aggregates.* — The trade figures compiled by the Director of Customs in respect of the years 1919-1921 included the values of the import and export trade passing to and from Syria in transit. Separate data regarding the foreign trade of Palestine are available therefore only since 1922.

61. The following table gives the four main categories of Palestine's foreign trade during the years 1922-1944:—

* Detailed figures of foreign trade are published quarterly in the General Monthly Bulletin of Current Statistics and annually in a separate volume.

** Volume I of 1937 legislation, page 215.

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VALUE OF IMPORTS, EXPORTS, RE-EXPORTS AND TRANSIT TRADE.
1922-1944.

Year	Imports	Exports	Re-exports	Transit trade
	LP.	LP.	LP.	LP.
1922	5,726,241	1,388,555	193,750	406,003
1923	4,948,908	1,412,520	240,056	241,320
1924	5,401,384	1,231,602	145,479	202,195
1925	7,526,657	1,330,830	143,283	126,049
1926	6,594,098	1,308,333	179,620	109,807
1927	6,184,454	1,899,759	246,592	131,029
1928	6,770,818	1,487,207	177,802	177,447
1929	7,166,593	1,554,262	197,671	265,501
1930	6,985,258	1,896,095	182,222	155,385
1931	5,940,000	1,572,061	251,338	177,162
1932	7,768,920	2,381,491	243,607	196,376
1933	11,123,489	2,591,617	319,302	187,883
1934	15,152,781	3,217,562	283,946	239,575
1935	17,853,493	4,215,486	300,671	823,088
1936	18,979,023	3,625,233	642,293	513,252
1937	15,903,666	5,813,536	636,092	828,149
1938	11,356,963	5,020,368	663,217	671,915
1939	14,632,822	5,117,769	348,632	549,872
1940	12,560,812	4,072,823	183,140	796,276
1941	13,324,983	4,216,256	662,021	913,889
1942	21,375,222	8,676,399	579,730	3,046,728
1943	27,202,900	12,752,351	492,567	6,204,209
1944	36,223,716	14,638,464	965,131	6,938,212

It will be seen that, apart from the year 1931 which was a year of world depression, the value of imports has shown a steady upward trend from £P.5.7 million in 1922 to £P.36.2 million in 1944; while the value of exports has risen from £P.1.4 million in 1922 to £P.14.6 million in 1944. These increases amount to 533 per cent. in the case of imports and 956 per cent. in the case of exports during the 23 years of Palestine's foreign trade.

62. The next table shows the value of imports, exports and total merchandise trade per head of population.

VALUE OF TRADE PER HEAD OF POPULATION.

Year	Imports	Exports	Total trade	Year	Imports	Exports	Total trade
	LP.	LP.	LP.		LP.	LP.	LP.
1931	5.732	1.517	7.249	1938	7.913	3.498	11.411
1932	7.235	2.218	9.453	1939	9.744	3.408	13.152
1933	9.749	2.271	12.020	1940	8.132	2.637	10.769
1934	12.517	2.658	15.175	1941	8.404	2.660	11.064
1935	13.648	3.223	16.871	1942	13.195	5.356	18.551
1936	10.228	2.652	12.880	1943	16.225	7.606	23.831
1937	11.345	4.147	15.492	1944	20.823	8.415	29.238

63. *The visible balance.* — During the 23 years of recorded foreign trade transactions Palestine has always had a considerable adverse balance of visible trade. The following table sets out the value of the adverse balance for each year and the proportion between total imports and total exports.

Year	Excess of imports	Exports as per cent of imports	Year	Excess of imports	Exports as per cent of imports
	LP.			LP.	
1922	4,148,936	24	1934	11,651,273	23
1923	3,296,332	28	1935	13,337,336	25
1924	4,024,303	26	1936	9,711,497	31
1925	6,052,544	20	1937	9,434,038	41
1926	5,106,145	23	1938	5,673,378	50
1927	4,038,103	35	1939	9,166,371	37
1928	5,105,809	25	1940	8,304,849	34
1929	5,414,660	24	1941	8,446,706	37
1930	4,906,941	30	1942	12,119,093	43
1931	4,116,601	31	1943	13,957,982	49
1932	5,143,822	34	1944	20,620,121	43
1933	8,212,570	26			

64. The value of imports into Palestine has amounted in the aggregate to £P.281 million and that of exports to £P.99 million, resulting in an accumulated unfavourable visible balance of trade amounting to £P.182 million. The annual average of Palestine's excess imports over the period has therefore amounted to approximately £P.8 million, being £P.3.3 million in the lowest year (1923) and £P.20.6 million in the highest year (1944). Nevertheless, although the annual adverse balance has increased progressively in absolute figures, the value of exports has tended to increase more rapidly than that of imports. The result has been to improve the proportion existing between exports and imports from 24 to 100 in 1922 to 43 to 100 in 1944. Indeed,

if the years 1938 and 1943 are considered alone it is seen that the value of exports actually amounted to almost 50 per cent. of that of imports. The outstanding causes of increases in both imports and exports are discussed separately below. Here it is sufficient to draw attention to certain aspects of the economy which are necessary to an understanding of how Palestine is enabled permanently to support an adverse balance of recorded trade of a magnitude ranging from over £P.4 per head of population in 1931 to over £P.12 per head in 1944.

65. A detailed and comprehensive analysis of Palestine's unfavourable balance of trade is contained in a series of annual estimates of Palestine's International Balance of Payments, compiled by the Government Statistician for the years 1936-1944. For a complete examination of the factors which enter into the make up of Palestine's international financial transactions, including trade, reference should be made to these statements which though of an approximate nature are an essential aid to the understanding of the complex and unique pattern of Palestine's foreign trade and financial relations. The most important feature of Palestine's foreign trade arises from the attachment of World Jewry to the territory of Palestine which results in a continual flow of funds from Jewish sources abroad for the financing of Jewish colonisation and development. Further substantial funds representative of foreign assets accrue from immigrants. Charitable and religious organisations and institutions in the country are in receipt of donations from abroad.

66. A rough indication of the magnitude of such transfers of funds over the period 1934-44 is given by an estimate prepared by the Anglo-Palestine Bank Ltd., based on figures of transfers of funds made by the bank on behalf of clients. The Anglo-Palestine Bank estimates that they handle 50-60 per cent. of the total of such transfers.

Year	Anglo-Palestine Bank	Total	Year	Anglo-Palestine Bank	Total
	LP.	LP.		LP.	LP.
1934	6,816,000	12,000,000	1940	3,615,000	5,700,000
1935	8,524,000	15,000,000	1941	3,042,000	4,500,000
1936	5,039,000	9,000,000	1942	4,408,000	6,000,000
1937	3,603,000	6,000,000	1943	6,670,000	10,400,000
1938	4,734,000	8,500,000	1944	8,005,000	11,600,000
1939	4,708,000	8,500,000			

It will be seen from the above table that during the last eleven years covered by the estimates the import of such funds amounted to £P.97.2 million or almost 80 per cent. of the visible balance of trade. The position is complicated by military expenditure for

the maintenance of troops etc. in Palestine in the war years. It is not yet possible to furnish figures of expenditure by the military authorities during the years 1940 to 1944 in the course of which substantial imports of funds took place. Even before the war, however, it can be seen that the adverse balance of recorded trade was more than covered by the remittances described above. Thus in the six years 1934 to 1939 the adverse visible balance amounted to approximately £P.57 million while remittances referred to amounted to £P.59 million.

67. The international distribution of Palestine's adverse balance of recorded trade has shown wide variations from year to year. Up to 1939 the distribution was greatly influenced by the sources of Jewish immigration apart from the constant importance of the United States as the main source of contributions to Jewish institutions: Since that year there has been a complete change in the importance of the countries engaged in trade with Palestine. On the one hand, the war-time allocation of loading areas for many imported commodities, principally foodstuffs, altered the sources of supply. On the other hand, the refining of petroleum which commenced at the Haifa refineries at the end of 1939 made Palestine a large importer of crude oil and an exporter of refined products. A further important factor arises from the creation of the diamond industry in Palestine during the war years.

The following table compares the trade balance with the main countries for the years 1939 and 1944 :—

TRADE BALANCE, BY PRINCIPAL COUNTRIES, 1939 AND 1944.

Countries of origin and destination	1939			1944		
	Imports	Exports	Balance + excess of exports - excess of imports	Imports	Exports	Balance + excess of exports - excess of imports
	£P.	£P.	£P.	£P.	£P.	£P.
United Kingdom	2,391,250	2,440,098	+ 48,848	2,949,875	2,182,445	- 767,430
British possessions	896,370	188,767	+ 707,603	10,017,871	1,727,135	- 8,290,736
Egypt	599,648	97,350	- 502,298	2,098,600	4,412,005	+ 2,313,405
Iran	252,555	403	- 252,152	167,512	668,075	+ 500,551
Iraq	206,858	5,498	- 201,260	11,648,933	383,774	- 11,265,159
Syria	1,355,203	889,223	- 965,980	1,400,184	1,301,577	- 98,607
Turkey	92,457	8,806	- 83,651	2,288,719	752,568	- 1,536,151
Trans-Jordan	(*)	(*)		1,440,627	656,329	- 784,298
U.S. America	1,953,457	145,772	- 1,807,685	3,109,269	2,384,321	- 724,948

68. *Imports.* — "Imports" comprise all commodities entered for consumption in Palestine. The term "imports for consumption" does not necessarily imply that the goods have actually been consumed in Palestine, but that they have passed into the possession of the importer and that the duty (if any) has been paid thereon.

* Figures for the trade with Trans-Jordan were not available prior to July, 1941.

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69. A number of institutions in Palestine are entitled to the duty-free import of commodities which they use : the chief institutions are the Government, the military authorities, the Iraq Petroleum Company and all religious and charitable organisations and consular offices. Prior to 1937 all imports by these institutions were included in class IV, and details of the commodities were not specified. In 1937, however, imports by these institutions were itemized as far as possible and distributed under the appropriate items of the first three classes.

Considerable difficulty was encountered in itemizing imports of military and N.A.A.F.I. stores and therefore these two institutions were again excluded, as from 1938, from the itemized statistics and furthermore from the total imports. Imports by the other institutions entitled to exemption, however, continued to be included in the itemized statistics and total imports.

70. *Value of imports.* — The value of imports represents the cost, insurance and freight as shown on the invoice and specification lists presented by merchants at the time of clearance and as subsequently checked by customs officials. Where no invoices are available the valuation of imports is carried out by customs officials.

The total value of imports of merchandise into Palestine according to the four main classes of commodities during the last eight years is shown in the following table :—

Year	Food, drink and tobacco	Raw materials and articles mainly unmanufactured	Articles wholly or mainly manufactured	Animals, living, n.e.s.	Total merchandise
	£P.	£P.	£P.	£P.	£P.
1937	4,147,841	1,607,888	10,089,860	58,077	15,903,666
1938	3,209,287	1,138,375	6,978,617	30,684	11,356,963
1939	3,765,794	1,480,914	9,562,443	33,671	14,632,822
1940	3,477,760	2,827,336	6,240,487	15,229	12,560,812
1941	4,629,532	2,641,437	5,858,929	195,085	13,324,983
1942	7,067,835	5,111,259	8,867,662	328,466	21,375,222
1943	9,985,284	10,869,611	5,986,831	370,174	27,202,900
1944	14,285,136	13,734,120	8,061,809	142,651	36,223,716

71. The great increase in the money cost of Palestine's imports in the last five years of war was more than accounted for by increase in prices accompanied by substantial changes in the structure of the import trade. The following table shows the value of each of the four classes of imports as percentages of total imports in each year :—

Class	1939	1940	1941	1942	1943	1944
I — Food, drink and tobacco	26	28	35	33	37	40
II — Articles mainly unmanufactured	10	22	20	24	40	38
III — Articles mainly manufactured	64	50	44	41	22	22
IV — Animals, living, n.e.s.	—	—	1	2	1	—
Total merchandise	100	100	100	100	100	100

72. The proportion of food imports to total imports, which in 1939 amounted to only 26 per cent. had by 1944 increased to 40 per cent. Imports of raw materials and unmanufactured articles are swollen by the inclusion of crude oil and rough diamonds in the latter years, without which they would represent a much smaller proportion of the total. Manufactured articles showed the greatest reduction, having fallen from 64 per cent. in 1939 to 22 per cent. in 1944.

73. The extent to which imports are inflated by price increases is shown in the following table, where imports in the years 1941 to 1944 have been revalued, as far as possible, at the prices (or average value per unit) ruling in the year 1939 :—

INDICES OF VOLUME AND AVERAGE VALUE OF IMPORTS (1939=100).

Class	Index of volume				Index of average value			
	1941	1942	1943	1944	1941	1942	1943	1944
I—Food, drink and tobacco	73	83	71	83	169	227	336	409
II—Articles mainly unmanufactured	69	105	83	104	188	270	288	305
III—Articles mainly manufactured	37	42	20	29	175	233	323	302
IV—Animals, living n.e.s.	365	386	372	209	159	166	295	202
Total merchandise	50	60	41	52	174	235	325	352

It will be seen that the changes in the proportion of imports in each class are the result of reductions in total volume which have imposed reductions of varying degree on each class of imports. The extent of the country's dependence on imported food is reflected by the fact that food, drink and tobacco imports proved very inelastic and yielded less to the overall reduction than other imports. Increases in the average values of food, drink and tobacco were greater than in any other class, being 309 per cent. higher than in 1939. The main cause of this increase was the higher cost of imported cereals, a large proportion of which was imported from Middle East countries whose internal price level stands higher than that of Palestine. Imports of raw materials remained high and showed an increase over the 1939 volume. This increase is largely due to increased imports of textile materials for local manufacture. The reduction in the volume of imports has been greatest in the case of manufactured articles, which in 1944 amounted to only 29 per cent. of the 1939 figure.

74. In the following table particulars are given of Palestine's import trade for the years 1940-1944 according to groups of commodities :—

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DISTRIBUTION OF IMPORTS BY CLASSES AND GROUPS, 1940-1944.

	1940	1941	1942	1943	1944
	£P.	£P.	£P.	£P.	£P.
CLASS I—FOOD, DRINK AND TOBACCO					
1. Grain and flour	872,293	1,688,322	3,205,802	4,722,123	7,907,043
2. Feeding stuffs for animals	64,409	118,362	349,086	448,836	397,254
3. Meat	78,408	40,731	32,480	21,195	66,778
4. Animals, living, for food	386,209	555,416	674,433	826,362	1,571,901
5. Dairy produce	413,227	322,790	247,057	178,763	619,254
6. Fresh fruits, nuts and vegetables	259,491	206,133	249,898	647,522	916,474
7. Beverages	67,557	54,520	41,145	128,965	27,744
8. Other foodstuffs	1,262,944	1,532,514	2,112,270	2,688,704	2,357,647
9. Tobacco and tobacc	73,222	110,744	155,664	322,814	421,041
Total food, drink & tobacco	3,477,760	4,629,532	7,067,835	9,985,284	14,285,136
CLASS II—ARTICLES, MAINLY UN-MANUFACTURED					
1. Coal	80,072	174,278	954,698	74,158	33,545
2. Non-metalliferous mining & quarry products, other	158,275	50,422	23,762	93,591	103,673
3. Metalliferous ores & scrap	808	2,347	2,866	15,196	11,923
4. Wood and timber	762,108	128,422	117,422	140,109	212,291
5. Textile materials, raw or waste	80,458	135,543	160,525	405,329	420,257
6. Seeds, beans & nuts for expressing oil, oils, fats, gums & resins	1,532,421	1,566,088	2,757,167	7,926,724	10,014,634
7. Hides & skins, undressed	19,997	39,373	230,855	454,532	336,593
8. Miscellaneous raw materials & articles mainly unmanufactured	193,197	544,964	863,934	1,750,972	2,601,204
Total articles mainly un-manufactured	2,827,336	2,641,437	5,111,259	10,860,611	13,734,120
CLASS III—ARTICLES, MAINLY MANUFACTURED					
1. Coke & manufactured fuel	35,258	25,570	24,873	8,115	7,737
2. Ceramic ware, glass and manufactured quarry products	184,654	145,189	140,633	44,057	73,948
3. Iron & steel manufactures	975,794	748,634	608,717	317,393	436,345
4. Non-ferrous metals and manufactures thereof	182,789	138,418	214,640	77,556	130,174
5. Cutlery, hardware, implements, instruments & photographic film	147,004	174,117	219,376	129,111	172,536
6. Electrical goods & apparatus	266,387	145,017	165,838	60,379	105,762
7. Machinery	483,281	282,695	330,223	335,381	817,419
8. Wood & timber manufactures	247,860	29,234	44,646	43,219	90,289
9. Cotton yarn & manufactures thereof	729,775	918,591	2,589,665	1,476,044	1,553,105
10. Woollen yarn & manufactures thereof	202,653	387,238	761,492	273,288	347,671
11. Silk yarn & manufactures thereof	152,244	179,478	308,875	295,914	126,515
12. Other textile manufactures	189,702	207,695	313,969	294,327	300,132
13. Apparel	156,433	80,140	185,490	163,542	131,032
14. Chemicals, drugs, dyes and colours	428,433	498,959	859,892	865,178	1,129,175
15. Oils, fats & waxes manufactures	511,394	249,309	263,574	214,696	355,393
16. Leather manufactures	194,201	168,232	283,458	69,265	133,513
17. Paper and cardboard	236,132	303,603	337,657	277,787	280,238
18. Aircraft, ships and vehicles	334,004	270,635	448,358	412,442	451,635
19. Rubber manufactures	172,147	243,094	222,924	166,059	553,633
20. Miscellaneous articles	410,342	663,087	493,302	463,078	865,152
Total articles mainly manufactured	6,240,487	5,858,929	8,867,662	5,986,831	8,061,809
CLASS IV.—ANIMALS, LIVING, NOT FOR FOOD	15,229	195,085	328,466	370,174	142,651
Total merchandise	12,560,812	13,324,983	21,375,222	27,202,900	36,223,716
CLASS V—BULLION AND SPECIE	13,601	6,810	7,345	29,110	28,468

75. The quantities and values of principal articles imported in the last three years are given in the following table :—

QUANTITY AND VALUE OF PRINCIPAL ARTICLES IMPORTED, 1942-1944.

Commodity	Unit	1942		1943		1944	
		Quantity	Value	Quantity	Value	Quantity	Value
			£P.		LP.		£P.
CLASS I—FOOD, DRINK AND TOBACCO							
Barley	Ton	9,656	166,340	18,745	410,840	84,042	2,930,910
Harricot beans	"	26	686	2,180	107,556	1,431	71,906
Chick peas	"	447	23,374	1,713	90,102	1,036	40,346
Lentils	"	3,827	113,411	1,804	88,038	3,107	112,009
Maize	"	8,597	124,540	22	685	1,296	29,285
Malt	"	578	36,553	1,667	99,897	2,157	117,941
Millet, unhusked	"	911	15,916	23,508	504,328	5,523	189,841
Rough & clean rice	"	2,772	63,937	4,242	137,081	6,797	239,869
Wheat	"	95,838	1,752,299	74,840	2,249,972	104,567	3,249,703
Wheat flour	"	36,230	714,577	34,007	975,528	26,890	801,069
<i>Bakieh, gelbaneh</i> and <i>kersenneh</i>	"	998	39,280	1,987	83,642	2,471	81,762
Cake and meal of fish and meat	"	2,813	77,407	511	12,261	675	22,660
Cake and meal of rape, soya, nut seed and oil seed	"	11,752	141,271	4,712	63,991	14,466	181,449
Hay, tibben & bran	"	9,351	80,979	20,067	279,258	7,224	105,786
Cattle (& buffaloes, n.e.s.)	No.	20,623	398,644	12,620	299,114	19,567	626,080
Goats and kids	"	19,888	48,727	34,704	115,109	40,913	162,796
Sheep and lambs	"	102,646	221,405	91,211	410,797	156,511	782,698
Cheese, in brine and other	Ton	113	20,109	149	35,301	682	166,886
Eggs	1000	3,845	30,018	1,969	24,744	1,963	29,153
Condensed milk	Ton	443	46,972	60	6,258	245	33,183
Milk powder and milk food(*)	"	1,079	60,897	64	8,469	1,056	186,806
<i>Samneh</i>	"	107	18,527	335	103,589	536	203,213
Fresh fruits (exclud- ing citrus fruit)	"	4,584	104,048	7,417	314,893	6,797	329,815
Edible nuts, in shell	"	907	34,238	621	33,493	1,450	206,365
Edible nuts, with- out shell	"	175	26,927	466	113,450	842	202,984
Fresh vegetables	"	8,345	83,695	4,919	132,690	9,737	176,354
Fruit juice un- sweetened(**)	"	217	8,756	1,490	106,041	292	16,707
Cocoa beans, raw	"	2,346	166,500	2,457	232,830	401	45,771
Cocoa butter	"	345	61,468	177	40,472	108	21,677
Coffee beans, raw	"	1,969	157,222	2,197	228,789	601	90,618
Fish in brine	"	959	83,591	2,188	245,882	1,203	145,020
Fish, dry salted or smoked	"	33	2,206	333	42,815	1,655	185,185
Fish, fresh or frozen	"	1,017	125,615	696	142,229	1,234	227,505
Fish in tins	"	268	42,905	507	133,063	615	216,209
Apricot paste	"	215	20,277	768	84,399	313	27,272
Dried fruits	"	8,846	311,149	7,907	466,545	7,131	406,913
Fats, edible, n.e.s.	"	766	56,020	308	36,583	1	102
Seeds, edible	"	856	25,705	368	15,245	269	30,719
Spices	"	677	71,949	149	36,096	372	66,500
Starch	"	418	25,784	89	11,819	252	36,240
Sugar	"	18,031	471,443	23,467	631,129	17,181	490,882
Tea	"	540	171,753	128	48,423	129	33,938
Cigarettes	Kilo	92,264	84,540	106,528	118,946	106,839	129,511
Tobacco leaves, un- manufactured	"	193,612	60,918	439,480	188,029	501,048	251,589
Other articles in class I	—	—	680,257	—	430,863	—	631,959
Total class I			7,067,835		9,985,284		14,285,136

* Including 535 tons of dried leban, to the value of £P.63,629, imported from Syria and Trans-Jordan in 1944.

** Including dibs, i.e. concentrated fruit juice such as grapes, etc.

CHAPTER XIII.

QUANTITY AND VALUE OF PRINCIPAL ARTICLES IMPORTED,
1942-1944 (Contd.)

Commodity	Unit	1942		1943		1944	
		Quantity	Value	Quantity	Value	Quantity	Value
			£P.		£P.		£P.
CLASS II.—RAW MATERIALS & ARTICLES MAINLY UN-MANUFACTURED							
Coal, other	Ton	125,410	889,577	11,938	63,894	4,470	33,545
Sulphur	"	281	2,425	2,102	46,911	4,519	74,089
Boards or planks of ebony, mahogany, sandal, oak, rose, beech, nut-wood & gum wood	M3	3,135	83,162	1,637	36,646	271	14,340
Board or planks, other	"	930	10,624	1,879	56,404	4,940	144,912
Cotton, raw	Ton	1,221	91,264	2,843	328,228	2,300	327,159
Wool, raw	"	87	24,576	150	51,782	218	67,794
Copra	"	7,735	248,959	5,921	229,921	10,535	384,115
Groundnuts decorticated	"	14,782	404,435	8,655	277,439	21,312	841,568
Crude petroleum	"	2,053,036	1,629,182	2,849,360	6,961,884	3,363,808	8,319,518
Cotton seed	"	22,240	201,025	1,893	20,719	9,654	104,095
Linseed	"	3,378	95,015	814	30,251	680	27,569
Sesame seed	"	573	14,881	9,115	343,485	7,381	291,705
Cattle, camel or horse hides, raw or dried	"	1,562	187,906	1,196	182,668	1,463	232,154
Sheep or goat hides, raw or dried	"	356	37,805	833	242,959	200	79,195
Locust beans (carobs)	"	13,823	113,705	20,123	243,731	34,770	862,658
Agricultural seeds	"	1,758	75,913	1,891	101,790	4,782	259,188
Rough diamond	Carat	183,037	381,173	481,302	1,138,426	416,039	1,522,361
Diamonds, cut or polished	"	1,336	66,754	623	67,007	2,090	183,074
Tanning substances	"	3,224	127,726	2,472	86,784	2,079	61,883
Other articles in class II	—	—	424,972	—	329,682	—	403,698
Total class II			5,111,259		10,860,611		13,734,120
CLASS III.—ARTICLES WHOLLY OR MAINLY MANUFACTURED							
Pig iron	Ton	1,360	29,269	2,336	49,318	491	8,847
Iron bars, rods or angles	"	1,623	43,255	771	19,751	1,379	42,333
Iron black sheets and plates	"	2,491	88,463	1,126	35,218	1,112	27,124
Tinned plates	Kilo	5,196,941	277,362	100	5	139,183	6,734
Iron pipes, other	Ton	435	23,492	94	3,956	1,773	88,925
Iron wire, other	"	122	4,693	1,737	122,001	19	1,274
Tin ingots	"	159	65,545	4	1,797	58	26,121
Cinematograph film, synchronized with sound on film	Kilo	5,300	17,238	6,541	19,653	7,533	49,333
Dental, optical, surgical, and medical appliances and apparatus	—	—	55,441	—	44,707	—	36,862
Photographic paper, apparatus, cameras & accessories	—	—	51,520	—	12,861	—	12,430
Machines and parts	—	—	339,914	—	316,553	—	785,526
Wood prepared for citrus cases	M3	361	5,920	214	3,995	5,952	51,516
Cotton yarn	Ton	2,296	589,456	1,149	437,748	2,125	756,146
Cotton piece goods	"	4,601	1,874,051	961	936,562	821	651,289
Cotton thread other	Kilo	21,446	26,968	37,838	58,352	59,307	103,653
Woollen & worsted yarn	"	123,798	108,273	120,118	129,555	195,610	258,634
Woollen tissues	"	519,450	643,358	84,193	120,626	23,294	50,190
Artificial silk yarn	"	187,123	116,902	45,810	36,714	129,871	86,961

QUANTITY AND VALUE OF PRINCIPAL ARTICLES IMPORTED,
1942—1944 (contd.).

Commodity	Unit	1942		1943		1944	
		Quantity	Value	Quantity	Value	Quantity	Value
			£P.		£P.		£P.
CLASS III.—(Contd.)							
Artificial silk crepe	Kilo	21,030	32,785	15,928	61,874	1,132	6,254
Miscellaneous artificial silk tissues	"	120,218	124,429	73,587	179,319	9,850	23,552
Cordage, cable, rope and twines	Ton	637	65,021	143	20,588	224	61,906
Sacks or bags, empty	"	1,835	106,594	2,255	195,917	2,101	145,561
Textiles manufactures, n.e.s.	—	—	77,171	—	43,338	—	46,508
Wearing apparel, other	—	—	59,090	—	60,307	—	49,734
Chemical fertilizers(*)	Ton	3,672	108,616	7,075	175,570	13,280	245,540
Sodium carbonate (soda ash)	"	889	12,199	1,088	15,361	2,815	45,366
Sodium hydroxide (caustic soda)	—	2,360	43,706	3,789	81,243	4,115	101,856
Chemicals, n.e.s.	—	—	316,626	—	301,242	—	483,058
Drugs & medicines	—	—	158,829	—	145,943	—	106,933
Dyes, other	Kilo	147,175	60,464	59,746	41,555	39,905	30,903
Paints, colours varnishes, other	"	977,469	50,358	527,712	14,993	637,600	38,353
Lubricating oil and grease	Ton	4,829	204,560	3,598	172,036	7,500	308,546
Leather, other	"	138	167,531	13	35,105	41	112,583
Cigarette paper in rolls	Kilo	67,319	23,200	85,132	30,607	85,635	27,357
Printing paper	Ton	1,865	113,161	1,726	114,319	2,778	142,305
Paper in sheets not less than M2 0.15	"	878	81,513	705	80,218	696	79,526
Motor cars, omnibuses, lorries and vans	No.	282	112,650	332	159,098	299	195,149
Chassis and tractors	"	418	119,920	139	59,378	117	48,423
Parts of motor cars, etc.	Kilo	412,877	165,986	301,289	153,977	325,686	151,390
Rubber tyres & tubes	"	697,551	183,780	381,829	152,448	1,143,697	524,190
Books	—	—	51,568	—	99,527	—	157,482
Other articles in class III	—	—	2,061,780	—	1,242,996	—	1,885,371
Total class III			8,867,662		5,986,831		8,061,309
CLASS IV.—ANIMALS, LIVING, NOT FOR FOOD							
Camels	No.	31,262	316,232	20,078	360,239	5,266	125,795
All other animals not for food	—	—	12,234	—	9,885	—	16,856
Total class IV			328,466		370,174		142,651
Total merchandise			21,375,222		27,202,900		36,223,716

76. *Countries to which import trade is credited.* — Imports are classified according to countries of origin. The country of origin of any goods is defined as :—

(a) in the case of primary goods, the country in which the goods were grown or produced, and

(b) in the case of manufactured articles, the country in which the manufacturing process was substantially completed.

* Including 5.385 tons of raw phosphate, to the value of £P.21.341, imported from Trans-Jordan in 1944.

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Thus British goods purchased in Egypt or Syria are entered under the United Kingdom as being the country of origin.

77. *Origin of imports.* — The sources from which Palestine drew its supplies prior to 1940 were quite widespread and varying, apart from a regular concentration on some five or six main suppliers. The chief countries which supplied over half of Palestine's imports before the war were :—

PERCENTAGE OF IMPORTS FOR CONSUMPTION FROM CERTAIN COUNTRIES OF ORIGIN, 1935—1939.

	1935	1936	1937	1938	1939
	Per cent. of total imports				
United Kingdom	18.0	19.9	15.8	13.2	16.4
Germany	12.3	14.6	16.5	14.5	11.1
Rumania	6.8	7.6	8.6	11.0	8.2
Syria	7.3	10.0	8.6	8.9	9.3
U.S. America	3.4	7.2	6.9	8.5	13.3

The countries of origin of Palestine's import trade for the years 1938—1944 are shown in the following table :—

VALUE OF IMPORTS OF MERCHANDISE FOR CONSUMPTION, BY COUNTRIES OF ORIGIN, 1938—1944.

Country of origin	1938	1939	1940	1941	1942	1943	1944
	£P.	£P.	£P.	£P.	£P.	£P.	£P.
United Kingdom	1,495,800	2,391,450	2,461,260	3,667,443	3,922,547	1,890,769	2,949,375
British possessions	726,417	896,370	1,304,365	3,267,069	8,866,710	7,740,613	10,017,871
Belgium	338,568	361,139	840,829	1,819	1,860	397	108
Bulgaria	75,699	44,168	42,557	9,638	2,516	2,982	36,218
Czechoslovakia	347,298	281,116	17,251	1,869	1,195	218	665
Denmark	63,186	69,306	13,969	75	—	—	—
France	207,774	296,402	229,488	13,380	2,470	953	1,321
Germany	1,644,838	1,621,929	166,205	14,446	7,666	22,326	13,672
Holland	232,011	286,696	133,314	2,239	365	144	266
Hungary	76,355	130,682	101,136	5,003	2,074	30	64,410
Italy	236,242	316,134	261,236	11,848	3,654	123	1,173
Norway	31,191	44,637	23,993	300	—	—	—
Poland	419,478	599,455	27,151	2,688	2,016	530	4,279
Portugal	18,570	19,558	17,022	3,340	2,110	4,048	250,330
Rumania	1,253,021	1,200,217	1,322,096	64,355	12,450	13,840	1,736
Russia	89,785	9,451	2,491	3,944	2,359	66,223	28,239
Sweden	106,212	140,668	91,854	5,149	487	11	996
Switzerland	107,720	135,716	84,909	17,793	6,457	1,415	16,607
Yugoslavia	110,861	143,200	103,641	4,435	57	600	11
Abyssinia	8,902	1,287	84	14	8,835	64,047	332,326
Egypt	405,249	599,648	1,388,084	1,677,155	1,034,719	2,011,004	2,098,600
Arabia	8,988	15,353	19,474	210,379	438,466	493,804	222,570
Iran	114,864	232,455	224,807	95,192	85,970	113,322	167,512
Dutch East Indies	160,258	318,814	250,553	345,734	346,475	83,531	1,143
Iraq	172,835	206,858	1,148,463	1,345,221	2,270,653	7,748,774	11,648,933
Japan	303,402	343,844	477,058	196,455	14,898	1,424	3,378
Syria	1,014,953	1,355,203	501,966	395,216	678,609	1,459,590	1,400,184
Turkey	73,535	92,457	317,429	282,124	570,449	1,371,957	2,288,719
Trans-Jordan	(*)	(*)	(*)	285,142	673,911	2,172,138	1,440,627
U.S.A.	969,573	1,953,457	1,249,461	1,317,896	2,195,705	1,887,248	3,103,269
Other countries	538,378	252,249	238,666	78,122	219,539	110,839	122,678
Total	11,356,963	14,632,822	12,560,819	13,324,983	21,375,222	27,202,900	36,223,716

* Figures for the trade with Trans-Jordan were not available prior to July, 1941.

Owing to the severe limitation of the shipping space allotted to Palestine's import trade during the war years, Palestine had to find its sources of supply in the neighbouring countries and, as will be seen from the following summary, the Near East countries became the chief suppliers of Palestine's imports.

PERCENTAGE OF IMPORTS FROM CERTAIN COUNTRIES
AND REGIONS, 1939—1944.

	1939	1940	1941	1942	1943	1944
	Per cent. of total imports					
United Kingdom	16.4	19.6	27.5	18.3	6.7	8.2
British possessions*	5.5	9.5	22.7	98.6	24.3	24.0
U.S. America	13.3	9.9	9.9	10.3	7.6	8.6
Middle Eastern countries	17.7	29.6	34.0	29.8	60.0	56.8
Other countries	47.1	31.4	5.9	3.0	1.4	2.4
	100.0	100.0	100.0	100.0	100.0	100.0

The value of imports from the Middle Eastern countries rose from £P.2.6 million in 1939 to £P.20.6 million in 1944. Excluding the value of imports of crude oil imported from Iraq for the Consolidated Refineries, amounting to £P.8.3 million in 1944, the imports from these countries in 1944 was five times the figure of 1939. (See further in section 3 below).

78. *Exports.* — “Exports” comprise all commodities of Palestinian produce or manufacture which are exported. They include all commodities manufactured in Palestine, whether of local or of imported raw materials, and all commodities of foreign produce or manufacture which have been processed in any way within the “free circulation” in the country.

79. *Value of exports.* — The value of exports represents the cost and the charges of delivering the goods on board the export ship or wagon as declared by the exporters, or as assessed by the customs officials if either the value declared or the invoice presented is considered to be incorrect. In the case of citrus exports, it is not possible for the exporter to declare correct values at the time of export, as the fruit is consigned to destinations (mainly the United Kingdom) for disposal by auction. In consequence citrus fruit is valued for custom purposes at a fixed price each season.

80. The total value of exports of Palestine produce according to the main classes of commodities in the last eight years is given in the following table :—

* Excluding Cyprus and Sudan which are included under Near East countries

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Year	Food, drink and tobacco	Raw materials and articles mainly un- manufac- tured	Articles wholly or mainly manufac- tured	Animals living, n.e.s.	Total merchan- dise
	£P.	£P.	£P.	£P.	£P.
1937	4,875,277	377,288	558,753	2,223	5,813,536
1938	4,172,078	207,912	639,604	774	5,020,368
1939	4,191,674	159,484	765,255	1,956	5,117,769
1940	1,702,495	853,070	1,516,711	547	4,072,323
1941	513,561	629,986	3,071,959	750	4,216,256
1942	565,700	1,913,782	6,195,606	1,331	8,676,399
1943	800,877	3,722,099	8,229,285	90	12,752,351
1944	2,164,047	5,126,423	7,347,424	570	14,638,464

81. Prior to 1941 food, drink and tobacco was the most important class of exports. This class includes the exports of citrus fruits, which accounted for 77 per cent. of the total value of exports in the quinquennium 1935—1939. The following table shows the quantity and value of citrus fruits exported during the season 1925/26—1944/45.

QUANTITIES AND VALUES OF PALESTINIAN CITRUS FRUITS EXPORTED IN CASES FOR THE TWELVE MONTHS' SEASON ENDED 31ST MAY, 1925—1945*.

Year	Cases				Pounds			
	Oranges	Le- mons	Grape fruit	Total citrus	Oranges	Le- mons	Grape fruit	Total citrus
1925/26	1,515,116	3,615	—	1,518,731	466,669	969	—	467,632
1926/27	2,658,716	9,575	—	2,668,291	825,046	2,851	—	827,897
1927/28	2,210,308	10,135	—	2,220,443	652,193	2,687	—	654,820
1928/29	1,787,493	12,789	2,265	1,802,547	534,887	3,695	990	539,512
1929/30	2,590,861	6,333	13,011	2,610,205	777,256	1,899	5,622	784,777
1930/31	2,425,115	4,803	99,938	2,469,856	727,647	1,264	15,602	744,513
1931/32	3,584,949	7,723	105,311	3,698,489	1,725,152	2,540	57,569	1,785,261
1932/33	4,229,545	16,261	244,603	4,490,409	1,961,000	6,949	129,444	2,097,393
1933/34	5,167,777	22,325	363,250	5,533,350	2,441,478	8,318	183,584	2,639,380
1934/35	6,625,051	26,435	682,857	7,334,343	3,029,317	12,062	341,585	3,382,964
1935/36	4,992,254	50,336	843,811	5,886,401	2,198,982	31,901	304,987	2,535,870
1936/37	9,190,683	71,501	1,533,710	10,795,894	3,377,845	29,760	465,824	3,873,429
1937/38	9,573,271	77,019	1,794,118	11,444,408	3,346,116	30,069	503,950	3,880,135
1938/39	13,055,700	142,243	2,066,833	15,264,776	3,865,376	45,329	445,148	4,355,853
1939/40	6,448,608	154,329	987,528	7,590,465	1,641,750	52,351	224,197	1,918,298
1940/41**	64,597	326	12,812	77,735	19,916	121	3,541	23,578
1941/42**	31,279	10	2,762	34,051	14,252	5	1,307	15,564
1942/43**	3,614	—	980	4,594	2,985	—	526	3,511
1943/44**	532,041	1	841	532,883	530,675	1	841	531,717
1944/45**	1,121,066	54	352,562	1,473,682	1,122,227	54	352,573	1,474,854

The almost complete cessation of citrus exports during the early war years was a severe blow to Palestine's citrus industry. The value of exports of citrus fruits dropped from £P.4,355,853 in the season of 1938/39 to only £P.3,511 in the season of 1942/43. In 1943/44 and 1944/45 the figures rose to £P.531,717 and £P.1,474,854 respectively.

* The method of fixed valuation for customs purposes results in an understatement of the value of these exports. In 1939 this understatement amounted to over 20% of the value shown in the case of exports to the United Kingdom.

** Excluding citrus fruits exported for the use of H.M. Forces in the Middle East.

As a result of this reduction in citrus exports, the food, drink and tobacco class became, after the year 1940, a class of minor importance, while articles mainly manufactured increased to first importance and articles mainly unmanufactured ranked next.

82. Particulars regarding the value of exports according to groups of commodities are given in the following table :—

DISTRIBUTION OF EXPORTS BY CLASSES AND GROUPS, 1940—1944.

	1940	1941	1942	1943	1944
	£P.	£P.	£P.	£P.	£P.
CLASS I.—FOOD, DRINK & TOBACCO					
1. Grain and flour	25,542	71,056	2,194	13,105	36,400
2. Feeding stuffs for animals	22,440	8	1,000	13	8
3. Meat	22	932	228	—	288
4. Animals, living for food	—	30	274	52,376	620
5. Dairy produce	23	3,020	1,254	538	4,637
6. Fresh fruits, nuts & vegetables	1,454,679	55,628	78,278	327,631	1,606,670
7. Beverages	44,347	52,025	122,564	178,249	218,390
8. Other foodstuffs	155,405	329,332	351,890	220,459	295,668
9. Tobacco and tombac	37	1,590	8,178	8,506	1,426
Total food, drink & tobacco	1,702,495	513,561	665,700	800,877	2,164,047
CLASS II.—ARTICLES, MAINLY UN-MANUFACTURED					
1. Coal	—	—	—	—	—
2. Non-metalliferous mining and quarry products, other	9,836	36,832	10,127	39,614	180,853
3. Metalliferous ores and scrap	11,161	2	86	5	15
3. Wood and timber	—	28	—	176	680
5. Textile materials, raw or waste	19,273	16,960	2,906	6,340	7,453
6. Seeds, beans & nuts for expressing oil, oils, fats, gums and resins	736,300	343,648	921,698	1,040,317	1,701,757
7. Hides and skins, undressed	43,230	73,245	3,457	802	2,876
8. Miscellaneous raw materials and articles mainly unmanufactured	33,270	157,271	976,088	2,634,845	3,282,789
Total articles mainly unmanufactured	853,070	629,986	1,913,762	3,722,099	5,126,423
CLASS III.—ARTICLES, MAINLY MANUFACTURED					
1. Coke and manufactured fuel	1	—	610	2,516	5,125
2. Ceramic ware, glass and manufactured quarry products	1,778	5,711	18,469	112,762	282,107
3. Iron and steel manufactures	5,612	11,455	66,796	198,042	187,254
4. Non-ferrous metals and manufactures thereof	15,204	2,583	39,716	37,512	47,288
5. Cutlery, hardware, implements, instruments & photographic film	12,277	16,163	23,512	50,591	84,471
6. Electrical goods and apparatus	4,088	5,575	7,353	6,504	26,890
7. Machinery	264	3,035	4,156	13,677	80,827
8. Wood and timber manufactures	16,489	5,199	19,041	15,470	12,045
9. Cotton yarn & manufactures thereof	24,532	9,951	15,765	124,871	36,933
10. Woollen yarn & manufactures thereof	528	2,632	28,673	3,149	1,624
11. Silk yarn and manufactures thereof	743	3,296	1,980	390	1,292
12. Other textile manufactures	14,987	24,212	84,372	201,662	13,270
13. Apparel	24,108	153,207	588,836	883,258	1,073,343
14. Chemicals, drugs, dyes & colours	719,242	751,994	885,069	1,205,748	1,479,746
15. Oils, fats & waxes manufactures	601,520	1,952,702	4,141,764	4,523,865	3,031,350
16. Leather manufactures	2,992	10,926	56,344	303,993	267,528
17. Paper and cardboard	7,693	5,262	4,957	15,935	16,796
18. Aircraft, ships and vehicles	2,625	8,526	2,418	6,033	20,857
19. Rubber manufactures	242	1,311	4,919	1,714	1,049
20. Miscellaneous articles	61,786	93,219	200,856	581,653	727,629
Total articles mainly manufactured	1,516,711	3,071,959	6,195,607	8,229,285	7,347,424
CLASS IV.—ANIMALS, LIVING, N.E.S.	547	750	1,381	90	570
Total merchandise	4,072,723	4,216,256	8,676,399	12,752,351	14,638,464
CLASS V.—BULLION AND SPECIE	144,627	63,621	27,996	1,310	2,382

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83. The quantity and value of the principal articles exported during the last three years are given in the following table:—

QUANTITY AND VALUE OF PRINCIPAL ARTICLES OF PALESTINIAN PRODUCE EXPORTED, 1942—1944.

Commodity	Unit	1942		1943		1944	
		Quantity	Value	Quantity	Value	Quantity	Value
			£P.		£P.		£P.
CLASS I.—FOOD, DRINK AND TOBACCO							
Wheat flour	Ton	67	1,742	421	12,758	1,115	36,115
Grapefruit in cases	Case	1,359	606	523	388	86,262	86,262
Grapefruit in bulk	Ton	2,465	10,722	3,521	21,485	1,601	11,845
Melons & water-melons	"	826	2,525	162	1,190	2,021	20,671
Orange in cases	Case	5,912	3,732	117,667	117,408	1,083,946	1,082,979
Oranges in bulk	Ton	16,389	48,488	30,985	173,621	54,951	385,869
Fruit juices	"	792	92,906	1,316	144,283	1,071	146,231
Brandy & cognac	Litre	36,962	7,123	2,665	829	34,765	13,115
Other wine	"	403,963	13,859	237,480	30,422	255,251	42,872
Biscuits and cakes	Kilo	522,600	61,472	484,827	65,042	12,590	1,989
Butter substitutes	"	59,324	5,978	177,948	22,210	22,822	4,261
Cocoa, ground	"	418	123	160	63	47,118	11,035
Chocolate	"	259,764	64,248	85	49	18,855	8,430
Cocoa, black un-sweetened	"	—	—	—	—	88,010	22,663
Flavouring essences	Litre	95,575	123,670	11,007	21,324	11,600	25,222
Olive oil, edible	Kilo	14,982	3,044	132,245	25,414	161,468	28,055
Oils, edible, other	Ton	420	38,147	179	19,030	858	105,739
<i>Tehini</i>	"	124	9,316	198	15,912	251	24,475
Confectionery and sweets	Kilo	114,706	11,643	31,430	11,083	33,719	14,227
Other articles in class I	—	—	71,406	—	118,366	—	91,991
Total class I			565,700		800,877		2,164,047
CLASS II.—ARTICLES MAINLY UNMANUFACTURED							
Asphalt	Ton	—	7	4,516	34,699	13,708	125,969
Solar diesel, mazut, gas oil and fuel oil	"	171,527	904,550	173,542	1,018,685	357,644	1,684,104
Intestines	Kilo	3,916	3,593	4,162	5,588	24,590	12,236
Diamond, cut and polished	Carat	26,259	947,144	61,740	2,620,624	76,996	3,235,117
Tanning substances	Ton	23	2,773	—	—	260	18,195
Other articles in class II	—	—	55,695	—	42,503	—	50,302
Total class II			1,913,762		3,722,099		5,126,423
CLASS III.—ARTICLES WHOLLY OR MAINLY MANUFACTURED							
Cement	Ton	3,546	12,083	3,861	15,499	6,005	25,463
Glassware, domestic and fancy	—	—	1,310	—	16,928	—	41,766
Mirrors	—	—	579	—	11,062	—	61,058
Plate glass and window glass	Kilo	—	—	436,600	50,563	739,805	94,199
Stoves, n.e.s.	—	—	—	—	590	—	62,896
Tin manufactures	—	—	37,669	—	30,572	—	1,584
Razor blades	1000	2,305	3,570	6,816	31,460	14,073	50,681
Dental, optical, surgical & medical appliances and apparatus; veterinary instruments	—	—	12,519	—	8,373	—	19,283
Machines and parts	—	—	3,299	—	13,257	—	78,509
Cotton piece goods	Kilo	1,345	937	171,279	91,605	27	39
Cotton manufactures, n.e.s.	—	—	7,843	—	13,885	—	26,793

QUANTITY AND VALUE OF PRINCIPAL ARTICLES OF PALESTINIAN
PRODUCE EXPORTED, 1942—1944. (Contd.)

Commodity	Unit	1942		1943		1944	
		Quantity	Value	Quantity	Value	Quantity	Value
			£P.		£P.		£P.
CLASS III.—(Concl'd.)							
Textile manufac- tures, n.e.s.	—	—	58,843	—	103,539	—	8,689
Shoes with uppers of leather	Pair	—	—	—	—	—	—
Ammunition and football boots	"	38,514	22,849	76,211	72,392	139,311	209,629
Furs, prepared	—	342,581	328,268	202,441	256,952	—	—
Socks and stockings, all kinds	—	—	11,987	—	34,324	—	89,504
Ladies' dresses of silk and artificial silk	Pair	347,707	23,884	849,153	68,886	—	37,411
Wearing apparel of silk and artificial silk, other	—	—	17,538	—	16,811	802,967	37,287
Wearing apparel of wool	—	—	10,620	—	22,092	—	53,485
Wearing apparel of leather	—	—	49,250	—	111,672	—	161,128
Pyjamas, shirts, tricot underwear & knitted wear, other than of silk or artificial silk	—	—	4,194	—	31,308	—	63,094
Wearing apparel, other	—	—	73,615	—	151,965	—	264,405
Chemical fertilizers	—	—	44,847	—	109,166	—	203,432
Potash	Ton	1,455	19,715	4,005	92,932	4,428	84,991
Chemicals, other	—	91,678	641,746	103,121	774,006	97,358	876,222
Drugs & medicines	—	—	99,337	—	142,595	—	257,355
Paints, colours, varnishes laquers and ochre, n.e.s.	—	—	71,450	—	153,126	—	178,414
Kerosene	Ton	43	1,260	15	2,733	49	31,886
Motor spirits	1000 Litres	110,810	531,236	181,409	1,149,719	213,024	986,667
Essential oils	"	582,037	3,527,994	423,422	3,229,636	358,796	1,860,302
Soap, laundry	Kilo	26,255	54,511	31,226	95,194	37,575	115,653
Tanned hides and sole leather	Ton	280	27,033	458	44,255	453	57,913
Leather, other	Kilo	35,130	24,830	307,814	205,420	233,305	95,288
Ladies' handbags, purses and wallets, leather	"	27,461	12,480	8,301	7,968	29,485	50,702
Leather goods, other	—	—	10,275	8,929	46,933	8,615	64,637
Brooms and brushes	—	—	7,029	—	24,095	—	32,557
Horn, artificial, and manufactures thereof	—	—	14,843	—	33,529	—	29,670
Matches, in boxes	—	—	3,352	—	11,848	—	33,490
Boot polish	Gross	18,569	11,398	85,034	40,299	122,826	73,947
Stationery	—	—	416	—	18,486	—	55,869
Teeth, artificial	—	—	5,353	—	48,117	—	37,493
Toilet preparations	—	—	61,379	—	85,872	—	96,856
Perfumery and eau de cologne contain- ing 50 per cent of alcohol by volume	—	—	34,290	—	120,777	—	98,110
Toys, other	Litre	253	67	82,158	31,322	2,106	3,664
Other articles in class III	—	—	6,059	—	15,045	—	22,055
	—	—	304,944	—	593,577	—	664,058
Total class III			6,195,606		8,229,285		7,347,424
CLASS IV.—ANIMALS LIVING NOT FOR FOOD			1,331		90		570
Total merchandise			8,676,399		12,752,351		14,638,464

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84. It will be seen from the above tables that the increase in the value of exports of articles mainly unmanufactured is due principally to the increase in the exports of polished diamonds and heavy petroleum products both of which are finished products from the point of view of Palestine industries and could more appropriately be considered as articles mainly manufactured. Apart from these two items the value of exports of articles mainly unmanufactured is very small, consisting mainly of asphalt (1944) which is also a product of the oil refineries.

85. Even before the war the value of exports of manufactured articles had exhibited an upward trend until 1939 exports of this class amounted to £P.765.255. During the war years, however, Palestine became the centre for the production of a wide range of commodities required both for military and for civil consumption in the Middle East (see sections 3 and 4 below). The result was that exports of this class amounted to £P.8.2 million in 1943 and to £P.7.3 million in 1944. A large part of this increase is attributable to the exports of refined petroleum products; nevertheless, the value of exports other than petroleum products has shown progressive increase as can be seen from the following table :—

VALUE OF EXPORTS OF MANUFACTURED ARTICLES DISTINGUISHING PETROLEUM PRODUCTS, 1940—1944.

	1940	1941	1942	1943	1944
	£P.	£P.	£P.	£P.	£P.
Petroleum products	533,460	1,841,127	4,059,230	4,379,355	2,851,876
Other manufactured articles	983,251	1,230,832	2,136,376	3,849,930	4,495,548
Total manufactured articles	1,516,711	3,071,959	6,195,606	8,229,285	7,347,424

Excluding the petroleum products the principal groups of commodities included in manufactures which contributed to the increased exports in the year 1944 were glass and glassware, £P.227,000; iron and steel manufactures, £P.137,000; apparel and footwear, £P.1,073,000; leather manufactures, £P.268,000 and miscellaneous manufactures, £P.728,000.

86. *Countries to which exports are credited.*—Exports are credited to the countries of destination declared at the time of exportation. These countries are not, in all cases, the countries of ultimate consumption, since goods may be re-sold on arrival and shipped to another country. The countries of destination of Palestine's exports in the last seven years are given in the table on page 479.

VALUE OF EXPORTS OF PALESTINIAN MERCHANDISE, BY COUNTRIES OF
DESTINATION, 1938—1944.

Country of destination	1938.	1939	1940	1941	1942	1943	1944
	£P.	£P.	£P.	£P.	£P.	£P.	£P.
United Kingdom	2,468,854	2,440,098	1,553,635	721,462	852,679	1,022,255	2,182,445
British possessions	144,921	188,767	374,219	240,210	585,551	826,270	1,727,135
Belgium	229,539	314,418	104,534	—	—	—	—
Bulgaria	15,294	11,757	9,753	—	—	—	—
Czechoslovakia	90,318	30,783	—	—	—	—	—
Denmark	43,001	26,215	7,926	—	—	—	—
France	82,413	165,535	46,314	—	—	—	—
Germany	78,837	29,724	—	—	—	—	—
Holland	402,040	452,098	196,767	—	—	—	—
Hungary	11,239	11,687	9,132	—	—	—	—
Italy	54,897	73,866	105,121	—	—	—	—
Norway	124,144	84,639	6,021	—	—	—	—
Poland	133,981	135,460	—	—	—	—	—
Rumania	115,966	132,345	58,573	—	—	—	—
Russia	316	376	1,361	7,734	4,950	204,221	50,130
Sweden	171,881	178,188	49,252	—	—	—	—
Switzerland	24,396	35,529	25,022	—	—	—	199
Yugoslavia	18,823	10,974	2,139	42	—	—	—
Egypt	101,725	97,350	449,875	1,499,478	3,530,999	4,300,900	4,412,005
Iran	373	403	2,568	6,852	19,594	145,671	668,073
Iraq	8,326	5,498	15,304	23,471	103,603	489,029	383,774
Japan	35,680	61,265	233,331	—	—	—	—
Syria	412,825	389,223	433,501	779,188	1,389,290	1,318,372	1,301,577
Turkey	44,073	8,806	51,459	443,386	1,058,768	1,463,797	752,568
Trans-Jordan	(*)	(*)	(*)	150,559	242,462	608,648	656,329
U S. A.	108,541	145,772	54,362	141,262	867,829	2,338,931	2,334,321
Other countries	102,965	86,978	282,154	202,612	20,674	34,257	119,908
Total	5,020,368	5,117,769	4,072,823	4,216,256	8,676,399	12,752,351	14,638,464

* Figures for the trade with Trans-Jordan were not available prior to July, 1941.

The comparative isolation of the Middle East during the war years resulted in a substantial increase in the trade of Middle East countries. Consequently Palestine's exports to its neighbours expanded while its exports to other countries diminished to a greater extent even than was observed in the case of imports.

VALUE EXPORTS TO CERTAIN COUNTRIES AND REGIONS, 1939—1944.

Country	1939	1940	1941	1942	1943	1944
	£P.	£P.	£P.	£P.	£P.	£P.
United Kingdom	2,440,098	1,553,635	721,462	852,679	1,022,255	2,182,445
British possessions*	173,933	344,393	130,996	463,210	523,888	1,220,592
U S. A.	145,772	54,862	141,262	867,829	2,338,931	2,384,321
Middle Eastern countries**	518,401	983,651	3,012,234	6,467,425	8,631,379	8,718,142
Other countries	1,839,565	1,185,782	210,302	25,256	235,898	132,964
Total	5,117,769	4,072,823	4,216,256	8,676,399	12,752,351	14,638,464

* Excluding Cyprus and Sudan which are included under Near Eastern countries.

** Middle Eastern countries comprise Cyprus, Sudan, Egypt, Arabia, Iraq, Iran, Syria, Turkey and Trans-Jordan. Figures for the trade with Trans-Jordan were not compiled before July, 1941.

The percentage distribution of the Palestinian exports by leading countries of destination is given in the table below:—

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PERCENTAGE OF EXPORTS TO CERTAIN COUNTRIES AND REGIONS,
1939—1944.

Country	1939	1940	1941	1942	1943	1944
United Kingdom	47.68	38.15	17.11	9.88	8.02	14.90
British possessions*	3.40	8.47	3.11	5.34	4.11	8.34
U S. A.	2.85	1.35	3.35	10.00	13.34	16.29
Middle Eastern countries**	10.13	24.15	71.44	74.54	67.68	59.56
Other countries	35.94	27.88	4.99	0.29	1.85	0.91
Total	100.00	100.00	100.00	100.00	100.00	100.00

* Excluding Cyprus and Sudan which are included under Near Eastern countries.

** Middle Eastern countries comprise Cyprus, Sudan, Egypt, Arabia, Iraq, Iran, Syria, Turkey and Trans-Jordan. Figures for the trade with Trans-Jordan were not compiled before July, 1941.

While a large part of the exports to Middle Eastern countries consists of petroleum products the value of exports of other commodities is considerable, having increased from £P.518,401 in 1939 to £P.4,158,083 in 1944.

87. *Transit trade of Palestine.*— Transit trade includes all goods passing overland through Palestine for purposes of transport only, without being placed at the free disposal of the importers. Goods in transit do not pay import or export duties on entering and leaving Palestine.

Owing to its geographical position, Palestine has become an important transit country for the exports from and imports into the neighbouring countries.

Transit trade is classified by importing and exporting countries. Exporting countries are the countries of origin and importing countries are the countries of destination of the goods.

The following table shows the value of the transit trade by principal countries of destination.

TRANSIT TRADE, 1939—1944.

Country of destination	1939	1940	1941	1942	1943	1944
	£P.	£P.	£P.	£P.	£P.	£P.
United Kingdom	116,517	58,511	—	99,919	7,302	1,163,665
Australia	—	662	47	—	—	21,797
Cyprus	3	—	234	93,091	158	4,153
All other British possessions	41	—	40	—	716	3,888
Egypt	9,397	166,424	396,542	549,272	3,496,182	3,756,323
Arabia	—	92	650	224	27,971	7,813
Iraq	146,366	146,114	21,247	39,833	174,612	185,262
Syria	1,723	14,508	72,317	1,852,106	2,074,579	814,376
Turkey	—	1,364	78	20,516	62,278	8,043
Trans-Jordan	178,203	289,619	417,639	450,445	337,264	826,893
U. S. A.	76,684	105,765	4,611	386	—	115,667
All other countries	20,988	13,217	434	986	23,147	30,332
Total	549,872	796,276	918,889	3,046,728	6,204,209	6,938,212

Section 3.

TRADE WITH MIDDLE EAST COUNTRIES.

88. In considering the development of Palestine's trade with Middle East countries, it will be convenient to deal in the first place with the trade between Palestine and those countries with which trade agreements have been made, as noted in paragraphs 2 to 5 of section 1 of this chapter. Trade with Middle East countries not in this group has largely been developed during and because of the war. The statistics at the end of this section accordingly give particulars of the exports of Palestine merchandise to Egypt, Iraq and the Levant States for 1931, 1933 and 1939 and in respect of the war years 1942—1944. In respect of the other countries of the Middle East, figures are given for 1939 and the three war years only.

89. The following table shows, up to 1938, the value of Palestine's foreign trade and the percentages of that value representing respectively the export trade to, and the import trade from, Egypt, Iraq and the Levant States :

	1924	1926	1928	1930	1932	1934	1936	1939
Exports in £P. 000's	1232	1308	1487	1896	2381	3218	3625	5020
M.E. percentage	59.77	45.15	46.07	32.07	15.15	9.30	10.46	10.41
Imports in £P. 000's	5401	6594	6771	6985	7769	15153	13979	11357
M.E. percentage	22.65	37.62	42.06	37.62	25.85	11.38	14.83	14.03

It will be seen that the importance of these Middle East markets as purchasers of Palestine products diminished as Palestine's export trade grew. The importance of Egypt as a source of supply tended to diminish from 1928 onwards, whereas the import trade from the Levant States remained a relatively constant factor throughout the period, increasing from 1932 onwards.

90. During the earlier part of the period covered exports to the Middle East countries consisted in the main of agricultural produce. The most important single item is olive-oil soap but except for this commodity manufactures represented a comparatively insignificant proportion of the export trade. The Levant States were better customers for manufactured goods than either Egypt or Iraq (whose proportion was negligible) but this class of commodities only constituted some 28% of the total exports to the Levant States in 1938; in 1934 the corresponding percentage had been 42% and in 1936, 37%. The value of the export of manufactured goods to the Levant States had, however, been slowly growing: it was £P.96,000 in 1934; £P.116,000 in 1936; and

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£P.118,000 in 1938. By comparison the value of the trade in manufactured articles to Egypt was £P.53,000 in 1934; £P.42,000 in 1936; and £P.60,000 in 1938. Over two-thirds of the trade with Egypt, as was not the case with the Levant States, represented in each year sales of olive-oil soap.

91. Where imports to Palestine are concerned, the picture is to some extent distorted during the earlier part of the period by the fact that the figures of imports from Egypt comprise items on account of military requirements in Palestine and also substantial items in respect of fuels, oil and other. Generally speaking, however, footstuffs have been the preponderant imports from Egypt and Iraq and have bulked largely in the imports from the Levant States. The following details illustrate the position :

	Imported from Egypt		Imported from the Levant States	
	Foodstuffs	Manufactures	Foodstuffs	Manufactures
	£P.	£P.	£P.	£P.
1934	279,000	92,000	528,000	429,000
1936	332,000	68,000	932,000	408,000
1938	265,000	56,000	558,000	433,000

92. The structure both of the export and import trades has been very greatly changed as a result of the dislocation of normal supply arrangements caused by the war, as is illustrated in the case of Palestine's exports in the tables following this section. Since the conditions under which the development of Palestine's export trade reflected in these tables came about are relevant to the question of its future, they will be treated in further detail below. Where imports are concerned, Palestine was obliged in the course of the world-wide regulation of supplies by the United Nations authorities to have recourse to the Middle East countries for basic foodstuffs and to some extent for raw materials which had formerly been obtained from overseas. In consequence of this procurement programme, Palestine imported from Middle East countries during the war years large quantities of cereals and animals for slaughter at price levels which were relatively very high. In making a comparison with pre-war figures, the following table accordingly excludes the main war supply items and, in the case of Iraq, the import of crude petroleum :

	1939	1943	1944
	£P.	£P.	£P.
Egypt	600	1075	823
Levant States	1355	1397	1173
Iraq	207	317	341

Even these figures are of course not strictly comparable since, especially in the case of the Levant States and Iraq, the 1939 figures included a proportion of items later coming under war supply arrangements. Again, no account is taken of the variations in price levels or of shortages in the exporting countries in commodities formerly constituting important factors in trade with Palestine.

93. Trade before the war with the Middle East countries with which Palestine had no trade agreements was of limited extent. The export trade is illustrated in the tables following this section. The value of imports in 1938 and 1939 was :

	£P.	£P.
Cyprus	59,705	86,481
Turkey	78,585	92,457
Iran	114,864	232,555
Arabia	8,988	15,353

The import trade with Cyprus and Turkey consisted mainly in foodstuffs; with Iran, in petroleum products and carpets; and with Arabia, in coffee. During the war years there has been a considerable increase in the value of the import trade from these countries but this is attributable to the same factors as operated in the case of the group of countries mentioned earlier, namely the dislocation by the war of normal supply arrangements.

94. The same factors have also affected the development during the war of Palestine's export trade to all Middle East countries, to which the tables below refer. The most notable feature in this development is the increasing preponderance of manufactured articles over other commodities exported. The development of Palestine's capacity to manufacture is sketched in section 4 of this chapter and the growth of the export trade in manufactured goods is shown in section 2. Of Palestine's total export trade in manufactured goods, including diamonds but excluding petroleum products, the Middle East countries absorbed over 41%. These same countries took over 71% of the exports of manufactures other than petroleum products and diamonds. These proportions are no doubt affected, as has been Palestine's own import trade, by war supply considerations but at the same time the accessibility of the countries in question to Palestine traders may have significance in regard to the future of Palestine industry.

95. To form any estimate in regard to the future of Palestine's trade with other Middle East countries is a matter of great difficulty and, indeed, any such estimate must for the present rest mainly on conjecture. Leaving aside the question of good-will, not because

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it is unimportant but as having at this juncture a political complexion, it would be premature to attempt an assessment of Palestine's future foreign trade. As will be clear from sections 2 and 4 of this chapter, Palestine industries owe their present development in large measure to circumstances brought into being by the war. There was no lack of ingenuity and enterprise but generally, within limitations deriving from these war-time circumstances, the main conditions affecting this development of Palestine industry on its present lines were :

- (i) the combination of transport difficulties and general shortage of supplies which made it necessary for Palestine first to supply the needs of the allied armies in the Middle East and then civilian requirements; and
- (ii) the extensive measure of protection afforded to local industry by the utilization of all allied transport primarily for war purposes and by general shortage of supply.

Under these conditions, Palestine industry turned to the production of commodities which were normally obtained from centres of mass-production. This was inevitable in the phase of intensive war production and natural when production for civilian markets took its turn. The principal need was to meet the urgent demand for basic requirements. With shortages of plant and often of raw materials, a certain amount of improvisation was unavoidable : Palestine industry had not been organized before the war for this expansion of production. This raised the cost of production, which has been further raised by the increases in the wages bill brought about mainly by the emergence during the war of a state of virtually full employment. Moreover, in that these developments were engendered largely by expediency, to meet urgent requirements, standards of quality and individuality have been subordinated to present needs. This should be remedied by measures such as the establishment, in 1944, of a Standard Institute in Tel Aviv*. In general, however, Palestine industry is producing commodities in substitution for commodities of the same type formerly obtained from industrial countries overseas.

This generalization does not apply, of course, to such specialized industries as diamond cutting and the manufacture of artificial teeth (which are largely consigned overseas) nor, in full, to the fashion trade and allied manufacture of certain classes of leather goods and textiles, which form a large proportion of trade with the Middle East countries.

* Notice of incorporation on page 233 of Palestine Gazette No. 1392 of 22nd February, 1945.

96. The primary consideration to be weighed in assessing the future of Palestine's Middle East trade appears to be the extent to which Palestine industry will be vulnerable to foreign competition during the coming period. Two major classes of production may be set aside as affected by factors of world supply and demand not applicable to the generality of manufactured products; these are petroleum and diamonds. Citrus also is in a class by itself in that Palestine citrus has a long established reputation in European markets; the question of cost of production relative to that of other citrus producing countries and to price levels in the countries of consumption will of course have a very material bearing on the rate of recovery of the industry and its ability to restore and maintain the pre-war level of exports.

97. Where other classes of manufacture are concerned, certain of the most important factors affecting Palestine's competitive ability are imponderable. For manufactured goods, Palestine itself was mainly dependent before the war on imports from countries with long established industries and where mass production was undertaken. It is to be anticipated that certain of these countries will seek to re-establish their markets not only in Palestine but in the Middle East generally. It is impracticable to review on any data available in Palestine the question of the extent to which these countries can re-establish the manufacture of consumer goods and the period to elapse before such goods will enter world markets. Until this can be assessed, it is impracticable to estimate what Palestine's markets are likely to be. Secondly, the extent to which other Middle East countries will endeavour, by the establishment of their own local industries, to enter the market for consumer goods is as yet unknown. Thirdly, the availability of raw materials appears likely to be affected by the flow of world trade generally, as may be determined by factors only just beginning to emerge.

98. Where Palestine itself is concerned, the main adverse factors have already been mentioned, namely the high cost of production and the tendency to reproduce classes of commodities formerly manufactured in bulk in countries having greater natural resources. On the credit side there are capital, electric power, petroleum, chemicals and much ingenuity, experience and assiduity. It is too early, however, to speak with positiveness on their application: the transformation from a war-time basis to a peace-time basis is at too early a stage. Much new plant is on order; much thought has been given to the re-organization of industry or branches of industry. New enterprises, such as the processing of partially finished commodities have been the subject of investigation and preliminary arrangement. Since the bulk of

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Jewish labour and industry is highly organized and Arab labour and industry are also tending to a greater degree of coalescence, it should be practicable to resolve the problem of the cost of production and otherwise to re-adjust local industry to obtain a reasonable share of export trade. As has already been said, it is impracticable to assess the extent of that share in relation to present production or the speed at which the optimum can be achieved *and maintained*. It would be easy to be optimistic on the ground of Palestine's war-time success in industrialization; it would be equally easy to be pessimistic on the ground of Palestine's lack of a wide range of raw materials and the extent to which this increases the country's vulnerability to competition. One factor appears to be certain: geographically the Middle East is the obvious market for Palestine manufactures. In Palestine itself consumer demand is inadequate to support extensive industrialization. With the increase and spread of purchasing power to be anticipated from post war development throughout the Middle East area consumer demand over this wide area should be rapidly multiplied. There should thus be room for Palestine produce without detriment to that of other countries.

VALUE OF PALESTINIAN EXPORTS TO MIDDLE EAST COUNTRIES,
EXCLUDING PETROLEUM PRODUCTS*, DURING THE YEARS 1931,
1933, 1939 AND 1942—1944.

Country of destination	1931	1933	1939	1942	1943	1944
	£P.	£P.	£P.	£P.	£P.	£P.
Egypt	177,945	71,962	97,350	429,443	631,762	1,233,647
Syria	222,527	212,982	389,223	281,784	469,436	825,029
Iraq	761	5,393	5,498	103,603	489,029	383,639
Iran	22	80	403	19,594	145,671	667,757
Turkey	859	165	8,806	570,971	710,035	38,951
Arabia	1,584	1,027	2,287	368	2,180	37,273
Cyprus	3,346	3,812	14,384	70,600	217,047	352,833
Sudan	1,257	339	450	2,866	17,144	39,497
Trans-Jordan	**	**	**	198,003	550,635	603,536

* Exports of petroleum products excluded from the above figures are as follows:—

	1942	1943	1944
	£P.	£P.	£P.
Cyprus	48,875	68,191	114,218
Egypt	3,101,556	3,669,138	3,178,358
Iraq	—	—	135
Iran	—	—	316
Syria	1,107,506	848,986	476,548
Turkey	487,797	753,762	713,617
Trans-Jordan	44,459	58,013	52,798

** Figures for trade with Trans-Jordan were not compiled prior to 1941.

PRINCIPAL COMMODITIES EXPORTED TO SYRIA DURING 1931 AND 1933.

Commodity	Unit	1931		1933	
		Quantity	Value	Quantity	Value
			£P.		£P.
Biscuits and cakes	Kilo	32,967	2,117	9,442	634
Fish, frozen and fresh	"	39,952	904	39,469	1,972
Cheese	"	63,284	2,249	165,443	7,021
Oranges in bulk	Ton	283	2,860	915	2,956
Melons and watermelons	"	12,721	38,168	6,802	20,643
Almonds	Kilo	226,786	8,277	129,877	3,483
Sesame oil, edible	"	135,100	4,439	—	—
Olive oil, edible	"	101,035	3,742	71,426	3,976
Sunflower oil, edible	"	110,212	3,447	—	—
Eggplants	"	383,069	2,451	722,978	3,405
Tomatoes	"	606,518	3,845	515,928	2,274
Vegetables, other	"	375,528	2,263	661,457	3,483
Sesame seeds	"	653,244	9,217	170,377	2,372
Cattle and camel hides, raw or dried	"	258,370	9,517	179,760	4,069
Sheep and goat skins, raw or dried	"	258,844	9,969	243,859	5,690
Intestines	"	17,446	1,632	19,532	1,760
Cement	Ton	7,446	17,870	5,633	12,837
Mirrors	—	—	2,222	—	3,223
Bedsteads	—	—	2,814	—	806
Stockings and socks	Doz.	36,826	14,169	34,511	8,639
Wearing apparel, other e.s.	—	—	11,592	—	17,875
Soap, other	Kilo	1,282,858	34,779	1,647,236	36,449
Sole leather	"	31,888	3,758	10,310	931
Boxes of paper and card- board	—	—	2,175	—	—
Handbags and pocket books	—	—	2,564	—	4,522
Stationery	—	—	2,282	—	3,132
All other commodities	—	—	23,225	—	60,330
Total merchandise		—	222,527	—	212,932

PRINCIPAL COMMODITIES EXPORTED TO EGYPT DURING 1931 AND 1933.

Commodity	Unit	1931		1933	
		Quantity	Value	Quantity	Value
			£P.		£P.
Lupins	Kilo	1,829,673	9,840	—	—
Grapes	"	866,628	6,390	319,904	2,244
Melons and watermelons	Ton	3,207	9,552	—	—
Oranges in cases	Case	1,387	451	—	—
Oranges in bulk	Ton	1,503	15,074	12	110
Almonds	Kilo	257,444	9,812	72,641	1,570
Raisins	Kilo	161,180	2,037	28,500	369
Olive oil, edible	"	127,301	4,336	12,130	740
Brandy and Cognac	Litre	9,040	590	5,622	325
Wines, other	"	482,636	6,317	540,162	6,208
Olive oil, unrefined	Kilo	176,457	5,448	—	—
Wearing apparel, other	—	—	2,344	—	4,540
Soap, other	Kilo	2,566,123	82,134	1,064,026	38,230
All other commodities	—	—	23,120	—	17,626
Total merchandise		—	177,945	—	71,962

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VALUE OF PALESTINIAN EXPORTS TO EGYPT, BY CLASSES AND GROUPS OF COMMODITIES, EXCLUDING PETROLEUM PRODUCTS, IN THE YEARS 1939, 1942, 1943 AND 1944.

Serial No.	Classes and groups	1939	1942	1943	1944
		£P.	£P.	£P.	£P.
	CLASS I.—FOOD, DRINK AND TOBACCO	41,089	185,039	161,482	182,145
	Citrus fruits	14,112	10,640	25,559	99,854
	Beverages	3,751	7,992	24,245	44,229
	All other groups in class I	23,226	166,407	111,678	38,062
	CLASS II.—RAW MATERIALS AND ARTICLES UNMANUFACTURED	17,313	18,020	38,267	68,567
	A. Coal	—	—	—	—
205-206 207-218	B. Other non-metalliferous mining & quarry products	503	3,807	—	4
219-220	C. Metalliferous ores & scrap	11,135	84	—	—
221-226	D. Wood and timber	—	—	36	—
227-233	E. Textile materials	—	2,276	5,531	5,068
234-259	F. Seeds, beans and nuts for oil, oils, fats, gums and resins	2,946	35	4,158	8,813
260-265	G. Hides and skins, undressed	752	1,042	319	1,585
266-291	H. Miscellaneous raw materials and articles mainly unmanufactured	1,977	10,776	28,223	53,097
	CLASS III.—ARTICLES WHOLLY OR MAINLY MANUFACTURED	38,396	225,355	432,013	982,465
292-295	A. Coke and manufactured fuel	—	—	55	—
296-322	B. Ceramic ware, glass and manufactured quarry products	65	4,981	31,032	30,544
323-360	C. Iron and steel and manufactures thereof	299	2,949	358	20,105
361-404	D. Non-ferrous metals and manufactures thereof	2,960	1,046	2,214	21,813
405-425	E. Cutlery, hardware, implements, instruments and photographic film	773	2,432	5,751	20,822
426-436	F. Electrical goods and apparatus	278	1,018	301	3,957
437-458	G. Machinery	—	2,625	3,133	59,844
459-473	H. Manufactures of wood and timber	360	1,782	1,915	2,616
479-488	I. Cotton yarns and manufactures	163	2,123	3,351	7,889
489-492	J. Woollen and worsted yarn and manufactures thereof	37	3,113	98	1,056
493-522	K. Silk yarn, artificial silk yarn and manufactures thereof	143	1,416	47	318
523-536	L. Manufactures of textile materials, other	433	2,078	3,212	3,239
537-565	M. Apparel	3,007	90,944	145,652	243,451
566-603	N. Chemicals, drugs, dyes and colours	903	49,598	99,176	244,313
604-625	O. Oils, fats and waxes, manufactured	22,741	12,058	34,529	43,486
626-634	P. Leather and manufactures thereof	231	13,927	33,964	57,142
635-657	Q. Paper and cardboard and manufactures	456	264	448	162
658-675	R. Aircraft ships and vehicles	27	504	182	956
676-681	S. Rubber manufactures	—	1,093	—	—
682-752	T. Miscellaneous articles, manufactured	5,520	31,404	66,545	220,752
	CLASS IV.—ANIMALS, LIVING, N.E.S.	552	1,029	—	470
	Total merchandise	97,350	429,443	631,762	1,233,647

VALUE OF PALESTINIAN EXPORTS TO SYRIA, BY CLASSES AND GROUPS
OF COMMODITIES, EXCLUDING PETROLEUM PRODUCTS, IN THE YEARS
1939, 1942, 1943 AND 1944.

Serial No.	Classes and groups	1939	1942	1943	1944
		£P.	£P.	£P.	£P.
	CLASS I.—FOOD, DRINK AND TOBACCO	190,169	66,268	159,696	278,070
	Citrus fruits	26,964	20,373	120,154	224,454
	Beverages	950	3,818	1,081	816
	All other groups in class I	162,255	42,077	38,461	53,900
	CLASS II.—RAW MATERIALS AND ARTICLES UNMANUFACTURED	65,299	25,732	10,642	10,423
205-206	A. Coal	—	—	—	—
207-218	B. Other non-metalliferous mining & quarry products	45	2,910	—	212
219-220	C. Metalliferous ores & scrap	991	—	—	—
221-226	D. Wood and timber	3	—	—	—
227-233	E. Textile materials	2,160	—	720	1,950
234-259	F. Seeds, beans and nuts for oil, oils, fats, gums and resins	15,168	12,228	8,183	1,019
260-265	G. Hides and skins, undressed	33,371	1,724	63	223
266-291	H. Miscellaneous raw materials and articles mainly unmanufactured	13,061	8,870	1,676	7,019
	CLASS III.—ARTICLES WHOLLY OR MAINLY MANUFACTURED	133,710	189,784	299,098	536,536
292-295	A. Coke and manufactured fuel	—	482	2,267	4,977
296-322	B. Ceramic ware, glass and manufactured quarry products	172	1,923	26,301	55,690
323-360	C. Iron and steel and manufactures thereof	4,777	1,501	2,242	17,221
361-404	D. Non-ferrous metals and manufactures thereof	1,828	28	132	8,422
405-425	E. Cutlery, hardware, implements, instruments and photographic film	4,185	7,702	6,567	25,750
426-436	F. Electrical goods and apparatus	2,796	5,378	3,012	7,013
437-458	G. Machinery	180	315	7,164	10,349
459-478	H. Manufactures of wood and timber	1,167	772	2,661	1,480
479-488	I. Cotton yarns and manufactures	31,032	7,927	7,054	4,702
489-492	J. Woollen and worsted yarn and manufactures thereof	11	24,688	1,529	22
493-522	K. Silk yarn, artificial silk yarn and manufactures thereof	7,773	247	—	—
523-536	L. Manufactures of textile materials, other	813	576	1,995	1,957
537-565	M. Apparel	34,594	47,444	84,296	190,525
566-603	N. Chemicals, drugs, dyes and colours	5,361	45,086	50,945	92,270
604-625	O. Oils, fats and waxes, manufactured	15,166	4,388	7,520	4,507
626-634	P. Leather and manufactures thereof	1,424	1,947	10,080	15,984
635-657	Q. Paper and cardboard and manufactures	10,098	175	814	73
658-675	R. Aircraft ships and vehicles	741	293	—	371
676-681	S. Rubber manufactures	51	806	60	125
682-752	T. Miscellaneous articles, manufactured	11,541	38,106	84,459	95,098
	CLASS IV.—ANIMALS, LIVING, N.E.S.	45	—	—	—
	Total merchandise	389,223	281,784	469,436	825,029

CHAPTER XIII.

VALUE OF PALESTINIAN EXPORTS TO IRAQ, BY CLASSES AND GROUPS OF COMMODITIES, EXCLUDING PETROLEUM PRODUCTS, IN THE YEARS, 1939, 1942, 1943 AND 1944.

Serial No.	Classes and groups	1939	1942	1943	1944
		£P.	£P.	£P.	£P.
	CLASS I.—FOOD, DRINK AND TOBACCO	8,147	32,224	57,826	21,930
1- 29	A. Grain and flour	—	147	—	—
30- 35	B. Feeding stuffs for animals	—	—	—	—
36- 40	C. Meat	—	—	—	—
41- 46	D. Animals, living, for food	—	—	—	—
47- 56	E. Dairy produce	—	—	—	—
57- 87	F. Fresh fruits, nuts and vegetables	—	16,036	15,982	—
88-103	G. Beverages	334	7,093	37,208	9,081
104-196	H. Other foods	2,763	8,948	4,636	12,770
197-204	I. Tobacco and tobacc	—	—	—	79
	CLASS II.—RAW MATERIALS AND ARTICLES UNMANUFACTURED	64	204	13,341	7,465
266-291	Miscellaneous raw materials	35	204	13,301	7,411
	All other groups in class II	29	—	40	54
	CLASS III.—ARTICLES WHOLLY OR MAINLY MANUFACTURED	2,287	71,175	417,862	354,244
292-295	A. Coke and manufactured fuel	—	—	23	3
296-322	B. Ceramic ware, glass, etc.	—	694	10,438	50,862
323-360	C. Iron and steel and manufactures thereof	—	42	765	24,890
361-404	D. Non-ferrous metals and manufactures thereof	—	68	827	3,825
405-425	E. Cutlery, hardware, etc.	—	981	12,057	5,227
426-436	F. Electrical goods and apparatus	—	686	1,616	785
437-458	G. Machinery	—	—	3	6,898
459-478	H. Manufactures of wood and timber	—	3,441	586	450
479-488	I. Cotton yarns and manufactures	—	1,316	8,604	7,123
489-492	J. Woollen and worsted yarn and manufactures thereof	—	—	—	9
493-522	K. Silk and artificial silk yarn and manufactures thereof	—	59	—	—
523-536	L. Manufactures of textile materials, other	—	487	2,683	2,681
537-565	M. Apparel	—	30,332	142,400	134,567
566-603	N. Chemicals, drugs, dyes and colours	—	12,054	28,870	27,061
604-625	O. Oils, fats and waxes, manufactured	—	334	2,195	448
626-634	P. Leather and manufactures thereof	—	2,339	67,865	35,626
635-657	Q. Paper and cardboard and manufactures thereof	—	42	5,064	70
658-675	R. Aircraft, ships and vehicles	—	—	214	4,355
676-681	S. Rubber manufactures	—	—	—	—
682-752	T. Miscellaneous articles, manufactured	—	18,300	134,252	49,364
	CLASS IV.—ANIMALS, LIVING, N.E.S.	—	—	—	—
	Total merchandise	5,498	103,603	489,029	386,639

VALUE OF PALESTINIAN EXPORTS TO IRAN, BY CLASSES AND GROUPS
OF COMMODITIES EXCLUDING PETROLEUM PRODUCTS, IN THE YEARS
1939, 1942, 1943 AND 1944.

Serial No.	Classes and groups	1939	1942	1943	1944
		£P.	£P.	£P.	£P.
	CLASS I.—FOOD, DRINK AND TOBACCO	157	5,449	15,218	26,816
1-29	A. Grains and flour	—	74	—	—
30-35	B. Feeding stuffs for animals	—	—	—	—
36-40b	C. Meat	—	—	—	—
41-46	D. Animals, living for food	—	—	—	—
47-56	E. Dairy produce	—	—	—	25
57-87	F. Fresh fruits, nuts and vegetables	—	—	1,221	220
88-103	G. Beverages	—	1,038	1,859	4,973
104-136	H. Other foods	—	4,337	12,133	21,098
137-204	I. Tobacco and tobacc	—	—	—	—
	CLASS II.—RAW MATERIALS AND ARTICLES UNMANUFACTURED	—	—	1,235	7,443
266-291	H. Miscellaneous raw materi- als and articles mainly unmanufactured	—	—	1,235	7,439
	All other groups in class II	—	—	—	4
	CLASS III.—ARTICLES WHOLLY OR MAINLY MANUFACTURED	246	14,145	129,223	633,998
292-295	A. Coke and manufactured fuel	—	—	—	—
296-322	B. Ceramic ware, glass and manufactured quarry products	—	—	9,073	74,088
323-360	C. Iron and steel and manu- factures thereof	—	1,163	1,061	54,592
361-404	D. Non-ferrous metals and manufactures	—	—	—	4,773
405-425	E. Cutlery, hardware, and instruments, etc.	—	391	11,650	7,507
426-436	F. Electrical goods and apparatus	—	—	445	6,670
437-458	G. Machinery	—	267	88	944
459-478	H. Manufactures of wood and timber	—	—	1	615
479-488	I. Cotton yarns and manu- factures thereof	—	—	167	4,479
489-492	J. Woollen and worsted yarn and manufactures thereof	—	—	—	—
493-522	K. Silk and artificial silk yarn and manufactures thereof	—	—	119	601
523-536	L. Manufactures of textile materials, other	—	—	11	20
537-565	M. Apparel	—	19	12,348	280,251
566-603	N. Chemicals, drugs, dyes and colours	—	9,976	29,511	42,180
604-625	O. Oils, fats and waxes manu- factured	—	274	3,044	3,085
626-634	P. Leather and manufactures thereof	—	—	16,535	136,609
635-657	Q. Paper and cardboard and manufactures thereof	—	45	1,500	1,898
658-675	R. Aircraft, ships and vehicles	—	—	32	4,710
676-681	S. Rubber manufactures	—	—	—	—
682-722	T. Miscellaneous articles, manufactured	—	2,010	43,638	60,976
	CLASS IV.—ANIMALS, LIVING, N.E.S.	—	—	—	—
	Total merchandise	403	19,594	145,671	667,757

CHAPTER XIII.

VALUE OF PALESTINIAN EXPORTS TO TURKEY, BY CLASSES AND GROUPS
OF COMMODITIES, EXCLUDING PETROLEUM PRODUCTS, IN THE YEARS
1939, 1942, 1943 AND 1944.

Serial No.	Classes and groups	1939	1942	1943	1944
		£P.	£P.	£P.	£P.
	CLASS I.—FOOD, DRINK AND TOBACCO	1,082	834	62	102
	CLASS II.—RAW MATERIALS AND ARTICLES UNMANUFACTURED	7,167	19	2,170	20,524
207-218	B. Other non-metalliferous mining and quarry products	—	—	—	7,282
	All other groups in class II	7,167	19	2,170	13,242
	CLASS III.—ARTICLES WHOLLY OR MAINLY MANUFACTURED	557	570,118	707,803	18,325
292-295	A. Coke and manufactured fuel	—	—	—	—
296-322	B. Ceramic ware, glass and manufactured quarry products	—	489	—	2,855
323-360	C. Iron and steel and manu- factures thereof	—	55,201	115,750	—
361-404	D. Non-ferrous metals and manufactures thereof	—	37,474	30,146	—
405-425	E. Cutlery, hardware, instru- ments, etc.	—	829	410	113
426-436	F. Electrical goods and apparatus	—	—	—	—
437-458	G. Machinery	—	—	500	—
459-478	H. Manufactures of wood and timber	—	9,200	100	—
479-488	I. Cotton yarns and manu- factures	—	—	—	—
489-492	J. Woollen and worsted yarn and manufactures	—	—	—	—
493-522	K. Silk and artificial silk yarn manufactures	—	—	—	—
523-536	L. Manufactures of textile materials, other	—	81,080	92,764	—
537-565	M. Apparel	—	323,268	257,409	332
566-603	N. Chemicals, drugs, dyes and colours	—	9,584	894	1,609
604-625	O. Oils, fats and waxes, manufactured	—	6,204	6,114	—
626-634	P. Leather and manufactures thereof	—	34,672	157,547	—
635-657	Q. Paper and cardboard and manufactures thereof	—	1,536	—	—
658-675	R. Aircraft, ships and vehicles	—	1,573	—	—
676-681	S. Rubber manufactures	—	1,332	—	—
682-752	T. Miscellaneous articles manufactured	—	7,726	47,169	13,416
	CLASS IV.—ANIMALS, LIVING, N.E.S.	—	—	—	—
	Total merchandise	8,806	570,971	710,035	38,951

VALUE OF PALESTINIAN EXPORTS TO ARABIA, BY CLASSES AND GROUPS OF COMMODITIES, EXCLUDING PETROLEUM PRODUCTS, IN THE YEARS 1939, 1942, 1943 AND 1944.

Serial No.	Classes and groups	1939	1942	1943	1944
		£P.	£P.	£P.	£P.
	CLASS I.—FOOD, DRINK AND TOBACCO	1,940	95	1,272	9,76
57-87	F. Fresh fruits, nuts and vegetables	1,866	95	1,272	8,582
	All other groups in class I	74	—	—	1,182
	CLASS II.—RAW MATERIALS AND ARTICLES UNMANUFACTURED	—	—	—	340
	CLASS III.—ARTICLES WHOLLY OR MAINLY MANUFACTURED	347	273	908	27,169
262-295	A. Coke and manufactured fuel	—	—	—	—
296-322	B. Ceramic ware, glass and manufactured quarry products	—	—	—	4,744
323-360	C. Iron and steel and manufactures thereof	—	—	—	2,070
381-404	D. Non-ferrous metals and manufactures thereof	—	—	—	436
405-425	E. Cutlery, hardware, instruments, etc.	—	—	—	136
426-436	F. Electrical goods and apparatus	—	—	—	2,391
437-458	G. Machinery	—	—	—	—
459-478	H. Manufactures of wood and timber	—	—	—	—
479-488	I. Cotton yarns and manufactures	—	—	—	47
489-492	J. Woollen and worsted yarns and manufactures	—	—	—	—
493-522	K. Silk and artificial silk yarns and manufactures	—	—	—	—
523-536	L. Manufactures of textile materials, other	—	—	—	—
537-565	M. Apparel	—	—	—	6,857
566-603	N. Chemicals, drugs, dyes and colours	—	—	—	3,700
604-625	O. Oils, fats and waxes, manufactured	—	—	—	—
626-634	P. Leather and manufactures thereof	—	—	—	389
635-657	Q. Paper and cardboard and manufactures thereof	—	—	—	—
658-675	R. Aircraft, ships and vehicles	—	—	—	999
676-681	S. Rubber manufactures	—	—	—	—
682-752	T. Miscellaneous articles manufactured	—	—	—	5,400
	CLASS IV.—ANIMALS, LIVING, N.E.S.	—	—	—	—
	Total merchandise	2,287	368	2,180	37,273

CHAPTER XIII.

VALUE OF PALESTINIAN EXPORTS TO CYPRUS, BY CLASSES AND GROUPS OF COMMODITIES, EXCLUDING PETROLEUM PRODUCTS, IN THE YEARS 1939, 1942, 1943 AND 1944.

Serial No.	Classes and groups	1939	1942	1943	1944
		£P.	£P.	£P.	£P.
	CLASS I.—FOOD, DRINK AND TOBACCO	404	1,870	409	90,406
104-196	H. Other foods	155	1,432	257	90,225
	All other groups in class I	249	438	152	181
	CLASS II.—RAW MATERIALS AND ARTICLES UNMANUFACTURED	1,675	3,694	4,973	8,673
207-218	B. Other non-metalliferous mining & quarry products	1,535	2,933	4,424	3,840
284-259	F. Seeds, beans, nuts for oils, oils etc.	—	—	—	3,654
	All other groups in class II	140	761	549	1,179
	CLASS III.—ARTICLES WHOLLY OR MAINLY MANUFACTURED	12,275	65,036	211,665	253,754
292-295	A. Coke and manufactured fuel	—	—	—	—
296-322	B. Ceramic ware, glass etc.	7,268	7,882	18,059	21,413
323-360	C. Iron and steel and manufactures thereof	262	219	274	5,165
361-404	D. Non-ferrous metals and manufactures thereof	211	—	903	1,101
405-425	E. Cutlery, hardware, etc.	162	392	325	1,985
426-436	F. Electrical goods and apparatus	280	—	21	1,651
437-458	G. Machinery	201	298	1,996	2,134
459-478	H. Manufactures of wood and timber	54	—	1	151
479-488	I. Cotton yarns and manufactures	—	1,675	7,520	1,689
489-492	J. Woollen and worsted yarns and manufactures thereof	—	—	—	—
493-522	K. Silk and artificial silk yarns and manufactures thereof	324	81	5	—
523-536	L. Manufactures of textile materials, other	15	—	2,610	928
537-565	M. Apparel	440	28,022	40,509	78,184
566-603	N. Chemicals, drugs, dyes and colours	2,037	21,977	98,529	79,434
604-625	O. Oils, fats and waxes, manufactured	5	31	2,267	354
626-634	P. Leather and manufactures thereof	125	—	4,329	5,017
635-657	Q. Paper and cardboard and manufactures thereof	520	—	199	1,565
658-675	R. Aircraft, ships and vehicles	98	—	32	18
676-681	S. Rubber manufactures	1	3	—	150
682-752	T. Miscellaneous articles manufactured	272	4,516	34,686	53,415
	CLASS IV.—ANIMALS, LIVING, N.E.S.	30	—	—	—
	Total merchandise	14,384	70,600	217,047	352,833

VALUE OF PALESTINIAN EXPORTS TO SUDAN, BY CLASSES AND GROUPS
OF COMMODITIES, EXCLUDING PETROLEUM PRODUCTS, IN THE YEARS
1939, 1942, 1943 AND 1944.

Serial No.	Classes and groups	1939	1942	1943	1944
		£P.	£P.	£P.	£P.
	CLASS I.—FOOD, DRINK AND TOBACCO	57	1,532	178	7,852
57-87	F. Fresh fruits, nuts and vegetables	—	977	—	3,197
	All other groups in class I	57	555	178	4,655
	CLASS II.—RAW MATERIALS AND ARTICLES UNMANUFACTURED	—	—	—	20
	CLASS III.—ARTICLES WHOLLY OR MAINLY MANUFACTURED	393	1,334	16,966	31,625
292-295	A. Coke and manufactured fuel	—	—	—	—
296-322	B. Ceramic ware, glass and manufactured quarry products	—	—	586	624
323-360	C. Iron and steel and manu- factures thereof	—	—	—	297
361-404	D. Non-ferrous metals and manufactures thereof	—	—	—	310
405-425	E. Cutlery, hardware, instru- ments, etc.	—	—	875	8,276
426-436	F. Electrical goods and apparatus	—	—	5	85
437-458	G. Machinery	—	—	—	—
459-478	H. Manufactures of wood and timber	—	—	—	—
479-488	I. Cotton yarns and manu- factures	—	—	—	109
489-492	J. Woollen and worsted yarn and manufactures	—	—	—	—
493-522	K. Silk and artificial silk yarn and manufactures	—	—	—	—
523-536	L. Manufactures of textile materials, other	—	—	3,552	—
537-565	M. Apparel	—	—	167	1,190
566-603	N. Chemicals, drugs, dyes and colours	—	—	228	1,914
604-625	O. Oils, fats and waxes, manufactured	—	—	237	2,400
626-634	P. Leather and manufactures thereof	—	—	232	40
635-657	Q. Paper and cardboard and manufactures thereof	—	—	—	—
658-675	R. Aircraft, ships and vehicles	—	—	—	—
676-681	S. Rubber manufactures	—	—	—	—
682-752	T. Miscellaneous articles manufactured	—	—	11,084	16,380
	CLASS IV.—ANIMALS, LIVING, N.E.S.	—	—	—	—
	Total merchandise	450	2,866	17,144	39,497

CHAPTER XIII.

VALUE OF PALESTINIAN EXPORTS TO TRANS-JORDAN, BY CLASSES AND GROUPS OF COMMODITIES, EXCLUDING PETROLEUM PRODUCTS, IN THE YEARS 1942, 1943 AND 1944.

Serial No.	Classes and groups	1942	1943	1944
		£P.	£P.	£P.
	CLASS I.—FOOD, DRINK AND TOBACCO	63,793	170,503	231,675
1-29	A. Grain and flour	253	3,642	19,057
30-35	B. Feeding stuffs for animals	—	13	8
36-40	C. Meat	228	—	288
41-46	D. Animals, living, for food	274	52,376	610
47-56	E. Dairy produce	1,143	538	4,612
57-87	F. Fresh fruits, nuts and vegetables	17,836	46,347	103,229
88-103	G. Beverages	1,336	3,010	3,589
104-196	H. Other foods	40,503	57,214	93,935
197-204	I. Tobacco and tobacc	2,220	7,363	1,347
	CLASS II.—RAW MATERIALS AND ARTICLES UNMANUFACTURED	1,286	3,661	7,583
	CLASS III.—ARTICLES WHOLLY OR MAINLY MANUFACTURED	132,622	376,381	364,178
292-295	A. Coke and manufactured fuel	128	171	145
296-322	B. Ceramic ware, glass and manufactured quarry products	2,532	17,215	40,376
323-360	C. Iron and steel and manufactures thereof	5,689	13,966	12,615
361-404	D. Non-ferrous metals and manufactures thereof	611	3,135	5,188
405-425	E. Cutlery, hardware, instruments, etc.	1,300	8,030	4,291
426-436	F. Electrical goods and apparatus	271	1,065	2,167
437-458	G. Machinery	251	495	433
459-478	H. Manufactures of wood and timber	3,451	9,987	6,199
479-488	I. Cotton yarns and manufactures	2,475	9,226	3,198
489-492	J. Woollen and worsted yarns and manufactures	872	1,027	125
493-522	K. Silk and artificial silk yarns and manufactures	17	130	122
523-536	L. Manufactures of textile materials, other	93	4,874	2,316
537-565	M. Apparel	63,028	191,103	147,878
566-603	N. Chemicals, drugs, dyes and colours	636	2,455	6,454
604-625	O. Oils, fats and waxes, manufactured	16,451	33,396	51,978
626-634	P. Leather and manufactures thereof	2,881	4,906	12,592
635-657	Q. Paper and cardboard and manufactures thereof	2,895	7,908	13,023
658-675	R. Aircraft, ships and vehicles	48	273	25
676-681	S. Rubber manufactures	1,635	1,654	769
682-752	T. Miscellaneous articles manufactured	27,308	65,365	54,284
	CLASS IV.—ANIMALS, LIVING, N.E.S.	302	90	100
	Total merchandise	198,003	550,635	603,536

Section 4.

A SURVEY OF INDUSTRY.

99. The variegated pattern of production which has been fashioned since 1921 bears witness to the radical change which has occurred in the structure of the Palestinian economy. At that time agriculture was practically the exclusive occupation of the population; nevertheless in the brief interval between the wars, industry surmounted the paucity of natural resources and emerged as the dominant contributory to the National Income. By all previous experience, the limited dowry of raw materials, power and industrial technique that accompanied Palestine's severance from the Ottoman Empire should have precluded her entry, even in the most modest way, into the sphere of industrial production.

100. Palestine's natural endowment comprises a climate normally prevalent on the Mediterranean littoral, with the agricultural and horticultural produce common thereto; a soil which, when adequately protected from denudation and erosion, responds with fairly high yields; a geographical location of considerable economic advantage; and finally, the presence of the Dead Sea minerals.

101. However, the absence of an abundance of indigenous raw materials did not constitute a permanent deterrent to Palestinian industrial development. The transition toward industrial prominence was facilitated by five principal factors. The first was the phenomenal growth in the population which gave rise to an unprecedented demand for construction and created, in some measure, a domestic market for a variety of consumers' goods such as are customary in Europe. The second was the availability of power, first derived from the hydro-electric installation on the Jordan river and subsequently supplemented by the generation of electricity from crude oil in the Haifa and Tel Aviv power stations. The influx of talented immigrants, who provided capital, a skilled labour force and resource and ability as entrepreneurs, created an industrial milieu. The arrival, in 1935, of crude oil debouching from the I.P.C. pipe line, followed by the erection of the refineries, constituted the fourth factor. Finally, the war stimulated industrial enterprise to meet the requirements of the Services and the civilian population.

102. This development occurred alongside agricultural development and notwithstanding the inevitable tug-of-war between the two sides of the country's economy in tariff matters. The tariff structure had been devised primarily as a source of revenue, and, as a protective measure, was discriminative, giving due weight to the needs of each side of the country's economy. Furthermore, industry, like agriculture, had to contend with the effects of Article

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18 of the Mandate, which, by prohibiting the promulgation of tariffs discriminating against individual countries, exposed Palestinian producers to the full rigours of the trade practices adopted by countries such as Japan and Germany.

103. The cessation of civilian shipping through the Mediterranean in June 1940 and the subsequent rupture of the traditional supply channels, which effected a virtual embargo on imports, precipitated an intensification in the pace of industrialisation. To deal with the large military orders and the ever-pressing civilian needs, the potential capacity of existing plants was exploited, new establishments were created and an expanding array of new articles was introduced. The most noteworthy advances occurred in the metal industries and in diamonds, but textiles, chemicals and pharmaceuticals also registered marked growth. A detailed survey of production in 1944 reveals the existence of many of those "light" or secondary industries which are customary in a normally industrialised country. Although it is probable that post-war retrenchment will demand a thorough overhaul of the industrial structure, in the course of which many enterprises may shrink or even disappear, it might be wrong to conclude that Palestinian industry was in the main a passing phase of war economy. The strengthened capital position; the diversification in range and improved quality of the products; the impending modernisation of equipment; the new trading contacts—these are but some of the features that should permanently influence Palestine's industrial development.

104. In the following paragraphs are indicated the more salient elements which have influenced the emergence of local industry.

The survey consists of the following parts :—

- A. Factual details derived from the censuses of industry.
- B. The principal raw materials which are available, both local and imported.
- C. The extent and character of the labour force.
- D. The capital available for financing industry.
- E. The power resources.
- F. Transport facilities.
- G. A concise review of the more important branches of industry.

A. *Factual details from the censuses of industry.*

105. From the censuses of industry of 1939 and 1942 prepared by the Government Statistician (see next page) and from the Jewish Agency's census of 1937, supplemented by subsequent surveys (see following pages), certain details may be adduced which best describe the progress made by industry since the British occupation.

MAIN RESULTS FROM THE TWO CENSUSES OF INDUSTRY, 1939, 1942
CARRIED OUT BY THE DEPARTMENT OF STATISTICS.

	Jewish		Concessions		Non-Jewish	
	1939	1942	1939	1942	1939	1942
Persons engaged on census date	13,678	87,773	2,619	3,400	4,117	8,804
Gross output £.000's	6,046	29,041	1,251	2,131	1,545	5,658
Net output £.000's	2,455	11,488	1,106	1,631	313	1,725
Capital invested £.000's	4,391	12,094	5,799	6,294	704	2,131
Horse power of motors	40,694	57,410	133,128	133,673	3,914	3,812
Salaries and wages paid £.000's	1,008	5,641	274	611	122	511

Source: Government Statistician's Census of Industry 1940 and 1943.

NOTES:—

- (i) Of the 5 concessions three are Jewish or were established by Jewish capital; Palestine Electric Corporation Ltd., Palestine Potash Ltd., and Palestine Salt Co. which account for about 90 per cent of the total activities of the 5 companies. The two companies which are non-Jewish in character are the Jerusalem Electric and Public Service Corporation Ltd., and Shukri Deeb and Son Ltd. (Salt).
- (ii) The census does *not* include laundries, printing presses and garages.
- (iii) Jewish establishments in 1939 and 1942 include only such firms as engaged more than three persons. In the case of bakeries the minimum number of persons constituting an establishment was taken to be five. Non-Jewish establishments include smaller firms as the average size of unit is much smaller than in the case of Jewish establishments. In certain non-Jewish trades, viz. weaving, shoe making, bakeries, carpentries, the enumeration was extended to cover even "one-man" firms.
- (iv) Net output is obtained by deducting from gross output the cost of materials and fuel used. Net output represents the net value added by the process of manufacture and thus constitutes a more significant measure of the economic importance of the industry.

PROGRESS OF JEWISH INDUSTRY AS REFLECTED BY THE CENSUSES TAKEN BY THE JEWISH AGENCY FOR PALESTINE.*

Industries	1925					1926				
	Establishment	Persons engaged	Gross output	Capital invested	H.P.'s	Establishment	Persons engaged	Gross output	Capital invested	H.P.'s
Food	144	971	—	£P. 383,705	1,165	143	1,023	—	£P. 488,828	1,403
Textiles and wearing apparel	73	579	—	138,000	159	71	718	—	202,641	243
Metals and machinery	51	484	—	73,155	184	53	490	—	76,795	218
500 Woodwork	57	512	—	54,000	261	71	739	—	94,968	613
Leather	55	330	—	44,830	68	42	350	—	63,320	91
Printing and paper	60	676	—	91,485	71	70	671	—	123,930	153
Chemicals	37	223	—	212,440	321	38	367	—	226,390	375
Stone and cement	38	963	—	482,980	3,464	69	1,175	—	578,225	3,799
Diamonds	—	—	—	—	—	—	—	—	—	—
Miscellaneous	21	156	—	36,150	40	26	178	—	44,130	68
Totals	536	4,894	—	1,516,745	5,733	533	5,711	—	1,849,227	6,958

* All these figures are as derived from the Jewish Agency.

PROGRESS OF INDUSTRY AS REFLECTED BY THE CENSUSES TAKEN BY THE JEWISH AGENCY FOR PALESTINE. (Contd.)*

	1930**					1933				
	Estab- lish- ment	Persons engaged	Gross output	Capital invested	H.P.'s	Estab- lish- ment	Persons engaged	Gross output	Capital invested	H.P.'s
			£P.	£P.				£P.	£P.	
Food	163	1,472	657,354	481,541	1,246	198	2,412	1,004,954	854,175	3,757
Textiles and wearing apparel	108	1,294	218,861	165,128	102	139	1,983	457,977	298,200	543
Metals and machinery	79	834	160,249	101,470	295	147	1,994	523,342	290,966	1,146
Woodwork	60	617	100,801	70,285	405	172	1,823	425,897	171,699	2,272
Leather	41	468	150,557	81,873	112	47	613	174,942	77,573	209
Printing and paper	77	957	118,666	136,297	237	70	1,089	193,766	180,462	454
Chemicals	19	334	109,254	92,805	166	36	1,081	463,688	836,935	2,128
Stone and cement	51	603	97,135	63,083	429	107	2,535	1,053,084	806,121	6,318
Diamonds	—	—	—	—	—	—	—	—	—	—
Miscellaneous	19	198	40,856	28,913	50	54	889	327,776	1,580,660	32,995
Totals	624	7,582	2,079,733	2,095,395	9,932	970	14,419	4,680,426	5,096,791	49,822

* All these figures are as derived from the Jewish Agency.

** In the 1930 table figures for seven establishments, including Nesher Cement Works, Palestine Electric Corporation, Shemen Oil Industries and the Nur Match Factory are included in the totals but not in the distribution. Returns for these establishments were not available and estimates were accordingly made.

PROGRESS OF JEWISH INDUSTRY AS REFLECTED BY THE CENSUSES
TAKEN BY THE JEWISH AGENCY FOR PALESTINE. (Contd.)*

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	1937					1943				
	Estab- lish- ment	Persons engaged	Gross output	Capital invested	H.P.'s	Estab- lish- ment	Persons engaged	Gross output	Capital invested	H.P.'s
			£P.	£P.				£P.	£P.	
Food	290	3,676	2,260,880	1,626,780	6,394	383	7,377	10,253,000	3,152,000	—
Textiles and wearing apparel	210	2,772	634,970	656,010	1,425	431	8,434	5,730,000	2,195,000	—
Metals and machinery	266	2,872	860,000	835,910	3,545	399	9,774	5,483,000	2,067,000	—
Woodwork	246	2,084	635,480	415,530	5,091	180	1,644	1,412,000	547,000	—
Leather	61	842	267,880	143,030	438	124	1,806	1,831,000	457,000	—
Printing and paper	157	2,282	523,080	519,450	1,168	193	2,226	1,218,000	866,000	—
Chemicals	71	2,002	875,800	1,593,500	5,878	180	4,795	5,395,000	3,309,000	—
Stone and cement	156	3,058	1,003,490	1,289,250	7,344	72	1,966	1,547,000	1,422,000	—
Diamonds	—	—	—	—	—	32	3,571	1,283,000	678,000	—
Miscellaneous	99	2,376	830,410	3,984,510	73,583	126	3,456	2,135,000	5,830,000	—
Total	1,556	21,964	7,891,940	11,068,970	104,866	2,120	45,049	36,287,000	20,523,000	—

Source: Statistical Bulletins of Jewish Agency, March, 1945 and September, 1945.

NOTES:—

- 1) The census includes the three concessions: Palestine Electric Corporation, Palestine Potash Ltd., and the Palestine Salt Co. Ltd.
- 2) The census also includes laundries, printing presses and garages.
- 3) Establishments have not been selected in accordance with a rigid qualification; empirical standards were applied. The firms chosen were those whose production for sale in the market exceeded £P.2,000 per annum and had a capital investment of at least £P.1,000.
- 4) In the 1943 data, the number of persons engaged relates to 1943, but all figures relating to values refer to 1942.
- 5) Chemicals include edible oils.

* All these figures are as derived from the Jewish Agency.

B. *Raw materials.*

106. The principal raw materials available locally are set out in the following table which also presents, in brief, the main purpose and extent to which they are employed in industry.

Materials	Quantities available	Used in the production of	Annual output (latest figures available)	Remarks
<i>A. Mineral raw materials.</i>				
1. Dead Sea salts	Limits of deposits not known	Potassium chloride, bromine, table salt, potassium sulphate, magnesium chloride	Potassium chloride — 104,000 tons Bromine — 1,001 tons	The bulk of these materials is being exported
2. Lime, stone, clay, sand and marble	-ditto-	Cement, silicate bricks, burnt clay bricks, roof tiles, pottery, ceramic ware, ornamental masonry, tomb stones, etc.	Cement 176,000 tons Silicate bricks 26,000,000Pc. Burnt ,, 5,100,000Pc. Roof tiles 182,000Pc.	Maximum production in one year amounted to 200,000 tons.
3. Phosphate rocks	-ditto-	Super phosphates	Super phosphates 14,000 tons	Also extensive deposits in Trans-Jordan. A quantity of 3,300 tons of phosphatic minerals was exported in 1944.
4. Sand (special)	-ditto-	Glass manufacture	45,629 M2 plate glass	
5. Coloured earth (ocre)	-ditto-	Earth colours	Figures not available	
6. Kaolin	-ditto-	Ceramics and fine pottery	-ditto-	Extensive deposits in Trans-Jordan
7. Oil, crude	-ditto-	Refined oil products	-ditto-	Imported from Iraq.
8. Table salt	-ditto-	Tanning industry, food industries, etc.	13,000 tons (annual average) with a maximum output of 17,000 tons	Extracted from sea water by process of evaporation; also by-product of Dead Sea chemicals.

B. RAW MATERIALS (Contd.)

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Materials	Quantities available	Used in the production of	Annual output (latest figures available)	Remarks
B. Vegetable raw materials.				
1. Vegetables	198,000 tons (5 years' average)	Canned vegetables	Canned vegetables — 2,100 tons	Maximum production of fresh vegetables—229,000 tons.
2. Tobacco leaf	1,200 tons (5 years' average)	Cigarettes, tobacco and snuff	Cigarettes — 1,080 tons	The bulk of local cigarettes is manufactured from local tobacco with some foreign tobacco for blending.
3. Flowers and weeds	Not known	Essential oil (thyme and jasmin) and perfumery	Thyme and other oils — 8,100 kgs.	Exported quantities in 1944.
4. Medicinal herbs	Not known	Drugs and medicines	Figures not available	
5. Cotton yarn	1,355 tons	Textile industries		Manufactured from imported raw cotton.
6. <i>Fruits:</i> a) Citrus fruit	About 300,000 tons annually	Jams, concentrated juices, essential oil, pectin, citric acid, citrus alcohol	Jams — 15,000 tons Essential oils — 12,485 kgs. Concentrated juices — 1,356 tons Chemicals—16 tons of liquid pectin 14 tons of citric acid.	The bulk of citrus fruits is being exported for consumption as fresh fruit. Exports in 1945.
b) Olives	Quantity vary considerably from year to year—5 years' average—42,000 tons	Olive oil and soap	Olive oil — 8,000 tons Olive oil soap — 4,300 tons	More than half of local soap is however manufactured from oils extracted from imported oil seeds.

Materials	Quantities available	Used in the production of	Annual output (latest figures available)	Remarks
B. <i>Vegetable raw materials</i> (Contd.)				
c) Grapes	45,000—50,000 tons per annum	Wine, vinegar and other alcoholic beverages	Wine — 5.5 million litres	In pre-war period wine figured as an important export item. Large quantities were exported before the war to U.S.A.
C. <i>Animal raw materials.</i>				
1. Intestines	Unknown	Sausage casings		Considerable quantities were exported before the war to U.S.A.
2. Cattle hides	65,000—70,000 hides per annum	Leather, bottom and uppers	Bottom cattle leather — 2,000 tons Upper leather — 1,200 tons	Before the war large quantities of raw hides and skins were exported.
3. <i>Leather:</i>				
a) Bottom	2,000 tons per annum	Shoes and boots and fancy leather goods	Shoes and boots and sandals — 2,185,000 pairs.	
b) Upper, cattle	1.8—2 million sq. ft. per annum			
c) Upper, sheep and goats	1 million sq. ft. per annum			
4. Wool	Unknown	Woollen yarn		
5. Woollen yarn	210 tons	Textile industry		Manufactured from imported and local raw wool and from local used woollen fabrics.

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IMPORTED MATERIALS.

107. An analysis of the trade statistics shows that raw materials and semi-finished goods constitute an increasing proportion of total imports to such an extent as to alter fundamentally the structure of the import trade. The following table shows the percentage of total imports constituted by each of the three main categories :—

	1939	1942	1943	1944
1) Food, drink and tobacco (and living animals)	26	35	38	40
2) Raw materials and articles mainly unmanufactured	10	24	40	38
3) Articles wholly or mainly manufactured	64	41	22	22
Total imports	100	100	100	100

The classification "raw materials and articles mainly unmanufactured" does not adequately reflect the volume of materials which are destined to undergo processing in the country. There are a number of important commodities in categories (1) and (3) which serve as raw materials for local industry. The following table shows the quantities of some of the main raw materials imported in recent years for the purpose of processing by local industry :—

IMPORTS OF CERTAIN RAW MATERIALS.

		Yearly average for:—	
		1938/39	1943/44
Malt	tons	935	1,917
Cocoa beans	tons	498	1,278
Tobacco leaves	tons	87	470
Oil seeds	tons	22,544	38,151
Carobs — *	tons	65	27,449
Molasses for distillation	tons	2,425	5,506
Pig iron	tons	940	1,414
Textile fibres of cotton, wool and yarn	tons	1,688	4,638
Cordage, thread and yarn of flax, hemp, jute and linen	tons	236	246
Hides and skins	tons	172	1,890
Tanning substances	tons	217	2,276
Dyestuffs	tons	45	82
Caustic soda	tons	1,623	3,952
Sulphur	tons	186	3,311
Chemicals n.e.s.	£P.	29,758	292,150

* Partly used for distillation during the war years.

C. The labour force.

108. The growth of a labour force not engaged in agriculture is reflected in the number of persons engaged enumerated in the censuses of industry taken in the years 1939 and 1942, which are shown in the following table :—

	1939	1942	Increase %
Jewish	13,678	37,773	176
Concessions	2,619	3,400	30
Non-Jewish	4,117	8,804	111
Total	20,414	49,977	145

It should be noted that the census of industry has excluded wage earners employed in handicrafts, small workshops as well as in certain industries such as printing, laundries and garages.

109. It is not possible in the absence of a complete census of population to give precise figures of the occupational distribution of the population in any year subsequent to 1931. Certain estimates are, however, available from the estimates of national income for the years 1939 and 1942.

NUMBER OF WAGE EARNERS IN EACH BRANCH OF INDUSTRY,
1939 AND 1942.

	1939	1940
1. Agriculture (hired labour)	35,000	20,000
2. Industry :		
Manufacture	37,200	52,000
Mining	3,000	3,200
Construction	25,000	61,500
Transport and communications	18,000	20,000
3. Commerce and finance	21,000	22,000
4. Government, administrative departments and municipal services	21,000	31,500
5. Hotels, restaurants and personal services	27,000	31,550
6. War Departments civilian employees	1,700	24,600
7. Palestinian soldiers in Armed Forces	—	21,200
8. Other services and minor groups	15,000	17,700
Total wage earners	203,900	305,250

The discrepancy between the 52,000 wage earners shown in the above table and the 49,977 in the previous table is to be explained by the omission, in the census of industry, of certain workshops and industries as has already been mentioned.

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110. The first census of industry which was taken by the British Administration in 1928 indicated that there were 12,408 wage earners employed in manufacturing and mining, compared with the figures of 40,200 in 1939 and 55,200 in 1942 as shown in the above table. An estimate made of the number of wage earners in the year 1944 fixes the total of wage earners in manufacture and mining at approximately 57,000.

111. The classification of wage earners by religious community or by "race" is extremely difficult. For this reason it has been necessary to assume that, in general, enterprises of Jewish proprietorship employ mainly Jews, and non-Jewish enterprises employ mainly non-Jews. The assumption is, of course, not entirely accurate, and is used only in the absence of any better criterion. Among the concessions, the Palestine Electric Corporation employees are almost exclusively Jewish; the Jerusalem Electric and Public Service Corporation's staff is drawn from both communities; the Palestine Potash, although employing Arabs, has a predominance of Jews.

112. The Arab trades which are most developed are : milling, tobacco manufacturing and some branches of the textile and metal trades.

113. From 75%-80% of all persons engaged in industry were employed in Jewish owned enterprises. The growth of the Jewish labour force in the various branches of manufacture has already been indicated in a previous table. A rough estimate made by the Government Statistician of Jews gainfully employed in 1945 is :

		%
Agriculture	95,000	14.8
Manufacture	65,000	27.4
Building and construction	16,000	6.8
Transport	10,000	4.3
Commerce and trade	26,000	10.9
Professions	20,000	8.4
Office employees	22,000	9.2
Police,	6,500	2.7
Domestic service	15,000	6.3
Houseowners and capitalists	12,000	5.0
Miscellaneous	10,000	4.2
Total	237,500	100.0

An index of Jewish industrial employment for the year 1939-1943 is given herewith :—

(October 1938 — September 1939 = 100)

	<u>1939</u>	<u>1940</u>	<u>1941</u>	<u>1942</u>	<u>1943</u>
Number of persons in employment	100	108	129	163	191
Number of man-days worked	99	108	135	175	211

The elasticity of the Jewish labour force is revealed by this marked increase in employment, notwithstanding the fact that the growth in population during the period did not keep pace and that men and women were serving in the armed forces. The greater rise in the number of man-days worked than in the personnel employed is attributable to the higher intensity of operations, i.e. overtime work.

114. From Government sources it is possible to compile an index of the volume of employment in manufacturing for all communities :—

<u>1939</u>	<u>1942</u>	<u>1943</u>	<u>1944</u>	<u>1945</u>
100	200	214	209	221

From this table it can be seen that there has been a steep increase (121%) in the six year period of the war.

115. There has been a shift in the size of the industrial unit. Large scale undertakings (that is employing more than 50 persons) accounted for 50% of the total employment in 1943 as compared with only 35% in 1937. A Jewish Agency survey in 1942 classifying 1,867 factories, engaged in all branches of industry, revealed that 239 factories employed more than 30 workers; 921 employed from 5 to 30 workers; and 707 employed less than 5 workers. About 75% of these factories were established before the outbreak of the war.

SKILLED TRADESMEN.

116. A survey of skilled tradesmen was conducted by the Department of Statistics in the year 1943. The survey covered five different employing groups, viz :—

- i) Government workshops
- ii) Workshops of His Majesty's Forces
- iii) Electricity supply and mineral oils
- iv) Arab and other non-Jewish workshops
- v) Jewish factories and workshops.

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The survey was not complete in the sense that a census of population is complete, but an attempt was made to spread the network of enumeration as widely as possible and to contact every known establishment employing skilled tradesmen. The total number of skilled persons enumerated amounted to 41,063 of whom 36,073 were males and 4,990 were females; the division by "race" showed that, of the skilled persons enumerated, 26,126 were Jews, 13,636 were Arabs and 1,301 were of other "race". The other "races" include mainly Armenians.

117. The tradesmen were classified in accordance with five grades of skill :—

- (a) Highly skilled, being a tradesman of considerable experience, with ability to direct learners, including foreman;
- (b) A fully competent tradesman who can do specialised work requiring no supervision;
- (c) A competent tradesman requiring very little supervision;
- (d) A routine tradesman who does not require constant supervision;
- (e) A learner.

According to these classifications, the workmen surveyed fall into the following categories :—

	Total	a.	b.	c.	d.	e.	Not stated
1) Jewish factories and workshops	20,104	3,780	3,640	5,466	4,162	2,633	423
2) Arab factories and workshops	8,838	345	1,476	3,285	2,431	1,301	—
3) Electricity and mineral oil establishments	1,435	215	298	523	286	113	—
4) Government workshops	2,022	203	476	682	309	343	9
5) Services workshops	8,664	489	1,228	2,917	3,242	761	27
Total	41,063	5,032	7,118	12,873	10,430	5,151	459

If the definition of skill is to be interpreted in not too diluted a fashion, it would be advisable to confine the conception of skilled tradesmen to categories (a) and (b). Thus of the 41,063 workmen surveyed, 5,032 are in category (a) (or 12% of the total) and 7,118 in category (b) (or 17% of the total).

D. Capital resources of Palestine industry.

118. The first to found a modern industry in Palestine and thus open the industrial era in this country was the late Baron Edmond de Rothschild who, realizing that to maintain a reasonable standard

of living, agriculture must be complemented by industry, established, at the turn of the century, the wine cellars at Rishon le Zion and Zichron Yaacov. This was followed by the launching of similar pioneering ventures some of which failed, but most of which flourished. His creations were all related to the food and shelter requirements of the population, e.g. the Grands Moulins de Palestine, the Palestine Salt Co., and the Nesher Cement Works. The Palestine Electric Corporation was made possible only by his investment.

119. The development of Palestine's industry, on a wider base, started in the middle of the twenties when a new source of capital appeared simultaneously with the various waves of immigration. Jewish industrialists, anxious to settle in Palestine, created a new type of private industrial enterprise. These were the medium-sized establishments such as Lodzia, Delfiner and subsequently Ata, all textile factories. In their wake followed other industrialists, such as the founders of the Meshi Sacks silk factory, the American Porcelain Tooth Co. Ltd., the Elite chocolate works and Dubek Cigarette Co.

120. The years following 1933 brought an increased inflow of industrial capital particularly into industries hitherto unknown in Palestine. Many of these enterprises, now of notable importance in Palestinian industry, were established during the period preceding the war. This increased supply of capital for the industrialization of Palestine during the inter-war period is illustrated by the following figures :—

Estimate of Jewish capital invested in industry and industrial equipment imported into Palestine.

	Capital invested	Industrial equipment imported
	£P.	£P.
Before 1925	2,500,000	*
1925—29	1,000,000	*
1930—32	2,500,000	606,000
1933—39	7,000,000	4,905,000
1940—44	6,000,000	1,101,000

121. Of considerable significance is the form in which a proportion of the capital imports reached this country. In view of the exchange restrictions prevailing in many European countries in the 1930's, Jewish capitalists wishing to settle in Palestine could transfer only part of their assets and that part in kind only.

* Not available.

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Capital imports thus took the form principally of industrial equipment. In no small degree it was the reserve capacity provided by this machinery which made possible Palestine's industrial expansion during the war. Since 1920, some 3,400 new companies have been registered (94 per cent. of them since 1932) and new capital authorized amounted to £P.42,000,000 (86 per cent. of it since 1932). No details are available as to what share of the new companies and new capital is attributable to industry, but the proportion is known to be large.

122. Capital requirements often exceeded the immigrant manufacturer's own funds (most of his capital was frozen abroad) particularly as the lack of adequate factory space often necessitated heavy initial investment in land and buildings. The working capital required was provided through bank credit, partially guaranteed by public institutions. In addition, funds for consolidation and for the promotion of new industrial enterprises were provided by such banks as the Anglo-Palestine Bank, the Industrial Bank and the Palestine Corporation Ltd. During the war the banks continued to furnish a considerable proportion of the finance required for the initial expansion in production necessary to meet the requirements of the armed forces and the civilian population. Subsequently, the accumulation of cash reserves through a liquidation of stocks rendered industry less dependent on bank credit.

123. The capital position in post-war Palestine may be summarised as follows :—

- (a) Manufacturers have accumulated substantial cash reserves representing deferred repairs, renewal reserves and profits.
- (b) Considerable savings are available for investment. If industry offers attractive prospects, investors apparently will not hesitate to throw in their lot with industry; recent issues of shares by three leading industrial undertakings (an innovation for the local public) were quickly taken up.
- (c) Long-term industrial credit may be available to an increasing extent from the resources of local financial institutions, and by investment corporations set up here by Jewish communities in the principal centres abroad (U.K., U.S.A. and South Africa).
- (d) British and U.S.A. concerns show increasing interest in actively co-operating with Palestine industry. British manufacturing concerns became partners before the war in local enterprise (manufacturing of insulated cable and wire,

margarine, matches, cigarettes etc.); since 1944 the number of such associations has been increasing (assembly shops for engines, manufacture of safes, metal-containers, paints, chocolates, cereal products etc.).

124. A distinctive feature of the industrial complex in Palestine is Labour's role as an industrial producer. Although the agricultural communal settlements frequently operate workshops in an effort to diversify the source of cash income and to absorb seasonal unemployment, their share of the country's production is not appreciable. Somewhat more prominent are the producers' co-operatives; but even they, with the exception of the transport co-operatives, do not predominate in any branch. Otherwise, however, is the case with a group of industries affiliated to the Solel Boneh (the Labour Federation's construction company) and the Hamashbir Hamerkasi (the Wholesale Co-operative Society). They have, in recent years, acquired control over a number of major enterprises, among which are the Vulcan Foundries, the Phoenicia Glass Works, the Hamgaper Rubber Company, and, recently, the Shemen Oil Company and Nesher Cement Works.

E. Power.

125. Figures of sales of electrical energy and consumption of crude oil and refined petroleum products point to the marked increase that has occurred in the power resources of the country.

126. The first hydro-electric station was started in 1926 and was followed by the construction of two steam turbine plants in Haifa and Tel Aviv in 1935 and 1938 respectively. In 1929 the Jerusalem Electric and Public Service Corporation commenced its supply of electricity to Jerusalem and its environs. The total installed capacity in 1945 was 76,000 KW. with the Palestine Electric Corporation and 11,000 KW. with the Jerusalem Electric. Both corporations are in the course of completing appreciable extension in plant; the former has already exploited to the full the surplus capacity which had, with some foresight, been erected prior to the outbreak of hostilities.

SALES OF ELECTRIC POWER (THOUSAND KWH).

	Total	Industry	Irrigation
1939	91,475	25,584	28,504
1940	101,388	36,258	28,234
1941	111,693	33,571	33,298
1942	133,488	42,364	37,411
1943	161,624	50,781	45,767
1944	187,811	58,020	49,965
1945 (estimated)	210,000	70,000	50,000

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Further details of the electricity supply are given in paragraphs 167 *et seq.*

127. The increase in consumption of petroleum products was facilitated by their easy availability resulting from the construction of the Consolidated Refineries at Haifa in the early stages of the war. The conversion of crude oil into petroleum derivatives by the Consolidated Refineries was as follows:—

	Tons
1941	1,190,000
1942	2,000,000
1943	2,850,000
1944	3,360,000

CONSUMPTION OF REFINED PETROLEUM PRODUCTS (BENZINE,
KEROSENE, GAS OIL, DIESEL OIL, FURNACE OIL).
(METRIC TONS).

	Benzine	Kerosene	Diesel oil	Gas Oil	Furnace oil
1939	31,884*	48,366*		85,297†	
1940	58,425	49,280	28,292	11,536	57,927
1941	104,296	56,369	33,065	12,023	78,549
1942	138,057	65,219	44,356	12,762	121,808
1943	121,445	77,069	72,007	14,489	174,653
1944	105,402	81,117	75,041	15,737	219,783

F. Transportation.

128. The improvement in road and rail transport facilities is evinced by the expansion of the net ton-kilometrage of freight carried by the Palestine Railways and operated lines, from 55 million ton-kilometres in 1929 to 474 million ton-kilometres in 1934/44. In the whole period of British administration the length of allweather roads increased from 450 kms (1922) to 2,660 kms (1944), the latter figure being exclusive of seasonally usable roads amounting to approximately 1,600 kms. The present capacity of road and rail transport is indicated in the following tables which show the volume of railway operations and the volume of traffic carried by the principal road transport undertakings during recent years.

* Apparent consumption based on statistics of imports and exports.

† Represents imports of solar, diesel, mazut, gas oil and fuel oil. There were no exports nor re-exports of these items.

RAILWAY OPERATIONS.

	Tonnage of goods carried	Tonnage of imported goods	Tonnage of exported goods	No. of passengers (exclusive of season tickets)
	tons	tons	tons	
1938/39	825,860	82,555	47,061	616,009
1939/40	847,445	113,109	80,052	674,721
1940/41	978,892	247,449	110,277	1,035,925
1941/42	1,693,455	258,871	246,584	2,127,552
1942/43	2,302,493	423,490	356,605	2,399,363
1943/44	2,589,036	620,328	230,675	2,951,988
1944/45	2,231,001	423,323	280,333	2,883,821

ROAD TRANSPORTATION.

	No. of passengers carried intra-urban	No. of passengers carried inter-urban	Tonnage of goods transported
	(thousands)	(thousands)	tons
1939	49,671	11,483	468,253
1940	55,336	14,800	482,825
1941	69,838	22,129	627,727
1942	90,354	29,638	733,028
1943	114,498	36,625	665,641
1944	130,287	38,592	653,477

Although the volume of freight carried by the railways in 1944 considerably exceeds that moved by lorry, the comparison was not so unfavourable to road transport in 1939 and 1940 before the railway traffic began to reflect the special conditions arising from war circumstances.

The above tables suggest that industry was well served with transport facilities; they also serve as an indicator of increased commercial and industrial activity.

G. A review of certain branches of industry.

129. The following general observations on a number of the more important industries tend to demonstrate the degree to which Palestinian enterprises have been able, during the war years, to consolidate their position. This extension of production has principally centred upon those commodities which have not necessitated the import of new machinery, but yet they have been able to fill the gaps in production revealed by Palestine's enforced isolation.

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I. FOOD, DRINKS AND TOBACCO.

130. Some indication of the expansion that has occurred in the processing of foodstuffs can be seen from the following comparative table for a number of articles :—

	Unit	Production			
		1939	1942	1943	1944
Standard flour	tons	—	45,000	131,377	158,841
Vermicelli & macaroni	tons	200	1,700	1,800	2,350
Margarine	tons	1,000	4,218	3,720	3,635
Butter	tons	270	430	606	769
Cheese	tons	670	1,700	1,900	1,767
Jam	tons	920	13,760	21,751	15,466
Squashes & juices	tons	1,270	4,966	17,673	15,873
Citrus concentrates	tons	—	—	787	1,356
Canned & preserved vegetables & fruit	tons	—	379	3,020	2,138
Chocolate & cocoa	tons	1,000	2,500	2,300	1,365
Confectionary	tons	800	2,100	1,700	1,700
Yeast	tons	212	465	433	453
Meat products (sausages, etc.)	tons	200	600	1,000	1,500
Beer	1000 litres	2,017	9,959	11,571	16,377
Wines	1000 litres	3,421	4,090	4,316	5,455
Spirits	1000 litres	1,275	1,777	2,376	2,374

In the various food industries, Jewish enterprise is predominant with the exception of cigarettes and grain milling where the Arab mills account for one-half of the output. The Jewish milling industry is organised for the production of fine flour from overseas cereals, whilst the Arab mills are equipped for the milling of local hard wheat.

131. *Edible oils.* The refining of edible oils is one of Palestine's earliest modern industries. Firmly entrenched, even before the war, it has been of great value in maintaining the country's supplies when the imports of butter and edible fats ceased. The advanced processes employed in oil refining, the hydrogenation for fat hardening, the production of pure glycerine, and the high consumption of oilcake by local dairy farmers, all provide competitive advantages which may enable the industry to maintain its position.

Although the olive crop is subject to fluctuations in yield, nevertheless, by husbanding the crops from year to year, there is always an adequate surplus for olive oil export, either in the form of soap or as refined oil, both of which enjoy a high reputation. Improved methods of picking the olives and treating and storing the oil will assist in renewing and expanding the export possibilities, particularly to Empire markets.

132. In 1943, 25,000 tons of vegetable oils were produced, about half of which was derived from imported oil seeds crushed almost entirely in Jewish factories; the other half was obtained from local olive and sesame crops which were handled in the main by Arab enterprises. Of the oil available, about 7,200 tons were employed in the production of soap, 3,700 tons were converted into hardened oil for margarine, and 12,700 tons were consumed as edible oil; the bulk of the latter being refined in two large Jewish factories.

133. *Dairy products.* In the Arab community manufacturing of dairy products on a modern basis hardly exists. Surplus milk (especially sheeps' milk) during the spring and summer months is converted into hard white cheese, preserved in brine for consumption in off-season months. But even in the Jewish community milk is consumed mainly as fresh milk, only relatively small surpluses being converted into dairy products such as butter, cream, cheese and sour milk.

134. Statistics relating to the manufacture of dairy products are available for Jewish dairies only for the year 1942. For subsequent years some indication of production can be had from the annual reports of the Tnuva Ltd., the marketing organisation for the Jewish communal and co-operative farms, which operates three large dairies in the three main towns.

JEWISH DAIRY PRODUCTS, 1942.

	No. of dairies	Pasteurised milk (1000 ltrs.)	Sour milk (1000 ltrs.)	Butter tons	Cream tons	Cheese tons
All dairies	21	11,738	1,731	396	712	1,466
Tnuva	3	11,134	1,249	267	609	888
Tnuva as % of total		95%	72%	67%	86%	61%

The number of workers employed were 404 and the value of output amounted to £P.1,039,000.

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PRODUCTION OF DAIRY PRODUCTS BY TNUVA LTD.

Year	P r o d u c t s					
	Pas- teurised milk (1000 ltrs.)	Sour milk (leben & kefir) (1000 ltrs.)	Butter tons	Cheese tons	Cream tons	Other products tons
1942	11,134	1,249	267	888	609	—
1943	12,876	1,516	392	739	*	445 **
1944	11,758	1,684	418	614	*	1,197 **

135. *Other processed food, drink & tobacco.* The Palestine Brewery, established before the war, has been extended and two additional plants erected. Deliveries of beer during 1944 were eight times greater than pre-war. The production of wines and liqueurs, though 60% greater than in 1939, is still insufficient to cope with the increased demand from local overseas consumers; the industry has during many decades become well entrenched, having set up a net of export contacts which should ensure it a continued prosperity.

136. The output of cigarettes has doubled; in addition to the local tobacco crop, substantial quantities of Turkish tobacco and, to a lesser extent, Virginia tobacco from the United States are utilised.

137. The chocolate factories have advanced the quality and design of their products to a standard which should enable them not only to maintain their position, but even to expand their export markets as soon as the present limitations, principally on sugar and packing materials, have disappeared.

138. Parallel with the increase in their output, there has been an improvement in the quality of the jams and marmalades produced locally. Large Army orders provoked a spectacular expansion in their manufacture, which utilised mainly the local surplus of citrus and fruit pulp imported from Syria. The progress made in the canning of vegetables and fruits was hampered by various unfavourable war-time influences such as the comparative stringency in the supply of fresh vegetables and the shortage of containers and sugar. Species of vegetables particularly suitable

* Production of cream was prohibited in August, 1942 by Government order.

** Mainly "lebenia", an imitation of cream.

for canning have, however, been successfully introduced, and canning technique has been improved. The establishment of modern plant to produce cans, which is already projected, will render the canning industry competitive, as regards packing, with products from abroad. The pre-conditions for rational production being given, there is reason to assume that the canning and preservation of fruits and vegetables may develop into a major export industry, prospects for the sale of canned grapefruit being especially promising. Citrus by-products, particularly, should be competitive; the U.K. Ministry of Food has indicated its interest in acquiring each year, for the next four years, up to 5,000 tons of citrus concentrates and raw juices. Modern equipment for de-aeration and flash pasteurisation is already on order and many of the plants are acquiring machinery to permit the full utilization of all the component parts of the fruit. The manufacture of ice, which accounted for a total output of £P.170,000 in 1942, may be mentioned in relation to food industries.

II. TEXTILES.

139. The textile industry is comparatively well advanced both as regards the range of articles produced as well as the types of manufacturing processes. Raw cotton and raw wool are spun into yarn, which, supplemented by imported cotton, woollen and silk yarn, are woven into a large number of high quality fabrics which are locally bleached, dyed and printed by finishing plants. Considerable variety exists in the manufacturing technique and the machinery employed; simple wooden handlooms are sometimes found together with highly mechanized automatic looms — some of which are locally manufactured.

140. The spinning of yarn, the dyeing and printing of cloth and the knitting industries are almost entirely Jewish in their composition; only in weaving is there any significant Arab production, constituting about 20% of the total output. Details, which are given hereunder, regarding the development that has occurred between the years 1939 and 1942, are available for the Jewish industry only :—

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		Total		Spinning		Weaving		Bleaching & Dyeing		Other textiles*	
		1939	1942	1939	1942	1939	1942	1939	1942	1939	1942
Establishments	No.	51	170	7	24	30	111	6	15	8	20
Monthly average of total persons engaged	No.	831	2,995	192	658	458	1,601	110	552	71	184
Gross output £P.000		298	2,344	74	387	165	1,426	34	373	20	159
Net output £P.000		149	1,118	33	201	88	606	22	258	7	54
Net output per person engaged	£P.	180	373	171	305	192	378	198	467	95	291
Horse power capacity	H.P.	1,273	2,395	537	770	394	786	213	661	129	178
Value of capital invested £P.000	£P.	284	1,126	70	239	149	655	43	165	22	68
Average value of capital invested per wage-earner	£P.	418	489	412	428	403	558	485	366	443	560

* "Other textiles" include ropes, twines, nettings, absorbent cotton etc.

141. The rise in prices between 1939 and 1942 may tend to mask the substantial physical increase that has taken place. The real growth that has been registered is revealed by expressing the 1942 production in terms of the prices prevailing in 1939. For all branches of the Jewish textile industry the picture is as follows:—

Value of production in 1942	£P.2,343,610
Value of 1942 production expressed in 1939 prices	£P.1,235,409
Value of production in 1939	£P. 292,596
Production of 1942 expressed as per cent of 1939 production	422%

The increase of 322% in the physical volume of output compares with the increase of 257% in the number of wage earners.

142. If 1942's net output be similarly revalued in term of 1939 prices, the figure would be £P.593,000 (£P.1,118,000 in 1942 prices). Net output per person engaged was in 1941 £P.198 (revalued in 1939 terms) compared with £P.180 in 1939—an increase of 5.5% in the space of three years. If the higher prices of 1942 be employed the increase in net output per capita engaged is 107%.

143. Thirteen establishments out of a total of 170 accounted for 61% of the output (both gross and net) and employed 50% of the workers in the industry. As might be anticipated, the net output per worker in the larger and better equipped plants is substantially higher than in the smaller factories; £P.466 per worker compared with £P.290. The bulk of the industry is centred in and about Tel Aviv though the largest single enterprise is located in the

environs of Haifa. More than half of the capital invested is in weaving plants.

144. A distinctive feature of the industry during the war has been the success of the Government sponsored Utility scheme. The degree of achievement is revealed by the retail value of utility textiles, of all types, which in 1944 amounted to approximately £P.6,000,000.

145. The following is a concise review of the progress that has been made in recent years in the various branches of the industry :—

- (i) *Spinning.* The two firms engaged in the spinning of cotton yarn increased their 1939 production of 470 tons up to 1,355 tons in 1944. The present spinning capacity of 11,778 spindles could not be enlarged during the war but is being very appreciably extended by the installation of new plant part of which is due to arrive during the first half of 1946. The importation of the 100,000 spindles which have been licensed by the authorities will, when installed, make the textile industry practically independent of imported cotton yarn, save for special qualities and counts. The locally produced yarn spun from Egyptian and American raw cotton is definitely superior in quality to the yarn imported from India and is cheaper than the yarn recently imported from Brazil.

The quantity of woollen yarn, spun in Palestine, has risen from 10 tons in 1939 to 210 tons in 1944, and to approximately 300 tons in 1945; the total quantity of woollen yarn consumed has jumped from 11 tons in 1939 to more than 400 tons in 1945.

- (ii) *Weaving.* In 1939, 500 tons of cotton yarn and 15 tons of woollen yarn were consumed by local weaving factories. In 1943, the consumption of all yarns had risen to 3,031 tons and in 1944 to 4,040 tons, two-thirds of which were utilised in Utility production and another 10% on Government and Services' orders. The quantities of cloth woven were determined by the amount of yarn available and not by the weaving capacity which considerably exceeds present output. In 1943, more than 5,100,000 metres of cloth were woven by six Jewish factories alone. The weaving section is also in process of an overhaul and substantial extension and more than 2,000 mechanical looms have been ordered and are in the course of being delivered.

Palestine's estimated minimum requirements for textiles have been put at 22 million yards of cotton fabrics, two million yards

of woollen fabrics and about 5 million yards of rayon and silk fabrics, or a total of approximately 29 million yards of which 11,500,000 should be in the form of quality cotton prints. Before the war local production of textile goods provided no more than 17% of local consumption; even had there been no exports, it would not have reached more than 22% of Palestine's requirements. By 1943 imports provided only 27% of local needs. Even though piece goods may be imported in considerable quantities in the future there remains broad scope for an increase in local production, and the clothing industry, it may be assumed, will be far less dependent upon imported raw materials than it has been in the past.

In addition to the production of cloth, there are about 20 factories engaged in the manufacture of a diversified range of textile products such as canvas drills, blankets, ribbons, bandages, shoe laces, felt cloth, lace, wicks, cotton wool, elastic and surgical clothing.

- (iii) *Textile dying and printing.* This branch has been extended during the war and adequate facilities are available for the bleaching, dyeing, mercerising, finishing and printing of all the different types of cloth produced in the country. Whereas the value of work done in 1939 amounted to only £P.34,000 the value had reached £P.372,600 in 1942. A certain amount of printing has been done for Syria, the cloth being imported, dyed printed and re-exported. Dyeing and finishing plants are adapting their capacity to the increased requirements. New buildings are in the course of erection and modern equipment is on order in the United Kingdom and U.S.A.
- (iv) *Hosiery and knitted goods.* Whereas, in 1939, 410 tons of yarn were employed for the manufacture of hosiery and knitted goods, by 1943, 845 tons of yarn were consumed, of which 60 tons were wool, 35 tons were artificial silk and the remainder was cotton. The increase in the number of the workers correspondingly rose from 727 to nearly 1,500. This industry, too, is in the process of modernisation and extension.
- (v) *Clothing and apparel.* A comprehensive survey of this branch is practically impossible owing to the large numbers of small workshops which are in existence. The 1939 census referred to only 43 Jewish and 5 Arab establishments with a gross output valued at £P.150,000. In 1943, the census of industry revealed a gross output of about £P.1,400,000 in Jewish factories employing 4,231 workers as compared with

1,419 in 1939. Deliveries of ready-made Utility goods alone in 1944 amounted to £P.1,622,500 (valued at retail prices) while recorded exports of wearing apparel were £P.900,000. There are fair prospects that both domestic and export sales of wearing apparel, particularly fashion goods, may continue, as the technical skill, the sense of style and the experience are available; the markets that have been established during the war have tended to create an element of goodwill and the industry is already renewing and extending its European contacts.

III. THE METAL INDUSTRIES.

146. Precise figures are not available for each of the main articles produced by the metal industry; but quantitative data for the principal categories are indicated in the following table :—

	1 9 3 9		1 9 4 2	
	Gross output	Persons engaged	Gross output	Persons engaged
	£P.	No.	£P.	No.
Cutlery and domestic ware	29,966	88	68,090	248
Steel and iron beds, sofas and medical furniture	30,843	88	28,856	67
Locks and fittings	22,028	95	259,830	316
Tin products	30,471	100	1,057,285	1,675
Wire and wire products	113,962	168	169,306	252
Lamps and shades	10,915	60	20,667	54
Iron doors, windows etc. and light construction	65,347	447	344,003	869
Foundries	44,741	255	365,157	742
Bus bodies, ambulances, trucks	41,310	220	190,522	276
Scientific and professional instruments	9,181	73	54,638	163
Motor vehicle parts	13,017	58	87,024	192
Agricultural machinery and equipment	14,488	87	58,476	114
Office furniture and equipment	9,256	40	18,498	38
Engineering and machine construction	58,180	239	370,931	894
Mechanical workshops	36,035	253	824,101	1,935
Stoves, small boilers, geysers and parts thereof	16,216	39	116,636	139
Water supply equipment and fittings, fire extinguishers	17,751	105	69,378	154
Electrical fittings, equipment and appliances	52,316	198	283,536	596
Electro-plating	4,405	37	38,063	122
Tools and implements	3,212	30	42,113	124
Miscellaneous	46,673	130	140,628	274
Total	670,313	2,860	4,607,738	9,244

147. In 1942, 88% of the persons employed were engaged in, and 94% of the production in the metal industry was derived from Jewish establishments.

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148. A brief description of some of the more important branches of the industry is given hereunder.

- (i) *Foundries.* The imperative necessity, resulting from the cessation of imports, to construct machinery and machine parts locally, led the foundries to shift from the production of sanitary and building fixtures, with which they were principally occupied in pre-war days, to the manufacture of a wide range of essential articles. Whereas in 1939 they utilised 2,150 tons of base metals, in 1945 they consumed over 4,000 tons for the production of various types of pipes, fly wheels (some 8 tons in weight), port helices, stone crushing plates, Diesel heads, engine covers, road rollers, stoves, cooking ranges and alloy steels. A variety of non-ferrous castings appeared on the market including safety valves, cocks, nozzles, bearings, taps, sprinklers, pipe fittings and oil burners.
- (ii) *Sheet metal works.* From a 1939 level of operations, when 59 workshops employed 540 workers, this branch developed its activities to a point where in 1943 six firms alone employed 3,000 workers, principally in the production of petrol tins, water cans and anti-tank mine cases. Suitable machinery was ingeniously improvised out of locally available equipment in order to cope with specialised requirements of the Services. But the plant constitutes a nucleus for a domestic sheet metal industry and the preliminary stages of reconversion have already resulted in an increase in the supply of metal consumers' goods.
- (iii) *Machinery.* The manufacture of machinery and pumps did not assume the proportions of mass production but rather concentrated on supplying mechanical equipment for factories, whose production programme might otherwise have been seriously impaired. A list of the main items produced includes presses, lathes, planing and shaping machines, diamond cutting machines, air compressors, laundry machines, concrete mixers, stone crushers, oil presses, water impeller pumps, agricultural tools and equipment, looms and other textile machinery and automobile spare parts. Certain of these articles are manufactured in well organised plants and their process of manufacture is of a sufficiently high standard to warrant a continuation of production.
- (iv) *Precision instruments.* The manufacture of precision and optical appliances has been made possible by the presence in Palestine of the requisite technical skill and ingenuity. Some

16 well equipped mechanical workshops have been established which provide a sound foundation for the diversified manufacture of highly accurate measuring apparatus, advanced optical apparatus, surgical instruments and precision tools.

(v) *General engineering works.* There are in Palestine a number of engineering firms engaged in the fabrication of an extensive range of articles varying from the construction of large cylindrical tanks down to the reconditioning of files. In certain instances the factories have so expanded their activities as to exceed by ten-fold their 1939 output. A detailed exposition encompassing the whole of their production would involve too great elaboration, but an indication of the many items manufactured may be gained from the following list:—

Aluminium kitchen ware	Enamel kitchenware	Primus stoves and burners
Aluminium window frames	Fire extinguishers	Pots
Balances	Furnaces	Razors and blades
Bodies for military vehicles, ambulances and armoured cars	Geysers	Steel girders and frames
Boilers	Grates	Steel wool
Bolts and nuts	Hardware	Steel and composite bus bodies
Burners, various	Heaters	Stoves
Casseroles	Hinges	Tables
Chairs	Hurricane lamps	Toasters, electric
Cookers, electrical	Ice boxes	Tools
Cots	Kettles	Vices
Cranes	Lamps	Watertanks
Dental burs	Lighters, pocket	Wire and wire products
	Locks	
	Lubricators	
	Nails	
	Perambulators	

(vi) *Electrical apparatus and allied products.* There has been a noteworthy expansion in the production of electrical apparatus and the constituent parts. With a few exceptions the workshops are not large and are formed around a nucleus of technical specialists. The following articles are the chief products of this industry; switches, ceiling boxes, fuse boxes, lamp holders, plugs, terminal clips, bell transformers etc. Insulating conduits are also produced. Dry battery cells were produced in large numbers during the war — 6,600,000 in 1943 — for torches and radios, Manufactures of accumulator batteries expanded their output in the absence of imports and have succeeded in improving the quality of their product. Insulated wire and cables are the chief items in the heavier branch of this industry, but a number of small factories have concentrated upon turning out industrial equipment such as welding accessories, large transformers and alternators and reconditioned armatures, motors and ventilator fans.

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(vii) *Miscellaneous*. A miscellaneous group of enterprises such as the recovery of pure tin from tinplate clippings; electroplating with silver, nickel and chrome as the main materials; the case hardening of metals; the reconditioning of files; all these assisted in integrating various branches of the metal industry.

149. A considerable decrease in the scope of metal industries appears inevitable as soon as sizeable imports from overseas are available. But the extensive building programme on which the country must embark during the next few years may serve to keep mechanical workshops well occupied.

IV. THE CHEMICAL INDUSTRY.

150. The chemical industry, though well established in pre-war days, as far as potash and its allied products were concerned, was, during recent years, thrust to the forefront of Palestine industry, reflecting, in part, the stimulus from war conditions.

151. The following table contains details of production and employment in the main branches of the chemical industry for the years 1939 and 1942.

	1939		1942	
	Value of gross output	Persons engaged	Value of gross output	Persons engaged
	£P.	No.	£P.	No.
Soap and toothpaste	355,965	467	983,047	560
Cosmetics and toilet preparations	14,992	48	226,726	259
Pharmaceutics	31,615	95	231,781	313
Paints, colours, varnishes and ink	34,497	54	151,459	120
Disinfectants and insecticides	9,977	19	155,543	132
Essential oils	27,794	34	82,871	78
Other chemicals including potash and bromide	581,717	1,628	1,574,427	2,938
Total	1,056,557	2,345	3,405,854	4,400

(i) *Potash*. The most important producer of chemicals in the country is the Palestine Potash Co. Ltd., which operates two plants situated at the northern and southern ends of the Dead Sea, where the salt concentration is eight times greater than that usually obtaining in any other sea waters. The main products are potash, bromine, chlorine, chlorate of potash, caustic soda and caustic potash. During the war Palestine constituted the sole source within the Empire for potash and bromide.

- (ii) *Superphosphate.* Acid sludge, a waste product obtained on refining crude oil, is processed by Taassiya Chemith, a private company, for their production of superphosphates which in 1944 reached 14,000 tons. Their output is limited only by the availability of sulphuric acid and phosphate rock which is imported from Trans-Jordan and of which extensive deposits have been opened.
- (iii) *Sulphuric acid.* Sulphuric acid, which is a basic requirement for the development of a chemical industry is at present manufactured by the Consolidated Refineries Limited, who themselves utilize about two-thirds of the 9,000 tons they produce annually. The manufacture of sulphuric acid by other companies is now being launched and as this should provide adequate supplies of low priced sulphuric acid it may entail the stabilization of some of the chemical factories which have been established during the war period and permit the evolution of others.
- (iv) *Other chemicals.* Other chemicals which are produced are acetic acid, acetone, acetylene, alcohol, ammonia, butyl alcohol, carbon dioxide, chromic acid, citric acid, hydrochloric acid, lactic acid, lead oxide, methyl chloride, nitric acid, oxygen, potassium bichromate, potassium chlorate, sodium sulphide, sulphur dioxide and zinc chloride. These have provided the foundation for a number of auxiliary industries for which a supply of these chemicals is essential in order to maintain their production. Paints, varnishes, inks, polishes and cleaning materials have also been manufactured in adequate quantity and quality to satisfy both local demand and Services' requirements. Asphalt is another item which is being produced in sufficient supply.
- (v) *Cosmetics and soap.* The manufacture of cosmetics constitutes an industry which enjoys considerable promise for the future. The 1939 gross value amounted to £P.22,000 but by 1942 it had risen to £P.312,000. Essential oils produced locally include jasmin, peppermint, citrus and thyme. Soap is extensively manufactured. Of the 10,333 tons of soap which were produced in 1943, 6,154 were from Jewish factories, and 4,179 tons from Arab factories. Manufactures of glues and gums are sufficient to allow for considerable exports.
- (vi) *Pharmaceuticals.* In the pharmaceutical industry prospects for a sound post war growth are not unfavourable. Production has profited from the assistance rendered by the scientific

institutions in developing new synthetic drugs, and from the presence of experts who were formerly associated with the manufacture of pharmaceuticals in Europe. The number of preparations made by Palestine factories has increased from 350 before the war to about 800 in 1944, in addition to several hundred non-branded items. Four-fifths of all the types of medicines required are now produced locally, including such difficult preparations as prontosil rubrum, sulphaguanidine and histidine, which are manufactured in only one other country, the U.S.A. Value of output has risen steadily to £P.600,000 in 1944, of which £P.246,000 was exported.

- (vii) *Salt*. The main sources of salt are the salt pans at Athlit. Some 17,000 tons of salt are produced annually by evaporation. Though there is a sharp seasonal fluctuation, employment is provided for about 40 persons permanently and about 300 persons in the season.

V. DIAMONDS.

152. Since 1939, when arrangements were made for the import of rough stones from the Diamond Trading Corporation, the cutting and polishing of small diamonds in Palestine has rapidly assumed the status of a major industry. The invasion of the Netherlands in 1940 precluded the immigration of specialists and the supply of tools, but the training of local staff and the ingenuity of local engineers not only overcame these handicaps but also resulted in the introduction of certain improved processes.

DIAMOND INDUSTRY.

		1942/43*	1943/44*	1944/45*
Establishments	No.	33	31	33
Gross output	£P.	1,258,085	2,781,042	4,120,346
Net output	£P.	676,427	1,501,042	2,390,346
Persons engaged	No.	3,322	3,570	3,330
Capital invested	£P.	704,858	1,100,000	1,320,000
Horse power		1,084	1,100**	1,140**

EXPORTS OF POLISHED DIAMONDS.

	1942	1943	1944	1945***
Quantity (carats)	26,400	61,700	77,000	148,000
Value (£P.)	947,000	2,621,000	3,235,000	5,900,000

* Period of 1st April to 31st March.

** Estimated.

*** Estimated on the basis of the customs returns for 11 months.

153. As the raw material constitutes only 40%-45% of the value of the finished product, diamond cutting and polishing figures among those industries where the value added by local labour is relatively high. Expansion of the labour force tapered off in 1943, but production and export continued to rise steeply principally to U.S.A. Canada and India. The recent negotiations between the Palestinian manufacturers and the Diamond Syndicate point to the likelihood that the industry will be consolidated approximately at its present level, although it is probable that the hitherto high rates of profits and wages may undergo reduction.

VI. LEATHER GOODS AND FURS.

154. The volume of hides tanned in Palestine has risen from 400 tons in 1939 to 3,500 tons in 1943. Production was located in some 50 tanneries, equally divided among Jews and Arabs. Both sole leather and chrome-tanned uppers were produced and furnished the bulk of the raw material utilized by local industry. The accompanying expansion in the production of footwear was to some degree stimulated by Service demands. Factories engaging more than three persons (omitting cobblers) in 1944 produced 1,430,000 pairs of shoes and 755,000 pairs of sandals. Even though the quality as well as the quantity have shown marked improvement during the war, it is questionable whether the former has attained a standard which would enable it entirely to replace imported footwear in the post-war period. It should, however, be mentioned that the quality of the hides and tanning materials supplied to the industry during the war was of a low grade. The fancy leather goods industry, on the other hand, should be able to maintain and extend the markets that have been gained as the articles are of a very high quality. Exports have included handbags, purses, wallets, belts, brief cases, gloves, suitcases and leather bands for hats and in 1944 amounted to £P.115,000.

155. The fur industry which has made rapid progress in recent years may be able to retain its present contacts in the Middle East and even acquire export markets further afield.

VII. WOOD PRODUCTS.

156. It is estimated that in 1942 the total value of forest products amounted to £P.500,000 in comparison with £P.100,000 in 1939; the number of workers in the wood-working establishments rose from 1,360 in 1939 to 2,500 in 1943. Of the latter about 1,800 were Jewish and 700 were Arabs. The main items manufactured are doors, windows, cupboards, household furniture, handles, hammers, wheels, plywood, veneer and boxes. The construction of

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launches, lighters and fishing boats, on a modest scale, has also been commenced. The raw material is only in part derived from local sources; imports of timber are essential as the domestic woods are not particularly suitable for wood-working.

VIII. CEMENT AND STONE.

157. The Nesher Portland Cement Company was erected in 1922. Production amounted to 219,000 tons in 1942. The Company provides employment for about 300 workers apart from those engaged in the quarries which supply it with raw material. The product is used principally for construction purposes though there is also a limited production of cement items such as pipes and similar pre-cast articles.

158. The abundance of stone suitable for construction provided, even in 1939, employment for about 500 workers. In 1943 it was estimated that 1,000 workers were engaged in extracting, cutting and crushing stone for the military establishments alone.

IX. GLASS.

159. The production of window glass, glass ampules and glass-ware has been developed during the war. The 1944 output of 2,800 tons, or 555,000 square metres of window glass not only sufficed domestic requirements but provided a surplus of 30% to meet the increasing demands from adjacent territories. This industry has post-war potentialities, since it disposes of a well trained staff and enjoys a competitive advantage over the imported product which normally suffers breakage during transport of at least 15%. Extensions now in progress on the basis of a new Fourcoul plant will increase the capacity to 13,000 tons per year. As the post-war Middle East annual offtake is expected to be in the neighbourhood of 25,000 tons there should be adequate scope for the sale of this product.

160. A modern equipped bottle plant, for the production of bottles, jars, containers and domestic glass-ware, with an annual capacity of 6,000 tons, is now under construction and upon completion will relieve the prevailing shortage in bottles and containers.

161. Local factories for household glass, utilizing broken glass as the principal raw material during the war years, which had an output of 3,000 tons in 1944, have suffered a setback with the first arrivals of the better quality foreign products. The main articles locally produced are tumblers, saucers and plates, fruit jars, lamp chimneys, carboys and low tension porcelain insulators.

162. The manufacture of scientific glass-ware is a budding industry with future promise.

X. PAPER AND CARDBOARD.

163. The manufacture of cardboard was initiated in 1940 and by 1944 four factories had attained an aggregate production of 1,900 tons. The raw material was waste paper, the collection of which has been organised. The production of paper and cardboard goods, including the printing and stationery trades, employed in 1943 2,000 workers, half of whom were Jews and the other half Arabs. Among the items manufactured are cigarette boxes and wrappers, cardboard cartons, fibre board, gaskets, corrugated cardboard, waxed paper, roofing felt, textile spools, toilet paper, teleprinter rolls and photoprint printer. A few factories specialise in the production of carbon paper, rubber stamps, rulers, mathematical sets and other types of stationery.

XI. RUBBER.

164. The manufacture of rubber products was naturally stimulated during the war; the consumption of crude rubber, which in 1939 amounted to only 17 tons, had by 1943 risen to 90 tons, in addition to the 350 tons of rubber reclaim which was produced locally. Among the items manufactured are rubber soles, heels, shoes, perambulator tyres, hose and ebonite cases. The re-treading of tyres during 1943 reached the figure of 1,200 each month.

XII. MISCELLANEOUS.

165. Among the other enterprises are factories engaged in the production of brushes, and brooms of all types. Between 1939 and 1943 there was more than a threefold increase in output, 1,000,000 pieces having been produced in the latter year as compared with 300,000 formerly. Buttons, combs, spectacle frames, plastic wares, fountain pens and pocket lighters are produced in quantities adequate for home demand and for export. There is a well conceived toy production which has grown satisfactorily. A factory, manufacturing artificial teeth, has enjoyed for a number of years wide and highly satisfactory export contacts. Pottery, earthenware and abrasives are other items, the fairly satisfactory quality of which has encouraged an extension in production. In 1943 about 30,000 pieces per month were manufactured. The production of matches has expanded rapidly from 228,604 gross boxes in 1939 to 524,811 gross boxes in 1944, representing an increase of almost 130%. There are substantial exports to adjacent territories. The potassium chlorate for the match heads is also locally produced. The supply is sufficient to cover Palestinian and Syrian requirements (the latter provides wood in exchange) and to leave a surplus for export to other neighbouring areas.

XIII. CONSTRUCTION.

166. Although construction may not be considered to be an

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industry in the strict sense, its role in the country's economy has been of such importance and its activities so intimately associated with industry that some indication of building activity particularly in urban areas is of interest.

Construction has fluctuated in relation with the volume of immigration. In recent years war-time circumstances have imposed a serious restriction on the trade and have resulted in a considerable accumulated demand for both domestic and industrial construction.

The following table shows the number of permits issued and the approximate value involved since the year 1930.

STATISTICS RELATING TO BUILDING PERMITS AND APPROXIMATE VALUE DECLARED, 1930—1944.

Year	Total all Municipalities		Four main towns		
	No. of permits	Approximate value	No. of permits	Approximate value	Floor area
		£P.		£P.	M2
1930	4,994	2,441,396	2,683	2,304,140	—
1931	4,954	2,915,714	2,607	2,547,820	—
1932	5,912	2,948,363	4,023	2,770,064	358,726
1933	7,330	5,592,377	5,567	5,286,043	782,656
1934	8,128	6,994,258	5,517	6,259,306	1,064,068
1935	8,716	8,428,928	5,499	7,554,227	1,214,302
1936	8,685	5,687,774	4,938	5,290,029	748,649
1937	5,987	4,120,241	4,284	3,760,840	577,384
1938	6,655	1,883,500	2,620	1,680,591	342,308
1939	3,992	1,489,828	1,692	1,249,802	223,639
1940	3,458	1,228,685	1,394	917,399	151,674
1941	2,912	643,116	1,132	369,340	65,614
1942	1,524	696,555	674	389,844	61,152
1943	2,572	472,526	464	224,883	24,455
1944	4,133	1,683,802	1,124	1,011,062	82,911

Jewish sources have estimated the total investment in Jewish construction between 1933 and 1938 to be as follows:—

	£P. 000
1933	2,900
1934	5,000
1935	5,600
1936	3,700
1937	2,800
1938	1,900
Total	21,900

ELECTRICITY SUPPLY IN PALESTINE.

167. The electricity supply industry in Palestine is generally well developed. It is in the hands of two undertakings, the Jerusalem Electric and Public Service Corporation Ltd. whose concession covers the area within a circle of radius 20 kms. from the centre of Jerusalem, and the Palestine Electric Corporation Ltd. whose concession covers practically the whole of the rest of Palestine and Transjordan. (See paragraph 6 *et seq* in section 1 of chapter XXV).

PALESTINE ELECTRIC CORPORATION LTD.

168. This Corporation began operations in 1923, the original intention being to develop the hydro-electric resources of the Jordan Valley to provide cheap electricity for the development of industry and agriculture. As a first step, diesel-engine driven generating plants were installed at Tel Aviv, Haifa and Tiberias and these served the three-fold purpose of giving supply during the period of time taken to carry out the extensive works necessary before a hydro-electric generating station could be put into operation, of developing a market for electricity, and of providing a standby source of supply once the hydro-electric works and transmission lines were completed.

169. The second step in the development of the Corporation was the construction of the first Jordan hydro-electric power house about ten kilometres south of Lake Tiberias which is used as a storage reservoir. A further dam was erected across the Jordan and another across the river Yarmuk creating two small reservoirs joined by a canal; the combined flow of both rivers is thus available for generation of power. This power station was provided with three turbine sets, each of 8500 B.H.P. capacity, generating at 6300 volts, three-phase, 50 cycles per second, and was put into operation in 1932. The electricity was stepped up to 66,000 volts and transmitted to Haifa and Tel Aviv by transmission lines of steel lattice tower construction designed for future operation at 132,000 volts.

170. The available output being insufficient to meet the growing power requirements of the country, work was commenced in 1934 on the erection of a steam turbine power station in Haifa, with a capacity of 30,000 KW. which was put into operation in 1935.

171. A second steam power station (the "Reading" power Station) was built two years later at the estuary of the Auja river near Tel Aviv. This station was put into operation in 1938, with two turbo-generator units of 12,000 KW. each.

172. The present total effective capacity of the three main generating stations is 72,000 KW., and the steam turbine and boiler plants at the Haifa and "Reading" Power Stations are now being enlarged by a further 42,000 KW. Each of the main generating stations is interconnected with the other two by 66,000 volt double-circuit transmission lines. The output of the generating stations in 1945 was a little over 250,000,000 KWH.

173. The transmission and distribution systems comprise at present 1,382 kilometres of high voltage and 1,260 kilometres of low voltage overhead lines and underground cables, and there are 944 transformer substations, having a total capacity of 94,700 KVA, for stepping down from the high transmission voltages to low voltage for domestic, commercial, industrial and agricultural use.

174. It is worthy of note that much of the development of Palestine in recent years, particularly in the fields of industry and agriculture, has been made a practical possibility by the activities of this Company.

JERUSALEM ELECTRIC & PUBLIC SERVICE CORPORATION LTD.

175. This Company was founded in 1928 to take over the Concession originally granted in 1914 by the Turkish Government to Euripides Mavromatis for the generation and distribution of electricity within a radius of 20 kilometres of the city of Jerusalem.

176. The power station, situated near the Jerusalem railway station, was originally equipped with three diesel-engine driven generating sets of 275 KW each, and has since been extended from time to time. It now houses four sets of 275 KW, three sets of 490 KW, and two sets of 2000 KW each; a third 2000 KW set is now being erected and a fourth is on order, the output of the power station in 1945 was 20,111,269 KWH.

177. Electricity is generated at 6,600 volts, three phase, 50 cycles per second, and is transmitted at this pressure to substations throughout the city and as far afield as Bethlehem and Beit Jala in the south, Ramallah in the north, and Kiriat Anavim in the west. The main transmission system is in the form of a ring around the city so arranged that current can be supplied from either direction to the substations and high voltage branch lines connected to it. At the substations, which have a total capacity of 8955 KVA, the pressure is stepped down to 380 volts, three phase, and 220 volts, single phase, fed into the low voltage network of overhead lines and underground cables and distributed to consumers for domestic, commercial and industrial use.