REPORT
ON
The Activities of the
Joint Distribution Committee

Report of Dr. BERNHARD KAHN
Report of Dr. JOSEPH A. ROSEN

CONSTRUCTIVE RELIEF CONFERENCE
UNITED JEWISH CAMPAIGN
AND
JOINT DISTRIBUTION COMMITTEE
CHICAGO
October 22-23 1927
REPORT
ON
THE ACTIVITIES OF THE
JOINT DISTRIBUTION COMMITTEE

Report of
Dr. BERNHARD KAHN

Report of
Dr. JOSEPH A. ROSEN

CONSTRUCTIVE RELIEF CONFERENCE
UNITED JEWISH CAMPAIGN
AND
JOINT DISTRIBUTION COMMITTEE
CHICAGO, ILLINOIS
October 22-23 1927
FOREWORD

The report, to which these lines are simply to be a friendly introduction, is intended to give our generous subscribers a picture of the development of the work in its different phases. It leads the reader from the first cry of help, through the states of war and destitution to the first breath of hope. It shows our efforts to feed the starving, clothe the naked and bring back the frightened refugees to their homes where we had to help rebuild them. Later it shows how we tried, not unsuccessfully, to educate the children deprived of their parents by horrible pogroms, to a status of self-respect and self-support. It shows our efforts to connect relatives here with their wandering, suffering brethren abroad, by establishing an emergency remittance organization, which delivered about $13,000,000 in thousands of small remittances and food packages over there. But it also shows the more hopeful aspect of reconstructive work which later on, through kassas, schools, cooperative banks, etc., tried to re-establish these people once more on a normal footing. It shows the successful efforts to fight diseases, so that today certain diseases are rapidly disappearing. Finally it leads you to the present extraordinary Russian work which well deserves, as does the rest of the report, your sympathetic perusal. The work is too long and too extended to give you the picture in a shorter form. Some of us have worked over these problems for twelve years. We hope that you will give the necessary time to read the following pages and also to examine the accounts and statements of certified public accountants reporting on our work from its beginning.

[Signature]
The American Jewish Joint Distribution Committee, which is hereafter in this report called "JDC," was created in the early stages of the world war for the sole purpose of relieving what was hoped and believed to be a temporary emergency—the acute distress of Jewish war sufferers in foreign lands. This report, describing its history and function, since 1915, is supplemented by a series of financial tables and accounts prepared by Certified Public Accountants. Copies of these financial statements and tables are available.

The JDC is a joint committee composed of representatives of the American Jewish Relief Committee, the Central Relief Committee, and the People's Relief Committee. These three organizations represent the chief groups of American Jewry. The names of the members of the Executive Committee are printed at the end of this statement. The JDC since 1915 has served as the distributing organ for its three constituent bodies. The latter served primarily as independent collection agencies until 1925, when they consolidated the collecting functions through the United Jewish Campaign.

The policies and administrative methods of the JDC must be viewed in the light of its origin and purpose. Unlike the numerous permanent international philanthropic Jewish organizations dedicated to normal activities, the JDC was born of a crisis, was called upon to serve in alleviating the distress caused by that crisis, and has continued to function only because of the far-reaching effects of the world war and because of new, recurring and unexpected crises. As a temporary organization it has had continuously in mind the thought of liquidation, and, on the basis of the report submitted by the special commission of the American Jewish Relief Committee appointed in 1922, worked out all definite details for liquidation. Despite this the circumstances of Jewry abroad have required it to continue its labors.
Among the great war and post-war American relief organizations, the JDC occupies an unique position. Whereas other organizations, such as the American Relief Administration or the Near East Relief Commission administering to suffering populations abroad, have always dealt with foreign races, the JDC has administered primarily to Jews.

The JDC has therefore always enjoyed a most extraordinary relationship to the millions of foreign Jews it set out to help. Large as the staffs of the other American relief agencies have inevitably been in the various foreign zones, it should be remembered that no relief organization perhaps in the history of the world has ever extended its operations so far and so wide as the JDC. Due to the unparalleled dispersal of the Jewish race the JDC, in the course of the 13 years of its existence, engaged in activities in over 40 countries and territories, a field ranging from Yokohama to Abyssinia. Had the JDC not been an agency of Jews acting for Jews, extending relief to Jews, it would have been compelled to send to all the corners of the globe immense staffs of representatives and field workers.

The policy of the JDC has been based on a deep-seated respect for the Jewry of the old world. The European Jews, long before the war, developed many conspicuous national and international philanthropic associations. The leadership of the European Jewry had never been questioned. Overwhelmed by an avalanche of catastrophes, the Jews of the old world retained—in fact, increased—their organizational faculties.

When the JDC commenced its work abroad it was fully aware of this condition. It never contemplated the replacement of the Jewish leadership existing in the various countries by an improvised system of American relief distributors. The general purpose of the JDC has therefore been to find the most effective methods of reaching the innumerable victims of the war and post-war upheavals through the medium of such Jewish organizations, committees and individuals abroad as have been most responsible, most representative and most authoritative.

In the course of the multitudinous difficulties encountered by the JDC abroad it was found necessary to dispatch to foreign lands, as detailed below, temporary and permanent representatives, as well as some field workers. The purpose which these American agents served was in the main seven-fold: (1) To render prompt and efficient aid where needed; (2) To compose the local factional differences in particular countries over the manner of distributing American funds; (3) To afford protection by the presence of authoritative representatives and uniformed American field men to the terror-stricken Jews in pogrom and war zones; (4) To assure close cooperation with other American relief organizations, such as the American Relief Administration, American Red Cross, the Near East Relief Commission and the American and English Quaker organizations; (4) To stimulate the local Jewries to help themselves so as to avoid demoralization consequent upon dependence on America; (6) To report to the Jews of America upon the nature and extent of the work done and to keep the Executive Committee fully informed as to
all special problems and plans evolved in the course of the activities abroad.

The responsibility for the administration of the fund disbursed by the JDC has been shared to a very large degree by the stricken and succored Jews themselves. Scores of national organizations and hundreds of local committees in the affected territories have from the very beginning formed the backbone and carried in large measure the ultimate responsibility for the actual distribution of the relief funds and shipments from the United States under the auspices of the JDC.

Although the JDC has always been an organization of Jews for Jews and by Jews it has received from time to time valuable aid from non-Jews, and in turn, in cooperation with the great-American relief organizations engaged in alleviating distress affecting general areas, has contributed its share to non-Jewish sufferers. In like manner, at moments of grave Jewish crises, under the noble leadership of Mr. Herbert Hoover, the American Relief Administration contributed handsomely and effectively to the relief of Jewish sufferers.

The administrative methods employed by the JDC in its far-flung operations naturally varied in different countries and at different times, according to local conditions. Surveying the entire period of its activities, however, from the administrative point of view, one discerns four distinct chapters defined by events themselves. The first covers the war relief period of 1914-1918. During this period well-established governments were still in control, and, within measurable limits, orderly distribution was possible. The second chapter covers the emergency relief period of 1919-1921. It was during this period that the highest peak of the emergency relief work was reached. The third chapter from 1921-1925—the period of functional reconstruction, represents that of progress toward a return to a regime of order out of the devastation, chaos and distress of the preceding stage. The fourth and latest chapter embracing the period of 1925 to date represents a readjustment toward fairly normal conditions during which systematic reconstruction work has been practicable.

During the world war relief period the JDC faced the familiar difficulties due to the severance of normal communications with the war countries. On the other hand the Jewish social agencies abroad were still highly organized and functioning intensively. American relief during this period was conducted almost exclusively through authoritative and leading Jewish organizations and committees abroad. During the emergency relief period the catastrophe which brought into being the JDC was overshadowed by a more stupendous emergency. The utter disintegration of the established forms of political, economic and social life in the countries where the Jewish population was concentrated, the constantly spreading area of conflagration, created for the JDC in the post-war period new and unprecedented problems. In addition to the methods employed during the war years, the JDC found it necessary to build up during the second period an emergency machinery of distribution, control and supervision. When the hurricane had passed by in 1921 the JDC once more faced a new set of conditions, and its administrative policies and methods were henceforth dictated by the necessity of repairing the havoc and of restoring normal life. The relief work
was therefore reorganized along specialized functional lines of rehabilitation. Local self-help was stimulated, local agencies were aided and encouraged to carry on the work initiated by the Americans. The present reconstructive period has been marked by a tangible fruition of the efforts of all the preceding years. Organizations and foundations created, developed or given a new lease of life through the help or cooperation of the JDC have been firmly established in the various countries, and are now conducting with the aid supplied by the JDC a number of reconstructive undertakings abroad virtually without the immediate supervision of American personnel.

The entire administrative development of the JDC during the various periods mentioned has been essentially from the exercise of purely palliative emergency functions to those possessing permanent reconstructive forms. This process has been continuous, natural and inevitable, and has largely dictated the periodic reorganization changes of the administrative machinery. Necessarily, palliative relief was to the forefront in acute and unprecedented emergencies, while reconstructive relief became the major activity in comparatively normal periods. From the very inception of the work abroad the funds of the JDC have been employed in various zones and in succeeding stages, both in palliative and rehabilitative relief, the latter having always been the goal toward which the JDC has marched.

WORLD WAR RELIEF PERIOD

All funds sent abroad by the JDC during the world war were transmitted with the full approval of the State Department of this country, and in a larger measure through the channels of the State Department itself. In the early stages of the war Russia was the scene of the widest Jewish suffering. The JDC transmitted its appropriations for this zone to the Jewish Colonization Association (ICA) and to the United States Ambassador at Petrograd, David R. Francis. All moneys thus transmitted were turned over to the Russian Jewish Committee for the Relief of War Sufferers (EKOPO), which had its headquarters at Petrograd and which was officially recognized by the Imperial Government. Among the executive officers of this national organization were Baron A. deGuinzburg, H. Sliosberg, B. Kaminka, M. A. Warschavsky, L. Bramson and other eminent Russian Jews. It should be noted that this Russian committee collected large funds of its own and received large subsidies from the Russian Government in addition to the American funds which it disbursed. It had 142 branch relief societies in important localities in Russia, 160 responsible correspondents at points where no local relief committees existed, and a large number of corresponding committees in Poland and Lithuania where the accessible area fluctuated with the fortunes of war.

In the parts of Poland and the Baltic countries which were under German occupation, the JDC operated through the offices of Das Jüdische Hilfskomitee of Berlin, headed by Dr. James Simon. Among the executive officers of this organization were Dr. Paul Nathan, Max M. Warburg, Dr. Oppenheimer, Dr. Bernhard Kahn and other leading German Jews. This body, functioning with the authority of the German Government, distributed the American funds to numerous representative communal and special relief committees in the occupied territories. At the height of the German occupation
of the former Russian possessions, Das Judische Hilfskomite reached 252 cities and towns where local relief associations existed. In Warsaw there functioned a relief committee of the Jewish community which had national scope. Das Judische Hilfskomite of Berlin distributed the American funds in Poland through the Warsaw organization headed by Dr. Stanislaw Nathanson, Chairman of the Board of Directors of the Jewish Community. In addition, the JDC transmitted a fund to the American Consul at Warsaw which he turned over to the Warsaw Relief Committee for direct distribution.

In Austria-Hungary and in those parts of the Russian Empire under Austro-Hungarian occupation, the JDC operated through the Israelitische Allianz zu Wien. This organization was headed by Dr. Alfred Stern and Dr. Arthur Kuranda, and numbered among its executive officers the leading Jewish citizens of the country. Among its subsidiary committees was one in Budapest led by Chief Rabbi Reich and Adolph Frankel, President of the Orthodox Jewish Community of Hungary. In East and West Galicia the Vienna Committee conducted its activities through two highly responsible central Jewish committees with headquarters at Lemberg and Cracow.

In Turkey and the Balkans the JDC operated from the very beginning through the good offices of the Hon. Henry Morgenthau, United States Ambassador, and later the Hon. Abram I. Elkus, his successor. In Salonika, the Grand Rabbi Jacob Meir was the trustee of the JDC, disbursing the funds through a large and representative local committee. In Palestine we enjoyed the splendid cooperation of Dr. Otis A. Glazebrook, United States Consul at Jerusalem. The distribution in the Holy Land was in the hands of the Provisional Executive Committee for General Zionist Affairs, representing the leading Jews of the country.

It would take scores of pages to list all the members of the important Jewish organizations in foreign lands which had charge of the actual distribution of the American relief funds and supplies. Such a list represents the flower of all classes—philanthropists, rabbis, jurists, bankers, editors, social and community workers, in fact, the leaders in every walk of life.

During the world war relief period the JDC had but few American commissioners in the field. Because of circumstances beyond its control the sending of relief commissions abroad proved almost impossible. In the winter of 1914-1915, Mr. Maurice Wertheim, thanks to the great interest taken by Ambassador Morgenthau, was enabled to proceed to Palestine, carrying American relief funds, and organized and supervised their distribution. In March 1915, the U.S. Collier "Vulcan," carrying foodstuffs contributed in part by the JDC, brought to Palestine two American representatives, Louis H. Levin and E. W. Lewin-Epstein, to control the distribution of the victuals. In October 1915, Isidore Hershfield, representing the Central Relief Committee, went to Poland and Lithuania, then under German occupation, to assist in the proper distribution of relief and to establish a service for the transmission of individual remittances. In 1916, the State Department approved of the first direct JDC commission which went abroad. However, only two of its members were able to secure the necessary permits to proceed into the war zone, Dr. Judah L. Magnes and A. M. Dushkin. Dr. Magnes gained admission to the countries of the Central Powers and investigated
the situation in Poland. He was barred by the Czarist Government from entering Russia. A full report of this mission was published at the time. In March 1918, Dr. Solomon Lowenstein proceeded to Palestine representing the JDC and the American Red Cross missions having been sent there to administer medical aid.

America's entry into the war created a new situation. The State Department was fully alive to the distress of the war-stricken Jews. The JDC, with the approval of the State Department, communicated with Mr. H. Van Nierop, President of the Amsterdamse Bank in Holland, who agreed to form a neutral Dutch committee to distribute the American funds in the enemy countries. In August 1917, Dr. Boris D. Bogen and Max Senior, with the approval of the State Department, left for Holland to organize the proposed neutral agency. Overcoming great dangers and difficulties, the commissioners, with the cooperation of the Dutch branch of the Zionist Provisional Executive Committee, created the so-called Holland Branch of the JDC. This agency received its funds from America and was licensed by the War Trade Board through the courtesy of the United States Minister in Holland. Upon instructions of the Holland Committee, the funds were transferred to the Dutch Ambassador in Berlin with the knowledge of the German Government. The Dutch Consul at Warsaw then relayed the funds to the Jewish Relief Committee in Berlin.

Even during the world war a considerable share of the American funds was applied to reconstructive enterprises. In Russia, particularly, was this the case. The expulsion by the military authorities of Jews from the actual war zones and the consequent abolition by the Czar of the Pale of Settlement created opportunities and problems in connection with the permanent settlement of the refugees in the newly opened interior provinces. Emergency aid was, of course, the first requisite. Food and clothing had to be furnished to the starving and naked, but at the same time workshops were established to provide occupation to some of the unemployed; shoemaking, tailoring, mechanical manufacturing plants were set up. A number of trade schools were organized. A national employment agency was created. Tools and raw materials were furnished to artisans. Shelters and schools for children were erected. Medical and sanitary aid was given. Finally, loan associations were financed for the purpose of extending credit to artisans or traders. In Poland and Lithuania, particularly, were these loan activities developed during the war itself, with the participation of the Russian and Polish Relief Committees.

In Austria-Hungary, on the other hand, where there was an appalling refugee problem due to the congestion of 400,000 fugitives in a small area, conditions were such that palliative relief was practically all that could be granted during the war. In Palestine the situation was somewhat different. While here, too, soup kitchens and individual relief constituted a prime need, at the same time a Public Works Committee was organized, which provided employment by laying out highways and conducting drainage and irrigation work. Loan activities were initiated in the early stages of the war.

During this period the JDC expended about $14,730,000. While it would be impossible to give the exact proportion of the funds expended during the world war period on constructive undertakings,
the records show that such work attained considerable and effective
dimensions.

POST-WAR EMERGENCY RELIEF

The post-war emergency relief period, which came to its technical
conclusion on June 30, 1921, comprised the two blackest years in
modern Jewish history, 1919-1920. This period was marked on the
one hand by the disintegration of established empires, by revolution,
civil and guerilla warfare, by the rise of new states, the depreciation
of currencies, the disruption of all means of communication, by the
flow back and forth of immense streams of refugees, and by wide-
spread massacres and pogroms resulting in the murder of several
hundred thousand Jews. On the other hand, it witnessed a phenom­
enal revival of Jewish activity, accompanied by intense social strife,
and by a renaissance of cultural and economic theories incident to
the universal movements for national self-determination and the
recognition of racial minority rights.

These two factors profoundly affected the administrative method
of the JDC. The fundamental principle of operating through the
representative organs of the afflicted Jewry remained the same. But,
insofar as these organs were either demolished in consequence of the
prevailing condition, or impoverished by national bankruptcy, or
dissolved by political changes and divided into irreconcilable streams
of factional struggles, or rendered impotent in the face of huge cata-
trophes, the established apparatus of the JDC required reorganization,
reinforcement and more authoritative and more effective control.
Only Americans could supply the needs of this emergency.

Jewish distress during this period can be compared only to a
prairie fire. Yet, to get the true perspective of this distress, one must
envisage the general calamity of which it was but an organic part.
It was at this stage that the United States Congress appropriated
$100,000,000, for European relief, upon the recommendation of
President Wilson, and set up the American Relief Administration
which was directed by Mr. Herbert Hoover. It was during this
period that the Morgenthau Mission was dispatched to Poland by the
United States Government and the Sir Stuart Samuel Mission was
sent to the same country by the British Government. Both of these
official delegations were entrusted with the task of inquiring into the
anti-Semitic persecutions and outbreaks on Polish territory. It was
the time of the Versailles Conference which brought Mr. Louis
Marshall and Dr. Cyrus Adler, two members of the JDC Executive
Committee, to Paris. There was a close relationship between the
undefined legal position of the Jews in the Eastern and Southern war
zones and the administration of American relief. Many of the leaders
of the local Jewish distributing agencies had disappeared from the
scene. It was impossible for them to administer relief adequately
to outlawed Jewish populations. It was imperative that authoritative
Americans be stationed at strategic points where the first object of
relief was the protection of lives.

The horrors of famine in Poland need not again be restated. In
Roumania, in Hungary, in the Baltic countries, in Siberia and in the
Ukraine the devastation and terrorization of Jewish life were even
more complete than in Poland. The Ukrainian pogroms in the course
of which nearly two hundred thousand Jewish men, women and children perished by fire and sword, constitute one of the blackest pages of history. The havoc wrought by the Polish-Russian invasions of 1920 is still fresh in our memory. The overwhelming torrents of refugees and the immense problems they created, cannot be presented within the compass of a few sentences. The economic boycotts and the widespread anti-Jewish discrimination which characterized the post-war period are too recent to require elucidation. All these ever-present events and developments were elements which could not possibly be ignored by the JDC in its relief operations.

In the emergency of the post-war period, every avenue for relief was explored by the JDC. Every responsible agency was utilized to reach the many zones of suffering. The varied channels and agencies of transmission and distribution of relief pressed into service in these years by the JDC may be better visualized by means of a diagram, in the shape of a pyramid, representing the system of transmission, distribution and control of the JDC funds expended abroad. There are seven successive divisions from the top of this pyramid to its base, as follows:

I. A large proportion of the appropriations made by the Executive Committee of the JDC were expended through official, semi-official and other recognized bodies, such as the American Relief Administration, The U. S. Food Administration Grain Corporation, the Y. M. C. A., the Siberian Prisoners’ Repatriation Fund, the Near East Relief Commission, the American and British Friends’ (Quakers’) Societies, the American Red Cross, the Polish Relief Committee of America, and through the good offices of the State Department, its embassies and consulates, and of the embassies of several foreign powers.

II. To direct, control and coordinate the multifarious activities abroad, Dr. Julius Goldman, a leader of the New York Bar and an outstanding member of the community, abandoned his law practice and went to Europe in 1920 at great personal sacrifice to take general charge of this work. His outstanding reputation, both here and abroad, made him particularly valuable, because of the willing cooperation given to him in the work in hand by the leading Jews abroad.

Dr. Boris D. Bogen, one of the leading social workers in America, was assigned to the task of directing JDC operations in Poland in January, 1919. He gained entrance to that country, thanks to Mr. Hoover’s efforts, and conducted the work there in the first stages as an attache of the American Relief Administration, with the full knowledge and cooperation of the United States Minister in Warsaw, Mr. Hugh S. Gibson, Dr. David deSola Pool, Mr. James H. Becker, Mr. Alexander A. Landesco, Dr. Frank J. Rosenblatt, Mr. Howard S. Gans, Capt. Robert Rosenbluth, Dr. I. M. Kowalsky, Miss Harriet B. Lowenstein and others of equal ability and unquestioned integrity represented the JDC in the field.

III. Subordinate to the general directors two successive units were recruited in America for overseas relief work. More than forty trained workers, wearing the American uniform with the authority of the United States Government, were sent to the various emergency zones as field men. Many of these were assigned as regional directors in outlying districts and territories. In the critical year of 1920, on
the Eastern front, these soldiers of mercy more than once jeopardized their lives to save those of their brethren. At a time when the entire system of communication was in a state of collapse, when marauders ran riot, these men carried to No Man's Land the means of succor. Professor Israel Friedlander and Rabbi Bernard Cantor, who were murdered in the Ukraine, were members of the first Overseas Unit which wrote one of the most heroic chapters of contemporary Jewish history.

IV. Experts were delegated to the various countries to investigate and organize, even in this period of stress, such special reconstructive phases of relief as sanitation, child care, loan activities, and other special departments. Among these experts were Dr. Harry Plotz, a specialist in anti-typhus work; Dr. Simon Peiser, an expert in child welfare; Dr. S. S. Spivack, an authority on tuberculosis; and Dr. Jacob J. Golub, Dr. W. A. Wowschin and Dr. Morris Leff. Mr. Alexander A. Landesca was commissioned to inaugurate economic reconstruction work as soon as the emergency had passed. Capt. Chas. S. Gray, a man of the highest integrity, was selected by Director-General Goldman to act as purchasing agent for the JDC in London, and was in direct control of the large orders of relief supplies bought in Western Europe and shipped to the stricken territories.

V. Thus organized, relief was granted to millions of Jews through hundreds of local committees, national, territorial, provisional and communal, representing the various classes, factions and religious divisions among the afflicted people. Many of these committees were set up at the instance of the JDC directors and field agents. Many of them could not cooperate among themselves, but all were directed by the JDC representatives. Where such divisions were unbridgeable, the JDC delegates worked out a modus operandi satisfying the separate elements. Where it was possible, all the activities were coordinated. It can be asserted that the social life of the Jewry in the zones of misery centered around the JDC. The Jewish press followed keenly all the steps of the JDC. Jewish public opinion, coupled with the network of local committees, framed the broad foundation on which the structure of the JDC rested in foreign lands.

VI. Underlying the distribution apparatus was an elaborate system of control. Special commissioners visited the zones of operations, some conducting investigations and reporting their findings to the home office, others remaining for periods of weeks and months at particularly vital points to organize and supervise the distribution. Among the commissioners who went abroad during this period were Sholom Ash, Jacob Billikopf, Meyer Gillis, Max Pine, and Barnett Zuckerman, who covered Poland, Lithuania and Austria; Mr. Isidore Hershfield, who organized the Individual Remittance Bureau in Poland; Judge Harry Fisher, who, together with Max Pine, went to the Ukraine and Soviet Russia, and was followed there by Mr. Koldofsky of the People's Relief Committee; Morris Engelkind, who reported from Russia and Hungary; Frederick Warburg, and together with Mr. Becker, made a close investigation of the Baltic countries; Leon Kamakly, Bernard Horwich and Rabbi Meyer Berlin, who inquired into the work in Central and Eastern Europe; Herman Bernstein and Samuel Mason, who represented the JDC in Japan.
and Siberia; Rabbi Aaron Teitelbaum, who served as the JDC Commissioner on the Near East Relief Commission in Turkey and Palestine; Albert Lucas, deceased, Secretary of the JDC, who surveyed various European zones; Henry G. Alsberg, who represented the JDC in Czecho-Slovakia and bandit-ridden Ukraine; Miss Hetty Goldman, who represented the JDC on the American Red Cross Mission to the Balkans. Many of these commissioners were independent and direct representatives of the three constituent committees of the JDC. In addition, there was a European Advisory Committee, functioning in Paris during part of this period, consisting of Louis Marshall, Dr. Cyrus Adler, Judge Julian W. Mack, Col. Harry Cutler, deceased, and the late Oscar Straus. Finally, Felix M. Warburg, Chairman of the JDC, conducted a personal investigation of the relief work abroad in the spring of 1921.

During the course of the work in this period and throughout the activities of the JDC, many of the members of the Executive Committee went to Europe and reported their observations and findings to the Executive Committee on their return. In New York an Administration Committee, which numbered among its members Howard S. Gans, Henry J. Bernheim, Henry Morgenthau, Jr., the officers of the JDC and the heads of the various departments in this country, labored indefatigably and constantly studying the reports received from abroad, and, through close devotion to the problems presented, substantially lightened the burdens of the Executive Committee.

VII. In addition to numerous agents, as well as other accredited representatives, not listed above, of the three independent committees forming the JDC, as well as unofficial and voluntary delegates abroad, the Jewish press of the United States followed closely every phase of the operations of the JDC. Leading Jewish journalists repeatedly visited the stricken zones. Special correspondents constantly inquired into and reported upon the various activities and problems. Leaders of different Jewish factions in the European countries came to the United States in the interests of their special relief plans. Correspondents of the general American press, and of the leading news agencies, functioned in most of the countries where the JDC was active and kept in touch with the work accomplished.

The conversion of American relief funds into the local currencies of the various countries during this period took place, as a rule, in the territories where the relief activities were conducted. Upon the cable requisitions of our representatives the funds required were transmitted when needed. Appropriations for particular countries and purposes were made by the Executive Committee in New York. Against these appropriations various instalments were remitted through responsible banking channels abroad in American currency. As a rule, when a certain sum reached Warsaw, for instance, the need was so urgent that its conversion into local currency at the most favorable exchange rate, which unfortunately fluctuated from hour to hour, would occur at once, and the local allotments to the various committees would be dispatched without delay. Records of all conversions were kept. JDC field men and commissioners even took their lives in their hands when traveling to frontier points with money in their possession for delivery to communities which were often on the very verge of falling into the hands of a hostile army.
Specifically, in the case of Poland, where most of the emergency relief was carried on, there were two stages in the methods of converting the moneys sent by the JDC into local currency. In the first months of 1919, Dr. Boris D. Bogen enjoyed the status of membership in the Polish Mission of the American Relief Administration, headed by Col. William R. Grove. Against appropriations of the Executive Committee, Dr. Bogen cabled to New York for the amount required for a specific period, and the JDC funds were thereupon relayed from New York through reliable banks, such as the National City Bank and the Guaranty Trust Company, to the American Relief Administration in Warsaw, which furnished Dr. Bogen with the equivalent Polish currency, and he in turn allocated the amounts thus received to the various Jewish communities. As to the conversion of individual remittances from America handled by the JDC, the procedure was similar. In that case instead of the American Relief Administration, it was the Zionist Executive Committee in Warsaw which received the American funds in dollars and furnished their equivalent in Polish marks.

With the inauguration of independent JDC work in Poland through its own representatives, and with the establishment by Isidore Hersfield of the Individual Remittance Department in Warsaw, the conversion of JDC funds was directly effected by JDC representatives through reliable banks. How to secure the proper rates of exchange was one of the most serious problems engaging the attention of JDC representatives in Poland. Our auditors, as indicated in their foreign reports, examined every transaction on the books of the various branches of the JDC abroad, and certified that the rates received were proper. In this connection, it may not be amiss to state that one of the most extensive services rendered by the JDC was its remittance work, enabling those living in America to send money, clothing and food drafts to their relatives abroad whom they could not otherwise reach directly. Altogether, the JDC was instrumental in delivering in individual cash remittances, clothing packages, food drafts as well as specific transmissions for various Landsmannschaften groups here to their native towns abroad, a total of over $13,000,000.

The system of control set up by the JDC during this period was not limited, however, to the phases already outlined. When the hurricane had subsided by the fall of 1920, the Executive Committee had a full and thorough examination made of the immense volume of transactions effected in the emergency. Mr. Morris C. Troper, of Loeb & Troper, Certified Public Accountants of New York, was dispatched to Europe in November, 1920, with a staff of five public accountants. Mr. Troper remained in Europe for a period of four months, visiting Austria, Hungary, Czecho-Slovakia, and spending most of his time in Poland. His assistants visited practically every country where any work of magnitude was done, collecting all available data on the ground and remaining in Europe for varying periods. Mr. Troper was instructed to perfect and standardize the accounting system and to audit the records. During this period there prevailed in Eastern Europe a general state which was nothing short of chaos. Local currencies were violently fluctuating, boundaries were constantly shifting, sudden barriers divided provinces which had been relief units but a few days before, governments were changing, banditry raged, military detachments were operating independently...
in various areas. Mr. Troper himself witnessed a pogrom in Poland during his stay there. In auditing the records and accounts during this period, Mr. Troper reported that some of the Polish files were seriously disorganized and many of these were lost through the forced evacuation of Warsaw. In 1921 and again in 1924 Mr. Troper personally visited the Central offices abroad in order to check up in the field the work of his assistants.

In submitting this report it is not possible adequately to convey an idea of the extent, care and thoroughness exercised in the supervision and checking of the disbursements of the funds. To safeguard every penny of the moneys expended by the JDC in its various activities not only were periodic audits made by members of the Auditor’s Staff but independent examinations were made by representatives of the Financial Department of the JDC. In addition, inspectors of the JDC and at later periods inspectors of the Foundation from time to time proceeded to the actual fields of activity, visited many localities, conferred with the committees in charge, examined the records, entered institutions, schools, orphanages and hospitals, spoke to the beneficiaries of the JDC activity, and satisfied themselves that the moneys allotted for general or special purposes were properly applied and actually reached their ultimate destinations. Every safeguard that could be taken to assure that the funds disbursed were honestly and efficiently utilized, was promptly adopted. In this phase of the work, in the organization and the supervision, both here and abroad, the Committee is indebted to Mrs. Harriet B. Lowenstein Goldstein, Comptroller of the JDC.

Despite the conditions in Poland, despite the handicaps encountered there in the auditing of the records, in spite of the fact that from time to time violent differences arose as to whether this community or that district received its full share of relief, and considering the large amount expended in Poland during this period, the manner in which the representatives of the JDC in the field met the crisis is indeed a matter of profound gratification to the executives of the JDC. Its commissioners and workers, carefully selected for their competency and integrity, were actuated with an all-consuming desire to save the European Jewry. No sacrifice was too great for them. We feel that the American Jews who gave so generously to alleviate the misery of their brethren abroad had in the war zones a worthy army of mercy whose service has never been properly appreciated at home.

The end of 1920 marked the recession, outside of Russia, of the emergency conditions and the prospect of a gradual approach of a period of stabilization. Russia and Poland were negotiating the Riga peace. The treaties of Versailles, Trianon and Sevres had at least put a legal end to the World War, defining the status of the various new states and the rights of the minority races. The universal slogan of the hour was Reconstruction. With the exception of Russia, to which special reference is made elsewhere, it seemed that the moment had come to liquidate the emergency operations. In fact, the question of the discontinuation of the JDC in its entirety was under consideration. If normal conditions were to prevail, as many hopeful observers believed, there was obviously no reason for the existence of an organization created primarily to meet a crisis.

The Executive Committee of the JDC met on October 28, 1920, in New York, to hear the report of Dr. Julius Goldman, the Director-
General, on his return to the United States. Dr. Goldman urged the suspension of all palliative relief activities and the reorganization of the work along specialized, functional-reconstructive lines, to effect a permanent restoration of the ruined Jewry. Mr. James H. Becker was invited to assume the post of Director-General. To this work he brought admirable understanding of the relief activity, through prior service with the ARA, and organizing ability of a high order.

In November, 1920, at a conference of all the JDC regional directors in Europe, held in Vienna and in keeping with Mr. Becker's plan for reconstructive work, executive instructions were received from New York to this effect: "General relief everywhere must be immediately and greatly reduced, and entirely discontinued by July 1, 1921."

The general and emergency relief period was far from being one of a purely palliative character. In fact, under the heading of general relief all the specialized reconstructive activities, later organized into functional departments, developed. It was momentarily hoped to discontinue the palliative work, and only unforeseen crises repeatedly interfered. Yet it was during this stage that the cultural, child care, reconstruction, medico-sanitary and refugee sub-committees of the JDC came into being, in answer to the demands in the field. It was during this stage that the subsequent technical reorganization definitely took shape in the minds of the leaders. While this period is historically one of general emergency relief, yet it reflects the birth and early stages of substantial reconstructive accomplishment.

Administratively, the activities were not conducted during the emergency period along functional lines. The local committees received their appropriations from headquarters, and allocated them for the various needs, reconstructive and general, ranging from the rebuilding of homes to the feeding of the starving. Certainly, however, a very substantial portion of all the moneys distributed were expended in constructive relief. Hospitals were repaired and equipped; bath-houses and wells were constructed; extensive credit work was done; cooperative loan societies were financed; Jewish settlers on the land were aided; tools and raw materials were furnished to craftsmen; trade schools were built; houses were erected and destroyed homes were set in order; numerous educational institutions were subsidized. The child welfare work alone assumed large proportions. Orphanages were equipped, summer colonies were established, and many institutions were revived. Data available for Warsaw alone, which may be fairly typical of all of Poland, indicate that 50% of all the funds expended there went for child welfare work, and 10% for educational institutions. In Palestine the reconstructive activities, including the loan societies, consumed a considerable part of the American relief funds.

During 1919-1920, the emergency relief period, the JDC expended a total of $22,350,000 for various forms of relief and rehabilitative activities abroad.

FUNCTIONAL RECONSTRUCTION

The heritage left by the hurricane of destruction, which had swept over the Jewry of the old world, was indeed appalling. If the emergency be compared to a fire, and the American relief agents to firemen pouring water into the flames, the commencement of the Functional Reconstruction Period in 1921 coincided with the moment when the smoke had lifted and the ruins had been exposed. It is
true the emergency had passed, the blaze had subsided, but the
devastation stood out more clearly and starkly. This was the return
to "normal" conditions which was characteristic of this period. But
conditions were normal only in so far as it was possible to take
account of the havoc wrought and to plan for its repair.

In these pages it is barely possible even to sketch the arena of
wretchedness. The tides of refugees and repatriates flowing from
Riga to Constantinople constituted an epochal migration. An index
of the extent of the refugee problem facing the JDC may be found
in the fact that during 1921-1923, according to official figures, nearly
225,000 Jewish immigrants from Eastern Europe were admitted into
the United States. Vast as the refugee and repatriation problem
was, the JDC was confronted by equally gigantic tasks in other
fields. Hundreds of Jewish communities totally uprooted by wars
and pogroms, were endeavoring to re-establish themselves. Tens of
thousands of former soldiers, including many large contingents of
war prisoners and invalids, were without an economic anchorage.
Thousands of war and pogrom widows, burdened with large families,
were in quest of a source of livelihood. Hundreds of Jewish com­
munal buildings, schools, hospitals and other institutions had been
either demolished or were turned into pest-holes through years of
use as barracks or because they had been taken over for non-Jewish
purposes. Artisans were without tools, small manufacturing estab­
ishments without raw materials, shops were barren of goods. Unem­
ployment was widespread. The child welfare problem alone, aggra­
vated by the large number of war orphans, was of monumental
proportions.

In these circumstances the decision of the JDC to liquidate its
general relief work was immediately followed by a cry of consterna­
tion which went up from all the elements of the distressed Jewish
population. As a result of this, and the response which it found in
the hearts of all the American Jews, the Executive Committee defi­
nitely decided not to abandon the field, but to change fundamen­tally
the methods of operation by a thorough reorganization of the relief
machinery to meet the more orderly conditions and to deal with the
more specific problems. The new general policy laid down had as
its specific aim permanent reconstruction, and was predicated on the
theory that palliative relief in normal times was destructive of the
moral fiber of the aided Jews. In this connection it may be pertinent
to quote Dr. Shahad, of Vilna, who in 1922 declared to the JDC
commission, headed by Dr. Leo K. Frankel, that the American Jewish
Relief organization had saved “not only the physical but the moral
life of the Jews in the war-stricken area.” Having sustained this
life by means of its emergency aid, the JDC now proceeded to
revitalize it. The new policy aimed to stimulate the local resources
of the stricken Jews, to awaken them to a new life, to infuse them
with new hope, and to show them concretely the ways to self-help,
with the view towards their ultimate assumption of the burden that
had been carried by their American co-religionists.

From the administrative point of view, the inauguration of the
new policy involved essentially two things: (1) The suspension of
palliative relief activities, relegating these to local agencies and insti­tu­tions. (2) Technically, it meant conducting the work through the
creation of main functional departments covering all fields. In the
past, the system of relief distribution had been organized vertically
in each community. The local committees received their allotments
and applied them according to their discretion to the various needs. The new method was on a horizontal basis. Five special functional sub-committees in New York were in control of five special activities in all countries, and divided among themselves all the immediate phases of rehabilitation. These divisions were the Refugee, Child Care, Reconstruction and Medico-Sanitary Departments, and the Cultural Committee.

The new administrative system was set up in the fall of 1921, on the arrival of James N. Rosenberg in Europe to serve as Chairman of the European Executive Council which had been organized at the end of 1920, after the departure of Director-General Becker. At a conference held in Vienna, attended by all the regional directors, the entire scheme of administration was reorganized. Dr. Bernhard Kahn was made the head of the Refugee Department; Morris D. Waldman succeeded Dr. Harry Plotz in the direction of the Medico-Sanitary Department; Alexander A. Landesco was placed at the head of the Reconstruction Department, and was later succeeded by Leonard G. Robinson, Dr. Simon Peiser, and thereafter Morris D. Waldman, were in charge of the Child Care Department. All these men were trained specialists. The Cultural Committee of the JDC, as a result of a resolution adopted in December, 1920, conducted its activities directly from New York, the three constituent committees of the JDC ministering separately to cultural factions abroad. In addition, a Finance Department was created under the direction of David J. Schweitzer, Financial Adviser.

On the wide stretch of border from the Baltic to the Black Sea and the Bosphorus, from Latvia to Roumania and Constantinople, thousands of refugees were massed in a common misery of destitution, disease and spiritual desperation. It was necessary at the outset to distribute food and clothing, provide medical attention, find shelter and lodging, care for them when given sudden notice of evacuation, minister to their orphans, provide schooling for children, distribute funds remitted by Landsmannschaften organizations to their kinsmen, and establish contact between the refugees and relatives abroad. At the same time constructive aid was undertaken through loans in cash, furnishing refugees with tools and implements, finding employment, giving courses of study to men, women and children in cooperation with trade, elementary and technical schools.

From July, 1921, to April, 1923, a total of close to 300,000 refugees and repatriates were assisted by the Committee on Refugees and Repatriation. In Poland alone 185,000 refugees were cared for. In an admirable report on the refugee work conducted under his personal supervision, the JDC European Director, Dr. Bernhard Kahn, in the latter part of 1923, called attention to the significant work of rehabilitation and life-saving which these activities had effected. He pointed out that this refugee work was being liquidated as rapidly as possible. At that time the refugee problem had been reduced to some 25,000 persons, of whom 13,000 were in Roumania and about 11,000 in Poland.

To complicate the situation, in 1924 there occurred a resurgence of anti-Semitic outbreaks abroad, which, coupled with the enactment by the United States Congress of the restrictive immigration laws, made for a condition of utter helplessness and hopelessness of thousands of these refugees and repatriates, either virtually refugees in their own countries or stranded in various seaports in England.
In June, 1924, looking toward the liquidation of the activities of the JDC, but anxious to make adequate provision for these problems, the Refugee Committee here, of which David M. Bressler is the chairman, was instrumental in establishing the Emergency Refugee Committee in New York for the purpose of bringing immediate relief to the refugees stranded in the various seaports of Europe. An agreement between the Jewish Colonization Association, the Emergency Refugee Committee and the Emigration Committee in July, 1925, brought into being the United Evacuation Committee, 80% of whose funds were derived from funds contributed by the Emergency Refugee Committee. The emigrants and refugees stranded in various countries were registered and were gradually helped to emigrate to various lands, many proceeding to Canada and South America, others to Palestine, Argentina, Brazil and other countries. At the end of 1926 there were only 613 individual cases left in the care of the United Evacuation Committee.

From the inception of the Refugee Committee until the end of 1925, approximately $1,745,000 was expended by the JDC, either directly through its own Refugee Committee or by subventions to the Emergency Refugee Committee.

From its very inception during the war relief period, large sums of moneys, allotted by the JDC and intended for palliative relief, were applied by the beneficiaries themselves for the upkeep of schools, chadarim, talmud torahs, the maintenance of rabbis and students, and for general religious and cultural purposes. Their reasoning seemed to be that somehow their personal needs would be relieved, and that the money that came from abroad could and should be used for those larger communal needs of an educational and spiritual nature for which the sources of supply at home had been totally exhausted. When Dr. Bogen returned to his country in 1920 he reported that an average of 80% of the entire funds allotted to the communities in Poland was being used for cultural purposes, and that in localities in Lithuania the percentage was as high as 80%.

Recognizing the differences of opinion that existed in Jewry as to the appropriations for schools and educational work to be supported abroad, it was determined that the three constituent committees, the American Jewish Relief Committee, the Central Relief Committee, and the People's Relief Committee, should themselves take the responsibility of designating the institutions which they desired to have supported out of the funds allotted. The Central Relief Committee thereupon undertook assistance for orthodox institutions; the People's Relief Committee looked after the support of workingmen's schools and organizations, and the American Jewish Relief Committee provided for teachers' colleges, libraries and other institutions of higher learning, and such secondary schools as were not supported by the other constituent committees.

The entire educational system of eastern Europe had been broken down through the war, and practically a new system of education...
had to be installed. The education of Jewish children would have
been impossible without the support of the JDC.

It is hardly possible to measure the accomplishment of the
Cultural Committee in physical terms. It has created, restored and
maintained in Europe almost 1,800 educational institutions, ranging
from elementary schools to academies of learning, with a total attend­
ance of 225,000 students. There were some 7,900 instructors in the
various schools subsidized in varying degrees by the JDC. In addition,
the Cultural Committee or its sub-committees came to the aid of
rabbis, writers, teachers and other spiritual leaders.

The work of the Cultural Committee was by no means limited
to Eastern Europe. The range of the Committee’s activities is most
interesting. We find appropriations for the Falasha Jews of Abyssinia,
for a Talmud Torah in Harbin, China, for the aid of Jewish
students in Florence, for many institutions in Palestine, for the
Sephardic and Ashkenazic communities of Constantinople, for semi­
naries in Vienna, Budapest, Hungary, and for cultural institutions
in Germany.

The Cultural Committee, which, since inception, has worked
under the chairmanship of Dr. Cyrus Adler, has assured hundreds
of thousands of Jewish children education and religious instruction.
It has fortified the Jewish spirit, dissipated the demoralizing influ­
eses born of the war, and has provided the weakened Jewry with
the most potent armor to withstand adverse surroundings. From
1921 through 1925 the Cultural Committee expended a total of
$1,342,000. Of this amount $109,000 was distributed directly by
the JDC, $131,900 by the American Jewish Relief Committee,
$784,000 by the Central Relief Committee, and $297,000 by the
People’s Relief Committee.

Before the Medical Commission arrived in Poland in February,
1921, medical work was a part of the greater general relief program.
During the period of economic demoralization, ruin and pestilence,
it was necessary to meet emergency needs. Typhus was reported
in almost every community in Poland. Other epidemic diseases
reached a most critical stage in 1920 and during the early months
of 1921. The famine, the exchange of refugees and re-emigrants
between Poland and Russia, the consequent movements of large
bodies of men, women and children, were constant factors in reviving
the typhus epidemic in cities and towns bordering on those countries,
and continually threatened a widespread epidemic in all districts of
Poland. At that time cholera was reported in Russian Volhynia,
small-pox was prevalent in a number of the districts of Volhynia,
Brest-Litovsk and Bialystok. There were virtually no bathing facil­
ties. The old bath-houses were in ruins. Dispensaries were few,
orphanages, homes for the aged and schools were unsanitary. There
existed no adequately trained local personnel of physicians, dentists
and nurses. Water supplies were almost invariably polluted; sewage
and refuse disposal was of a most primitive nature; those homes
which survived the devastation of the war were generally unclean
and vermin-infested. There were no active, well-organized help­
agencies or relief organizations among the Jews in Poland, and the
work of the Government was too general and ineffectual. The
great mass of the population were undernourished, poorly clothed
and deprived of elementary sanitary measures, and tuberculosis,
notably of bones, joints and glands, was prevalent. An examination
conducted among school children in several districts showed that
52.8% of all children were suffering with some form of disease—favus, trachoma, scrofula, tuberculosis, as well as anaemia and malnutrition. Low health conditions were uniform throughout Poland. This was in general the condition as revealed by the survey of the JDC commissioners.

It was clear that, owing to the huge proportions of this complex problem, it could only be solved by a well-organized government, but, on account of the peculiar position of the Jews, an outside agency confining itself to a flexible and scientific medical program, working through and with existing organizations, could, in a measure, aid in improving sanitary and health conditions. The problem was, therefore, two-fold: A sanitary problem, and a problem of immediate medical relief, involving the rebuilding and organizing of medical institutions and furnishing them with adequate supplies. The correction of even the greater part of the existing sanitary defects would have required unlimited resources. It was determined, therefore, to concentrate activities on immediate needs.

The physical proportions of the program may be gauged in part by the fact that the Medico-Sanitary Department reconstructed, subventioned or equipped in Poland alone between 1921 and 1923, 216 bath-houses, 66 hospitals, 67 dispensaries, 9 sanitaria, restored 31 wells and repaired or reconstructed 96 other Jewish communal institutions and structures. Periodic subsidies were granted to medical institutions, an anti-typhus campaign was waged and public health education was organized on a large scale; assistance was given in the development of rural sanitary measures; physicians were placed in communities that had no medical service; there was developed a nurses' training school in Warsaw—a splendid institution in charge of Miss Amelia Greenwald, whose surpassing achievements have been recognized by the League of Nations, which recently awarded the Nurses' Training School a medal. Similar activities were engaged in in the other countries of Eastern Europe. Perhaps the most notable accomplishment of the JDC in this work has been the help it rendered in the organization and reorganization of small health societies, culminating in the reorganization of the Society for Safeguarding the Health of the Jews in Poland (TOZ), through which the JDC has since carried out its entire medical program in Poland. In similar fashion for the other border countries, the JDC has subsidized and cooperated with the OZE.

The anti-favus campaign became the foremost activity of the Medico-Sanitary Department, and constitutes an unparalleled scientific undertaking of radical favus-curing in the history of medicine. In Poland 6,100 cases were treated during the first year of this work at X-ray stations maintained by the Department. In Palestine the Malaria Research Unit, under the direction of Dr. I. J. Kligler, working in conjunction with the Department of Health of the Palestine Government, has performed vital pioneering work in the permanent elimination of breeding places of malaria. As a result of the establishment by the Medical Committee of the Malaria Research Unit, the Rockefeller Foundation sent another unit to Palestine, and these two units have been cooperating with the government of that country ever since. The organization of this work owes much to Dr. Alfred E. Cohn of the Rockefeller Institute, who visited Palestine. Both these units are headed by Dr. Kligler. It is also of interest that the Section of Health of the League of Nations recognized the value of the malaria work that was being done in Palestine. An international commission, designated by the
Health Section, proceeded to Palestine to make a study of what had been accomplished in malaria prevention and published a report on that subject. The success of this work has received widespread notice and recognition. For a number of years the Medical Committee worked in close cooperation with the Zionist Organization of America and the Hadassah in hospitalization and medical work in Palestine. During the functional period from 1921 through 1925 the Medical Committee, of which Bernard Flexner is the chairman, has directed the expenditure of $1,908,000.

The child care work, under the JDC auspices in Europe, goes back to the early period of general relief when subventions were granted to child care institutions in Poland. The number of war-orphaned children in Eastern Europe outside of Russia was estimated at 60,000, of whom 43,000 were registered at the offices of the JDC. Nearly 30,000 of these were in Poland alone. Sixty per cent of these orphans have been provided for by the JDC, and over 18,000 remained under the care and protection of the JDC. In Palestine the Orphan Committee, in charge of Miss Sophia Berger, cared for 1,289 children, of whom 995 were supported by funds directly contributed by the JDC.

Originally engaged in the care of war orphans, the JDC has been able to stimulate and develop the local communities in Poland and throughout Eastern Europe to engage in child welfare work on a large scale. So, the war orphan work grew into general orphan work, and then general child care, embracing all types of social service for children. Provision was made for the physical strengthening of Jewish children, summer colonies were organized for orphans and also for other children. A definite part of the child care program was the development of technical and manual training of war orphans, as well as of other Jewish boys and girls for productive occupations. The trade schools, workshops and similar institutions were conducted partly by the ICA, partly, with the support of the JDC, by the ORT, and, to a very great percentage, by the JDC itself. Eighty of such institutions owe their existence to the JDC, of which 45 are in Poland alone and the remainder in other countries. About 15,000 Jewish boys and girls, with the help of the JDC, attended these schools or were apprenticed to private artisans. Fifty-four of these 80 schools and workshops had been established or are supported out of JDC funds for orphan care. It is noteworthy that about 4,000 of the orphans in the care of the JDC have already been made capable of self-support by reason of this training. Since 1925 the war orphan work in Poland has been carried on by the Federation of War Orphans Committees, an organization of Polish representative Jews, with branches in almost every community. This Federation has succeeded in raising substantial funds among the local Jewish population since its inception. During the entire period of this work special care was taken to afford war-orphans adequate medical treatment, and they have in each instance enjoyed the assistance, not merely of the Child Care Department, but also the help that could be rendered by the other departments of JDC activity. Virtually all of the direct operations of JDC child care work were liquidated at the conclusion of this period, and, through subventions granted to central and local organizations, the actual machinery of child care was turned over to the local population. A Child Care Exhibit of the work done by pupils of the trade schools, supported by the JDC, was held in Berlin at the end of 1925. It was officially opened by the Hon. Jacob Gould Schurman.
United States Ambassador to Germany, in the presence of a distinguished gathering, including ambassadors and representatives of other foreign governments. It attracted general admiration. It was brought to this country the following year and displayed in Philadelphia and in New York, and gave the first opportunity to many of the contributors to the funds of the JDC to witness the results of the excellent training given to Jewish boys and girls in preparation for productive employment.

The Child Care Committee, of which Dr. Solomon Lowenstein is the chairman, has expended in all, from 1921 through 1925, $3,324,000.

In 1920 the Executive Committee set aside the sum of $5,000,000 to the Committee on Reconstruction and later made available an additional sum, bringing the total up to approximately $5,400,000, for the purpose of developing instruments for the granting of loans and small credits to impoverished workmen, artisans, traders and small merchants, so as to enable them to win back their livelihood, rebuild their homes and engage in productive labor. Three major activities stand out in the economic rehabilitation program of the JDC, the creation, restoration and promotion of credit cooperatives and loan societies, assistance in the rebuilding of homes, and the repair, restoration and maintenance of trade and technical schools. The loan kassa, or cooperative, was a well-established institution in Eastern Europe prior to the war. With the collapse of economic life the entire network of these credit cooperatives had been virtually obliterated. Under the direction of Alexander A. Landesco, the European Reconstruction Department was organized in 1921, and made a series of surveys in Poland, Lithuania, Latvia and Hungary to determine the methods best adapted for economic reconstructive work in those countries. The re-creation and strengthening of these cooperative societies to serve as the instrumentalities for the rehabilitation of Jewish war sufferers became the paramount objective of the Reconstruction Committee. Thus there were granted in small loans, to the artisan for tools or implements, to the small trader to purchase wares, to the working man, sums which averaged, in Poland, from $20 to $22, for a term of three months or longer. Up to May, 1924, the Reconstruction Committee conducted its activities directly, disbursing $3,640,000 for credit operations, housing, vocational and trade schools, in Austria, Czechoslovakia, Hungary, Latvia, Lithuania, Constantinople, Roumania, including Bessarabia and Bukovina, Poland, Palestine and Russia.

By that time the Reconstruction Committee had succeeded in organizing or re-establishing more than 404 credit cooperatives and 3 regional credit institutions, in Vienna, Czernowitz, and Constantinople respectively, with a total membership of 136,000. In Russia, as a part of Dr. Rosen's reconstruction program in 1923-1924, 107 loan kassas had been revived, with a membership of no less than 20,000. In Eastern and Central Europe alone it is estimated that the credit institutions thus financed by the JDC had granted or made possible no less than 375,000 loans for personal rehabilitation. For the purpose of enabling war sufferers to rebuild their homes and shops, the Reconstruction Department, as directed by Mr. Landesco, and later by Leonard G. Robinson, advanced over $700,000. These loans helped to rebuild and repair over 8,000 dwelling places and provided for 7,500 families, or about 40,000 individuals. In Russia, during 1923-1924, $1,240,000 was expended in a program.
which combined trade school, credit kassa work and laid the foundation of the agricultural work subsequently developed in the Agro-Joint. A report on the activities of the Agro-Joint is attached herewith.

On trade schools the Reconstruction Committee, up to May 15, 1924, expended in Eastern Europe $235,000, in Russia $220,000, or a total of $455,000. This embraced assistance to 126 trade schools and workshops with an enrolment of over 7,300 students. In this trade school work the Reconstruction Committee cooperated largely with the ICA and also with the ORT. In the credit activities of the Committee there has been unusually close relationship and cooperation between the ICA and JDC. In Palestine, exclusive of substantial assets turned over during the emergency relief period, the Reconstruction Committee assigned approximately $90,000 to the Kupath Milveh Loan Society. The Reconstruction Committee was instrumental in the organization of the Central Bank of Cooperative Institutions in Palestine to which the JDC advanced £50,000. This Bank grants credits to agricultural cooperatives, credit unions and other cooperative enterprises.

Since May 15, 1924, the reconstruction activities of the JDC have been lodged in an organization known as the American Joint Reconstruction Foundation, to which the JDC agreed to transfer in cash $1,028,000, as well as the assets of the European Reconstruction Department.

Herbert H. Lehman has been the Chairman of the Reconstruction Committee since its inception. Associated with him in the close supervision of these activities abroad, Bernard Flexner has served as Vice Chairman of the Committee. For a period during the absence of both Mr. Lehman and Mr. Flexner, Peter Wierneki was the Acting Chairman. Since 1922, Joseph C. Hyman, now Secretary of the JDC, has also acted as assistant to the Chairman of the Reconstruction Committee.

From 1920 through 1925 the Reconstruction Committee disbursed, either directly or through allotments to the Foundation and other organizations, $4,866,000.

During this functional departmental period the machinery of distribution and control was considerably simplified. The Executive Committee in New York was no longer called upon suddenly to make appropriations for one or another zone of distress. The procedure adopted was as follows:

I. On the specific report and recommendation of the various departments abroad the budgets submitted by them were considered by the Executive Committee and appropriations were thereupon made.

II. The funds thus appropriated were allotted to the director of the department for specific and itemized purposes, as approved and directed by the respective functional committees in New York.

III. The funds so placed at the disposal of the departments abroad were turned over to the local Jewish communities, national, territorial, or sectional organizations active in the particular branches of the work, and the disbursement of the moneys was closely followed by the interested departments abroad.

At the same time the disbursement of these funds was periodically supervised and checked by a staff of local inspectors, attached to the Financial Department.

IV. From time to time commissions or representatives of the
JDC or of its constituent committees investigated the work on the spot and reported upon the accomplishments and problems.

Since July, 1921, the following commissioners have made surveys of or have been active in special capacities in the different zones:

In 1922 a special commission of the American Jewish Relief Committee investigated the activities of the JDC in Europe. This commission consisted of Dr. Lee K. Frankel, Chairman; Milton J. Rosenau, Professor of Preventive Medicine and Hygiene in the Harvard Medical School; David M. Bressler, active in the leadership of the war relief appeals in the City of New York; Morris Wolf, a well-known lawyer of Philadelphia; and David A. Brown, for many years chairman of the nation-wide fund-raising efforts. Samuel A. Goldsmith, Director of the Bureau of Jewish Social Research, served as secretary of the commission. Extensive studies and reports on the situation and work in Russia or other countries have been made, not only by the officers and many members of the Executive Committee, but also by Jacob Billikopf, Dr. Maurice B. Hexter, Lessing Rosenwald, Dr. Ludwig B. Bernstein, Rabbi Nathan Krassi, Mrs. Rebecca Kohut, Miss Irma May, and Miss Hortense Breckler, and by other persons dissociated from the active administration of the JDC. Morris L. Ernst rendered valuable aid in the organization of the Central Bank of Palestine and the credit activities of Poland.

The foregoing summary review of the activities and administration during the functional period, while very incomplete, is sufficient to reveal the development of the next administrative stage in the work of the JDC. First, there were American functional directors in the field; second, there grew up special organizations in the various countries which took over the reconstructive and rehabilitative functions; third, the functional departments withdrew their personnel and increasingly turned their problems over to special organizations, foundations and committees abroad; fourth, the JDC furnished directly to these organizations and foundations such resources as it deemed necessary to appropriate, proceeding on the principle that European Jews should assume their just share of the burden. Out of the specialized functional field, there grew a number of individual organizations and foundations designed to meet specific problems. Thus were developed the Loan Bank in Palestine, the Central Cooperative Bank in Palestine, the Palestine Economic Corporation, the American Joint Reconstruction Foundation, and the American Jewish Agricultural Corporation (Agro-Joint). This period marks the beginning of the reorganization of the TOZ and the OZE in medical aid, the child care federations, and the participation and cooperation of the JDC in such organizations as the Emergency Refugee Relief Committee, and, indirectly, the United Evacuation Committee. The coordination of this comprehensive apparatus of functional and rehabilitative activity in Europe was developed in its initial stages by James N. Rosenberg, who devoted a year to this problem and served in a voluntary capacity as Chairman of the European Executive Council from 1921-1922.

The JDC expended on these activities between 1921 and 1925 inclusive $25,440,000.

FOUNDATIONAL RECONSTRUCTION

The year 1925 therefore witnessed the conclusion of a definite stage in the life of the JDC. Again, it had been hoped that the work might be liquidated, but on the return of Mr. Felix M. Warburg and other executives of the JDC from Europe in the spring of 1925, with
reports of the conditions there, it became clear that European Jewry could not carry on without American aid. It was in answer to these recurring needs in Eastern Europe and in Russia that in the fall of 1925 a national conference called by the JDC again issued an appeal to the Jews of America for further funds to meet the program of constructive relief. The emergency situation prevailing in Poland, as well as certain other urgent requirements in Palestine and elsewhere. Under the leadership of David A. Brown the United Jewish Campaign was launched in September, 1925.

The economic crisis which swept Poland during 1925 and 1926 paralyzed its industry and commerce. Unemployment assumed tremendous proportions. Of 212,000 Jewish workingmen in the entire country, 103,150 were out of work; of 62,650 Jewish artisans more than 80 per cent were idle. In Warsaw 83 per cent of the Jewish workers were unemployed. It was necessary to reinforce and strengthen all the organized reconstructive, medical, child care, and communal agencies in order to prevent the collapse of all those forces for self-help which had been so arduously built up in the many years of JDC and local endeavor. 15,000 children under the care of the child care committees of Poland had to be maintained and provided for. The work of the TOZ in the field of medical aid and public health had to be maintained. The network of cooperative loan societies and kassas had to be strengthened; the trade schools supported, and a structure of free loan societies to dispense loans to thousands of men and women unable to avail themselves of regular cooperative credits, built up and extended.

It has been pointed out that in May, 1924, the credit activities of the Reconstruction Committee had been turned over to the American Joint Reconstruction Foundation, an organization whose governing board was composed of six members of the JDC, six representatives of the ICA, and eight leaders representative of Eastern European viewpoints. To this Foundation the Reconstruction Committee in May, 1924, agreed to turn over for credit loans $500,000, for the conduct and development of the work an additional sum of $250,000, and all the unspent balances of previous appropriations made by the JDC—making a total of $1,028,000. In addition, the assets in Europe of the Reconstruction Committee aggregating in value about $1,300,000, were assigned to the Foundation. The ICA, on the other hand, agreed to meet all the appropriations made out of the $500,000 fund contributed by the JDC by equal contribution from the ICA treasury. The Foundation therefore took over the large task of financing and stimulating the Jewish cooperative movement in Eastern Europe. There are at present, as will be indicated in the annexed report of Dr. Bernhard Kahn, in Poland alone 333 credit cooperatives with a total membership of 128,470 members, and 27 merchants' banks (so-called middle class banks) with about 8,000 members.

In Latvia, there are 20 credit cooperatives with a total membership of 10,600; in Lithuania, 85 kassas with 25,500 members; in Bessarabia, 40 credit cooperatives with a membership of more than 26,000; in Old Roumania, 15 kassas with a membership of 13,000. In addition, the Foundation carries on credit work in Austria, Czechoslovakia, Estonia, Greece and Turkey, as well as in the provinces of Transylvania and Bukowina which belong to Roumania.

The housing reconstruction activity initiated by the Reconstruction Committee has been carried on and virtually concluded by the Foundation, principally, in Poland, Lithuania and Bukowina. The following summary of the activities and development of the
credit work is significant. The total number of cooperatives in Eastern Europe (exclusive of Russia) is 520 with a membership of over 215,000 persons. The total resources of all these kassas is over $6,500,000, of which over $1,800,000 is derived from credits advanced through the Foundation. The remainder constitutes their own share capital, current accounts, deposits, and other borrowed funds. The outstanding loans of all these cooperatives at this time amount to a little more than $6,000,000.

Since the organization of the Foundation, from funds derived from the JDC, approximately $831,000 have been advanced or expended for credits, housing, trade schools, and other purposes by the Foundation, while over $708,000 expended for similar purposes by the Foundation, represent investments of the ICA. The total transmitted to the various countries in Eastern Europe (exclusive of Russia) from the inception of the Reconstruction Department in 1921 through September 30, 1927, by the Reconstruction Committee and the Foundation, reaches the impressive total of approximately $3,846,000.

During 1926 the JDC and the ICA contributed $50,000 each for the development of a group of merchant (middle class) cooperatives. A new agreement, consummated in the latter part of the same year, provides for a further contribution of $600,000 each by the ICA and the JDC to cover the period of 1927 to 1930.

To supplement the work of the regular cooperative loan societies and to afford credit assistance in the form of small loans without interest charges, the JDC undertook to foster and promote Gemiloth Chessed societies in Poland. Today there are 450 of these associations in Poland, 260 of which are located in places where no cooperative credit institutions exist. In 1926 and 1927 the JDC invested about $325,000 in these free loan societies. This is exclusive of about $150,000 spent during the early months of this activity for relief purposes, although granted in the form of loans. Up to August 1, 1927, these free loan kassas had granted 128,000 loans totalling 10,800,000 zloty. It is noteworthy that the Jews of Poland raised almost 2,000,000 zloty for this activity themselves.

Through the development of the Foundation, the kassas, the free loan societies, the TOZ, the OZE and other medical aid instrumentalities abroad, the Child Care Federations, the farm settlements in Russia, indeed, throughout the reconstructive work, the JDC activities have resulted in stimulating large and increasing contributions from organizations abroad, from the Jews of Eastern European lands themselves, and even from governmental and municipal sources. Land settlement in Russia, at an unusually low expense per capita, became possible only through conditioning it on governmental aid and on the financial participation of the settlers themselves. The principle is being increasingly applied as economic conditions in Europe improve.

During the most acute period of the Polish crisis, about $150,000 had to be expended on the feeding of undernourished children. An appropriation of $25,000 enabled different organizations to conduct 43 summer colonies for more than 45,000 children. For the feeding of the unemployed, $40,000 was spent. An appropriation of $140,000 was granted to Polish institutions for repair of existing structures and for the erection of new buildings, on the condition that Jewish labor be employed so far as possible.

Bessarabia, which suffered a failure of crops in two successive years and suffered famine conditions, had to receive the special aid
of the JDC in 1926; credits were extended to the cooperatives, and special famine relief was granted. In Old Roumania substantial sums were devoted to subventioning medical institutions and schools, and the other activities of the JDC and the Foundation made headway there.

To safeguard the health of the Jewish masses, large sums were given to the National Health Organizations. The TOZ in 1927 received $90,000 from the JDC. The OZE received $48,000. In the child care work, the subventions of the JDC made possible the care of 22,500 children. The refugee problem for which the United Evacuation Committee was established has been largely conquered. It is no longer a general problem, but one of individual cases. However, refugees in various countries, including those in France and Germany, were from time to time granted subventions for their needs. The repatriation work has been satisfactorily concluded.

The Cultural Committee, whose activities in Europe, Palestine and other countries have already been described in this report, working through its constituent committees, received from the JDC, for educational, religious purposes, the sum of $500,000 in 1926, and an appropriation for the same amount was made for cultural work for the year 1927.

An appropriation of $300,000 to the ORT for agricultural work in Russia, and for trade school and other activities in eastern Europe, was made.

The outstanding factors of the JDC program in Europe during the last two years are reviewed in the report of Dr. Kahn, which is attached to this statement.

Reference has been made earlier in this report to the general relief, orphan work, medical activities and economic undertakings which had been developed in Palestine by the JDC. The Loan Bank, now directed by a Governing Board, representative of the JDC and the Palestine Cooperative Company, continues to render a most useful service in the granting of small credits to artisans, workmen and small traders.

The JDC, in February, 1926, turned over its interest in the Central Bank of Cooperative Institutions to the Palestine Economic Corporation, of which Bernard Flexner is the Chairman. It likewise transferred to that organization approximately $230,000 which had been appropriated by the JDC for other constructive purposes in Palestine. The JDC agreed also, out of the funds to be collected by the United Jewish Campaign, to invest in the stock of the Palestine Economic Corporation the sum of $1,500,000, payable in three annual instalments. According to the annual report of the Palestine Economic Corporation for the year ending December 31, 1926, its assets are derived from a merger of the assets held in Palestine by the Reconstruction Committee of the JDC, and the assets of the Palestine Cooperative Company. Its activities cover the following: The work of the Central Bank of Cooperative Institutions, loans to individual home builders through the Palestine Building Loan and Savings Association, loans to orange growers, a vineyard planting cooperative and other agricultural groups, loans for house building and sanitation in Tel-Aviv, a housing loan for a number of colonists in Rehoboth, a public works loan for the construction of roads and the draining of malaria marshes, a loan to the "Soliel Boneh," the Jewish Workers Cooperative Association, and other projects.
The Corporation has thus loaned over $552,000 for various undertakings and its investments total approximately $137,000.

The excellent work of the Malaria Research Unit has been continued.

The Palestine Orphan Committee, under the able direction of Miss Sophia Berger, received from the JDC in 1926 $50,000, and in 1927 an equal sum, with which the orphan care program of the JDC in Palestine will be enabled to liquidate by the end of this year.

When Palestine early in 1927 suffered from an economic crisis and an urgent plea was made to the JDC to set aside a sum for emergency feeding to children and dependent adults, and for relief to the unemployed, the JDC allotted the sum of $35,000 for a feeding program, and made available, by arrangement with the Palestine Economic Corporation, the sum of $50,000 for emergency loans to persons who could not secure credits from other sources.

SOVIET RUSSIA

Soviet Russia presented a special field, and the development of the JDC operations there followed, in the initial stages, a course different from that pursued in other countries. During 1919 and 1920, all the strenuous efforts of the JDC to inaugurate relief work in Soviet Russia proved futile. In 1920, Judge Harry Fisher and Mr. Max Pine visited that country, and were followed by Dr. Frank Rosenblatt. In spite of the misery of the Jewish population, it was found impossible to organize any considerable activities there prior to the famine of 1921.

The catastrophic famine of 1921 brought the American Relief Administration into the field. At a conference of all American relief organizations, called in Washington by Mr. Herbert Hoover, the representatives of the JDC, Messrs. Felix M. Warburg, James N. Rosenberg, and Lewis L. Strauss, laid the foundations for Jewish relief work in Russia. A contribution of $675,000 in food supplies for famine relief was made by the JDC. Dr. Joseph A. Rosen proceeded to Soviet Russia as a member of the ARA mission. By virtue of an agreement drawn up in London in October, 1921, between Mr. Walter Lyman Brown, representing the ARA, and Mr. James N. Rosenberg, representing the JDC, extensive relief work was undertaken in Southern and Western Russia, where the bulk of the Jewish population lived. Mr. Lewis L. Strauss, who served as acting Chairman of the Committee on Russia, at the invitation of its Chairman, Mr. Louis Marshall, conferred with Mr. Herbert Hoover in Washington to effect an arrangement for these joint ARA-JDC feeding operations in the Ukraine, and was instrumental in working out the program. Dr. Boris D. Bogen, and other representatives of the JDC proceeded to Soviet Russia. All the relief activities conducted during this period were part and parcel of the operations of the ARA. The records show that the largest number of children fed at any one time was 1,020,763, at the time when the famine was at its height, just prior to the harvest of 1922. Adult feeding during this period in the Ukraine, reached the daily figure of 800,000 persons. During the famine a large non-sectarian student feeding program was supported by the Y.M.C.A. and the JDC.

Mention should be made at this point of the service rendered to the Committee on Russia, and to other New York activities of the JDC by Miss E. M. Morrissey.
Anticipating the withdrawal of the American Relief Administra-
tion from Soviet Russia, the commissioners of the JDC entered
into an agreement enabling the organization to continue its work
independently. At this period all the emergency relief activities
outside of Russia had already been liquidated. In Russia,
however, the emergency was still acute. The work there
assumed a twofold character. General relief was administered
while reconstructive activities were developed. During the
period of independent relief and rehabilitative operations con-
ducted directly by representatives of the JDC in Russia, there
was appropriated approximately $4,220,000.

Of the above sum, the Reconstruction Committee allocated
$1,290,000, of which amount $790,000 was spent for agricultural
work prior to the organization of the Agro-Joint. Ten tractor
squads were formed, and with 86 tractors purchased in the
United States, about 180,000 acres of land were plowed. Pure
seed multiplication stations were established. Live stock was
purchased and distributed. Foreign machinery and implements
were furnished, wells were drilled, cheese manufacturing coop-
eratives were organized. Houses were built and repaired in
the devastated Jewish colonies. Other reconstructive activities
which were initiated by the JDC included the revival of artisans
kassas, assistance to local Jewish mutual aid societies, or
Gemiloth Chessed Kassas, subventions to hospitals, clinics, ambu-
latoria and medical societies, restoring and equipping trade
schools, and subsidies to homes for the aged, orphanages and
other philanthropic institutions. The work thus inaugurated
during the period of independent activities of the JDC has been
continued under the general direction of Dr. Rosen and supple-
ments the agricultural assistance rendered by the Agro-Joint.
There are today 233 artisans kassas in Russia with a membership
of 60,000 and a working capital of close to $4,000,000, in which
the JDC still has an investment of $75,000, together with
$150,000 in current account deposits. The ICA has participated
in this work and at this time has assumed the major responsi-
bility for this activity.

The medical work, too, is a direct continuation of the activities
initiated by the JDC relief department under Dr. Bogen. Over
1,500,000 persons have received treatment in the ambulatoria and
hospitals subventioned by the JDC. For this medical work
there had been expended between 1922 and 1927 in Russia
approximately $700,000.

The child welfare work received particular attention. The
number of Jewish war and pogrom orphans in the Ukraine and
White Russia was estimated at 300,000. Local Jewish organiza-
tions were able to care for about 100,000 of these children. The
JDC extended its relief to at least 30,000 children in various insti-
tutions transferring the latter into clean and liveable quarters,
providing the children with supplementary rations of foods, with
shoes, underwear, outer clothing and medical attention. The
refugee problem, especially in the Ukraine, was very serious.
The big cities harbored scores of thousands of fugitives from
smaller communities destroyed by pogroms. Here again the
JDC was able to do effective work in repatriating thousands to
their native villages or settling them in new places.

Between 1923 and 1927 the JDC has expended in all, over
$286,000 in the restoration and equipment of 62 trade schools
where approximately 6,000 boys and girls were trained for productive occupations.

The Agro-Joint, whose program and activities are described in an attached report by Dr. Rosen, was organized in August, 1924. It has expended since that time up to October, 1927, nearly $3,700,000. The number of Jewish families in Russia engaged in farming increased during this period from a little over 15,000 in 1923 to more than 35,000 in 1927, while the acreage occupied by and allotted to Jewish settlers has risen from less than 400,000 to over a million acres during the same period. In this movement the ORT, the OZET and the ICA have cooperated.

What the Agro-Joint has been able to accomplish with the sum allotted to it may be briefly summarized in the following statement: 10,000 families of old settlers have been given substantial assistance; 3,500 families of miscellaneous Jewish agriculturists have received aid; 3,500 other families received initial aid from the Agro-Joint and have been turned over to other organizations; 10,000 families, as of October 1, 1927, have been settled in Southern Ukraine and the Crimea under the direct auspices of the Agro-Joint, making a grand total of 27,000 Jewish families who have directly and indirectly benefited by the activities, supervision and service of the Agro-Joint. This does not take into account the service which has incidentally been given to thousands of non-Jewish families who live in districts neighboring upon the Jewish settlements.

An examination of the records of the JDC shows that, since the beginning of 1921, upwards of $18,000,000 have been expended through various channels for reconstructive and rehabilitative purposes, under the direction of functional committees.

Reconstructive relief has taken different forms in different countries and under varying conditions. A brief comparison of the outstanding reconstruction undertakings in Palestine, Poland, and in Russia will reveal the diversity of the conditions faced by the JDC. In Poland, modern sanitation was an unknown field requiring pioneering work. In Palestine, too, sanitation was one of the most urgent and generally recognized needs of the country. The unique elements inherent in the Palestine position among the Jews of the world dictated an expenditure on the part of the JDC out of all proportion to the per capita expenditures in Poland or in Russia. For relief, as well as for rehabilitative purposes, in the Holy Land the JDC expended in that country over $7,500,000 in the course of 12 years. Reconstruction in Russia was necessarily different in form from reconstruction in Poland. In the former country, it took the shape of a voluntary agricultural colonization movement. Russia is primarily an agricultural country; moreover, the Russian revolution has been destructive of private trade and commerce; the Russian revolution made land available for new settlers. Colonization work among the Jews of Russia had a history of nearly a century. The present Jewish agricultural movement in Russia has been spontaneous. In Poland, on the other hand, which is primarily an industrial country, the Polish Jews had opportunities in commerce and industry, whenever normal conditions were restored, which do not exist in Russia, and in Poland the government has not made land available
for farm settlement. While the Polish government has been disposed to facilitate Jewish emigration, the Russian Government has virtually barred all emigration. The Russian Government has lent its cooperation to Jewish agricultural settlements as part of its general colonization work.

**CURRENCY DEPRECIATION**

The depreciation of foreign currencies during the periods of 1921-1927, presented difficult problems. This was inherent in the unusual character of the work itself. The JDC now operated on a long-term basis, including extensive loan and building activities all of which involved commitments for the future. Conditions in the past seven years, although characterized by efforts at stabilization, were far from normal in various countries. In Poland, particularly, was the exchange in a state of fluctuation and general decline. Having always in mind the danger of loss through depreciation, the policy of the JDC with regard to the transmission of funds abroad was one of hand-to-mouth procedure. When moneys were called for, they were sent to Europe in dollars and nearly always deposited with the Equitable Trust Company in Paris. The amounts thus sent were, so far as possible, always limited to immediate necessities. In exchanging the dollars in Poland or Lithuania, for instance, into local currencies, the policy was one of meeting current needs only with strict rules against the keeping of any substantial balances in the local banks. This policy has been further emphasized through the creation of a Revolving Fund of $50,000 in the Equitable Trust Company in Paris, in 1921, in order that our European central office might draw sums daily when and as needed. This fund was customarily expended down to a very small balance. Cable demands to New York for reimbursement of the portion of this revolving fund already expended were then made. An accounting was rendered of the disbursements in accordance with the authorized expenditure of funds, and thereupon the revolving fund was again replenished to its original sum.

The following practice has been steadily adhered to in reference to conversion of money into foreign currency in the countries in which work was done: Messrs. Loeb & Troper, Certified Public Accountants, acting for the JDC, have not only checked all of these conversions every year since 1921, but compared them with the market price and the published daily rates at which the conversions were made. Their annual audits and reports for the various countries deal fully with this subject, and all of these reports show that the JDC received the full exchange value of the dollars, and that this has been constantly a matter of great concern to the JDC, having been checked invariably by the auditors during these past six years.

The most important single aspect of reconstruction work was the creation and support of loan societies. This credit work was intended to enable, as far as possible, the hundreds of thousands of ruined Jews who were out of work and had no means of livelihood to re-engage in economic pursuits. The question whether to establish and finance loan societies, and continue to help them, with full realization of the fact that even if the beneficiaries repaid the loans made to them, they would be paid back in
vastly depreciated currency, was essentially not a question of capital "losses." Obviously, a relief organization disbursing millions is not a profit-making corporation. It was really a question as to the wisest use of the funds, and here no doubt has ever been expressed that it was better to lend a sum of money to a widow to enable her to buy a sewing machine, than to give her the money outright. It mattered little if she repaid later in depreciated currency. The essential thing was to help her without pauperizing her. She at least had the sewing machine which enabled her to earn a livelihood.

At a meeting of the Executive Committee, held June 27, 1921, Herbert H. Lehman, as recorded in the minutes of the meeting, among other things stated:

"I wish to emphasize the fact that this work, like all others that may be contemplated or effected by the Reconstruction Committee, must necessarily be subject to great risks. It is the desire of the Committee to surround its work with all reasonable safeguards. It is clear that to attempt to put into effect a plan based exclusively on consideration of sound business, would inevitably eliminate the possibility of reaching just those people to whom help must be extended at this time. I emphasize this fact because I wish to go on record, on behalf of the Reconstruction Committee and Mr. Landesco, that in all probability in any work that we may undertake considerable losses to the funds of the Committee will ensue. While we must attempt to surround our work with reasonable safeguards and must attempt in the interest of the work itself to place our efforts on a sound economic basis, we must not wholly eliminate the even more important social requirements. There is no way of making our investment really safe, and in this plan as in all others that may be submitted, you must be ready to face the possibility of loss. I would feel, however, that after having used reasonable safeguards, a financial loss would in all instances be justified, providing that through our work the people can be rendered self-supporting or, at least, stronger economically and socially.

"I believe with this explanation I have no hesitation on behalf of the Reconstruction Committee in recommending the adoption of the plan, and of the resolutions which I herewith beg to submit to you for your consideration."

The Executive Committee, after full consideration of the problems presented, resolved to proceed with the reconstruction plan for Poland. The depreciation of exchange in some of the countries where the JDC operated, however, continued to occupy the attention of the executives of the JDC.

In December, 1922, the Reconstruction Committee adopted the following resolution, which was approved in executive session by the JDC:

"This Committee is now and has been since the inception of its work, fully aware of the risk of depletion of its funds through a depreciation in the currency of the various countries in which we are operating, and through other causes. It has considered the matter from every angle and it has been faced with the following choice:
"1. To discontinue its credit activities until the currencies of the countries in which we are operating become stabilized, or

"2. To continue its work in the face of almost certain substantial loss or diminution of capital.

"It is felt that to postpone the work until economic conditions become so stable that there will be no longer wide fluctuations or depreciations in the currency would be both inconceivable and indefensible. Our funds have been given to liquidate its activities under the understanding that relief or reconstruction aid would be furnished at a time when such relief or aid was urgently needed, as is now the case. To postpone our work until the currency becomes stabilized would mean in all probability postponing it beyond the time when any help from American Jewry to the suffering masses abroad would be needed. Such help is obviously needed today in Russia, Poland, Roumania, Lithuania and elsewhere, and it is the opinion of the Committee that there is no doubt as to its duty in offering such help as we can even in the face of almost certain very great losses or diminution in capital. This point of view has been publicly expressed by our Chairman on many occasions at meetings and conferences of the JDC, the American Jewish Relief Committee, and of gatherings of others interested in economic help abroad.

The principle of the credit activities of the JDC should need no elaboration. The loans granted by the Reconstruction Committee were essentially a form of rehabilitative relief. Instead of distributing doles, the JDC extended loans. The funds contributed by American Jews to the JDC were expressly given for the purpose of rescuing the European Jews. The moneys loaned to the Jews of Poland served this great purpose most effectively. They enabled scores of thousands of families to start a new economic life through dignified aid. The obligation of the borrowers to repay their debts could be fulfilled only if they repaid them in their own, even depreciated, currency. Only such a procedure could conceivably accord with the ideals and motives of the American Jews and of the officers and members of the JDC.

This report on the manner in which the JDC conducted its work abroad is in no sense an attempt at a history of the organization. It is barely an outline of certain fundamental principles, perhaps sufficient to indicate the vastness of the actual accomplishments. A complete history of the JDC has been in the course of preparation for some time, and upon its publication next year, will provide a comprehensive review of the immense tasks confronted and performed by the JDC.

The JDC, having been created in a crisis as a temporary war relief organization, has more than once in the past entertained the hope that it could liquidate its activities. Again and again, however, new crises have arisen accentuating the unhealed wounds of the war and the tragedy of post-war conditions. Today acute needs abroad claim our attention. Commitments have been made to the Jews of Europe, of Russia, of Palestine. We have pledges to carry out, obligations,
to meet. The JDC has not asked for this mandate of service, but having been obligated to carry it, it cannot relax its efforts and feels it a duty to report to the Jews of America the undertakings and requirements which have been set in motion and which require further assistance. In the past, appropriate and generous help has been rendered by the Jews of this country to their suffering brethren. The reports presented to you indicate that the work of constructive rehabilitation abroad is by no means completed, and for some time will continue to call for the warm sympathy, the best thought and the fullest cooperation of American Jewry.

The Executive Committee of the Joint Distribution Committee

Felix M. Warburg .................. Chairman
Herbert H. Lehman .................. Vice-Chairman
James N. Rosenberg .................. Vice-Chairman
Paul Baerwald ........................ Treasurer
George W. Naumburg .................. Associate Treasurer
Mrs. H. B. L. Goldstein ............. Controller
Joseph C. Hyman ..................... Secretary

Cyrus Adler
James H. Becker
David M. Bressler
David A. Brown
Abram L. Elkus
Morris Engelman
Harry Fiechel
Bernard Flenner
Meyer Gillis
Jonah J. Goldstein
Alexander Kahn
Leon Kamasky
Jacob M. Leed
Solomon Lowenstein
Judah L. Magnes
Louis Marshall
Henry Moskowitz
Max Pine
Morris Rothenberg
Lewis L. Strauss
Cyrus L. Sulzberger
Aaron Teitelbaum
B. C. Vladeck
Peter Weizenk
B. Zuckerman
REPORT OF

DR. BERNHARD KAHN

European Director of the

AMERICAN JEWISH JOINT DISTRIBUTION COMMITTEE

Submitted to the Constructive Relief Conference of the

UNITED JEWISH CAMPAIGN

and the

JOINT DISTRIBUTION COMMITTEE

CHICAGO—OCTOBER 22-23, 1927

The report which I rendered to last year’s conference in Chicago, the chief points of which also cover the present situation, needs only to be supplemented by some additional details.

The political and economic changes wrought by the war struck the Jewish masses hardest of all. New political and cultural conditions and tendencies did away with much that the Jews had built up. Occupations that were traditional for centuries had to be given up or radically changed. The very foundations of the Jewish economic structure were destroyed. Besides, there was the actual destruction of wealth, as well as of institutions and social agencies.

The reconstruction demanded after such a terrific upheaval requires an effort that may take decades to bring to completion.

The weakened powers of the Jewish masses cannot carry through this necessarily slow and very difficult reconstruction program. For this reason it is essential that the Jewry of America give assistance for a long time to their struggling brethren abroad. In this gradual process of rebuilding we must expect to meet with the ups and downs of the times—now an improvement, now a crisis, like the recent difficulty in Poland. It will not be a matter of steady development, but rather one of ebb and flow, and our efforts will be dependent on the times. Our help must be adjusted to such changing conditions.

Now that the worst of the horrors caused by the war and its aftermath, hunger and deterioration, lack of shelter and hopeless wandering, have been overcome through the splendid devotion of the Jews of America, the rest must be accomplished, not by almsgiving or its equivalent, but by farsighted, constructive aid. It must be a work that will strengthen the initiative of the Jews abroad and not only safeguard their economic position, but open new avenues to their enterprise, while taking the changed political and economic
conditions into consideration. Besides the economic reconstruction, the maintenance of the health of the Jews and the preparation for productivity of Jewish youth must be considered.

Our credit activity has been dedicated to the task of strengthening the economic resistance of our people and the winning of new economic positions. As you know, the chief function of the "Foundation," which carries on our credit activities, in which we have the support of the ICA, is the financing of the cooperative movement in Eastern Europe.

The year 1927 may be regarded as registering decisive progress in this work. The available figures, which are up to July 1st, show the following for the principal countries:

There are 333 credit cooperatives with 128,470 members and 27 merchants' banks (so-called middle class banks) with about 8,000 members.

These kassas are organized on a strictly business basis and are today of the greatest importance to Jewish economic progress. We have invested approximately $800,000 in these cooperative undertakings, not counting the sums lost through fluctuations in the currency. Now, if Poland is to develop, it will have to obtain large foreign credits. The interest rate is still very high, and, as a matter of fact, the Jews, including the middle class, can for various reasons hardly obtain credits from the Polish banks. Therefore the influx of American money at a low rate of interest—we charge 3 per cent per annum—is an essential factor in the rebuilding of Jewish economic strength.

We must not forget that the local funds invested in these cooperatives far exceed the sums that we and the ICA have granted. The share capital and reserves of the kassas total about 6,000,000 zloty ($650,000), while deposits and current accounts come to more than 15,000,000 zloty ($1,650,000). The government regards the Jewish cooperatives as a very important factor, and, despite the prevalent shortage of money, the Bank dla Spółdzielni, which was established by the JDC in 1923 as the central bank for the Jewish kassas, and some of the more important cooperatives have received comparatively large credits from the Bank of Poland and the Polish Postal Savings Bank—over 2,500,000 zloty ($300,000).

It can safely be said that the cooperative movement is today the most important factor in the financial structure of the Jews of Poland. And I am happy to report to you about the unanimity which has given this movement its wonderful vitality and which has united the various political groups for the common welfare.

May I also point out the very interesting efforts of the workers' organizations to spread the consumers' cooperative movement and also to create self-supporting industrial enterprises in the form of producers' cooperatives. We are watching these carefully and assist them as far as our means permit, besides advising the leaders in the light of previous experiences in Poland and other countries. In Poland there are 11 consumers' cooperatives with 68 stores, 6 kitchens and 7 bakeries in 28 towns, and 25 producers' cooperatives, employing about 750 people.

We shall likewise have something to say about the artisan cooperative movement, which exists in most countries in which we are interested, and which presents a special problem, especially in Poland and Bessarabia.
There are twenty credit cooperatives in Latvia with a total membership of 10,600. The kassas are developing satisfactorily.

The progress in Lithuania has been still more rapid. There are 85 kassas with 25,500 members, serving about 150,000 people, a very appreciable percentage of the Jewish population of the country. Owing to the unfavorable political conditions, due to internal trouble and the conflict between Lithuania and Poland, the Foundation was compelled to take steps looking to the reorganization and strengthening of a number of the Lithuanian kassas. This was done in cooperation with their Union and the Central Bank for the Furtherance of Jewish Cooperation, in which we own a large part of the capital. Our efforts in this direction have proven largely successful.

Bessarabia: The cooperative movement in Bessarabia began even before the war. When the JDC entered upon its activities, therefore, it had to reorganize a number of institutions which had been destroyed during the war or rendered powerless by the subsequent fall of the Russian and Roumanian currency. We worked together with the Bessarabian Jewish cooperatives and reconstructed a number of kassas, besides organizing new ones. Today there are 40 credit cooperatives with a membership of more than 26,000, demonstrating clearly the strength of the movement.

Indeed, we have set an example of what can be accomplished, especially if energy, unanimity, experience and the good will of the local population are as evident in Bessarabia. Savings deposits aggregate more than 35,000,000 lei (over $200,000), and this money is placed with the kassas for five to fifteen years. I should say that half of all the members of the kassas deposit their small savings every week or month, as the case may be. It is likewise interesting to note that the kassas enjoy the full confidence of the non-Jewish population as well.

Particularly in Poland, but in Bessarabia, too, and in other countries, we are faced with the problem of the Jewish artisans. This important and productive class of the Jewish population in Eastern Europe, although appreciating the support rendered by the credit cooperatives and, as a matter of fact, often playing an important role in them, is nevertheless seeking other possibilities in order to find a way out of the deplorable situation in which it finds itself. It is a bit early to form an opinion on the attempts at the cooperative purchasing of raw materials and marketing of products, but this question must certainly command the serious attention of any organization dealing with the Jewish problem.

The Foundation enabled several thousand Jewish families to take advantage of the Roumanian Agrarian Reform Law, which made it possible for agriculturists to acquire land which had previously been held by the large proprietors and the Church. For this purpose the Foundations granted a considerable amount in the form of long-term loans.

Old Roumania: The cooperative movement was started in Old Roumania only in 1925 and there are now 15 kassas in existence with a membership of approximately 13,000. As in Bessarabia, deposits, especially savings deposits, are increasing daily. Right now Roumania is passing through a severe economic crisis and the cooperatives are a strong support during this trying period. At first
we stimulated the movement with comparatively small amounts, but it is progressing favorably, as will become evident in good time.

The Foundation—that means the JDC and ICA—is carrying on its work in a number of other countries, Austria, Bulgaria, Czechoslovakia, Estonia, Greece and Turkey, in addition to the other provinces of Roumania—Transylvania and Bukovina. Here I just want to mention the 15 kassas in Sub-Carpathia, a district in the eastern corner of Czechoslovakia. This territory, formerly belonging to Hungary, contains a Jewish population of approximately 100,000, who even to-day live under almost mediaeval conditions. We shall return to Sub-Carpathia in discussing our Child Care work. At this point I desire to emphasize the difficulties encountered in setting up a modern economic system, among a Jewish population which is so very far behind the times.

Mention must also be made of our housing reconstruction activity, which was carried on chiefly in Poland, Lithuania and Bukovina. In Poland more than $330,000 was invested for the rebuilding of part of the 100,000 Jewish homes destroyed during the war. In Lithuania investments for this work amounted to over $160,000 for 1,772 loans. The Reconstruction Society WAG (Wieder-Aufbau-Gesellschaft) in Czernowitz has made 1,828 loans for a total of over 32,000,000 lei. This work of rebuilding was carried on in other countries as well, although on a smaller scale.

It is quite unnecessary to add how important this housing reconstruction has been for the Jewish population of the various countries. This activity, however, which was begun in order to repair the actual damages of the war, has now been stopped. We shall come to another kind of credit agency, the Gemiloth Chessed kassas, a little later on.

The bringing up of Jewish children is another task of the first magnitude. Many will wonder why the JDC is still carrying on orphan work on a large scale, nine years after the end of the war. As a matter of fact, we are not engaged in war orphan work as such, but rather in modern, social child care. The development of this effort in the various countries is most interesting to note. You have seen the exhibition of the JDC's Child Care Department, with its products of craftsmanship and industrial art, made by boys and girls educated in our trade schools and workshops. The work was begun by taking the war orphans literally from the streets, but it developed through the reawakening of the best instincts of the Jewish communities abroad. It may frankly be said that the child care work which was begun by the JDC is to-day perhaps the most popular social work being carried on in Eastern Europe, even in those localities where no modern, organized child care existed before the war.

Although we limited ourselves at first to war orphans, the scope of this activity was later broadened. The children that the JDC was caring for, either directly or through other institutions, were growing up. The number of orphans under the care of the committees did not decrease, but became greater. The war orphan work became general orphan work and then general child care embracing all branches of social welfare for children. The committees concerned themselves with caring for mothers and infants and the care...
and professional training of orphans and other children whose parents were not in a position to provide for them.

The JDC, which formerly took the responsibility for individual children, has long since changed its policy. Our subventions, which in 1927 still equaled about 50 per cent of the total received by the child care committees, are granted to the central organizations in the various countries. The amounts given are based on the budgets and agreements with our Child Care Department.

The local organizations enjoy complete autonomy, but our relations have become so cordial that we are consulted on all important questions connected with the work. Our advice, which is based on the experiences of a decade in many countries, is highly valued and readily accepted.

The number of children being cared for by the committees in the several countries is about 22,500. And the changes in regard to the lines along which the work has been developed are not less considerable than the degree of extension.

We found refugee children who had wandered over hundreds of miles from the interior of Russia to the borders of Poland and it was necessary to feed them and house them in a manner fit for human beings. Then we rebuilt and reorganized the orphanages that were destroyed during the war, so that the real effort could get under way.

Of course the children required elementary education, but at present, in what may be regarded as the third period of our activity, we are concentrating on professional training. About 7,000 children of the child-care committees are now receiving this kind of education in professional schools and workshops or with private persons. You have seen the fine results of this truly productive and reconstructive activity which American Jewry has made possible.

In the light of what has transpired during the last years, I do not doubt that the local committees will make every effort to maintain the children's institutions which were established or equipped by the JDC, even after we shall have ceased our activity in this direction. More serious is the situation of those children who are with their relatives and not in orphanages or living out as apprentices.

After the reduction of our regular subventions was announced to the executive committees in Poland, the unanimous decision was reached to oppose for the time being any reduction in the number of children under care. Even if financial help could no longer be given, moral support would in the future be extended to all these children. This was all very reassuring, of course.

We are of the opinion that by, let us say, 1929 we shall be able to stop our regular subventions almost altogether. But the very important factor of professional training, which means so much to the future of Eastern Jewry, will have to depend on America more than ever. I shall refer to this again, because this question demands serious consideration and we should be ready to continue this very useful work for a long time to come.

Poland, as the land with the largest Jewish population—over three million—is the principal country of our activities. 15,500 children are under care there, of whom a third are in 120 institutions. 4,900 children are receiving professional training, 1,100 in schools and shops, most of them with private masters. The membership of the child-care organizations in Poland totals 51,500.
The Polish laws regarding training and the legal regulations concerning the practice of the handicrafts created another problem for Jewish artisans and for those now learning with private masters. To safeguard the results obtained, we shall have to double, yes, triple, our efforts. New workshops and some new training schools will have to be founded.

In Poland we found that social work had been carried on under the old Russian Empire. But there are districts in which we claim to have done pioneer work, where before the war nobody seems to have cared for the children and their professional training. I refer to the neglected districts of East Slovakia and Sub-Carpethia in the Czechoslovakian Republic, already mentioned, and the districts of Cluj and Marmarosch Shiget in Transylvania. In these territories we had to make, start and create the right atmosphere for social activity. The organizations that came to life with the aid of the JDC are to-day the strongest Jewish institutions in their respective countries, even more powerful than the cooperative kassas. Special attention has been paid to professional training, mostly in workshops and with private masters. 900 orphans out of a total of 2,700 are receiving professional training. In the last few years the JDC established 17 workshops.

I shall not go into details concerning the other countries in which we are engaged and where a few thousand children are under the care of the committees, except to mention a remarkable institution in Lithuania, a children's home, which is conducted on the basis of autonomous self-education, the first children's republic among the Jews of the East.

In connection with the great child care work of the JDC a special word on the education of the young will not be amiss.

The war destroyed the Jewish school system just as it destroyed all other agencies and the new political relations hindered its reconstitution. It is impossible to over-emphasize the importance of the JDC's accomplishment in giving to the children of millions of Jews the opportunity of education, at a time when they were threatened with growing up in ignorance. What if this did cost millions of dollars. Of all of our expenditures, none can be more productive than one that assures to the Jewish youth a fair start in life and the chance of becoming intelligent, self-respecting men and women.

Besides general education, we interested ourselves in vocational training, and not only for orphans but for other Jewish children as well. The trade schools which had suffered from the war were rebuilt and given equipment. Those organizations whose special field is professional education were given generous subventions which permitted them to fulfill their mission. Last year alone the ORT received from us for its trade schools no less than $40,000.

Large sums were required to safeguard the health of the Jewish masses. Last year I gave you a detailed report on this subject and to-day I wish to add to it. The work which was formerly supervised by our Medical Department is now carried on by two organizations, which are on friendly terms with one another as well as with the JDC. These are the TOZ in Poland and the OZE in other countries.

The TOZ, which in 1927 received a total of $90,000 from the JDC, is a strong organization with about 10,000 members. Its 36 departments operate through 48 ambulatories, eye clinics, dental clinics, X-ray stations, etc. Treatment is usually free. In 1926 no
less than 53,500 people visited the ambulatories, while 31,000 school children were examined by TOZ physicians. Infant-care plays an important part in the activities of the TOZ. 3,300 infants were taken care of in day nurseries and other institutions. In spite of the intensive JDC campaign against favus in 1922-23, the TOZ had to continue this work and last year 1,200 children were cured.

The Polish Government is supporting the TOZ in its battle against tuberculosis. In 1926, 1,500 patients were in four institutions. In addition the TOZ fosters physical training for the young. We may thank the activities of the TOZ that the general health of the Polish population has not deteriorated under the unfavorable conditions that are prevalent. The TOZ employs 160 physicians, 21 dentists, 6 pharmacists, 76 nurses, and 17 instructors.

In this connection mention should be made of the Nurses' Training School in Warsaw, of which the JDC and American Jewry may indeed be proud. This school, under the very competent direction of Miss Amelia Greenwald, has developed so well that it compares favorably, not only with other Jewish institutions of this nature, but with government schools as well. The Polish government has expressed its appreciation to our representative and to Miss Greenwald herself.

The OZE is similar to the TOZ. The increase in local interest and financial participation in countries like Bessarabia and Lithuania is gratifying. In these countries the Jewish population would never have applied to the official medical organizations, even if these could have met all their needs. Even in America the Jews have raised their own medical institutions and so it is not hard to see why we should support the Jewish medical institutions that have grown up under the complicated state of affairs in Eastern Europe. The task undertaken by the OZE is one that will show precious results. Perhaps the time will come when the respective governments will support the institutions which have been built with our help. Meanwhile the percentage of local contributions is increasing. For some time to come these institutions will need our assistance, but, having laid a firm foundation, we shall later on be able to discontinue our subventions without fearing a breakdown.

In 1926, 1,500 patients were in four institutions. In addition the TOZ fosters physical training for the young. We may thank the activities of the TOZ that the general health of the Polish population has not deteriorated under the unfavorable conditions that are prevalent. The TOZ employs 160 physicians, 21 dentists, 6 pharmacists, 76 nurses, and 17 instructors.

In this connection mention should be made of the Nurses' Training School in Warsaw, of which the JDC and American Jewry may indeed be proud. This school, under the very competent direction of Miss Amelia Greenwald, has developed so well that it compares favorably, not only with other Jewish institutions of this nature, but with government schools as well. The Polish government has expressed its appreciation to our representative and to Miss Greenwald herself.

The OZE is similar to the TOZ. The increase in local interest and financial participation in countries like Bessarabia and Lithuania is gratifying. In these countries the Jewish population would never have applied to the official medical organizations, even if these could have met all their needs. Even in America the Jews have raised their own medical institutions and so it is not hard to see why we should support the Jewish medical institutions that have grown up under the complicated state of affairs in Eastern Europe. The task undertaken by the OZE is one that will show precious results. Perhaps the time will come when the respective governments will support the institutions which have been built with our help. Meanwhile the percentage of local contributions is increasing. For some time to come these institutions will need our assistance, but, having laid a firm foundation, we shall later on be able to discontinue our subventions without fearing a breakdown.

With the aid of the JDC, the OZE has issued educational pamphlets which bring the elementary rules of hygiene into the Jewish home itself. The OZE has also issued the first chart for eye examination with Hebrew letters, something that was urgently needed in Eastern Europe, where many of the Jews are unable to read the Latin alphabet.

In 1927, the OZE received $48,000 from the JDC.

Turning now to our work for the refugees and repatriates, we come to a phase of our activities which may appear rather like relief, but which in fact is nothing less than a very important work of rehabilitation of great numbers of Jews.

Refugees and Stranded Emigrants. The first task, now practically completed, of the refugee and repatriate department was the transportation of so-called stranded emigrants to the United States. These were emigrants who had received American visas, but were prevented from using them by the United States restrictions of 1923.

The JDC took over the work from the Emergency Committee which had been formed before we began our new activities. In cooperation with the ICA and the Hias-Emigdirect organization,
through the United Evacuation Committee this tragic problem of about 1,850 people has been virtually solved. With the exception of a small number, all who were fit for immigration, having waited for their turn in the quota, have gone to America.

The United Evacuation Committee was also concerned with the question of 3,700 refugees from Russia, who were living in economic hardship and political difficulties, chiefly in Bessarabia, Old Roumania and Constantinople. The big organizations have done everything to alleviate the lot of these unfortunates. Many were assisted in emigrating to Argentine, Brazil and other countries; some went to Palestine.

Many of the refugees registered with the United Evacuation Committee could not emigrate because of physical defects or for other reasons, and some managed to earn a living in Roumania and Constantinople. All of these were helped and everything possible done to alleviate their lot. The credit cooperatives granted special loans. Orphans, old people and invalids were placed in Jewish institutions. A small number of the refugees succeeded in reaching Western Europe, especially France.

To all intents and purposes that problem has been met and conquered. It will demand our attention in the future and perhaps we shall occasionally have to spend more money, but it is no longer a general problem, only one of individual cases.

This can likewise be said of the refugees in other countries. In Poland those still remaining are helped through funds which are at our disposal for philanthropic and constructive purposes. In Germany and France we are not working on a large scale. In the former country we subvention the stronger Jewish cultural institutions. To assist the refugees we give regular monthly subventions to two organizations. For 1927 the cost will be $10,000. Three other institutions received one-time subventions totalling $6,000.

Part of the Russian refugees who had come to Germany, mainly Berlin, left for France at the time of the crisis in Germany which followed the stabilization of the German mark. We felt obliged to give monthly subventions to one relief organization in Paris and a single grant to an institution which meets the cultural needs of the refugees. Altogether $5,000 has been spent in France for this purpose during 1927.

Repatriates. Our activity for the repatriates, who numbered more than 60,000 after the war, has been satisfactorily concluded. The last year only in Brest-Litowsk, Poland, and in Saloniki, Greece, we had to complete some activities. The urgent need of dwellings in Brest-Litowsk caused us to continue our old work and build four more houses for about sixty families at a cost of $25,000. The purpose of this effort was to free the synagogues, which were still crowded with the homeless living under most unsanitary conditions. The result was that this Rosh Hashanah the synagogues could once again be used for religious purposes. 2,000 souls or 10% of the Jewish population of Brest-Litowsk, are now housed in dwellings built by the JDC.

Although the Foundation had given a few thousand dollars in individual loans for housing reconstruction in Saloniki, it was not in a position to advance the large amount needed to rebuild the Jewish quarter so as to house the repatriates who had entered from the former Turkish provinces. It must be remembered that a great fire had destroyed a large part of the Jewish quarter in Saloniki. The JDC
just had to help the city rebuild this quarter and $20,000 was spent for this purpose, half of which was given at a long-term loan. This subvention stimulated Saloniki Jews, both at home and abroad, and collections increased rapidly, so that we may look forward to the speedy accomplishment of this needed work of reconstruction.

Credits from Relief Funds. Turning to the general activities of the JDC, we find that here, too, Poland takes first place. The three million Jews who constitute Polish Jewry suffered terribly in the World War and the Polish-Russian War. During the few years of the existence of the Polish Republic they have passed through two periods of inflation. It is but natural that the loss of capital and shifting of fortunes that accompanied the era of inflation affected the Jews more than the general population, because our people are mostly middlemen.

The crisis lasted from the end of 1925 through 1926. Helped by the English coal strike which favored exportation from Poland, it is only recently that the situation has been somewhat bettered. How unstable conditions still are will be seen from the unexpected increase in the interest rate which occurred just when the economic situation took a turn for the better. Poland, really naturally a rich country, is in urgent need of long-term outside credits, which, if forthcoming in large enough amounts, can do an enormous lot of good in aiding the productive development of the country.

The situation now means that when conditions do become favorable, additional credits are required to meet the needs for raw materials for the factories and the harvesting of the crop, but—as happened in Poland during the last few months—that is just when the interest rate on the private money market goes up. On the other hand, the Bank of Poland cannot increase its credits, because this would threaten anew the stability of the currency, which has been attained only by adopting very strict measures.

The importance of the credits to Polish Jewry through our kassas is evident. It is, however, impossible to meet all requests and only certain classes are in a position to form cooperative organizations. The woman who sells apples on the street, the artisan who works in a small village that has only a few Jewish families, and others require a different kind of credit, such as was provided by the famous old Jewish social institutions, the Gemiloth Chessed Kassas. The Jews in Poland say that the cooperatives serve those who can still stand on their feet. The task of the Gemiloth Chessed Kassas is perhaps even more urgent, namely, to help in a constructive way those who have been economically ruined. Our efforts in this direction, which appeal to the traditional feelings of the Jewish masses, have met with great success. There are 450 Gemiloth Chessed Kassas, about 260 of which are located in places where no cooperative kassas exist, demonstrating how widespread and deep-rooted the movement to help themselves has become among the unfortunate Jews.

Our present methods differ considerably from those formerly employed. The JDC used to grant loans without asking the local population to assume any obligations, but now our support only supplements the funds raised among the Jews themselves. Our representatives only visit those centres where through local initiative kassas have already been founded and substantial sums raised. Our long-term credits without interest stimulate the people and are therefore of the greatest value.

A few figures will give you an idea of the extent to which we...
have stirred the people themselves to participate in this eminently productive activity. It should be remembered that it is harder to raise funds for mere credit institutions than for orpanages or hospitals.

In 1926, when this work began, and August, 1927, the JDC invested about $235,000 in the Gemiloth Chessed Kassas, in addition to about $150,000 spent during the early months of this activity for relief purposes, although in the form of loans. The local population raised around two million zloty, approximately $220,000. Up to August 1st, 1927, these kassas granted 128,000 loans totalling 10,800,000 zloty.

Taking these figures together with those of the credit cooperative movement, which to-day contains over 130,000 members, we may say without exaggeration that the Jewish masses, to whom banking credits are unavailable on account of the economic structure of the country and the conditions prevailing, have been put in a position to take up the hard economic struggle for existence.

Although our work was deliberately recommended on a constructive basis, we were occasionally forced to spend considerable sums for relief purposes, especially during the last crisis. We tried to make our subventions as effective as possible and limited feeding the unemployed and school children to a minimum. Nevertheless, large amounts were spent because of the large number of unemployed and undernourished children. During 1926 and 1927 about $150,000 was spent on children's kitchens and $60,000 for the unemployed. In April of this year both types of kitchens were discontinued.

Summer colonies. I do not like to place the summer colony work in the category of relief activities. This work is only partly financed by us, but it was initiated by the JDC and made possible by its subventions. The $25,000 appropriated for this purpose enabled the different organizations to establish 43 summer colonies for more than 5,000 children. For Jewish children who live under unfavorable conditions, particularly in the larger cities, these colonies are a splendid source of recreation. We may indeed regard them as a kind of hygienic prophylaxis against deterioration.

Help for unemployed. During the closing months of 1926 and the spring of this year the feeding of the unemployed required only small amounts, and the work was stopped altogether in April last. This was made possible by the constructive aid for the unemployed undertaken by the JDC in addition to the credits of the Foundation for the workers' cooperatives. Long-term credits were granted without interest to the central organizations of the Jewish working class, and, while $40,000 was a comparatively small amount with which to solve the unemployment problem in Poland, it eased the situation considerably. In the meantime the general situation improved and unemployment consequently decreased.

Repair and equipment of institutions. In addition, $140,000 was granted to Polish institutions in 1926 for repairs and new buildings, but with the condition that Jewish labor be employed so far as possible. Thus, institutions badly in need of help were assisted and at the same time thousands of Jews received much needed work. It should be added that the Jews of Poland themselves raised far more for this purpose than the sums we spent. In this way trade schools, apprentices' homes, workshops in orphanages, Yeshivahs and other schools, orphanages, bathhouses, hospitals and other institutions were benefitted.
Special mention should be made of the Auxilium Academicum Judaicum, the Jewish students’ centre, which was fostered by the JDC. It must be understood, of course, that all of these institutions were assisted only after thorough investigation in the various sections of Poland. The distribution was made according to the actual need existing in the different parts of the country and therefore the Eastern districts received larger subventions than those more centrally located.

During the past year the position of the Jews in Roumania was aggravated, politically as well as economically, and we were compelled to give special attention to this country. Child Care work was carried on only in certain portions of the new provinces of Roumania—in Sighet, Cluj Czernowitz and other places. The Foundation, which had been more active in Bessarabia and Bukovina, made new headway in Old-Roumania and Transylvania.

On the basis of a report rendered after a thorough investigation last summer, about $75,000 was appropriated for approximately 50 institutions, chiefly in Old Roumania and Bessarabia, which had suffered from the crop failures of the last years. A large number of medical institutions were among those subventioned. This had to be done because there is no central medical organization in Roumania which compares with the TOZ or the OZE, although the hospitals, ambulatories, etc., form an integral part of the Jewish social structure. Substantial amounts were granted for professional education, so as to put the schools in a position to increase the scope of their activity.

It must not be supposed that the other countries of Eastern Europe did not apply to us to assist their institutions—particularly their cultural organizations.

A few emergency subventions for towns in the various countries which have suffered from flood or fire were made. During the last year $10,000 has been granted in this way.

A few figures which I have given you cannot, of course, give a complete picture of the work of the JDC in Eastern Europe. It seems preferable, however, to offer a general idea of the work and to give prominence to some of its outstanding features than to go into details which, although interesting, would hardly throw new light on the situation. The methods employed by the JDC during the last few years have proven adequate to meet the conditions that prevail in Eastern Europe. We have succeeded in stirring up the energy of our people in the European countries and have raised their social and economic organizations to a high standard. Although the situation in Poland has doubtless improved, that country and others like Roumania, Czechoslovakia and Lithuania require our further support.

In this report I have tried to tell you about the various activities which the JDC has carried on in those countries of Europe which suffered as the result of the war. There is hardly any kind of public or private social or cultural activity with which the JDC has not been connected. The education of the young, the amelioration of public health, the safeguarding and strengthening of economic existence, even under the most unfavorable conditions, indeed, all
phases of reconstructive work for the Jews have been taken into consideration.

The report also shows in round figures the number of unfortunates struggling to regain their former position to whom the JDC has rendered assistance.

During the course of a single year over 150,000 loans were granted by the cooperative kassas. Furthermore, in Poland the Gemiloth Chessed kassas gave another 128,000 loans. We are taking care of 22,500 orphans whom we are preparing to give a fair start in life and who will thank us for having created a place for them. 7,000 children are receiving vocational training. Thousands of Jewish workers have found employment through our efforts. Hundreds of hospitals, bath houses and other medical institutions, which have been assisted by us, are caring for the maintenance of the public health of the Jewish masses. Our summer colonies offer rest and recreation to 10,000 children. General schools for more than 100,000 children have been supported.

These figures are evidence of the remarkable achievement of the American Jewry. They also demonstrate, however, that a work of such dimensions cannot be carried out without a definitely planned program. That means that funds must be available on which we shall be able to depend long ahead of time.

Indeed, it should be very seriously considered, whether such a tremendous undertaking, which affects a large part of the Jewish race and which is a matter of life and death to thousands of families and individuals, can really be stopped and liquidated within a short time.

Personally, I think it is out of the question.

Our chief effort was directed toward the gradual restoration of the sources of benevolent action in Europe, which had been dammed by the war, and the awakening of the Jewish communities and of the municipalities and governments to take over in time most of the work that we initiated.

We are marching toward our goal. We hope that in a few years, barring new crises or other unforeseen events, we shall have advanced so far all along the line that the Jews of the East, although not entirely cured of their ills, will nevertheless everywhere be in a position to get along without substantial American assistance. For the next five or more years that seems impossible. Our brethren are still in urgent need of American help. That help, however, is now one that is altogether constructive.
REPORT OF
DR. JOSEPH A. ROSEN
Director of the
AMERICAN JEWISH JOINT AGRICULTURAL
CORPORATION
AGRO-JOINT
PRESENTED TO THE CONSTRUCTIVE RELIEF CONFERENCE OF THE
UNITED JEWISH CAMPAIGN
and the
JOINT DISTRIBUTION COMMITTEE
CHICAGO—OCTOBER 22-23, 1927

The Agro-Joint has now completed its third year of existence, and the second
full year of its activities in carrying out the three-year program approved by your
Philadelphia Conference in September, 1925.
We have in preparation a technical report, covering in detail all the various
phases of our work. Such a report is obviously of interest only to a limited number
of specialists or social workers engaged in similar or related lines of reconstruction
activities. The report will be kept on file in the offices of the Agro-Joint and the
Joint Distribution Committee, and will be accessible to anyone interested in these
technical details. Here I must confine myself to a brief summary of the results
accomplished and a few general remarks.
During the three years of our existence, we have expended for our land settle-
ment work close to $3,700,000 of your money, and the questions naturally arise:
"Was the undertaking worthwhile?" "Was the money used to real advantage?"
"Are there any tangible results to be shown to the contributors?"
On the pages that follow, I have made an effort to make figures speak for them-
Selves, and have attempted to present by a number of diagrams and tables, a few
salient facts. One of these tables I will cite here. It gives the—

TEMORIZED EXPENDITURES OF THE AGRO-JOINT FROM INCEPTION
(AUGUST, 1924) TO OCTOBER, 1927

<table>
<thead>
<tr>
<th>Items</th>
<th>Total Expenditures in Dollars</th>
<th>Per Cent of Total Loans</th>
<th>Per Cent of Total Expenditures</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Loans:</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Land surveys</td>
<td>41,269</td>
<td>1.3</td>
<td></td>
</tr>
<tr>
<td>2. Water supply</td>
<td>130,176</td>
<td>4.3</td>
<td></td>
</tr>
<tr>
<td>3. Seeds</td>
<td>180,043</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>4. Live stock</td>
<td>338,634</td>
<td>12.8</td>
<td></td>
</tr>
<tr>
<td>5. Implements</td>
<td>338,898</td>
<td>12</td>
<td></td>
</tr>
<tr>
<td>6. Tractor operations</td>
<td>150,112</td>
<td>4.9</td>
<td></td>
</tr>
<tr>
<td>7. Vineyards and orchards</td>
<td>96,643</td>
<td>3.2</td>
<td></td>
</tr>
<tr>
<td>8. Creameries, etc.</td>
<td>53,437</td>
<td>1.7</td>
<td></td>
</tr>
</tbody>
</table>
| 9. Short-term loans for various pur-
  poses                                   | 82,906                        | 2.7                     |                                |
| 10. Buildings—                          |                               |                         |                                |
| Houses                                  | 1,425,955                     | 46.8                    |                                |
| Public buildings                        | 100,000                       | 3.3                     |                                |
| Total loans                             | 3,045,988                     | 100                     | 82.7                           |
| 3. Agricultural instruction and exten-
  sion (including medical and veterinary
  help)                                  | 423,000                       | 11.4                    |                                |
| 2. Administrative expenditures         | 213,340                       | 5.9                     |                                |
| Grand total                             | 3,658,430                     | 100                     |                                |
With this amount of money, plus the $790,000 spent by the Joint Distribution Committee in Russia for agricultural work prior to the organization of the Agro-Joint, we accomplished the following work:

A. The number of Jewish families in Russia engaged in farming has increased from a little over 15,000 in 1923, to more than 35,500 in 1927, while the acreage occupied by and allotted to Jewish settlers, has risen from less than 400,000 to over 1,000,000 acres during the same period. This is an increase of over 20,000 families, and 600,000 acres. Compared to the pre-revolutionary period, it represents an increase of 25,000 families and nearly 800,000 acres of land.

1. Practically the entire population in the old Jewish colonies, comprising about 10,000 families, received substantial help from the Joint Distribution Committee in cooperation with the Jewish Colonization Association during the reconstruction period in 1923-4 prior to the organization of the Agro-Joint, in the form of tractor service, seed loans, livestock loans, etc.

2. Similar help on a smaller scale was rendered during that period to about 3,500 Jewish families outside of the old colonies.

3. Thirty-five hundred families have received initial help from the Agro-Joint and have then been turned over to other organizations, such as the ICA, ORT and OZET.

4. Seventy-five hundred families were settled in the Agro-Joint districts, Krivoy-Rog, Kherson and the Crimea where we are now carrying on our main work, this number presently being increased to 10,000 families.

5. Incidental help was given to over 15,000 gentile peasant families, neighbors of the Jewish colonists.

Of the other settlers several thousand families have received help from the White Russian Government, some settled on their own accord and others were helped by other organizations, as the OZET, ORT and the ICA. It is due largely to the success of the Agro-Joint work that the ICA was induced to considerably expand its colonization activities in Russia.

B. The growth of this spontaneous movement was greatly influenced, directly and indirectly, by the work of the Agro-Joint—directly, by actually carrying on the major part of the work in the three main districts for Jewish colonization (Cherson, Krivoy-Rog, and Crimea), and by rendering initial and incidental help to a great number of settlers outside of these districts as recapitulated above; indirectly, by stimulating the activities of other organizations and government departments, and imparting the whole movement a strong impetus.

C. Even a layman visiting the colonies at the various stages of development cannot help noticing, within a few days, how systematically the work is being carried on, along well thought out lines, in a thoroughly methodical way, without any haphazard "experimenting" at other peoples' expense.

D. The settlers are actually creating values and accumulating tangible assets. In our own districts, with a total investment of about $3,700,000, of which 82.7% was granted in the form of loans for specific purposes, we have helped the settlers to accumulate, within the two to three years of our work, assets valued at over seven and a half million dollars. (See balance sheet on page 16.)

E. A very conspicuous amount of work has been accomplished in connection with the Loan Kassas, Medical Societies, Trade Schools, and local Mutual Aid Societies, as will be referred to later.

But of far greater importance than our figures are the personal impressions carried away by the people who have taken the time and trouble to visit the colonies and to "feel" the situation with their own minds and hearts.

We were particularly fortunate in this respect during the past season. Our
chairman, Mr. Felix M. Warburg, accompanied by Mr. James Becker and David Kahn, paid us an extended visit, going to all the three districts where we are ex-
ing on work at present, stopping in a great number of colonies, speaking to hundreds of people of all ranks and groups, and seeing things as they are. They had full opportunity to observe all our shortcomings, difficulties, and troubles, as well as our achievements.

Last year we had with us for a few weeks our vice-chairman, Mr. James S. Rosenberg, who sponsored and championed the Agro-Joint idea from the very beginning at the time when even most of our best friends were rather sceptical in their attitude.

At the very beginning of the work Mr. David A. Brown made a study of the situation on the spot and I hope he will find it possible to revisit the colonies next spring and note the progress.

Among other visitors of this year from the United States, not in any way connected with our organization, I may mention Judge E. M. Lazansky, of Brooklyn, Mr. B. Edelheit, editor of the American Hebrew, Mr. Dingel of The Tag, Mr. Abraham Cahan of the Forward, Professor H. M. Kallen of The New School for Social Research, Rabbi Abba Hillel Silver, and Rabbi B. R. Brickner of Cleveland.

During the preceding season the colonies were visited by Mr. Jacob Bilikof, Dr. Maurice Dexter, Mr. William Rosenwald, Mr. Rencher Brainin, Prof. W. Chaffkin of the Alliance Israelite, Dr. Wischnitzer of the Hilfsverein, by a number of Jewish and non-Jewish journalists, by representatives of several Jewish com-

munities in Russia, and by a great number of government officials.

And again as on former occasions, we have heard nothing but approval of the work itself and of the way in which it is carried on, from any of the gentle-
men who have seen the situation with their own eyes; yet some of them were rather sceptical, if not antagonistic, in their attitude, before this personal investigation.

From the very beginning we have been trying to induce the great Jewish organization, the JCA, to cooperate with us in this work. They were rather reluctant at first, but after having their experts follow up our work in the field they have become so convinced of its importance and value that they have now decided to increase considerably these activities in their districts.

The OZET, a non-partisan Jewish organization in Russia devoted exclusively to the land settlement movement, now has a membership of about 60,000 people, and is making an effort to collect in Russia a million roubles for the work in their districts.

The ORT is expanding its activities in the Odessa district.

I think I am justified in stating that, by sheer work and actual accomplish-
ts, we have succeeded in overcoming the greater part of the unjustified opposition to the Jewish land settlement work in Russia, and have turned a number of our former antagonists into hearty apologists.

Those who have successively visited the colonies during the three years, have seen with their own eyes how the new settlements sprang up in the prairies, with thousands of families actually starting a new life, striking roots in the soil and turning the wilderness into promising farming communities, expressing their admiration and calling the whole thing a miracle.

But we are not performing any miracles. There were good reasons why results became possible of accomplishment:

a. The most important reason is the whole-hearted active cooperation of the government. Without this cooperation, nothing could have been accomplished at all.

b. We did not have to experiment either with the land or with the people. Everybody connected with the work has grown up in that country, and has had years of agricultural experience in these same districts. Practically all of our agronomists are sons of
Jewish farmers from the old colonies and are intimately acquainted with the country.

c. The comparative uniformity of physiographical conditions and a wealth of data accumulated by experiment stations, and progressive farmers enabled us to reduce the "experimental" features of our work to a minimum.

d. And last, but not least, the whole-hearted support of our New York Executive Committee, eliminating all "polities" which so often hinder the work of many organizations, was another great advantage in our favor.

Does this mean that our settlers are a lot of "happy paysans" or that our path is strewn with roses? No, not by any means! We have had, and will undoubtedly continue to have, our full share of troubles, disappointments, heartaches, and heartbreaks. There are still in every colony a number of settlers who did not, for various reasons, succeed as well as the others; there are everywhere newcomers who have not had time to get a start; there are families in all colonies who are still in great need of assistance; and there are thousands of families who are anxious to settle in the colonies but cannot be accommodated. To us who are in daily contact with conditions in Russia, this latter fact is perhaps the most tragic feature of the situation.

Even to casual visitors, it becomes evident at a glance:

a. How utterly hopeless is the position of traders in the present economic structure of Russia;

b. How eagerly the Jewish masses, of whom a majority still belong to this category, are searching in all directions for any opportunity to adapt themselves to the new conditions;

c. How real and important the possibilities in the direction of the land settlement still are:

and

d. How comparatively insignificant are the funds at the disposal of all the organizations combined for taking anywhere full advantage of these unprecedented opportunities.

OTHER ACTIVITIES

While our other activities in Russia have been overshadowed by the agricultural work, they are nevertheless of very considerable importance to our people there.

Briefly summarized these activities are:

Loan Kassas for Artisans: We started this work at a time when conditions in Russia were still greatly upset, the currency was fluctuating violently and no other social organizations were functioning. At that time a ten-dollar loan to an artisan meant much more to the people than a hundred dollars at present.

Later the ICA joined us in this work and afterwards assumed the leading part in this activity. There are now 233 artisans' kassas in Russia. We still have an investment of about $75,000 of long-term loans with them and about $150,000 in current account deposits. The kassas have a clientele of over 60,000 members; this means service to about 300,000 people or 10% of the entire Jewish population. They now have a working capital of $4,000,000. As these kassas can accommodate only artisans and are not permitted to make loans to small traders, a number of local Jewish Mutual Aid Societies, who are now legally functioning in most cities and towns in Russia having a more or less considerable Jewish population, have organized Geniloth Chassodim, or Free Loan Kassas for small traders. During the past twelve to eighteen months we have granted loans amounting to $25,761.22 to twenty-two of these kassas.
Medical Work: Our medical work is a direct continuation of the work started by the J. D. C. Relief Department under the direction of our dear friend Dr. B. D. Bogen. Over 1,500,000 people have received treatment in ambulatoria and hospitals subventioned by the JDC during that period. Later when it became possible to organize local Jewish Medical Societies, our work in this line was more and more confined to subventioning these Societies. These are at present covering 80% of their budgets from local sources. It has been our policy throughout all of our work to involve to the greatest extent this "self-help" principle.

The total expenditure for Medical Work in Russia amounted to:

- In 1922-1925 through the JDC Relief Dep. $141,347.00
- In 1925-1927 through the Agro-Joint $257,493.00
- $708,840.00

Over 350,000 persons of the declassed element are now receiving medical assistance from the local societies subventioned by us.

Trade Schools: Here again the JDC did the pioneer work after the war. We have helped to re-equip and reopen sixty-two trade schools. Some of them we still continue to support partially. These schools are not mere workshops but really prepare the pupils for work in modern industrial establishments. At present we are equipping electrical department in the trade school in Leningrad, Gomel and Ekaterinoslav.

Our total expenditures for this work amounted to:

- In 1923-1925 through the JDC Relief Dep. $183,042.00
- In 1925-1927 through the Agro-Joint $103,000.00
- $286,042.00

Children's Homes and Homes for the Aged: On a small scale we have continued to support a few Children's Institutions mainly for the sake of teaching the children some trade. We have also found it necessary to subvention several local aid societies for the support of Homes for the Aged to enable them to maintain separate homes for the Jewish invalids who would otherwise have to be placed in non-Jewish institutions.

The outstanding feature of our work, however, remains the Land Settlement project.

In another year, the program adopted by your Philadelphia Conference will have been completed, and the amount of $4,500,000 designated for the agricultural work for the three year period, will have been exhausted. I have no intention of asking you for additional funds; money-raising is not my specialty. The more or less extensive plans can be terminated by the end of 1928, and the work then continued on a greatly reduced scale, using the refunds and interest as a revolving fund, if you so decide. The achievement will have a permanent value in itself, quite irrespective of the number of people settled. Its significance goes far beyond the mere fact of saving the lives of thousands of our people, and of indirectly improving conditions for other thousands—a thing in itself surely worthwhile.

I cannot refrain, however, from expressing the hope that means will be found to enable our people in Russia, who are making a brave fight for their very existence, to make fuller use of whatever opportunities they still have. I am inclined to think that when, in my Philadelphia report, I stated that time is of the greatest importance in this matter of land settlement, that delay means decreased opportunity and increased cost of settlement, that the Jewish masses in Russia, noble and volens, must remain in that country, no matter what development takes place elsewhere, some of you gentlemen regarded it as a rhetorical expedient to move you to action. I am sorry if such were the case. Surely this was not a "threat" on my part. It is much more difficult to get good land, ready for immediate settlement, now than it was two or three years ago. The cost of settling a family has risen
from an average of $600-$750, to an average of $800-$1,000; but this is still from five to ten times less than in any other country, and the possibilities have not yet been exhausted.

There are several well defined projects that can be carried out after the completion of our present program along purely business lines that would make possible the settlement of additional twenty to thirty thousand families, provided a loan could be arranged to the Komzet or the Jewish Agro-Kust Bank (Farmers’ and Artisans’ Bank) now being organized in Russia. As the development of these projects is of importance to the whole country, I have full reasons to believe that arrangements could be made,—

a. to have this loan satisfactorily guaranteed;
b. to have the Komzet take up 50% of the bonds issued; and
c. to have the proceeds of the loan expended for the purposes designated, under the direct supervision and through the agencies of the Agro-Joint in Russia.

Meanwhile, in the name of the Jewish pioneers in the Russian steppes, permit me to thank you for everything you have done and are doing for them. Those of you gentlemen who have met these people face to face must feel, I am convinced, as I do, how really worthwhile these people are, and how deeply they appreciate your help in these truly difficult days of their lives.
### Number of Jewish Families Engaged in Farming in Russia and Acreage Allotted

(Comparative Data for the Pre-War Period and as on January 1, 1927)

<table>
<thead>
<tr>
<th>Districts</th>
<th>No. on Map</th>
<th>Number of Families Before the War</th>
<th>Number of Families In 1927</th>
<th>Acreage (in Acres) Before the War</th>
<th>Acreage (in Acres) In 1927</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Ukraine</td>
<td>I II IV</td>
<td>6,780 15,650</td>
<td>234,558</td>
<td>563,763</td>
<td></td>
</tr>
<tr>
<td>Krivoy-Rog, Kherson and Mariupol</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>West Ukraine</td>
<td>VI</td>
<td>1,200 3,900</td>
<td>20,100</td>
<td>30,723</td>
<td></td>
</tr>
<tr>
<td>(Podolia, Kief, etc.)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Odessa</td>
<td>V</td>
<td>30 1,600</td>
<td>1,008</td>
<td>36,264</td>
<td></td>
</tr>
<tr>
<td>Crimea</td>
<td>III None</td>
<td>3,950 None</td>
<td>206,114</td>
<td></td>
<td></td>
</tr>
<tr>
<td>White Russia (incl. Gorod and Smolensk)</td>
<td>VII</td>
<td>1,737 10,000</td>
<td>32,724</td>
<td>140,473</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>9,987 33,514</td>
<td>278,610</td>
<td>1,147,667</td>
<td></td>
</tr>
</tbody>
</table>

In Districts I, II and III the work is carried on by the Agro-Joint. In District Ia by the Oset, now being taken over by the JCA. In District IIa by the Oset. In District IV by the JCA. In District V by the ORT. In District VI no organisation. In District VII by the White Russian Department of Agriculture.
This includes several thousand families who have taken up small 'parcels' of land near towns and townlets.
### AGRO-JOINT DISTRICTS

Netted White Tracts.............. Old Jewish Colonies
Plain White....................... New Settlements
White Borders..................... 1937 Allotments

<table>
<thead>
<tr>
<th>District</th>
<th>Acres in New Settlements</th>
<th>Number of Families</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. Kirov Kog.</td>
<td>77,790 acres</td>
<td>2,900</td>
</tr>
<tr>
<td>II. Kherson</td>
<td>130,990 acres</td>
<td>2,849</td>
</tr>
<tr>
<td>III. Crimea</td>
<td>219,900 acres</td>
<td>3,950</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>437,680 acres</strong></td>
<td><strong>9,709</strong>*</td>
</tr>
</tbody>
</table>

*This does not include the Kachovka grape growing and the Volynia hop growing projects where another 500 local families are being settled.
Note the gradual spread between the lines of number of families and number of persons. At first the lines almost coincide, that means only one or two members of a family come out on the land; at the first harvest additional members come out, but most of the people have to go back to their homes the first winter as there are not sufficient living accommodations for them; next spring all return in greater numbers and bring more members of the families. At the end of the second season the spread between the lines is about 1-4. However a few families still have to go back as the building operations have not been completed and some of them still have to liquidate old home affairs. During the third year the settlement is completed.
Settling down process revealed by increase in number of live stock

<table>
<thead>
<tr>
<th>Horses</th>
<th>Cows</th>
</tr>
</thead>
<tbody>
<tr>
<td>Spring of 1927</td>
<td>Fall of 1925</td>
</tr>
<tr>
<td>Less than one horse</td>
<td>61.3</td>
</tr>
<tr>
<td>One horse</td>
<td>30.9</td>
</tr>
<tr>
<td>Two horses</td>
<td>7.8</td>
</tr>
<tr>
<td>Three or more</td>
<td>1.2</td>
</tr>
</tbody>
</table>
Under average conditions a family with less than 9 acres of crops is still below the producing for their own consumption line; 9-15 acres of crops will bring them to this line, and over 15 acres will produce a surplus.
ITIMIZED EXPENDITURES OF THE "AGRO-JOINT"
FROM INCEPTION [AUGUST 1924] TO OCTOBER 1927
### Statement of Financial Status of the "Agro-Joint" Colonies in U. S. R. (In Rubles)—Estimated as on October 1, 1927

<table>
<thead>
<tr>
<th></th>
<th>Assets</th>
<th>To &quot;Agro-Joint&quot;</th>
<th>To Others</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>133,000</td>
<td>74,000</td>
<td>207,000</td>
</tr>
<tr>
<td></td>
<td></td>
<td>260,000</td>
<td>105,000</td>
<td>365,000</td>
</tr>
<tr>
<td><strong>Assets</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Land survey</td>
<td>210,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Wells and equipment</td>
<td>385,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Live Stock</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>8600 horses</td>
<td>129,000</td>
<td>2,418,000</td>
<td>777,000</td>
<td>915,000</td>
</tr>
<tr>
<td>9200 cows</td>
<td>920,000</td>
<td>698,000</td>
<td>382,000</td>
<td>1,080,000</td>
</tr>
<tr>
<td>3000 young stock</td>
<td>150,000</td>
<td>193,000</td>
<td>9,000</td>
<td>202,000</td>
</tr>
<tr>
<td>Bulls and stallions</td>
<td>18,000</td>
<td>141,000</td>
<td>4,000</td>
<td>145,000</td>
</tr>
<tr>
<td>Sheep, etc.</td>
<td>40,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Implements</strong></td>
<td>2,418,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Vineyards and orchards</td>
<td>260,000</td>
<td>193,000</td>
<td>9,000</td>
<td>202,000</td>
</tr>
<tr>
<td>Creameries and other cooperative buildings</td>
<td>210,000</td>
<td>141,000</td>
<td>4,000</td>
<td>145,000</td>
</tr>
<tr>
<td>Schools and other public buildings</td>
<td>250,000</td>
<td>200,000</td>
<td>50,000</td>
<td>250,000</td>
</tr>
<tr>
<td><strong>House</strong></td>
<td></td>
<td>2,772,000</td>
<td>141,000</td>
<td>3,113,000</td>
</tr>
<tr>
<td>1800 finished</td>
<td>2,700,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1500 under constr.</td>
<td>1,800,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Crops</strong></td>
<td></td>
<td>4,500,000</td>
<td>415,000</td>
<td>4,915,000</td>
</tr>
<tr>
<td>Under cultivation this season:</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>25,000 desiatins winter wheat</td>
<td>3,000,000</td>
<td>6,175,000</td>
<td>1,141,000</td>
<td>7,316,000</td>
</tr>
<tr>
<td>50,000 spring crop @ 65</td>
<td>1,950,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>25,000 summer tillage @ 25</td>
<td>625,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>30,000 hay</td>
<td>600,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Settlers own capital</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rubles</td>
<td></td>
<td>1,141,000</td>
<td>171,000</td>
<td>1,312,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td>1,141,000</td>
<td>171,000</td>
<td>1,312,000</td>
</tr>
</tbody>
</table>

1 Ruble = 50 2/3 c.
A group of Six colonies in the Crimea showing location of settlements and arrangement of fields in the *community crop rotation system* introduced by the Agro-Joint. This is one of the most important steps in improving the methods of farming in Southern Russia.
PROPOSED

TYPICAL ARRANGEMENT OF A FARMSTEAD

IN A JEWISH COLONY

1. House
2. Stable
3. Ash Pit
4. Summer Kitchen
5. Cellar
6. Barn
7. Shed
8. Chicken Cup
9. Sheds for Stock
10. Outhouse
11. Chaff Shed
12. Threshing Floor
13. Hay and Straw Stacks
14. Orchard
15. Vineyard
PLAN OF A TYPICAL FARM HOUSE WITH STABLE IN A JEWISH COLONY

Size: 3 sazhen by 7.5 sazhen or 21 feet by 52.5 feet.

A house of this size on stone foundation with walls made of local clay and tile roof costs about $500 to $600.
FUNCTIONAL COMMITTEES OF THE JOINT DISTRIBUTION COMMITTEE

COMMITTEE ON CULTURAL AFFAIRS

Dr. Cyrus Adler, Chairman
Meyer Gillis
Alexander Kahn
Rabbi Meyer Berlin
(Rolplaced by Rabbi Aaron Teitelbaum)

Rabbi Aaron Teitelbaum
Peter Wiernik
Rabbi Leo Jung
Rabbi Nathan Krass
(Replaced by Rabbi Leo Jung)

COMMITTEE ON LANDSMANNSCHAFTEN

Peter Wiernik, Chairman
Mrs. J. J. Goldstein
Mrs. Ethel Troper
David M. Bressler
Morris Engelman

Meyer Gillis
Max Pine
Rabbi Aaron Teitelbaum
I. Naischtut, Director

COMMITTEE ON MEDICAL AFFAIRS

Bernard Flexner, Chairman
Dr. Alfred E. Cohn
Harry Fischel
Miss Mary Flexner
Charles Liebmann

Dr. M. J. Rosenau
Fred M. Stone
Ralph Wolf
Jacob Billikopf

COMMITTEE ON RECONSTRUCTION

Herbert H. Lehman, Chairman
James H. Becker
Robert S. Byfield
Morris L. Ernst
Bernard Flexner, Vice-Chairman
Elisha M. Friedman
Meyer Gillis
Alexander Kahn
Leon Kamaiky

Louis Marshall
Nathan J. Miller
George W. Naumburg
James N. Rosenberg
Morris Rothenberg
Lewis L. Strauss
Peter Wiernik
Alexender A. Landesco
Joseph C. Hyman,
Assistant to the Chairman

COMMITTEE ON REFUGEES

David M. Bressler, Chairman
Cyrus L. Sulzberger,
Acting Chairman

Morris Rothenberg
Abraham Schepper
Julius Simon

COMMITTEE ON RUSSIA

Louis Marshall, Chairman
Lewis L. Strauss,
Acting Chairman
Cyrus Adler
James H. Becker
Stanley Bero
Jacob Billikopf
Robert S. Byfield

Norman Hertz
Alexander Kahn
Herbert H. Lehman
James N. Rosenberg
B. C. Vladek
Peter Wiernik
Evelyn M. Morrissey, Secretary

COMMITTEE ON WAR ORPHANS

Solomon Lowenstein, Chairman
Rabbi Meyer Berlin
Dr. Fanny Dembo
Morris Engelman
Meyer Gillis
Simon Hirsdansky

Rabbi M. Z. Margolies
Dr. David de Sola Pool
Miss Alice Seligsberg
Julius Simon
Miss Frances Taussig
Rabbi Aaron Teitelbaum
PALESTINE ECONOMIC CORPORATION

OFFICERS

Bernard Flexner, President
Herbert H. Lehman, Vice-President
Louis Marshall, Vice-President
Robert Szold, Vice-President
Walter E. Meyer, Treasurer
Paul Singer, Secretary

BOARD OF DIRECTORS

Oscar Berman, Cincinnati, Ohio
David M. Bressler, New York, N. Y.
Jacob Epstein, Baltimore, Md.
Bernard Flexner, New York, N. Y.
F. Julius Fohs, New York, N. Y.
Felix Fuld, Newark, N. J.
Louis J. Horowitz, New York, N. Y.
Louis E. Kirstein, Boston, Mass.
Samuel C. Lamport, New York, N. Y.
Herbert H. Lehman, New York, N. Y.
Louis C. Loewenstein, New York, N. Y.
Louis Marshall, New York, N. Y.
Walter E. Meyer, New York, N. Y.
James N. Rosenberg, New York, N. Y.
Reuben Sadowsky, New York, N. Y.
Julius Simon, New York, N. Y.
Nathan Strauss, Jr., New York, N. Y.
Lewis L. Strauss, New York, N. Y.
Robert Szold, New York, N. Y.
Samuel Untermyer, New York, N. Y.
Felix M. Warburg, New York, N. Y.
Samuel Zemurray, New Orleans, La.

EXECUTIVE COMMITTEE

David M. Bressler, New York, N. Y.
Bernard Flexner, New York, N. Y.
Louis J. Horowitz, New York, N. Y.
Samuel C. Lamport, New York, N. Y.
Herbert H. Lehman, New York, N. Y.
Louis Marshall, New York, N. Y.
Walter E. Meyer, New York, N. Y.
James N. Rosenberg, New York, N. Y.
Reuben Sadowsky, New York, N. Y.
Julius Simon, New York, N. Y.
Nathan Strauss, Jr., New York, N. Y.
Robert Szold, New York, N. Y.
Samuel Untermyer, New York, N. Y.
Felix M. Warburg, New York, N. Y.

* Succeeding Joseph C. Hyman.
MEMBERS OF THE COUNCIL OF THE AMERICAN JOINT RECONSTRUCTION FOUNDATION

**American Members**

Felix M. Warburg  
Herbert H. Lehman  
Bernard Flexner  
Peter Wiener  
Meyer Gillis  
Leonard G. Robinson

**ICA Members**

Franz Philippson  
Solomon Reisch  
Leonard L. Cohen  
Leonard G. Montefiore  
James Simon  
J. Blum

**Members Representing Eastern Europe**

Victor Alter  
L. Braunson  
M. Klusel  
Benel Locker  
S. Rosenboim  
R. Sereseweiski  
A. Sondheimer

Executive Directors of the American Joint Reconstruction Foundation:

Dr. Bernhard Kahn, Representative of the Joint Distribution Committee in Europe  
Dr. Leo Oungre, Managing Director of the ICA (Jewish Colonization Association)

MEMBERS OF THE GOVERNING BOARD OF THE LOAN BANK, LIMITED

Julian W. Mack, Chairman  
Bernard Flexner, Vice-Chairman  
Herbert H. Lehman  
Julian Simon  
Dr. David de Sola Pool  
Ben V. Cohen  
Meyer Gillis  
Joseph C. Hyman, Secretary