

Vancouver Centre of Excellence



Research on Immigration and Integration in the Metropolis

Working Paper Series

#98-03

Immigration to Israel: Any Lessons for Canada?

Iris Geva-May

January 1998

RIIM

Research on Immigration and Integration in the Metropolis

The Vancouver Centre is funded by grants from the Social Sciences and Humanities Research Council of Canada, Citizenship & Immigration Canada, Simon Fraser University, the University of British Columbia and the University of Victoria. We also wish to acknowledge the financial support of the Metropolis partner agencies:

- Health Canada
- Human Resources Development Canada
- Department of Canadian Heritage
- Department of the Solicitor General of Canada
- Status of Women Canada
- Canada Mortgage and Housing Corporation
- Correctional Service of Canada
- Immigration & Refugee Board

Views expressed in this manuscript are those of the author(s) alone. For more information contact the Co-Directors of the Centre, Dr. Don DeVoretz, Department of Economics, SFU (e-mail: devoretz@sfu.ca) or Dr. David Ley, Department of Geography, UBC (e-mail: davidley@unixg.ubc.ca).

IMMIGRATION TO ISRAEL: ANY LESSONS FOR CANADA?'

Iris Geva-May

Department of Political Science, University of Haifa,

Mt. Carmel, Haifa 31905

Tel: 972-4-8253940. Fax: 972-4-8257785

Email: RSPC107@uvm.haifa.ac.il

¹ Paper presented at RIIM, Simon Fraser University, Harbour Centre, Vancouver, September 25, 1996.

INTRODUCTION

For political, ethnic, or economic reasons, today millions of people move from one country to another and impose extraordinary population challenges on the host countries throughout the world. Nevertheless, this is not a new story. Whether this wave of immigration is larger than in the past, or more visible than in the past, is not the issue of this talk. Rather it points to increasing awareness of immigration as a social phenomenon that has implications not only for the immigrants but also for the host country. Immigration most certainly affects the social, cultural, economic, religious, and political infrastructure of the host countries. These problems need to be understood and policies implemented to recognize these difficulties.

Although different in size and immigration policies, Canada and Israel face problems of a similar nature and concern — mainly on the economic, infrastructure, education, social, and political levels.

BACKGROUND DATA

Israel became independent in 1948. Its very *raison d'être* is to be a homeland for any person of the Jewish faith who wishes to join Israeli society. Enacted in 1950 by the Knesset, the Law of Return gave a legal basis to the Declaration of Independence clause that affirmed that “the State of Israel will be open to the immigration of Jews and in the gathering of Exiles.”² It stated that “every Jew has the right to immigrate to the Land of Israel”³ and as such it is perhaps the most ambitious immigration legislation in human history. It is ambitious because a large Jewish Diaspora must be settled within a Jewish population of Israelis concentrated on a tiny area of land of 21,500 square km⁴ in the Middle East.

² Declaration of Independence of the State of Israel, 1948.

³ Book of Laws, December 2, 1952.

⁴ Not including Judea and Samaria: 5,800 square km. and Gaza Strip 3,050 square km.

from which Israel is gradually withdrawing as part of the security arrangements reached in the framework of the Oslo Agreement and the peace process talks with Jordan and the Palestinian Authority.

growth of 100% in 2-3 years and of 300% in the following ten years — reaching two million in 1958). Experts in demography foresaw a maximum population growth of 100%. Up to the present, the population of Israel has multiplied tenfold from almost 600,000 to almost six million.

Moreover, immigration could never be predicted. According to the Law of Return, any person of Jewish faith is granted citizenship when s/he immigrates to Israel. The State of Israel, moreover, considers it its duty to save Jewish people wherever they are in peril: 100,000 were brought to Israel from Yemen in 1951, 200,000 from Iraq in 1950, thousands from Egypt after the war of 1956, 35,000 from Ethiopia in 1984 and 1993, and approximately 800,000 immigrants from the former USSR over a period of less than five years, from 1990 to 1995. If in 1989 the Israeli population was 4.5 million, in the five years 1990-1996 it increased to reach 5.7 million.⁵

According to the publications of the Israeli Central Bureau of Statistics, after the Communist regime collapsed in the former USSR, the wave of immigration between 1989-1995 brought to Israel about 25% of its initial population. Close to 400,000 Soviet immigrants came to Israel within two years between the end of 1989 and 1991. Among them, 160,000 were academics and 6,000 of these were scientists in various fields of science and technology. The majority were university professors or research engineers who had to face, for instance, the problem of finding a suitable academic or research position.

As in any other immigration context however, finding suitable employment was a problem. So were language and communication skills. The Israeli government, which considers immigration absorption a fundamental responsibility of the state, also viewed employment and integration a major commitment of the state. Employment, language learning and social absorption are regarded as interwoven, and the procedures undertaken came to serve these three main absorption goals.

The profile of the 1989-1995 wave of immigration, and how the State of Israel coped with its problems of social absorption and employment, are at the heart of this paper.

⁵ 80.8% are Jewish Israelis; 835, 500 are Muslims (14.6%); 150, 000 are Christians (2.9%); 100, 000 are Druze (1.7%); in Judea and Samaria -- the former occupied territories -- there are 920, 000 Arabs.

IMMIGRATION PROFILE — 1989-1991

In the early and mid-1980s, the immigration influx to Israel was steady but ranged between 12,000 and 13,000 people per year. Only about 55% came from so-called “countries of distress” (COD) and needed intensive social and financial support. In 1989, especially during the last two months of that year, a huge wave of immigration started flowing in at an unprecedented rate: in 1989, 24,050 immigrants (77% from COD); in 1990, 199,516 (96% from COD); and in 1991, 176,000 (97% from COD). In the following years, the immigration rate ranged between approximately 76,000-80,000 (see Table 1 below).⁶

Demographically, over 75% of the immigrants coming to Israel between 1989-1995 were under the age of 45 and half of them were under 25. Only 13% were 65 and over (see Table 2 below).

In terms of education, the immigrant population was characterized by a rate of higher education greater than that of the veteran Israeli population: 40.5% had 13 or more years of education as compared to 24.2% for the veterans. The education level also influenced the occupational profile of the immigrants, about 60% having worked in academic, scientific or free professions compared with only 28% of the native Israelis.⁷ According to the Israeli Bureau of Statistics, among the immigrants who came to Israel between 1989 and 1995, 68,100 were engineers and architects, 30,900 teachers, 14,300 physicians and dentists, 14,100 recognized artists, musicians and writers, and 14,700 nurses (see Table 3 below).

-- Table 1 about here --

immigration to Israel 1989-1995

-- Table 2 about here --

immigrants from former USSR by age group

-- Table 3 about here --

immigrants from former USSR by occupation

⁶ Central Bureau of Statistics, Jerusalem, 1996.

⁷ Data provided by the Central Bureau of Statistics, Jerusalem, 1995.

STATE SOCIAL AND EDUCATIONAL ASSISTANCE

In 1968, the Israeli government decided to take full responsibility for the execution of the immigration policy which, since 1920, had been in the hands of the World Zionist Organization and its executive branch the Jewish Agency.⁸ The co-ordinating ministry founded was the Ministry of Immigrant Absorption.

Two social absorption tracks have been identified: “indirect absorption” addressed mainly those immigrants coming from countries of distress (Communist and Middle-Eastern countries), and “direct absorption” addressed mainly immigrants from Western countries. By the late 1960s, dozens of absorption centers were set up. They served as hostels where meals were served, day care centers established, and *ulpan*s — Hebrew classes where the adults could learn the native language, and gain information services on employment, taxes, etc. — provided. These facilities were available for six months, but in fact some immigrants took advantage — at least of the housing facilities — for a number of years.

The “direct absorption” track offered highly subsidized apartments to newcomers that were minimally furnished and equipped, while the immigrants were expected to take evening Hebrew classes and fend for themselves in other respects. These apartments were mainly in development towns, which deterred many of the immigrants from remaining, and those who remained did not change the socio-economic infrastructure, as had been hoped. When the influx of immigration from the former USSR started, a new support scheme was undertaken. The government rented apartments at the going market rate for a period of three years, and offered them to immigrants for one to two years. Moreover, immigrants could rent subsidized apartments in any part of the country, and for the first six months, an immigrant attending an *ulpan* received an additional monthly subsistence allowance. As the bureaucracy involved overwhelmed the system with the major immigration from former USSR, a new social support approach was introduced: the “absorption basket,” which was a computation of the average

⁸ Their responsibility was formalized in law in 1948 “The Status of the World Zionist Organization and the Jewish Agency for the Land of Israel, 5713/1952.” Fields were activity were defined between the Government of Israel and the WZO.

costs previously given to immigrants, and this covered subsistence allowance for six months, rent subsidy for the first year, transportation costs to and from the ulpan for six months, certain educational costs for the children based on their number and age, and costs of translations and resumes. A four-member family received about \$10,000 for the first year in the country (compared with \$5,000 minimal annual wage rate in Israel).

After the first year, the dwelling options were to remain on the same apartments but the rent was to be paid from the immigrant's own resources, or an apartment or mobile home could be purchased on 50% heavily subsidized mortgages, or the immigrant could receive public housing (only in development areas in the south or north of the country).⁹

Although the "direct absorption" and "absorption basket" methods introduced in the early 1990s were dramatic conceptual and social approaches, the authorities involved do not as yet have indications of possible greater integration of immigrants. The main visible by-product has been the high immigrant concentration in central parts of Israel mainly around the big cities of Tel Aviv and Haifa, with 50% and 20% respectively of the new arrivals settling there. Tel Aviv is a business, commercial and entertainment-oriented city (initial population of about 500,000 inhabitants) while Haifa, the main port of Israel, is an industrial, high tech, and academic city (400,000 inhabitants).

This immigration concentration led to the demand for more rental apartments, and accordingly rents increased both for immigrants and veterans. Quite often two or three immigrant families shared one apartment, but even with this attempt, the general annual cost of living went up. Former "downtown" or commercial areas started being inhabited again; the majority of the new residents here were immigrants, some of them highly educated. They became the neighbours of a very low socio-economic local population, thus changing if not the economic then the social and cultural profile of those neighborhoods. Another effect, mainly in these cities, was the higher degree of unemployment among immigrants or their employment as lower-skilled and cheap labor. Finally, the cultural setting in these cities, and throughout Israel, was radically influenced (see discussion below).

⁹ Shmuel Adler, *Israel's absorption policies since 1970*. Paper presented at the Conference on USSR Immigrants on Three Continents, Tel Aviv University, 1993.

While the Ministry of Absorption and the Ministry of Housing had jurisdiction over the two tracks, education was mainly the responsibility of the Ministry of Education, and ulpanim come under its supervision whether in absorption centers or in other study centers. All new immigrants have the right to take a free six-month intensive Hebrew course while they receive financial support from the state. Those in special professions may take another stage two professional language ulpan for another six months.

Immediately on arrival, children were integrated into regular classes and thus they were the responsibility of the Ministry of Education. In addition to their regular classes, they attended Hebrew language classes for new immigrants within the schools. Since the Ministry of Education also retrained and employed teachers from the former USSR, these teachers served also as tutors and advisers for the new immigrant students. Immigrant students at the high-school level were allowed to take some matriculation exams in their mother tongue and to be examined in subjects they learned in their country of origin — such as Russian literature — instead of other elective subjects.^{10 11} The Ministry of Absorption financed private lessons either in small groups or on an individual basis, and it organized various social activities including field trips and summer camps in cooperation with municipalities and volunteer groups

EMPLOYMENT AS AN ABSORPTION SOLUTION

The Israeli Government viewed employment as a major requirement for social absorption. Therefore a number of steps were taken to ensure employment. The main effort was put into the training and retraining of immigrants, and in finding suitable employment for special groups such as scientists, engineers in special fields, entrepreneurs, physicians and artists, and the 45-64 age group.¹²

¹⁰ Geva-May, I. *Teacher Retraining Courses for New Immigrant Teachers: An Evaluation Research*. Ministry of Education, Jerusalem, 1991, pp. 1-68.

¹¹ Geva-May, I. *School Re-Organization for the Absorption of New-Immigrant Learners*. Ministry of Education, Jerusalem, 1991, pp. 1- 46.

¹² *Immigrant Absorption -- Situation, Challenges and Goals*, Jerusalem: Ministry of Immigrant Absorption, 1996.

Traditionally the funding for retraining courses and employment was administered by the Ministry of Absorption, but the actual employment and training or retraining courses were run by the Ministry of Labor. Moreover, the Ministry of Absorption had special funds for subsidizing immigrants' wages for a certain period of time so that employers — whether private or in state-owned enterprises — would be encouraged to hire their services. In 1973, a new entity was created by the Prime Minister's Office— and later transferred to the Ministry of Science and Technology — which dealt with the professional needs, training, and employment of immigrant scientists. Retraining of immigrants for teaching, industry, or for related fields was initiated in universities under this patronage.

In sum, the main concerns of the government circa 1989-1995 were lack of immigrant employment opportunities for the 45-64 age group and women. Moreover, the scarcity of proper job opportunities for immigrants in academic professions and poor job security and lower salaries in jobs offered to immigrants were also major problems.

The employment situation in December 1995, according to a survey among all 517,000 immigrants above the age of 15, showed that out of the 268,000 (52%) belonging to the labor force, 60% were men and 40% were women. Of this total, 90% were employed, i.e., 243,000 -- 91.5% of men and 89% of women, and 25,900 (9.6%) were unemployed -- 8.5% of the men and 11% of the women. The total rate of unemployment was more or less stable during 1990-1994, with a jump in 1995 of 22%, but the average did not exceed 10% and it is only slightly higher than the unemployment rate among the veteran population (see Table 4 below).¹³

Several entities were in charge of these policy concerns — the Ministry of Labor, the Ministry of Science and Technology, and the Ministry of Finance, all in co-ordination with the Ministry of Immigrant Absorption. The decisions that needed to be made were taken under obvious budgetary constraints and other national priorities. Consistent effort was placed on the training and retraining of immigrants, although in time there was a need to re-evaluate the

¹³ The Bank of Israel would refute these figures under a different definition of employment. They consider employment or unemployment only when a person works in his/her own profession. As such their findings are different. See Flung and Katsir, 1993,1995 and n.d. Flug, Karnit and (Kaliner) Kasir, Nitsa, Soviet Immigrants into the Labor Market from 1990 Onwards: Aspects of Occupational Substitution and Retention." Jerusalem: Research Department, Bank of Israel, Discussion Paper No. 92.13, November, n.d.

effectiveness of these programs. For example, railway engineers were retrained as mechanical engineers, physicians who could not pass the very demanding academic and practicum exams for accreditation in Israel were retrained for nursing. Scientists such as physicists and mathematicians were retrained for teaching science subjects in high-schools. Finally, engineers and scientists were mainly exposed to advanced computers and updating in their field of expertise.

In the case of academics, some were encouraged to join retraining programs if they could not be absorbed in academic institutions. In the case of scientist retraining for teaching, for instance, out of the 174 scientists 60% found jobs as teachers (see Table 5), and 98% continued teaching in the second and third year after the retraining.^{14 15} The main by-product was the benefit to the host educational system, which needed qualified science teachers especially in development towns, and low socio-economical areas with weak students. The immigrant scientist teachers were willing to teach in these regions and classes and reinforced science teaching in these areas to a significant degree.¹⁶ Another example of assisted employment comprised a limited number of some 300 scientists under the "Giladi program." In this program the Ministry of Immigrant Absorption assisted universities and other research institutions which had limited resources to extend the period of employment of outstanding scientists by another three years. From 1996, another 120 scientists were included in the program (see Table 6).

Out of the 10,965 scientists registered at the Center of Absorption in Science (CAS), about 1,800 were placed in jobs at universities, about 1,400 more in the private sector, and some 3,500 were placed in various scientific or quasi-scientific jobs by the CAS. Only 500 scientists

Flug, Karnit and (Kaliner) Kasir, Nitsa, "Short-Run Absorption of the Ex-USSR Immigrants in Israel's Labor Market", Jerusalem: Research Department, Bank of Israel, 1995.
Flug, Karnit and (Kaliner) Kasir, Nitsa, "The Absorption in the Labor Market of Immigrants from the CIS 97 in the Short Run." Jerusalem: Research Department, Bank of Israel, Discussion Paper No. 93.09, October, 1993.

¹⁴ Geva-May, I. *Research report: The retraining of scientist to teaching*, Jerusalem: Ministry of Science and Technology, 1994

¹⁵ Geva-May, I. *Policy Feasibility: The retraining of scientists in a mass immigration context*. Symposium on Jewish Migration, Jerusalem Center for Public Affairs, 1996.

¹⁶ Geva-May, I. *The Absorption of Immigrant Scientists in the Education System in Israel*. Ministry of Science and Technology and the Technion, May 1994, pp. 1-71.

worked in jobs unrelated to their training, which they found by themselves. The overall number of scientists employed was in 1995 was 8,250. About 2,700 remained unemployed.¹⁷ A study by the Gutman Institute encompassing a random scientist population showed that the target employing institutions were universities, technological “incubators,” industry, research institutions, colleges and hospitals.¹⁸

Another “employment-problematic” sector within the Special Group was engineers. The following profiles this group:

A majority of 61% of immigrant engineers were less than 44 years old, while 27% were aged 45 to 55. Of these immigrant engineers, 93% worked in their profession prior to immigration and received their degrees in the following ways: 65% in day programs, 22% in evening programs and 13% in correspondence courses. One of the major problems arising from these educational sources is certification. Significant differences appeared across different engineering institutions.

These immigrant engineers were distributed across specialties as follows: 32% were mechanical engineers, 20% civil engineers, 12% electrical engineers, 9% electronics engineers, 4% industrial management and economics, 3% chemical engineers, 3% in electro-mechanics, and 17% in other fields such as mining, nutrition, metallurgy, automation, computers, etc.¹⁹ The Brookdale Institute found in 1994 that 95% of the engineers were employed in one job or another. However, *only 25%* (men: 28% and women 20%) worked as engineers.

Of those immigrants who worked as engineers, they were mainly absorbed in the following sectors: industry (31%), building (19%), business, services, consultation (21%), and public services (29%).

State assistance focused on retraining and/or updating expertise through the Bashan Project and the Technological Incubators Program, which were intended to advance the employment of engineers, to establish a pool of ideas and inventions from immigrant engineers

¹⁷ Ministry of Immigrant Absorption, 1996.

¹⁸ *Study on absorption of immigrant scientists*. Jerusalem: Gutman Institute and Magama Co., 1996.

¹⁹ *Absorption of engineers from FSU who immigrated between 1989-1994 into the Workforce*. Jerusalem: The Brookdale Institute, 1995

and scientists, and to lay the foundation for or reinforce start-up factories. Within the Bashan project, seven centers were established around the country for receiving, classifying and promoting ideas and inventions. The Incubator program,²⁰ (similar to research technological farms), sought to promote inventions and patents, and establish small industrial enterprises comprising 50% veteran Israelis and 50% immigrant engineers. After a period of three years, they were supposed to become financially independent. At the end of 1995, out of approximately 700 proposals submitted to the Bashan project, for instance, 120 successfully passed the stage of technical/economic investigation.

Moreover, centralized advisory services and government loans were granted to entrepreneur engineers. In 1996 the number of immigrants applying to these advisory centers, for instance, was over 5,000, twice as many as in 1993, and total loans reached NIS 17 million (about \$5.5 million) (see table 7).

-- table 5 about here --

employment of scientists retrained to teaching in high schools

-- table 6 about here --

scientists in the Giladi program

-- table 7 about here --

allocated loans to entrepreneurs

A third major immigrant professional group were *physicians, dentists and nurses*. A total of 14,590 physicians immigrated to Israel between 1989 and 1995; in 1990 and 1991 respectively the figures were 5,820 and 3,370. In addition, 1,575 dentists also arrived, of whom almost 1,000 came in the two years 1990-1991; 14,341 nurses, 1,831 paramedics, and 1,606 pharmacists immigrated — again, the majority (almost 1,000 in each case) — arrived in 1990-1991. Of these, 58.8% of the doctors, 80.6% of the dentists, and of the 87.4% nurses, passed the required practicum and professional exams²¹ and received their licence. According to the research published by the Brookdale institution, 72% of those who were licensed actually worked as

²⁰ *Technological Incubators in Israel*, Jerusalem: Ministry of Industry and Trade, 1995

²¹ Only doctors who had practiced less than 15 years had to take these exams; the others

doctors (that is less than 45% of the immigrant doctors) but only a minority received tenure in medical institutions. The majority were employed on a temporary basis and many doctors worked as nurses or paramedics, or provided so-called “alternative medicine,” which does not require a licence and can be conducted privately. Thus 3,989 people were licensed in paramedical professions, the majority being former doctors: 2,310 became laboratory workers, over 600 became physiotherapists, occupational therapists and speech therapists, and over 1,000 worked in a variety of other professions.²²

--table 8 about here--

physicians, doctors and nurses

-- table 9 about here --

licensing in the medical profession

The substantial number of recognized *artists* who immigrated to Israel imposed two main tasks at the absorption level: finding them appropriate employment and taking advantage of their presence to develop the Israeli cultural infrastructure and artistic education.

Of the 15,500 immigrants who declared themselves artists on arrival, 7,250 were recognized as such and an additional 4,150 were deemed as outstanding artists. The assistance tracks offered to them were sponsored by the Ministry of Absorption, the Ministry of Science, Technology and Arts, and the Jewish Agency. Approximately 3,200 outstanding artists were assisted in purchasing instruments and equipment, about 250 were aided in professional training, and others in receiving exposure through concerts, exhibitions, performances, writer’s evenings, as well as the development of employment sources. The Center for the Absorption of Immigrant Artists in particular provided employment opportunities by expanding artistic and cultural institutions for approximately 3,000 artists.²³ Symphony orchestras were set up in almost every major town in Israel, the opera house and opera tradition in Israel was reinforced, and many artists served as classical music teachers in remote towns or Arab villages.

were exempt.

²² Statistics, Jerusalem: Ministry of Health, 1995.

²³ Ministry of Immigrant Absorption, 1996, for the years 1991-1995.

For any of these professional groups, the chief problem was finding jobs for those aged 45 and above. The Ministry of Absorption's explanation was that "not even a growing economy can provide jobs for those above the age of 45."²⁴ According to the same source this is connected with the preconception that employers this age are not profitable to hire; this in turn results in a significant loss to the economy of an average of 15 work years of at least 20,000 immigrants, many of whom were at the peak of their career, and professional ability, and to the negative absorption of their families who may become a social burden on the host country.

LANGUAGE AND SOCIALIZATION

Hebrew language acquisition for adults is considered essential and is the responsibility of the state. Classes or ulpan courses were given as part of the general absorption policy for six months to one year, during which time the adults involved were financed by the "absorption basket." In 1995 for instance, over 65% of all adults attended Hebrew classes with 47,500 immigrants studying in 2,080 classes.

In addition to language training, each school receives funds for immigrant students according to age and country of origin in order to assist in social absorption. The state also prepares immigrant youth prior to military service, which is compulsory in Israel after high school, with special summer camps.

CONCLUSIONS

Israel's position is unique in that its very existence is based on its duty to accept, give citizenship, and assist any immigrant of the Jewish faith. This supersedes any other considerations such as age, profession and financial status, or any other threshold entrance requirements. Thus, the majority of absorption procedures from housing, to employment and

²⁴ Ministry of Immigrant Absorption, 1996, p. 33.

education, are in the main controlled by the state, especially in the first year when the immigrants are heavily subsidized.

As a by-product of the “direct absorption” approach Israel has experienced an accumulation of immigrant population in the main cities, which on the one hand caused employment and housing problems, but on the other hand reinforced socially weak areas. Ironically, the unexpectedly high human quality of the immigration from the former USSR between 1989-1995 — mainly academics — posed employment problems, but it reinforced the human capital of the state and the quality of its population. Economically, if Israel can utilize this important capital, it may have a major impact on its economy. Ideas such as science and technology farms or “incubators,” may lead to the maximization of the economic utility this immigration has to offer.

A study of the economic contribution of Soviet immigrants to Israel in the 1970 stated that the “.....immigrant families’ discounted net balance with the veteran population is positive by the third year, very large and positive in successive years . . . We conclude that (their) acceptance . . . is a healthy, beneficial policy for the economy and for the standard of living of the veteran Israelis.”²⁵ What is there to be learned for Canada? One central theme stands out for Canada’s policymakers from the Israeli approach. Namely, certification of immigrant professional qualifications requires substantial state subsidy if the human capital embodied in these immigrants is to be fully utilized. The key issue though is, can this subsidy be justified in terms of rate-of-return qualifications?

²⁵ Simon, J. Meyerson, C. y. and Spechler, M. Contribution of immigrants to Israel. *The Jewish Frontier*, 1977. In Horowitz T. (ed) *The Soviet Man in Open Society*, Lanham, MD: Univ. Press of America, 1989, p. 93.

REFERENCES

- Adler, S. *Israel's absorption policies since 1970*. Paper presented at the Conference on USSR Central Bureau of Statistics, Jerusalem, 1996.
- Declaration of Independence of the State of Israel, 1948.
- DeVoretz, D. and Dean, J.W. *The Economic Performance of Jewish Immigrants to*
- Flug, K. and (Kaliner) Kasir, N. Soviet Immigrants into the Labor Market from 1990 Onwards: Aspects of Occupational Substitution and Retention." Jerusalem: Research
- Flug, K. and (Kaliner) Kasir, N. "Short-Run Absorption of the Ex-USSR Immigrants in Israel's Labor Market", Jerusalem: Research Department, Bank of Israel, 1995.
- Flug, K. and (Kaliner) Kasir, N. "The Absorption in the Labor Market of Immigrants from the CIS 97the Short Run." Jerusalem: Research Department, Bank of Israel, Discussion Paper No. 93.09, October, 1993.
- Geva-May, I. and Wildavsky, A. *An Operational Approach to Policy Analysis: The Craft*. Boston: Kluwer Academic Press, 1997.
- Geva-May, I. and Dean, J. Immigration Policies and Economic Myopia. *Journal of Policy Analysis and Management*, forthcoming 1997.
- Geva-May, I. *Policy Feasibility: The retraining of scientists in a mass immigration context*. Symposium on Jewish Migration, Jerusalem Center for Public Affairs, 1996.
- Geva-May, I. *Teacher Retraining Courses for New Immigrant Teachers: An Evaluation*
- Geva-May, I. *School Re-Organization for the Absorption of New-Immigrant Learners*. Ministry of Education, Jerusalem, 1991.
- Geva-May, I. *Research report: The Retraining of Scientists for Teaching*, Jerusalem: Ministry of Science and Technology, 1994.
- Geva-May, I. *The Absorption of Immigrant Scientists in the Education System in Israel*. Ministry of Science and Technology and the Technion, May 1994.
- Horowitz, T. (ed.) *The Soviet Man in Open Society*, Lanham, MD: Univ. Press of America, 1989.
- Immigrant Absorption -- Situation, Challenges and Goals*. Jerusalem: Ministry of Immigrant Absorption, 1996.
- Immigration and the Metropolis: Centers of Excellence for Research on Immigration and*

Neustadt, R. E. and May, E.R. *Thinking in Time*. New York: Free Press, 1986.

Rose R. What is lesson drawing? *Journal of Public Policy*, 1991; 190: 2-39.

Rose R. Comparing forms of comparative analysis. *Studies in Public Policy*, 1991; 188: 2-30.

Weimer DL. The Current state of the design craft: Borrowing, tinkering, and problem solving. *Public Administration Review*, 1993; 53, 2: 110-120.

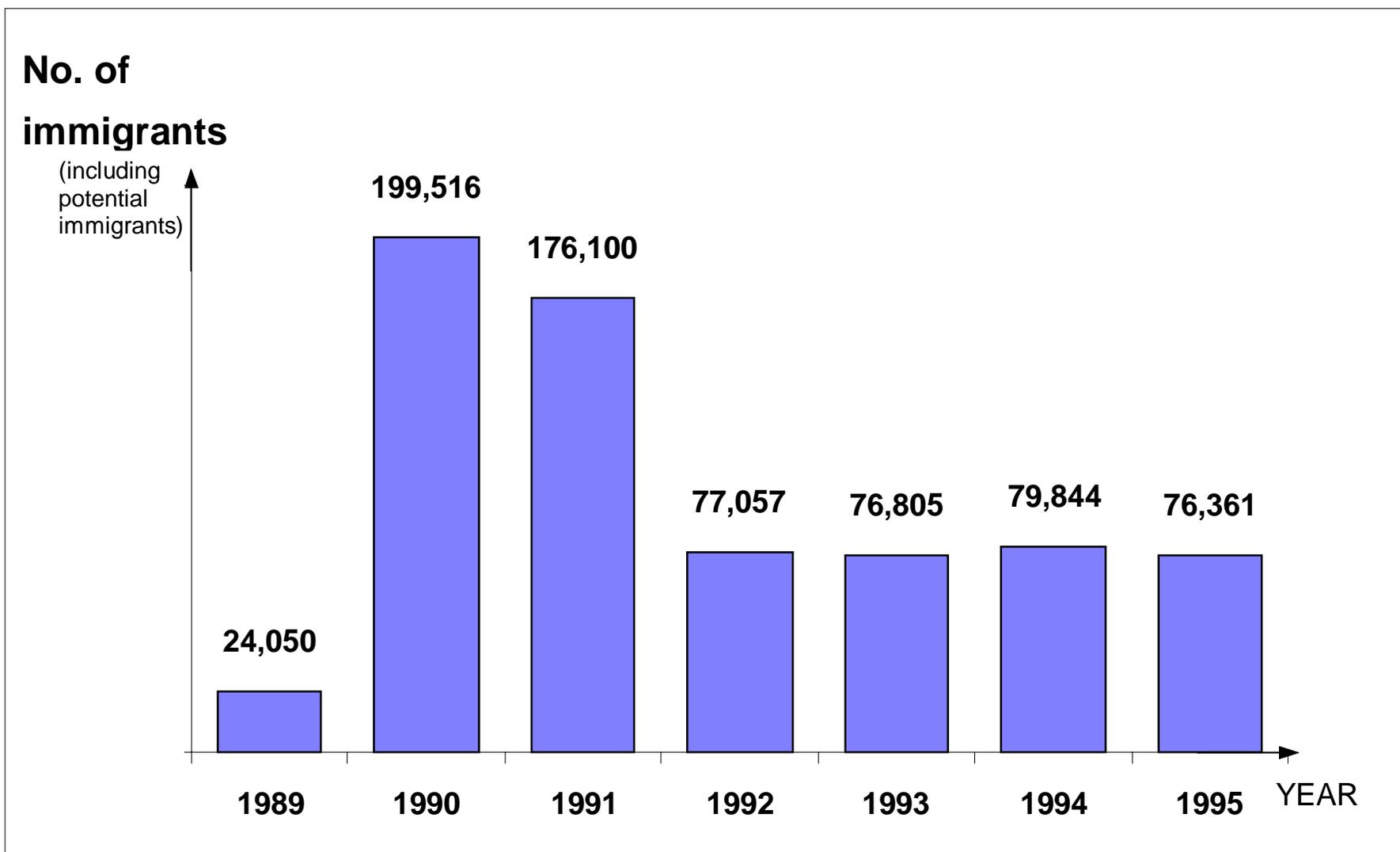
Simon, J. Meyerson, C., and Spechler, M. Contribution of immigrants to Israel. *The Jewish Frontier*, 1977. *Study on absorption of immigrant scientists*. Jerusalem: Gutman Institute and Magama Co., 1996.

Study on the absorption of engineers from FSU who immigrated between 1989-1994 into the Workforce. Jerusalem: The yBrookdale Institute, 1995.

Statistics, Jerusalem: Ministry of Health, 1995.

Technological Incubators in Israel, Jerusalem: Ministry of Industry and Trade, 1995.

Table 1



Source: Central Bureau of Statistics

Table 2

TOTAL	1995	1994	1993	1992	1991	1990	1989	AGE GROUP
216,300 (35.5%)	23,300 (36.0%)	25,000 (36.7%)	24,700 (37.4%)	23,300 (35.8%)	50,700 (34.3%)	64,600 (34.9%)	4,700 (36.7%)	0-24
190,700 (31.3%)	17,900 (27.6%)	18,700 (27.5%)	18,700 (28.3%)	19,200 (29.5%)	47,000 (31.8%)	64,600 (34.9%)	4,600 (35.9%)	25-44
58,000 (9.5%)	7,600 (11.7%)	6,300 (9.3%)	5,900 (8.9%)	6,400 (9.8%)	15,000 (10.1%)	15,900 (8.6%)	900 (7.0%)	45-54
62,900 (10.3%)	7,100 (11.0%)	8,300 (12.2%)	7,500 (11.3%)	6,700 (10.3%)	14,700 (9.9%)	17,600 (9.5%)	1,000 (7.8%)	
82,000 (13.4%)	8,900 (13.7%)	9,800 (14.4%)	9,300 (14.1%)	9,500 (14.6%)	20,400 (13.8%)	22,500 (12.1%)	1,600 (12.5%)	65+
609,900 (100.0%)	64,800 (100.0%)	68,100 (100.0%)	66,100 (100.0%)	65,100 (100.0%)	147,800 (100.0%)	185,200 (100.0%)	12,800 (100.0%)	TOTAL F.S.U IMMIGRANTS

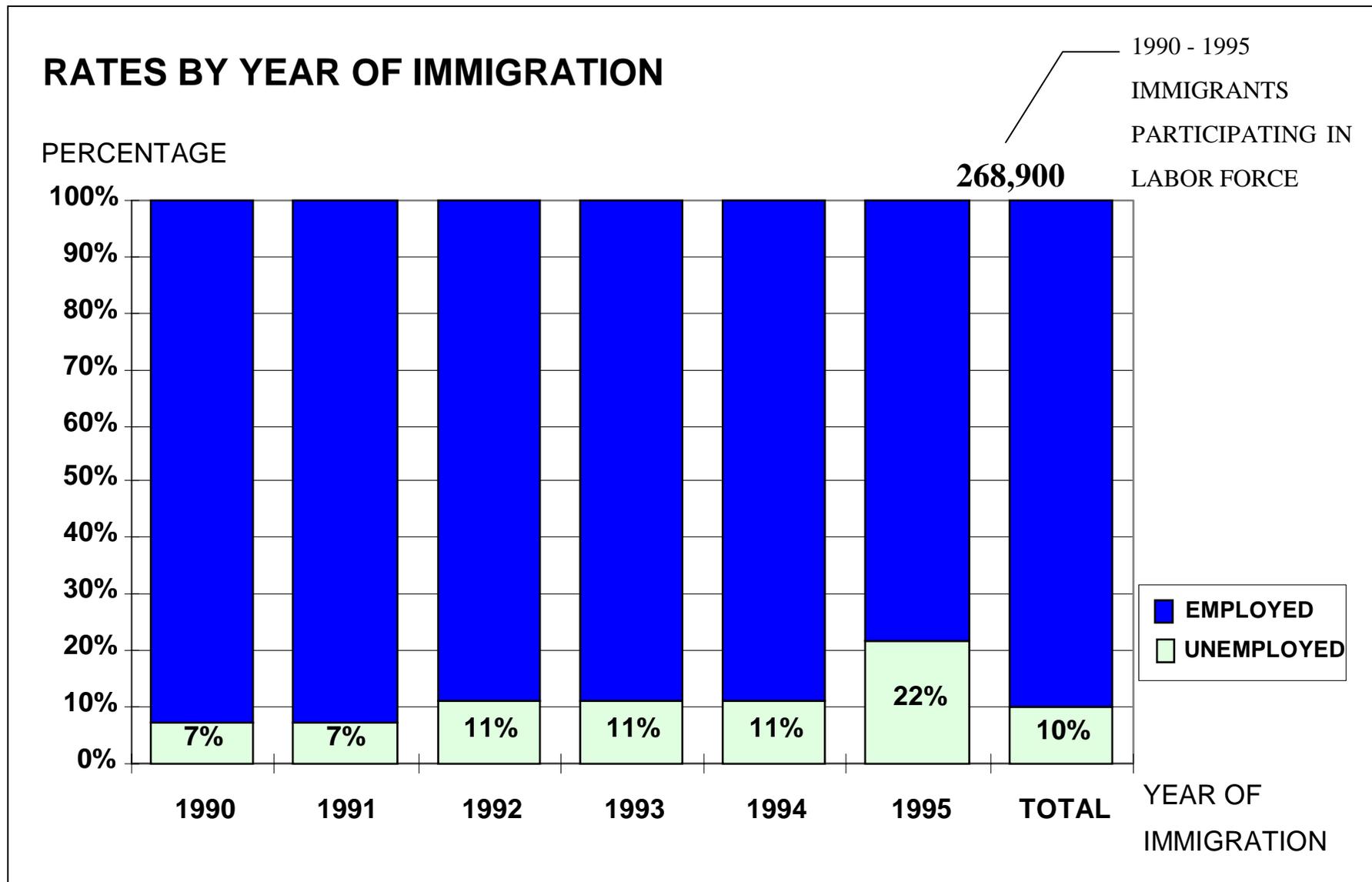
Source: Central Bureau of Statistics

Table 3

TOTAL	1995	1994	1993	1992	1991	1990	1989	OCCUPATION
68,100 (11.2%)	6,000 (9.3%)	6,000 (8.8%)	5,200 (7.9%)	6,600 (10.1%)	18,500 (12.5%)	24,400 (13.2%)	1,400 (10.9%)	ENGINEERS
14,300 (2.3%)	1,100 (1.7%)	1,000 (1.5%)	1,100 (1.7%)	1,200 (1.8%)	3,500 (2.4%)	5,900 (3.2%)	500 (3.9%)	PHYSICIANS & DENTISTS
14,100 (2.3%)	1,200 (1.9%)	1,300 (2.0%)	1,300 (2.0%)	1,400 (2.2%)	3,500 (2.4%)	4,900 (2.6%)	500 (3.9%)	MUSICIANS & ARTISTS
14,700 (2.4%)	1,700 (2.6%)	1,800 (2.6%)	1,700 (2.6%)	1,500 (2.3%)	3,600 (2.4%)	4,100 (2.2%)	300 (2.3%)	NURSES & PARA- MEDICALS
30,900 (5.1%)	3,200 (4.9%)	3,400 (5.0%)	3,000 (4.5%)	3,100 (4.8%)	7,700 (5.2%)	10,000 (5.4%)	500 (3.9%)	TEACHERS
609,900 (100.0%)	64,800 (100.0%)	68,100 (100.0%)	66,100 (100.0%)	65,100 (100.0%)	147,800 (100.0%)	185,200 (100.0%)	12,800 (100.0%)	TOTAL F.S.U IMMIGRANTS

Source: Central Bureau of Statistics

Table 4



Source: Central Bureau of Statistics, Labor Force Survey October - December 1995

Table 5

Both Junior High and High	Factories	University research/teaching	Adult	College	13th Grade	High	Junior High		Institution
25	3	0	5	5	0	54	8	No. 53	Beer-Seva
40	0	20	0	10	10	10	10	No. 34	Bar-Ilan
17	0	8	0	0	0	58	17	No. 30	Hebrew University
0	11	11	5	15	11	47	0	No. 23	Technion
0	0	0	0	0	0	67	33	No. 27	Tel-Aviv
18	17	3	4	7	4	48	11	No. 147	Total out of 74 recipients of t. cert.

Table 6

TOTAL	Life and Medical Sciences	Social Sciences and Humanities	Technology and Exact Sciences	Scientific Area
252	56	23	173	Universities
14	1	2	11	Colleges
10	10	-	-	Hospitals
24	10	3	11	Research Institutes
300**	77	28	195	Total

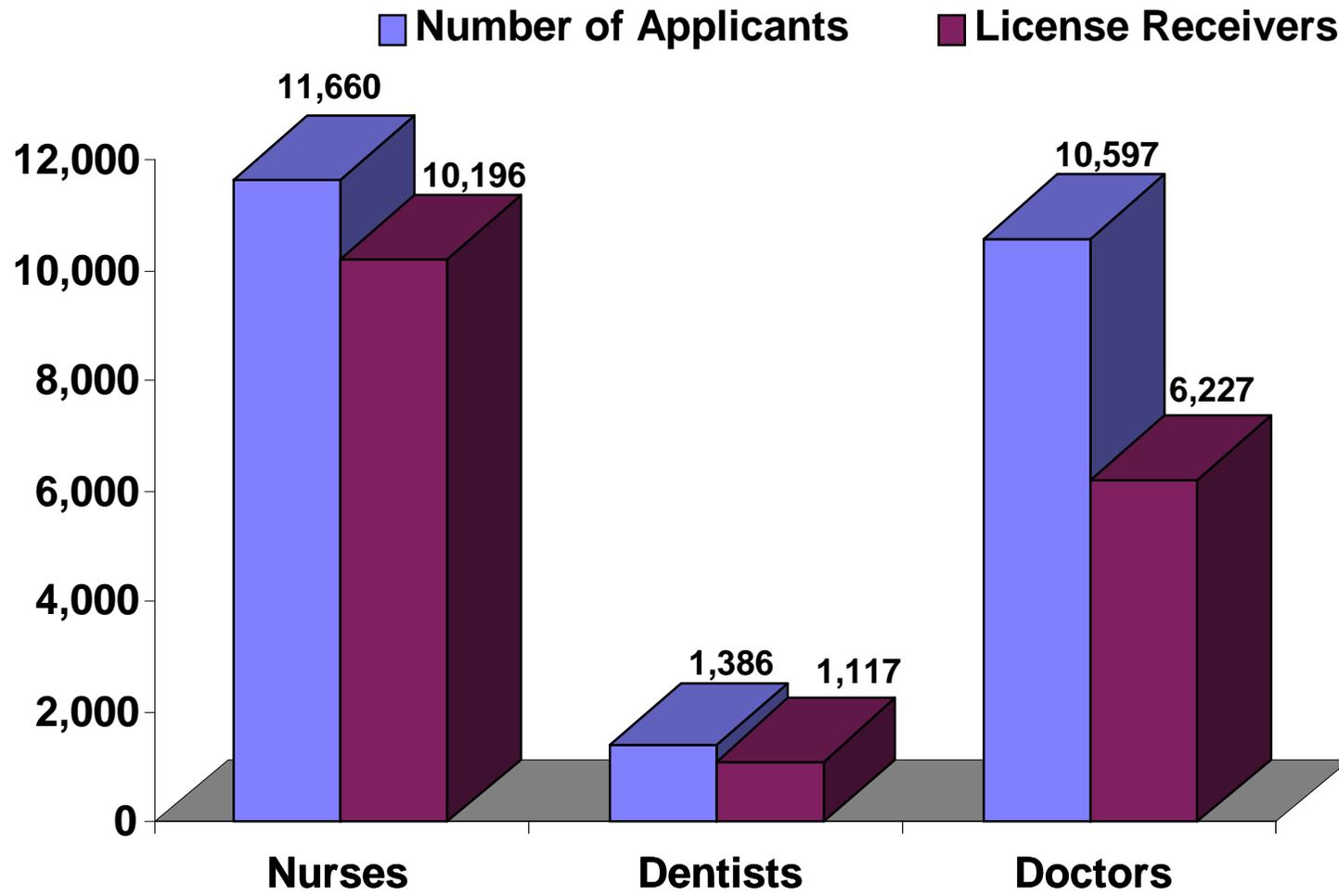
Source: Ministry of Immigrant Absorption

Table 7

Total sum of loan (million N.I.S)	No. of loans approved*	No. of immigrants receiving services	No. of advisory centers	Year
4.5	500	2,500	17	1993
8.6	650	3,500	22	1994
18.5	950	5,000	30	1995
17.0	850**	5,000	33	1996 (Program)

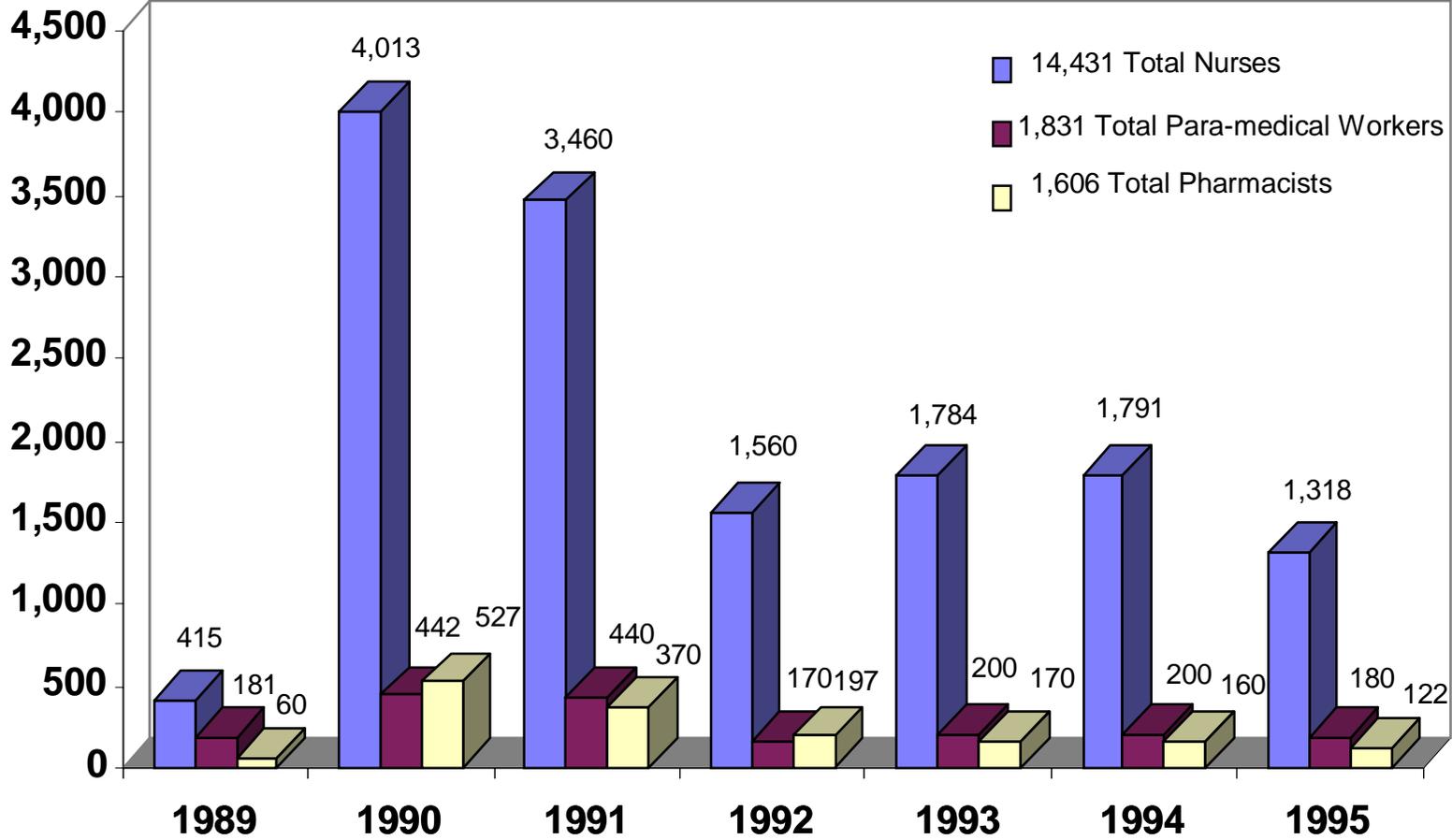
Source: Ministry of Immigrant Absorption

Table 8



Source: Ministry of Health

Table 9



Source: The Ministry of Immigrants Absorption

Working paper series
(back issues)

Number	Author(s)	Title	Date
96-01	James W. Dean & Don J. DeVoretz	The Economic Performance of Jewish Immigrants to Canada: A Case of Double Jeopardy?	5/96
96-02	Kris Olds	Developing the Trans-Pacific Property Market: Tales from Vancouver via Hong Kong	8/96
96-03	Krishna Pendakur & Ravi Pendakur	The Colour of Money: Earnings Differentials Among Ethnic Groups in Canada	4/96
96-04	Alan Green David Green	The Economic Goals of Canada's Immigration Policy, Past and Present	
97-01	John E. Hayfron	Language Training, Language Proficiency and Earnings of Immigrants: Lessons from Norway	2/97
97-02	Daniel Hiebert	The Colour of Work: Labour Market Segmentation in Montreal, Toronto and Vancouver, 1991	3/97
97-03	Abul Shamsuddin & Don J. DeVoretz	Wealth Accumulation of Canadian and Foreign-Born Households in Canada	6/97
97-04	Abul Shamsuddin	The Double-Negative Effect on the Earnings of Foreign-Born Females in Canada	6/97
97-05	Abul F. M. Shamsuddin	Savings, Tax Contributions and Australian Immigration	6/97
97-06	Peter Sheldon	Estimation of Labour Market Participation Rates for Canadian-Born and Foreign-born Families Resident in the Vancouver Census Metropolitan Area Circa 1991	8/97
97-07	John E. Hayfron	Estimating Immigrants' Occupational Choice and Occupational Wages with Selectivity Bias	9/97
97-08	David Ley & Heather Smith	Is there an immigrant "underclass" in Canadian cities?	10/97
97-09	Dominique Gross	Immigration Flows and Regional Labour Market Dynamics	10/97
97-10	Krishna Pendakur & Ravi Pendakur	Speak and Ye Shall Receive: Language Knowledge as Human Capital	11/97

Working paper series

Number	Author (s)	Title	Date
98-01	Karl Froschauer	East Asian Immigrant Entrepreneurs in Vancouver: Provincial Preference and Ethnic Strategy	01/98
98-02	June Beynon & Kelleen Toohey	Careers in Teaching: Participation Rates and Perceptions of Two Minority Groups in British Columbia	01/98
98-03	Iris Geva-May	Immigration to Israel: Any Lessons for Canada?	01/98
98-04	Rebeca Raijman & Moshe Semyonov	Best of Times, Worst of Times, and Occupational Mobility: The Case of Russian Immigrants in Israel	01/98
98-05	Fernando Mata & Ravi Pendakur	Immigration, Labour Force Integration and the Pursuit of Self-employment	01/98
98-06	Gordon Dicks & Arthur Sweetman	Education and Ethnicity in Canada	
98-07	Samuel A. Laryea	Immigrant Wages in Canada	

Back issues of working papers are available for \$5 from

Vancouver Centre of Excellence: Immigration, WMX4653, Simon Fraser University, 8888 University Drive, Burnaby, B.C, Canada V5A 1S6. Tel: (604) 291-4575 Fax: (604) 291-5336

E-mail: riim@sfu.ca

<http://www.riim.metropolis.globalx.net/>