סיכוי سيكوي Sikkuy

The Sikkuy Report 2006

The Equality Index
of Jewish and Arab Citizens in Israel

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Table of Contents

Diagrams and Tables

Diagrams

Tables

Introduction

Following intensive and comprehensive work, we present to you this year, for the first time, Sikkuy's *Equality Index*.

This is a different Sikkuy Report than in past years. Placed before you this time is a precise tool for analyzing the reality of governmental discrimination against the Arab citizens of Israel, on one hand, and a stable basis for planning how to reduce the disparities, on the other hand. But this will not be its only contribution. During the coming year, we will prepare policy papers based on the Equality Index in the areas it addresses. These papers will be submitted to government bodies with the aim of changing the discriminatory patterns of allocation.

The past year was a stormy one in the relations between the state and the Arab-Palestinian minority in Israel. The general elections at the beginning of the year raised a troubling, racist stream in Jewish public consciousness in the form of the Yisrael Beiteinu party's candidacy for the Knesset. This party failed in its initial attempt to be included in the coalition when the government was formed in April 2006. Through a media campaign, we succeeded in embedding the concept of "revoking the citizenship" of the Arab citizens in the "Triangle" in place of the deliberately deceptive term "territorial exchanges" that the Yisrael Beiteinu party used in its election propaganda. However, toward the end of the year, the party's head, Avigdor Lieberman, succeeded in joining the government. This fact in itself endangers the government's ability to fulfill its role in providing services and budgets to Jews and Arabs in an equal way.

The Second Lebanon War in the summer of 2006 turned the spotlight onto the Galilee and Haifa, a region whose overall population is comprised of about 60% Jews and 40% Arabs.[1] The war posed a far-reaching challenge to the relations between the Arab minority, the state and the Jews, in two respects:

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1   In the Galilee itself, half of the population is Arab and half is Jewish.

Allocation of resources

What has been known for years became obvious: While the Jewish communities are provided with shelters, equipment and civil defense frameworks, the Arab communities are exposed to danger without means of protection – including a dearth of shelters and a lack of emergency instructions in the Arabic language. The assistance extended to the Galilee communities by the Prime Minister's Office reflected the "disconnect" between the government and Arab municipalities. Thus, for example, about ten former senior civil servants were mobilized for the government's administrative center in the Galilee. During the difficult period, these officials each received responsibility for a cluster of communities, serving as a liaison with government agencies and channeling government assistance to these communities. Only one of them was assigned to serve all of the Arab communities, which comprise about half of the Galilee's population. This is only one aspect of a complex picture of the central administration's relations with the Arab communities during the war, but it demonstrates part of the problem.

Subsequently, the Prime Minister's Office decided to change the situation. It adopted the goal of effectively coordinating between the government ministries and the Arab municipalities in order to allocate state resources without discrimination against Arab citizens – and not only during wartime.

The public discourse

The second challenge was in the area of public discourse. In general, the Arab public opposed the war, while the Jewish public supported it. The Arab public's opposition underscored its connection to the Palestinian people and Arab nation, and was fortified in part by exposure to Arab television channels that broadcast real-time images of the destruction in Lebanon. This positioned the Arabs in Israel as the mouthpiece of the Arab world in the Israeli media and elicited a media offensive against spokesmen for the Arab public in Israel, portraying them as supporters of the enemy. An aggressive and confrontational public discourse greatly reduces the possibility of the government instituting a policy of equality. According to a survey conducted in May 2006 by the Israel Democracy Institute, 62% of Jews in Israel believe that the government should encourage the emigration of Arab citizens. This is an undesirable and dangerous situation for Arabs and Jews alike. In collaboration with civil society organizations, the government must act to eradicate racism and to foster a shared civic culture.

Nonetheless, it seemed during the summer of 2006 that these two tracks were running in parallel, and in the short term the public discourse had no discernible impact on the officials we dealt with in terms of their readiness to re-examine their conduct. Thus, in practice, during the course of the war, Sikkuy maintained its contacts with government officials, focusing on ensuring the equal share of the Arab communities in the anticipated post-war development of the Galilee. We found an attentive ear in the Prime Minister's Office and in other ministries.

In September, we convened a meeting of the director-general of the Prime Minister's Office, who supported this issue, and the Council of Arab Mayors in Nazareth. At this meeting, which was also attended by the director-general of the Ministry of Education, the director-general of the Ministry of Social Welfare and senior representatives of the ministries of Interior, Housing and Industry, Trade and Employment, government officials presented their plans for developing the Galilee, emphasizing that the allocation of resources would be equal between the Jewish and Arab communities. At this meeting, the director-general of the Prime Minister's Office promised to return to Nazareth and present a progress report after six months. The next meeting is scheduled for June 2007.

However, even if there is indeed an equal and fair allocation of the budget for developing the north in 2007, this would not be enough. The code of equality must become obligatory in all government branches in the allocation of state resources between its Jewish and Arab citizens. It is a shared interest of all citizens, Jewish and Arab alike, that the government ministries commit to conducting government in an equal and fair manner.

Before concluding, we would like to convey our warm appreciation and thanks to the Sikkuy staff, because the index presented here is the product of the work of many talented people. Thank you also to the members of the steering committee for developing the index: Professor Mohammed Haj Yihye, Dr. Rassem Hamaisy, Professor David Nahmias and Professor Yosef Yahav. Thank you to the staff at Sikkuy who worked on the index for many long days and nights: Yaser Awad, Michal Belikoff, Uri Gopher, Dr. Joubran Joubran, Manar Mahmoud, Nada Matta and Rachela Yanay.

Thank you to the public council that has accompanied us for three years in the Or Watch project, including: Dr. Khaled Abu Asbah, Dr. Thabet Abu Ras, Professor Itzhak Galnoor, attorney Shlomo Gur, Dr. Ramzi Halabi, attorney Judith Karp, Yossi Kucik, Dr. Alon Liel, Dr. Adel Mana, Sheikh Kamal Rian and Aida Touma-Sliman. This council initiated the index and encouraged us to raise the funds, recruit the experts and find the courage to embark on this pioneering project.

The Equality Index presented to you is intended to assist us in our actions vis-à-vis the government to advance full equality between Jews and Arabs in the state. It will also help government agencies to advance this goal by providing a dynamic and practical yardstick for setting an appropriate government norm of equal allocation for the benefit of all the citizens. This index will also assist journalists, writers and public opinion shapers to present an accurate picture of the current reality as the basis for charting the reality of equality that we all deserve. We will broaden this assessment tool next year and hope that we can report on improvement and not regression.

Sincerely,

Shalom (Shuli) Dichter and Ali Haider, Adv.
Co-Executive Directors
Sikkuy

Executive Summary

Background

The Or Commission stated in its conclusions that the state has failed to institute equality between Jewish and Arab citizens, and that the state is obligated to set the highest priority on rectifying this situation. The government of Israel accepted the commission of inquiry's recommendations and pledged to implement them. The implementation of the recommendations entails a substantial change in the attitude toward the Arab population, its rights and needs. The true measure of such substantial change is the test of results, as noted by retired judge Theodor Or in a speech he delivered at Tel Aviv University a year after the publication of the Or Commission's report: *"…declarations or decisions by officials in the executive branch, including the government, about the need to grant equal and fair rights to the Arabs of Israel are not enough. **The true test of equality is the test of actions and results**."*[2]

Upon publication of the commission's findings, Sikkuy – which works to advance civic equality between Jews and Arabs in Israel – initiated a program to monitor the implementation of the Or Commission's recommendations. Within this framework, Sikkuy actively monitors the extent of implementation of the Or Commission's institutional recommendations and pressures the government to implement them. While engaged in this work, the need arose to develop a reliable, quantitative index that would systematically present a comprehensive overview of the disparities between Jewish and Arab citizens in the main areas of life.

How do you measure equality?

During the past year, Sikkuy labored diligently on developing the Equality Index, published here for the first time. In order to develop the index, a steering committee was formed that includes **Professor Mohammed Haj Yihye, Dr. Rassem Hamaisy, Professor David Nahmias and Professor Yossi Yahav**. The committee worked to develop the index in close collaboration with a leading expert from Sikkuy's staff, Yaser Awad, together with the NGO's research and advocacy personnel. In addition, the teams consulted with many other experts. Some of them were interviewed and

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2   All of the emphases in the quoted sources were made by the authors of this document unless otherwise indicated.

some wrote working papers on specific fields, until the final version of the Equality Index was formulated.[3]

The Equality Index presented here is unique in that it the first comprehensive index in Israel to systematically analyze the disparities between the Jewish and Arab citizens of the state in socio-economic areas, based on off-the-shelf quantitative data officially published by state agencies. While Sikkuy's Equality Index is unique in Israel, it is based on existing approaches of international models for measuring equality, such as the *Total Equality Index* that measures the gaps between whites and Afro-American and Hispanic minorities in the United States, the *Ginni* index for assessing socio-economic disparities, and indexes for measuring gender gaps in various areas of society (*GDI, GEM, HDI*) that are used in the OECD (Organization for Economic Co-operation and Development) countries and by the United Nations Development Program.

The level of equality between Jews and Arabs in Israel can be examined according to various aspects that derive from citizenship. In the current Equality Index, we chose to address the socio-economic aspect; in the future, we will examine how to expand the index to address other aspects, such as equality before the law and political equality.

The index focuses this year on five central areas of life: education, health, employment, social welfare and housing. The Equality Index is, in fact, a weighted index of aggregate indexes that are calculated for each of the five areas, based on data collected for each separate area.

Information sources, data collection and methodology

As noted, the Equality Index is based on existing data that is collected by government ministries, the National Insurance Institute and the Central Bureau of Statistics. The advantages of using this database include the relative availability of this data and the fact that government institutions do not doubt the reliability of this data, since they were the ones responsible for collecting it.[4] Thus, we hope that this will make

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3   A complete list of the experts can be found on page 2.
4   Our decision to use the data collected by state authorities does not express complete agreement with the methods of collection the authorities use, the assumptions that guide them or their attitude toward the Arab population in Israel.

our work easier vis-à-vis the various government institutions and that we can make effective use of our personnel to periodically reassess the variables.

In cases in which the data available to us was based on an individual municipality and not an average of all of the municipalities, we used a sample of 11 pairs of communities, with each pair comprised of an Arab community comparable to a Jewish community in the same region with a population of similar size.[5] The data was selected upon the advice of the experts who designated indicators through which it is possible to reflect the disparities between Jews and Arabs, monitor the government activity in each area, and identify trends and changes over time[6]

In order to reinforce the validity and credibility of the Equality Index, the current analysis only includes indicators for which there were at least five observations between the years 2000-2005. At the stage of calculating the aggregate indexes, an equal weight was given to each indicator since it is not possible to absolutely determine the relative importance of each indicator.

In its presentation of disparities, the Equality Index follows the relative approach to assessing equality. According to this approach, the gaps in equality should be measured by examining the share of the pie of resources each group in the general population receives relative to its size. Thus, the Equality Index examines the relative gap between the percentage of Arabs in the population (19.6%)[7] and their actual share in the indicators in the analysis. Similarly, the relative gap between the percentage of Jews in the general population and their share in these indicators was examined. By comparing these two values, it is possible to learn whether there is a disparity in favor of one of the population groups. This disparity, for each indicator, was statistically processed via a standardization method that enables comparison of data that is measured in different units.

From a numerical perspective, a statistical function delimits the index values to numbers ranging from -1 to 1, as is customary in various indexes in the world. The

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5   The complete list of sample communities can be found on page 34.
6   The complete list of indicators and indexes can be found on page 84.
7   This figure includes the Palestinian residents of East Jerusalem. While they are not citizens of the state but only residents (they do not hold Israeli passports), they are included in the index because most of the data from the Central Bureau of Statistics includes them, and it is not possible to separate them when analyzing the data.

numerical significance of the index values is as follows: the value 0 represents the point of absolute equality, in which there is full equality between Jews and Arabs. The closer the index value is to 1, the greater the inequality in favor of the Jewish population, and the closer the index value is toward -1, the greater the inequality in favor of the Arab population.

It is important to emphasize that the index values are **not** measured in percentages, but rather in standardized units of the disparity between the relative proportions of the two populations. This means that in a specific area an index value of 0.111, for example, is likely to reflect disparities of tens of percentage points in certain indicators and only several percentage points in other indicators. Thus, while the index provides clear information about the existence and direction of a disparity, the full significance of the index values is revealed when compared to the values of other indicators or to previous periods, and on the basis of interpretation by those familiar with the data used and the fields surveyed.

Results of calculating the aggregate indexes
Diagram 1 (below) presents the five aggregate indexes, calculated from a study of the fields of education, health, social welfare, employment and housing.

Aggregate index values for education, health, social welfare, employment and housing for 2005

Diagram 1

Housing Index	0.1446
Health Index	0.2076
Education Index	0.3420
Employment Index	0.3882
Social Welfare Index	0.4418

-1.0 -0.9 -0.8 -0.7 -0.6 -0.5 -0.4 -0.3 -0.2 -0.1 0.0 0.1 0.2 0.3 0.4 0.5 0.6 0.7 0.8 0.9 1.0
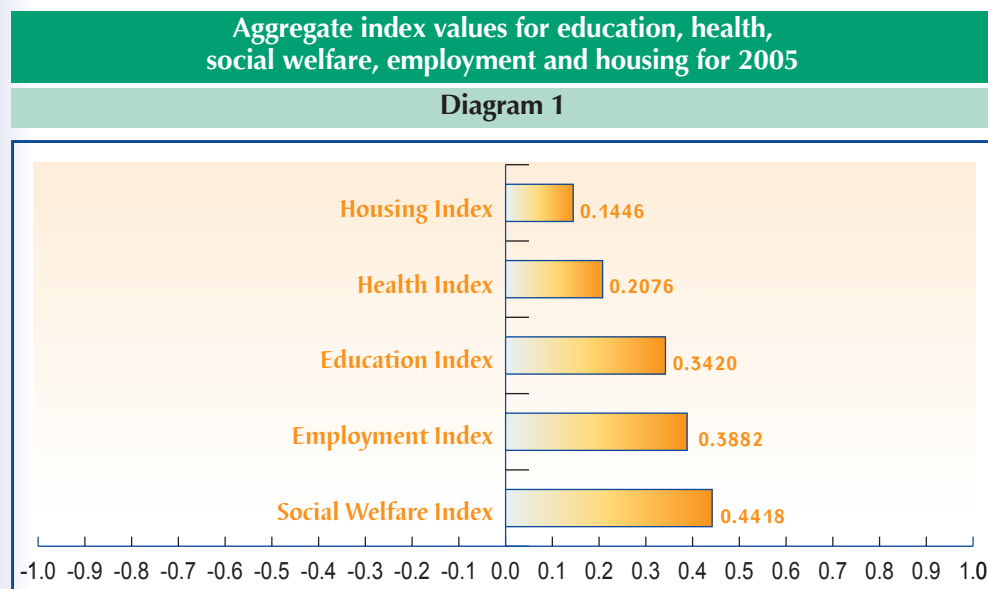
As evident in Diagram 1, all of the aggregate indexes show inequality in favor of the Jewish population. In the fields of social welfare, employment and education, the gaps are extremely wide, while in the fields of health and housing the values of the aggregate indexes are lower. However, it is important to emphasize that all of the values of the aggregate indexes represent substantial disparities in equality. In this context, it is fitting to address the aggregate index value in the area of housing, which is relatively low. This is partly attributable to the lack of availability of complete data (such as the size of the home in square meters, the standard of development in the residential area, the use of land in the relevant years, and so on). But, due to various internal and external factors, there is also inequality in favor of the Arabs in some of the indicators – though this does not reflect a higher standard of living in the area of housing. For these reasons, the third chapter of the report engages in a more in-depth review of the housing situation, including the use of land, in order to provide a comprehensive interpretation of the index findings.

The weighted Equality Index

The overall Equality Index was calculated by assigning a weight to the five aggregate indexes in the fields of education, health, social welfare, employment and housing. The weight of each of the aggregate indexes in the Equality Index was determined by the national outlay (the sum of public and private expenditure) in each of the fields. This is because both the public expenditure and private expenditure in these areas reflect the allocation policy in accordance with budget constraints and the scale of priorities, and thus express the importance assigned to each field in the everyday practice of the general population. Table 1 (p.18) displays the method of calculating the weighted index, while the illustration that follows it graphically portrays the value of the Equality Index for 2006.

Table 1: Calculating the weighted index, Equality Index 2006*					
Area	Aggregate index value	National outlay (million NIS)**	% of national outlay	% of weighted index	Weighted share
Education	0.3420	45,293	20.6%	24.7%	0.0704
Health	0.2076	44,090	20.0%	14.6%	0.0416
Housing	0.1446	64,583	29.3%	14.9%	0.0424
Employment	0.3882	10,901	5.0%	6.8%	0.0192
Social welfare	0.4418	55,290	25.1%	39.0%	0.1110
Total		220,157	100.0%	100.0%	0.2845

*The 2006 Equality Index relates to data collected between the years 2000-2005.

**Approximately NIS 4.3 = $1
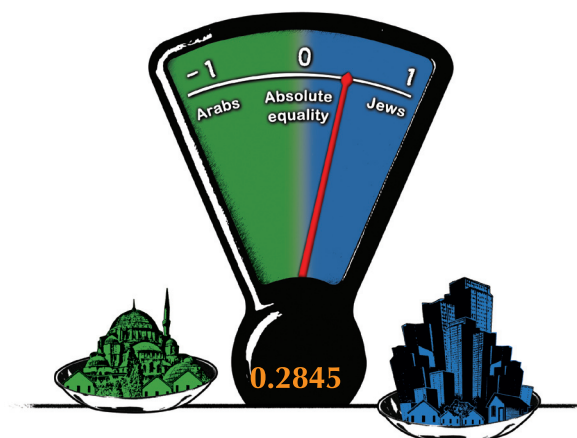
As shown in Diagram 1 and in the illustration, the weighted Equality Index points to a clear and salient gap in favor of the Jewish public. The Arab public is at a distance of 0.2845 from its relative position according to its weight in the population, if there were equality between Jews and Arabs.

At this stage, we are unable to compare this figure to the situation in the past because this is the first year of the Equality Index. However, a periodic review of the index fields will enable active monitoring of the various changes and trends in the overall situation.

The Equality Index – What do we do with it?

Even before its publication, the index was presented to the relevant government offices that deal with the fields studied in the index. Based upon the responses from these offices, and supported by in-depth research in each of the fields and the findings of the Equality Index, Sikkuy will submit to the various government ministries during the coming year policy plans for eliminating the disparities that are supported by the findings of the Equality Index. The Equality Index is also presented as a service to the public at large, to the media and to civil society organizations in order to increase awareness of the disparities that exist and to strengthen the public discourse on this issue.

The Sikkuy Report for 2006 is entirely devoted to presenting the Equality Index – its rationale, its structure and its various findings. The report is divided into three parts: **The first** deals with the essence of equality and specifically with the Equality Index of Jewish and Arab citizens in Israel.

The second part is comprised of five chapters describing the formulation of the aggregate indexes and the data used in the fields of housing, health, education, employment and social welfare, respectively. The order of the chapters is by aggregate index value, from the lowest to the highest.

The third part presents the weighted Equality Index. At this stage, the report does not include recommendations for programs aimed at eliminating the current situation. Such programs will be detailed separately, for each field, as a follow-up to publication of the Equality Index.

Part I. Theoretical and Methodological Background

Chapter 1: Theoretical Background

"A primary goal of the state's activity should be to attain true equality for the Arab citizens of the state" (Or Commission Report, page 767).

1. Equality

A. What is Equality?

The value of equality derives from the basic assumption that men and women share a common denominator that entitles them to live in dignity.

The right to human dignity is identical for all human beings, regardless of differences in wealth, ethnic origin, nationality, religious belief, gender, sexual orientation, genetic heredity, health, culture and more. But the recognition of diversity, in all its components, also derives from this same basic human right to live in dignity. Human beings are born into different circumstances of life, with various levels of control over the course of their lives. Therefore, the implementation of basic rights requires addressing the entire range of resources available to a society and the way these resources are allocated between its members (Zalta, 1998).

The principle of equality finds expression in two central aspects: formal equality, which means equal treatment for equals – that is, people with the same relevant characteristics receive equal treatment or equal allocation of socio-economic resources; and substantive equality, which mandates different treatment for different people. Substantive equality emphasizes the outcomes: In order to provide equal opportunities to people, despite their different characteristics, the society should provide them with the necessary tools and means to develop and fulfill their abilities, sometimes by instituting affirmative action that encourages equality as a final result.

B. Why equality?

The centrality of equality as a human value derives from both ethical and

utilitarian motives. From the ethical-moral aspect, equality is perceived as a natural right of every individual in society. Equality constitutes a necessary condition for preserving the value of human dignity, and the identity of individuals and groups in the society. Moreover, equality is necessary for the very existence of democracy as a system of government. In Israeli judicial rulings, equality is defined as a basic value in a democratic society and as one of the pillars of the democratic regime. As such, equality constitutes the anti-thesis of government arbitrariness (Or Commission Report, pages 43-53; HDR, 2005).

From the utilitarian perspective, equality is emphasized in the professional literature as an essential means of promoting the level of human ability and performance in the various fields of life, such as economics, education and health. Many studies have shown that discrimination and substantial socio-economic gaps are detrimental to achievements in all fields (HDR, 2005).

Equality is essential for coalescing and maintaining societal consensus. On the other hand, a feeling of discrimination erodes social stability and solidarity (Or Commission Report, page 43; HDR, 2005).

C. The State of Israel's commitment to equality between its Jewish and Arab citizens

"According to the principle of equality, a public authority in the State of Israel is prohibited from discriminating. That is, it is prohibited for it to adopt a different attitude to equal [I don't have the Hebrew in front of me, but not sure where you got "equal" – maybe: disparate attitude toward different people] people without a justified reason for doing so. This prohibition applies to every action of the government, including the distribution of budgets, the allocation of other resources, appointments to positions, and any other action. The public authority is regarded as the trustee of the entire public" (Or Commission Report, page 35).

Ethnic-cultural-national divisions inherently tend to pose challenges for liberal -democratic- governments. Ignoring these challenges is liable to threaten the solidarity, stability and even the very existence of the democratic regime (Dahl,

1998). Undoubtedly, this is even truer in the case of Israel, which defines itself as a Jewish democratic state.

There are those who believe that there is a basic contradiction between the two components of this definition (Jewish and democratic). The argument is also made that ethnocentric considerations often serve to harm the level of equality between citizens of state and the extent of its democracy (Smooha, 2004; Yiftachel, 2005). Despite these disagreements, it can said that in light of the fact that equality is a seminal value in any democratic regime, the State of Israel, by virtue of defining itself as a democratic state, is committed to equality between all of its citizens, Jews and Arabs alike.

The principle of equality derives its validity from founding and constitutional documents, from Knesset legislation and from rulings by the High Court of Justice. During the years of the state's existence, equality has become established as a powerful moral principle that serves as the basis for court oversight of government institutions. In many cases, government actions have been overturned when they were determined to be discriminatory (Or Commission Report, 2003).

The principle of equality is also anchored in many international declarations and conventions to which the State of Israel is a signatory: for example, the Universal Declaration of Human Rights, the UN Covenant on Civil and Political Rights, the UN Covenant on Economic, Social and Cultural Rights, the UN Convention on the Elimination of All Forms of Racial Discrimination, and the covenant of the International Labor Organization.

For example, in the introduction to the UN Convention on the Elimination of All Forms of Racial Discrimination, to which Israel is a signatory, it is written:

"The States Parties to this Convention,
Considering that the Charter of the United Nations is based on the principles of the dignity and equality inherent in all human beings, and that all Member States have pledged themselves to take joint and separate action, in co-operation with the Organization, for the achievement of one of the purposes of the United Nations which is to promote and encourage universal respect

for and observance of human rights and fundamental freedoms for all, without distinction as to race, sex, language or religion,

Considering that the Universal Declaration of Human Rights proclaims that all human beings are born free and equal in dignity and rights and that everyone is entitled to all the rights and freedoms set out therein, without distinction of any kind, in particular as to race, color or national origin,

Considering that all human beings are equal before the law and are entitled to equal protection of the law against any discrimination and against any incitement to discrimination..."

2. The problem of inequality between Jews and Arabs in Israel

"The Arab citizens of the state live in a reality in which they are discriminated against as Arabs, The lack of equality has been documented in a large number of surveys and professional studies, affirmed in court rulings and government decisions, and expressed in reports by the state comptroller and in other official documents" (Or Commission Report, page 33).

Some argue that the situation of the Arab citizens is very good relative to their situation in the past and compared to the situation of Arabs in neighboring countries. We reject this argument because the resources the state allocates should be divided equally between all of the citizenry, regardless of the standard of living in neighboring Arab countries; and the disparities between Jewish and Arab citizens should be duly erased by right and not as an act of benevolence (see the Or Commission Report, page 95).

Despite various public initiatives that have led to the narrowing of the gaps in certain areas, especially during the period of 1992-1996, the disparities between the populations are still large. The discrimination between Jews and Arabs is reflected in the level of income, education, accessibility of municipal services, representation in the public and business sectors, and the lack of fair representation in the elected bodies and centers of power in the state (Smooha, 2004).

In reviewing the inequality between Jews and Arabs in Israel, we will focus on three main aspects of citizenship: equality before the law, equality in the political arena, and socio-economic equality. Many researchers emphasize the reciprocal

relations between these three aspects (Dahl, 1998; Ben David, 2003; Shye, Dahan, Dvir and Mironichev, 2000; HDR, 2005). This interdependence creates a series of vicious circles that can only broken by a public policy that promotes equality. Inequality before the law increases socio-economic and political inequality; the level of equality on the socio-economic scale has direct and indirect ramifications on the level of equality in the political systems, and so on.

A. Discrimination before the law

Equality before the law includes two aspects: equality in the language of the law, and equality in enforcement of the law (Gavison, 1999). The Arabs in Israel are discriminated against in both categories, as made evident below:

Discrimination by force of law: Discriminatory legislation can be expressed explicitly or implicitly. Overt discrimination proclaims that a clear and unequivocal advantage is to be given to the interests of one group over another group. This type of discrimination exists in the Law of Return, the Law of Jewish National Institutions, and in the articles stating the objectives of the State Education Law and the Broadcasting Authority Law.

In addition, there are laws or regulations that are ostensibly egalitarian, but actually foster discrimination, when the outcomes of the law are examined. One of the salient examples of this hidden discrimination is the practice of making various benefits conditional upon military service. Participation in military service is used as an instrument of discrimination between Jews and Arabs in crucial areas such as education, housing and employment. For example, the Mifal Hapayis national lottery grants scholarships to students who served in the IDF; those serving in the IDF receive loan benefits when purchasing an apartment; and IDF veterans receive priority in the allocation of university dormitories. Another example of hidden discrimination is in the declaration of "national priority zones," which are entitled to a series of significant benefits and discounts while excluding Arab communities from this category (Gavison and Abu-Rih, 1999).

Discrimination in law enforcement: Arab citizens accused of security offenses are tried in military courts. Jewish citizens accused of the same type of offenses are tried in civilian courts. In addition, studies show that there are clear differences

in the sentencing policy for Jews and Arabs, in all types of offenses (Gavison and Abu-Rih, 1999).

B. Inequality in the political arena
The question of equality in the political arena addresses two main dimensions: the right to vote and equality of political power.

The equal right to vote: Every person has the right to vote and each person's vote is of equal value (Dahl, 1998; HDR, 2005). In this respect, equality exists between Jews and Arabs.

Political power: The government should do its utmost to encourage the ability of individuals and groups to effectively participate in the decision-making process. Pursuant to this goal, it should ensure access to information and decision-making on issues that are on the political agenda, or enable the possibility of making changes to the agenda itself (Dahl, 1998; HDR, 2005).

Fair representation in the institutions of government is likely to promote both access to information and the opportunity to make an impact at various junctions of decision-making. The proportion of Arabs among civil servants and employees of government companies is not commensurate with their share in the population, and their representation is even lower in the senior ranks. Similarly, the proportion of Arabs on the boards of directors of government companies is very low (Haider, 2005).

C. Socio-economic inequality
Socio-economic equality places the emphasis on the attempt to reduce the material inequality existing in the society. The disagreements on the issue of socio-economic equality focus mainly on the extent and method of intervention by government institutions in the economy and society, aimed at reducing disparities through various political measures such as: reallocation of income and property, tax reform, instituting an egalitarian system of education, social security, and so on. We will review below a number of expressions of inequality in the socio-economic field.

1. **Inequality in employment, income and poverty**
   Employment figures in Israel show a clear and significant disparity between Jews and Arabs. The rate of participation in the workforce by Arabs (especially Arab women) is lower; the unemployment rate is higher; and Arab workers tend to work in lower level jobs – both in terms of the professional level and salary (Ben David, Ahituv, Levin-Epstein and Stier, 2004).

   Disparities in income and family size, along with the ongoing cutbacks in various social welfare benefits, have generated a process of increasing gaps between Jews and Arabs in the incidence of poverty. Data from the National Insurance Institute also indicates a disparity between the two sectors in the number of people escaping from poverty after taking into account transfer payments and taxes. (Achdut, Cohen and Endblad, 2006).

2. **Disparities in social welfare services in the community**
   Social welfare services are provided through the social welfare departments in local municipal authorities. Discrimination in government allocations to local authorities and the limited capability of Arab localities to collect local taxes and generate revenues in other ways leads to a shortage of professional personnel and monetary resources available for the social welfare departments.

3. **Discrimination in allocation for education and gaps in the level of education**
   Disparities in the array of educational inputs: The school system for the Arab population suffers from discrimination in all of the resources provided to it. Arab schools are discriminated against in the allocation of teaching hours in all stages of education. There is a disparity in the quality of teaching personnel and the quality of support services such as tutoring lessons, special education, educational and psychological counseling. In addition, there are disparities in the quality of the learning environment: classrooms that meet standards, sports facilities, laboratories, computers and libraries.

   The resources invested in Arab education are sparse, and the policy that shapes the learning content is determined without almost any participation of the Arab citizens. This is reflected in the low output of the system in terms of achievement and low level of satisfaction with this system on the part of the Arab public.(Abu Asbah, 2004).

The Ministry of Education extends special assistance to students in communities that are socio-economically weak by categorizing these communities as "national priority." The Arab communities are not included in this category, though most of them meet the criteria. (Abu Asba, 2004). The High Court of Justice ruling 11163/03 (February 27, 2006) stated: *The government decision regarding the definition of national priority zones is inconsistent with the principle of equality, because its results lead to unacceptable discrimination against members of the Arab sector in fulfilling their right to education, thus making it illegal."*

Dropout rates: There is a disparity in the dropout rates from the education system, from kindergarten through high school, including special education frameworks, tutoring, enrichment programs and vocational education.

Achievements in education: Disparities in this field can also be found in every possible area, including disparities in results on international and national exams, in the percentage of students taking matriculation exams and in the rate of success on these exams. In addition, there is a wide gap in the percentage of those with matriculation certificates that meet the entrance requirements of the universities, in the proportion pursuing higher education, in the rate of acceptance for studies and in the percentage completing academic degrees.

4. **Health**

Arabs are more exposed than Jews to health problems and risk factors such as smoking, obesity, heart disease and stroke. Even though Arabs have a lower incidence of cancer than Jews, the mortality rate among cancer patients is higher among Arabs. The life expectancy of Arabs is lower and the rate of infant mortality and mortality in general, is higher (Trevia, 2005).

Studies indicate that socio-economic disparities (primarily the level of education and level of income) are a major factor behind the gap in the level of health of Jews and Arabs. There are those who also point toward other possible reasons (such as culture and awareness), but when one eliminates the influence of the standard of living on mortality, no clear difference is found between Jewish communities and Arab communities (Chernichovsky, Elkana, Anson and Shemesh, 2003; Trevia, 2005).

5. **Discrimination and inequality in land resources, planning and development**

"In addressing the Arab sector, the great importance of the subject of land is well-known… it is difficult to ignore the strong emotional dimension accompanying this issue. However, the [emotional] baggage and national contexts do not diminish the state's obligation to act toward its Arab citizens according to appropriate principles of distributive justice… The state is obligated to allocate land to it [the Arab sector] according to equal models and principles, as it does to other sectors" (Or Commission Report, pages 767-768).

Massive land expropriations in the past, the failure to establish new Arab settlements (with the exception of Bedouin-Arab towns in the Negev) and the restrictions on expanding existing communities – have created an ongoing sense of historic injustice. In municipal areas, there are no legal restrictions on the right of Arabs to purchase or lease land (with the exception of Keren Kayemet-JNF land), but Arabs seeking to move to Jewish cities encounter open opposition on the part of Jewish residents (Khamaisy, 2004; Yiftachel, 2000). In addition, Arab communities have never been earmarked for development. On the contrary, they are perceived as communities whose expansion should be restricted and whose numbers and geographic scope should be reduced. Thus, substantial population growth in Arab communities has led to a disorganized process of urbanization on a shrinking amount of land.

Only in the 1990s did an orderly planning process begin in Arab communities. But it has failed so far to provide suitable planning solutions for local development needs, which are growing rapidly.

Chapter 2: The Equality Index of Jewish and Arab Citizens in Israel

1. Why an index?

During the past two decades, indexes have become widely used as tools for monitoring progress and tracking policies. The United Nations initiated the Human Development Indexes, which measure the disparities in the level of human development between and within countries.

In the United States, the National Urban League initiated the Equality Index of blacks and whites. In Europe, efforts have begun to develop an index of gender equality, aimed at gradually closing the gaps between women and men in all fields. The European Inclusion Index is designed to monitor the immigration policies in the various European countries in an era when the phenomenon of labor migration is expanding.

In Israel, there are a number of indexes that monitor social and political phenomena, including: the Peace Index (of the Tami Steinmetz Center for Peace Research), the National Strength Index (of the University of Haifa's National Security Studies Center), the Democracy Index (of the Israel Democracy Institute) and the Social Strength Index (of the Social Security Council).

These four indexes are based on surveys that enable the tracking of general trends of change in Israeli society. Though they address some points related to the Jewish-Arab divide, their purpose is to provide a general picture of Israeli society.

The Central Bureau of Statistics periodically ranks the local authorities in Israel according to a socio-economic index. This index is intended to be used as an instrument to help shape the central government's policy of allocating resources to the local authorities, and also serves as a tool to define needs and expose disparities between local authorities. The index is mainly used by the Ministry of Interior in setting regular budgets, as well as development and physical planning budgets. Other ministries engaged in socio-economic fields (the Ministry of Industry, Trade and Employment, the Ministry of Education and the Ministry of Construction and Housing) also make use of the index.

In 2003, Professor Sammy Smooha of the University of Haifa launched the Index of Jewish-Arab Relations. The goals of the index are to monitor the views of Arabs and Jews regarding the state of relations between them: how they perceive their status in the state and their relations with the members of the other national group. In addition, the index tracks long-term trends in the views and mutual perceptions of Jews and Arabs (Smooha, 2004). The Index of Jewish-Arab Relations is also based on surveys and public opinion polls; it is important in providing a situation report regarding the subjective aspects of Jewish-Arab relations in Israel.

The current index, the Equality Index of Jews and Arabs, does not examine opinions, feelings, consciousness or moods. Instead, it focuses on material matters that can be quantitatively measured. In reality, there are complex, reciprocal relations between objective and subjective factors, but for practical reasons we are compelled to create an artificial division between the categories.

2. The objectives of the index

The discrimination between Jews and Arabs is deeply imprinted in the structure and institutions of the society. In order to eliminate it, a general mobilization of the society is needed, at all levels and in all institutions. Consequently, there are two main target audiences for the index: government institutions, on one hand, and the general public, on the other hand. In addition to monitoring and lobbying government institutions, there is a need for a process of greater public awareness of the destructive consequences of discrimination and inequality, as well as the empowerment of those who suffer from discrimination so that they can more effectively defend themselves against it.

Therefore, the Equality Index is designed to serve four main purposes:
● To serve as a tool for tracking government policies and their results.
● To set short-term and long-term objectives for closing the gaps.
● To monitor the state of disparities between Jews and Arabs at a given point in time and in the long-term.
● To influence public opinion by raising awareness and promoting support and commitment for equality

3. Characteristics of the index

There are two main approaches for measuring inequality: the absolute approach and the relative approach.

According to the absolute approach, a need or goal is defined, and the index determines how close the target groups are to achieving it.

According to the relative approach, population A is compared to population B, with one of the population groups (usually the stronger one) serving as the reference group.

We believe that the relative approach is the appropriate one for assessing the state of equality between the Jewish and Arab citizens of the State of Israel, because it focuses on the state's commitment to allocate its resources in an equal way to all of its citizens, without distinction of religion, race, nationality or gender. This approach rejects the comparison of the condition of the Arabs of Israel to that of Arabs living in other countries. Thus, in the Equality Index presented below, the Jewish population serves as the reference group, and the index examines each group's share of the pie of resources.

When formulating the components of the index, we focused on the following needs and considerations:

1. Data and indicators on which there is broad consensus.
2. Identifying trends and/or fluctuations and changes over time.
3. The index should express the extent of relative inequality among the population under study in a multidimensional way.
4. Standard statistical characteristics of indexes of this type.
5. A high positive/negative correlation with variables that comprise it and/or with additional variables that measure the same fields.
6. Characterized by an ability to predict changes in the state of equality/inequality.

4. Structure of the index and the process of developing it

A. Selected fields

Through the index, we seek to present as broad a picture as possible of the state of equality/inequality between the Jewish and Arab citizens of the State of Israel in the three main spheres of citizenship: equality before the law, equality in the political arena, and socio-economic equality. This, of course, is done within the limitations of the data available to us. The index will focus this year exclusively on the socio-economic aspect, offering a tool for comparing Jews and Arabs in the following fields: education, social welfare, health, employment, housing and land use.

B. The index population

Most of the data from the Central Bureau of Statistics (CBS) appears in three categories of population groups: 1. Arab citizens of the State of Israel and residents of East Jerusalem; 2. Jewish citizens of the State of Israel; 3. Others.

Due to these limitations in the available data, the Equality Index addresses two population groups: Arabs and Jews. The first category comprises the Arab citizens of Israel (Muslims, Christians, Bedouins and Druze), including residents of East Jerusalem. The second category comprises Jews and those of other religions who are not Arabs (non-Arab Christians, immigrants registered by the Ministry of Interior without a religious affiliation, Lebanese who have become Israeli citizens, Buddhists, Hindus and Samaritans).

C. Indicators and variables: their nature and the selection process

In order to choose indicators on which there is the broadest agreement in terms of reflecting the dimensions of the disparity and assessing the implementation of policy, Sikkuy consulted with two experts in each of the five fields of the index (education, employment, health, housing and social welfare). The experts were asked:

1. To describe the current situation, the problems, the obstacles and general trends in Israel in each field, while specifically addressing the situation of Arab citizens versus Jewish citizens.
2. To define the primary barriers to equality.
3. To note the indicators reflecting the disparities between Jews and Arabs and through which the activity of government authorities can be monitored.

Referring to the expert's recommendations, the Equality Index team checked the availability and continuity of data for the proposed indicators in each field and, accordingly, the most relevant ones were selected to reflect the inequality between Jews and Arab in the present and over time.[8] The selected indicators and variables primarily describe the output in each of the selected fields. In some cases, this also includes the system's output. Together, this provides the broadest possible picture of the components of the pie of resources and they way these resources are divided between Jews and Arabs.

D. Data sources

The index is based on official, off-the-shelf data of government ministries, the National Insurance Institute and the Central Bureau of Statistics.

E. Sample of communities

Not all of the data available to us is presented in an aggregate manner, and some of the data is published according to community. In these cases, a sample of communities is used that encompasses eleven pairs of communities (one Jewish and one Arab) that have populations of similar size and belong to the same geographic region (see Table 2, p.34).

5. Aggregate indexes[9]: education, health, employment, housing and social welfare

An aggregate index is needed in order to quantitatively assess the extent of equality/inequality between Jews and Arabs in each of the selected fields with an appropriate combination of the indicators and variables. The aggregate index gives appropriate weight to each variable and to each population group, and takes into account the differential between the two population groups in regard to each indicator and/or variable.

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8   The full list of indicators and indexes appears in the Statistical Appendix on page 84.
9   The full list of indicators and indexes appears in the Statistical Appendix on page 84.

Table 2: Communities that served as a sample for part of the index's calculations

District	Jewish Communities		Arab Communities	
		Population– 2005 (thousands?)		Population– 2005 (thousands?)
Northern	Nahariya	49.8	Nazareth	64.3
	Migdal Ha'emek	24.7	Sakhnin	24.4
	Hatzor Haglilit	8.4	Ein Mahl	10.6
Haifa	Kiryat Motzkin	39.8	Umm al-Fahm	41.1
	Binyamina – Givat Ada	10.2	Jisr A-Zarqa	11.1
Tel Aviv and Central	Rosh Ha'ayin	36.9	Taibeh	33.0
	Kiryat Ono	25.4	Tira	20.7
	Yehud – Neveh Ephraim	25.2	Kalansawa	16.9
Jerusalem	Kiryat Ya'arim	3.1	Abu Ghosh	5.7
Southern	Dimona	33.5	Rahat	38.9
	Yeruham	8.6	Kseifeh	9.9

Standardization of the variables: Since the values of the variables include different units of measurements (shekels, people, years, square meters, etc.) there is a need to standardize them. Therefore, we transposed the variable values into percentages relative to the weighted average of the two populations.

The Arab population comprises 19.6% of Israel's population; thus, for there to be equality with the Jewish population, the Arab population should have 19.6% of the pie of resources at its disposal. If less than this is available to it, then it means that the Arab population is being discriminated against, and vice versa. Subsequently, standardization was implemented – this time to units of standard

deviation, thus expressing the differential between the two population groups in regard to each and every variable.

Index values: The values of the index range from 1 to -1, with the value 0 expressing absolute equality between Jews and Arabs. As the value moves toward 1, the index expresses a greater level of inequality in favor of the Jews. Conversely, as the index value moves toward the value of -1, it indicates greater inequality in favor of the Arabs.

6. The weighted index

The weighted index from the five aggregate indexes expresses the distance of the two population groups from the point of equality. Each of the aggregate indexes is weighted according to the relative share of each of the five fields in national expenditure.

The national outlay includes the total of all investments by public entities (the central government, local governments, non-profit organizations), in accordance with their policies and priorities, as well as the total of all private expenditure (households and individuals) in the various fields, in accordance with their abilities and preferences. It turns out, therefore, that the national outlay expresses the final balance between, on one hand, public and private allocations, and, on the other hand, the actual resources – that is, the test of results in each of the fields combined. Therefore, the assigning of a weight to the aggregate indexes in each field in accordance with its share of the national outlay expresses the weight of each of the various fields in public financing policies and priorities, and the preferences and capabilities of private financing.

Part II: The Aggregate Indexes in the Various Fields

Chapter 1: The Housing Index

Housing

The right to a suitable dwelling is a natural right anchored in numerous international conventions. The availability, price and quality of housing provide an indication of the community's well-being. In addition to being a basic necessity for households and individuals, housing serves as a catalyst for development and growth, and comprises the largest single investment made by individuals and households.

1. Value of the Housing Index

The value of the Housing Index for 2006 is 0.1446 and expresses inequality between Jews and Arabs, albeit the smallest disparity between Jews and Arabs of any of the fields that were examined.

Index	Value
Housing Index	0.1446
Health Index	0.2076
Education Index	0.3420
Employment Index	0.3882
Social Welfare Index	0.4418

-1.0 -0.9 -0.8 -0.7 -0.6 -0.5 -0.4 -0.3 -0.2 -0.1 0.0 0.1 0.2 0.3 0.4 0.5 0.6 0.7 0.8 0.9 1.0
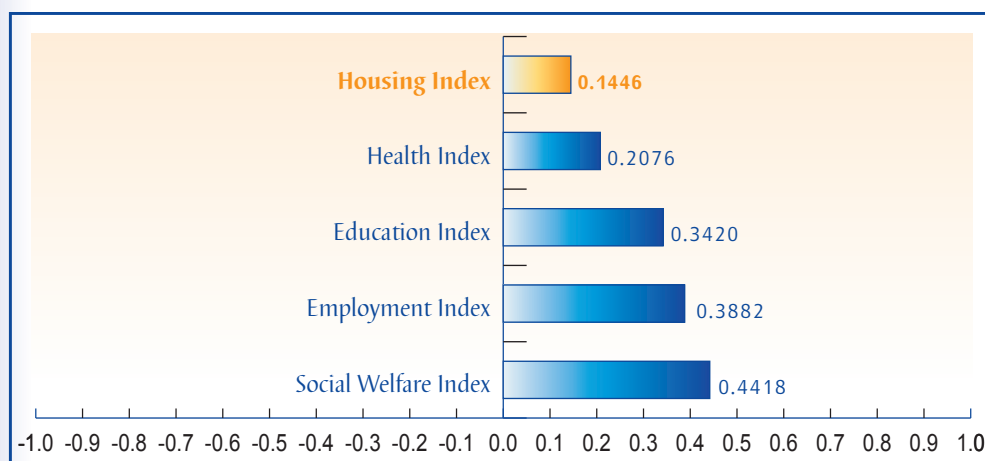
2. Indicators and Variables

In order to examine the level of equality/inequality in the area of housing, a comparative study was made of three indicators (see Table 3, p.37): availability of housing for households, the comfort of housing and the quality of housing. It should be noted that there are other factors that influence the quality and level of housing, but continuous data was not available on these factors, which include:

the size of the apartment (square meters), quality and standard of construction, level of development around the residence, and so on. If, in the future, we can collect continuous data for these areas, we will be able to provide a broader picture of inequality in the area of housing.

Table 3: Indicators and variables for monitoring equality in housing	
Indicator	**Variable**
Availability of housing	1. Rate of home ownership
Comfort of housing	2. Number of rooms in the apartment
	3. Average number of people per room
Quality of housing	4. Average monthly expenditure on housing
	5. Average monthly expenditure on local property taxes

3. Description of Variables

Home Ownership

An apartment is considered the largest and most important asset owned by an individual or household. The percentage of homeowners among the Arab population is particularly high, reaching 92.6%. This compares to 70% among Jews (see Diagram 2, p.38). According to data from the Central Bureau of Statistics, the percentage of homeowners in the bottom decile is 40.3%, compared to 84.4% in the top decile.

Among Arabs, the proportion of home ownership is not significantly affected by the low level of income that characterizes this population. (The rate of home ownership among Arab citizens is even higher than the rate of home ownership in the top decile.) This is attributable, among other reasons, to the private ownership of land and the method of independent construction that is common in Arab communities. Independent construction on private land significantly reduces the costs of construction and enables those with low and unsteady income to proceed in the construction process whenever funds are available. As construction by contractors (as opposed to independent construction) becomes more common in Arab communities and as the reserves of available private land for development shrink – the level of income will have a larger impact on the chances of acquiring a housing unit.

Diagram 2

% Living in Self-Owned Apartments, by Population Group

- Jews
- Arabs

92.6

70.0

100.0
90.0
80.0
70.0
60.0
50.0
40.0
30.0
20.0
10.0
0.0
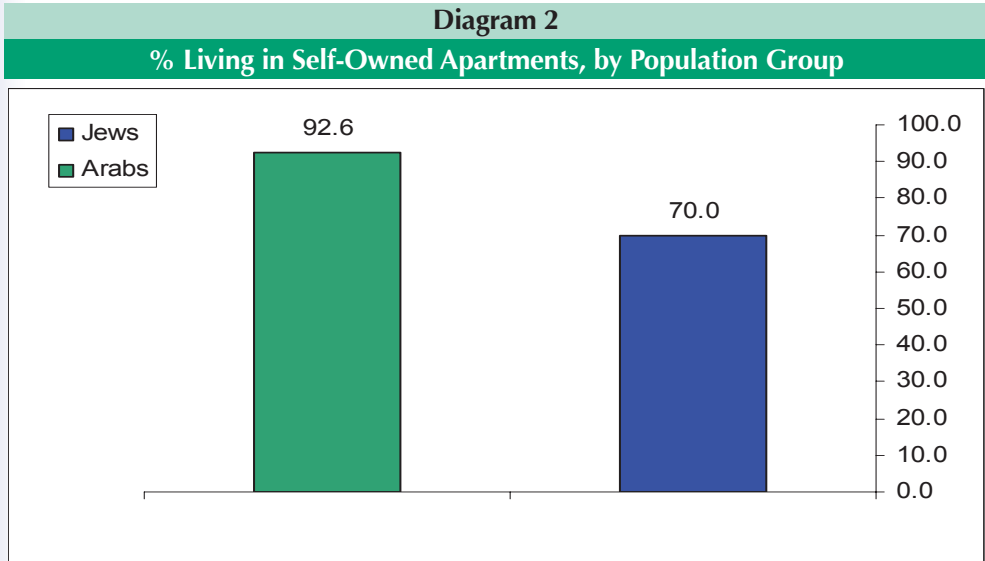
Source: The Central Bureau of Statistics, Statistical Abstract of Israel, 2002-2006

Size of apartment – number of rooms[10]

The average number of rooms in a dwelling in Arab communities is almost identical to the average number of rooms in Jewish communities (4.0 and 3.9, respectively), as shown in Diagram 3 (below).

Diagram 3

Average No. of Rooms in Residence, by Population Group

- Jews
- Arabs

4.0

3.9

4.5
4.0
3.5
3.0
2.5
2.0
1.5
1.0
0.5
0.0
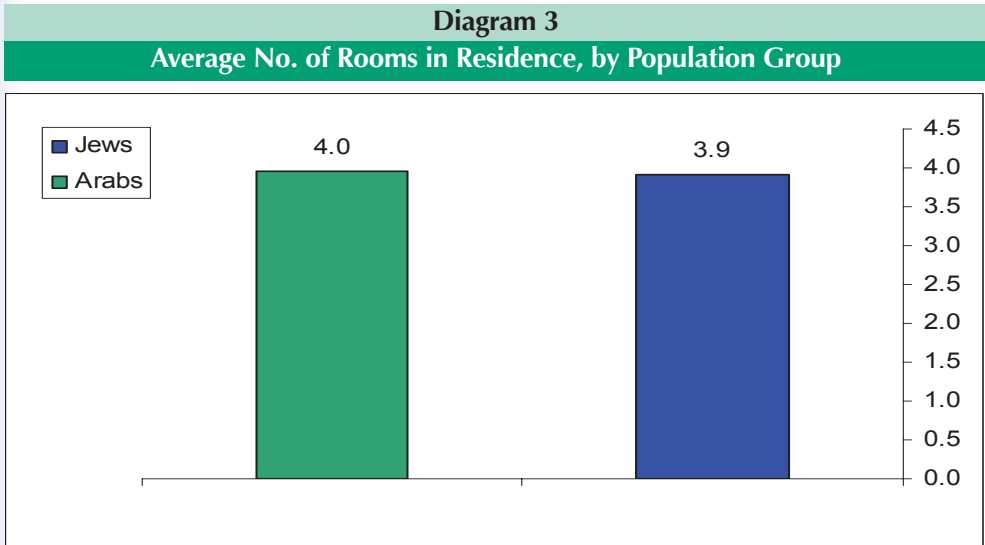
Source: The Central Bureau of Statistics, Statistical Abstract of Israel, 2002-2006

10 The number of rooms includes all rooms that are used by household for residential purposes. It does not include: kitchens, bathrooms, balconies, rooms used exclusively for business or work, and rooms rented to tenants.

Housing density

The density of housing can be measured in terms of area (that is, square meters per person) and by the average number of persons per room. At this stage, due to the data available to us, we used the second measure.

The data shows that housing density among Arabs is higher, and stands at an average of 1.4 people per room, compared to 0.9 people per room among Jews (see Diagram 4, below).

Diagram 4

Average No. of People per Room, by Population Group
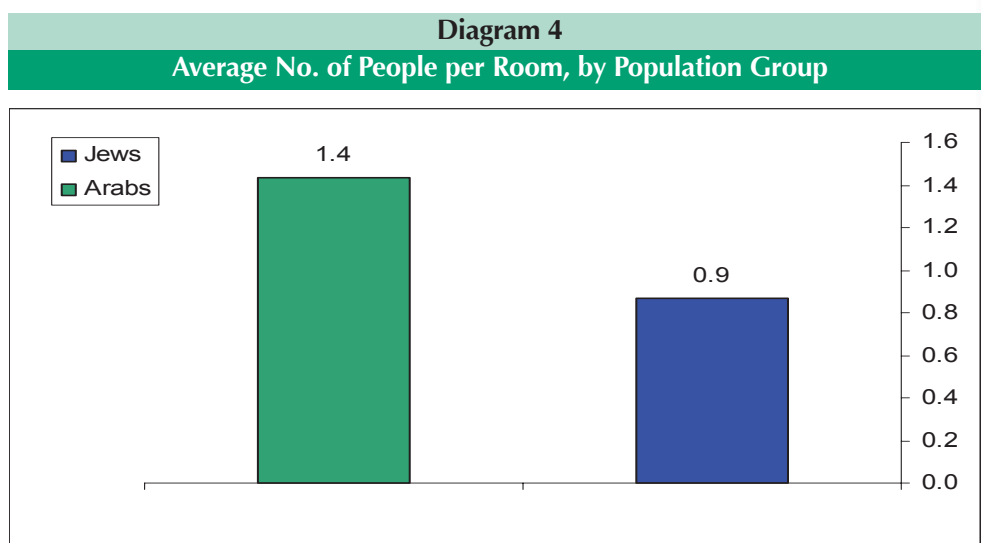
Source: The Central Bureau of Statistics, Statistical Abstract of Israel, 2006
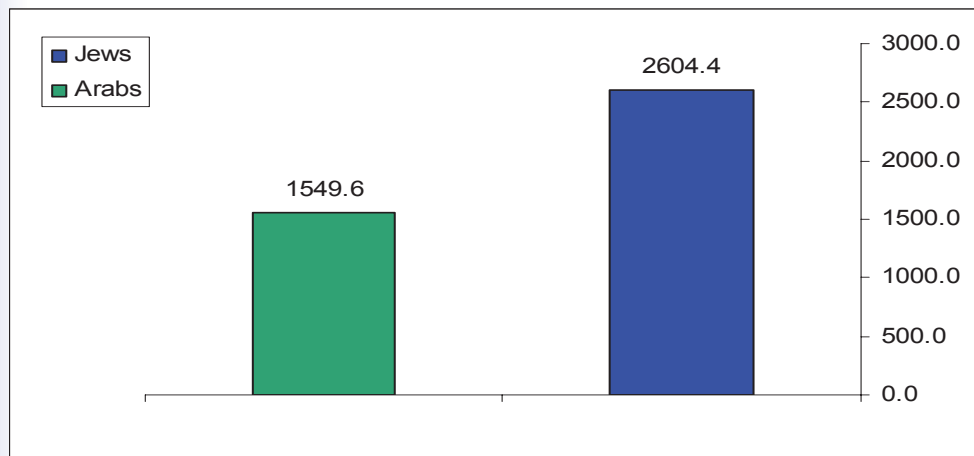
Expenditures on housing

The expenditure on housing services was calculated by the Central Bureau of Statistics by considering the cost of an alternative rental in apartments of similar size in a particular community or region. This variable provides an indication of the quality of housing and the level of its maintenance. As the average expenditure on housing increases, the quality of the housing and its level of maintenance are likely to be higher. The average monthly expenditure on housing services among Arabs is relatively low, comprising about 60% of the expenditure on housing services among Jews (see Diagram 5, p. 40).

Diagram 5

Average Monthly Housing Expenditure per Household, by Population Group (NIS)

Source: The Central Bureau of Statistics, Statistical Abstract of Israel, 2006

Local tax payments

As the average amount of local property tax payments increases, the local authority has greater potential for providing residents with services of higher quality. The average amount of local tax payments depends on both the tax rate per square meter and the potential level of collection. The latter depends on the number of people who receive exemptions from local tax payments due to their inferior economic situation and on the number of people who refrain from paying taxes due to a lack of faith in the national and local systems of government. The average payment of local taxes among Arabs is 82% of the average payment of local taxes among Jews (see Diagram 6, p. 41).

Diagram 6

Average Local Property Tax Payments per Month, by Population Group (NIS)
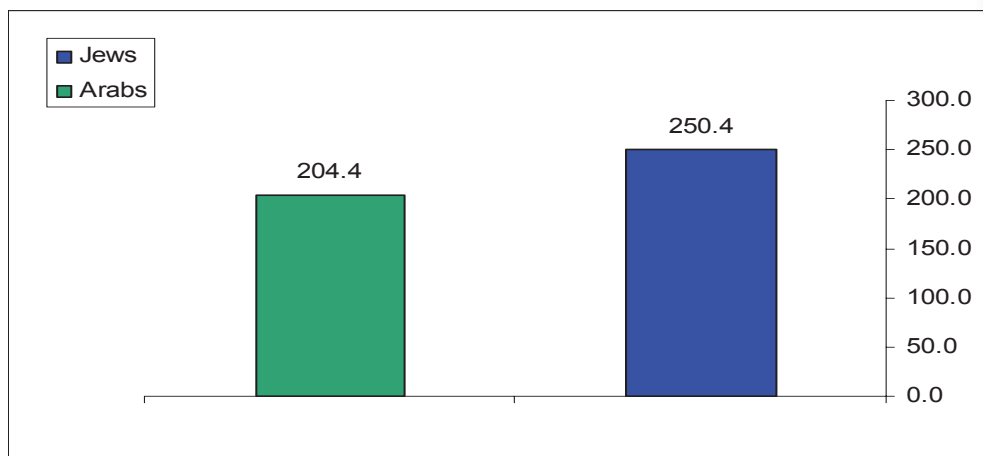
Source: The Central Bureau of Statistics, Statistical Abstract of Israel, 2006

The value of the Housing Index for 2006 stands at 0.1446 and expresses inequality between Jews and Arabs, in favor of the Jewish population.

4. Land Use

People use land for various needs, such as construction, agriculture, forestry, industry and so on. The term "land use" describes the way land is utilized in practice, as opposed to "land designation," which describes the directives of the master plan for future land use.

In 2005, the Central Bureau of Statistics published detailed data on land use, according to locality, as of 2002. Due to the lack of continuous, annual data on land use, we were unable to include this in the index at this stage. However, in light of the importance we attribute to this issue (because of its impact and ramifications on the citizen's well-being in many areas), we decided to publish the data without integrating it into the index at this stage.

The following is a comparative review of land use among Jews and Arabs in the fields of housing, employment, public buildings and open spaces.

Population density and construction density on land designated for residential use in Jewish communities and in Arab communities

The density of construction and the density of population in areas used for housing are higher in Jewish communities than in Arab communities. Diagram 7 (p.43) describes the average number of people per square meter in areas designated for housing in a sample of Jewish and Arab communities. Diagram 8 (P.43) describes the average number of housing units per dunam (1 dunam = 1,000 sq. meters = ¼ acre) in a sample of Jewish and Arab communities.[11]

The Arab communities, which in the not-too-distant past still had a clearly rural character, have been undergoing a process of urbanization during the past two decades. Standards of urban construction are gradually taking hold, including an increase in density and the deployment of urban infrastructure. Current planning policy seeks to densify the built-up area in Arab communities and this makes it difficult to rezone land for construction. This has pushed households to build densely in order to take advantage of the existing area.

The relatively low density in residential areas in Arab communities does not necessarily reflect conditions of comfort. In fact, many Arab communities suffer from a lack of available land for development in general and land for housing in particular. Much of the land in Arab communities is privately owned, and thus the utilization of building rights in areas designated for housing is spread over a longer period of time, in accordance with the construction needs of the land owners. However, there are families who do not have land available for development or do not have any land at all, and they suffer from an increasing shortage of housing due to the protracted planning processes and current planning policy.

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11 See an explanation about the sample of communities on page 33.

Diagram 7

Average No. of People per Sq. Km. in Residential Areas in Jewish and Arab Communities, 2002
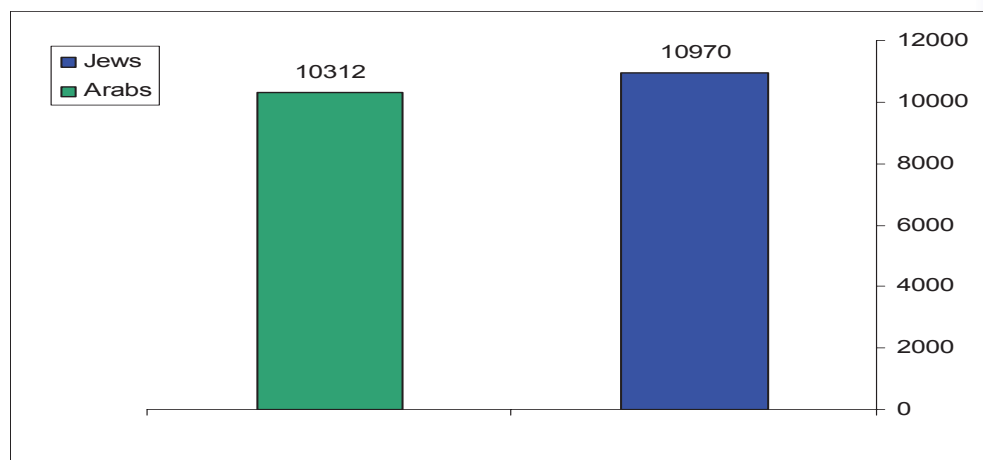
Source: The Central Bureau of Statistics, Local Authorities in Israel 2003, September 2005

Diagram 8

Average No. of Housing Units per Dunam in Jewish and Arab Communities, 2002
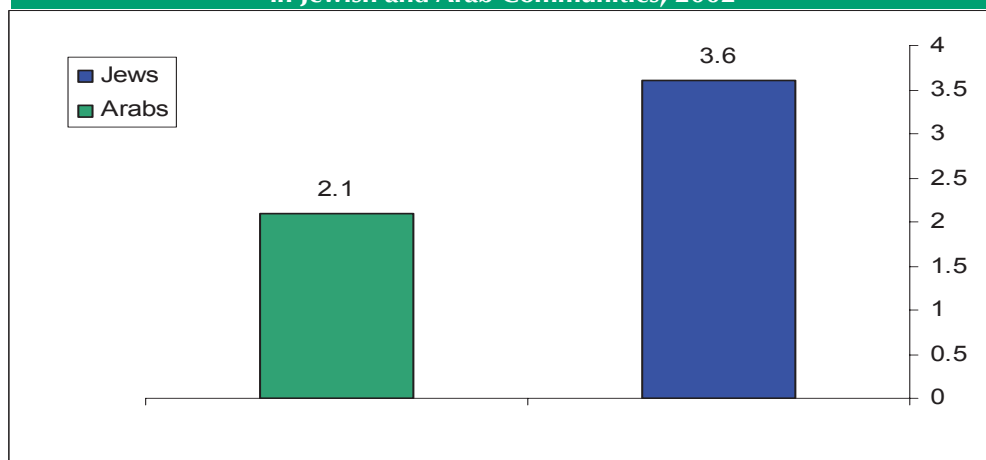
Source: The Central Bureau of Statistics, Local Authorities in Israel 2003, September 2005

Land use for employment

Diagram 9 (below) describes the average amount of land designated for employment in Jewish communities and in Arab communities. The total land allocated for employment (dunams per 1,000 people) in Jewish communities is 5.5 times that of in Arab communities. The land used for industry is 6.1 times larger, while twice as much land is used for commerce. The severe shortage of land for employment has direct ramifications in various areas: the level of participation in the work force, the unemployment rate and the amount of commuting. In addition, the potential revenue of Arab localities from non-residential local taxes is directly impaired. The quality of the environment is also hurt because businesses and workshops are set up in residential areas for lack of employment zones. In many cases, this mixed use constitutes a nuisance for the residents and a source of environmental hazards.

Diagram 9

Average Land for Employment (dunam per 1,000 people), 2002
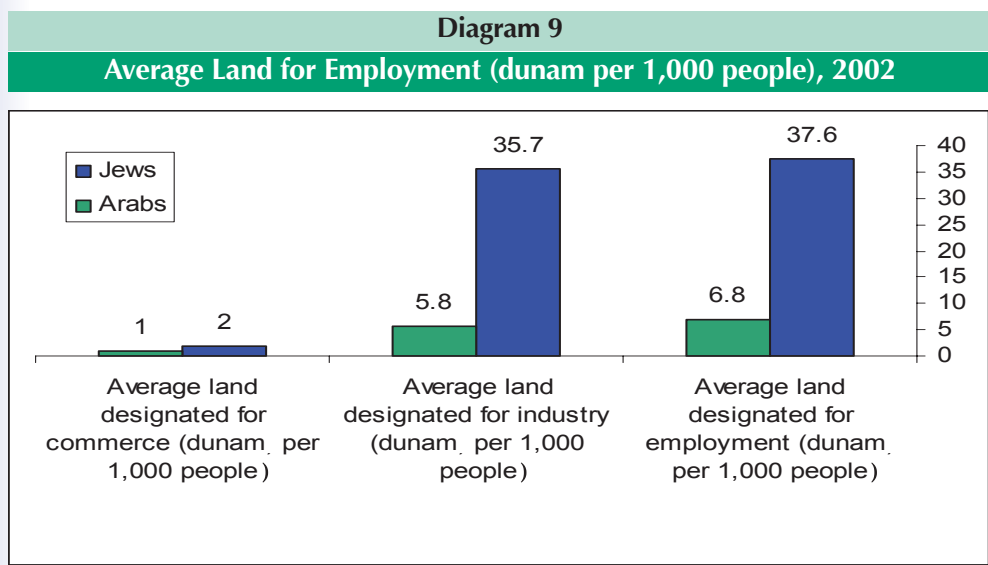
Source: The Central Bureau of Statistics, Local Authorities in Israel 2003, 2005

Land area for public buildings

The average amount of land used for public buildings[12] in Jewish communities is twice as large as in Arab communities (11.2 and 5.7 dunams, respectively). Jewish communities have an advantage in regard to all types of public buildings, especially in regard to buildings for education (kindergartens, schools, colleges, universities, community centers and yeshivas). In this category, the area in Jewish communities is 2.4 times larger than in Arab communities, despite the fact that proportion of children and young people in the Arab population is larger than in the Jewish population (see Diagram 10, below).

Diagram 10
Average Land Used for Public Buildings (dunam per 1,000 people), 2002
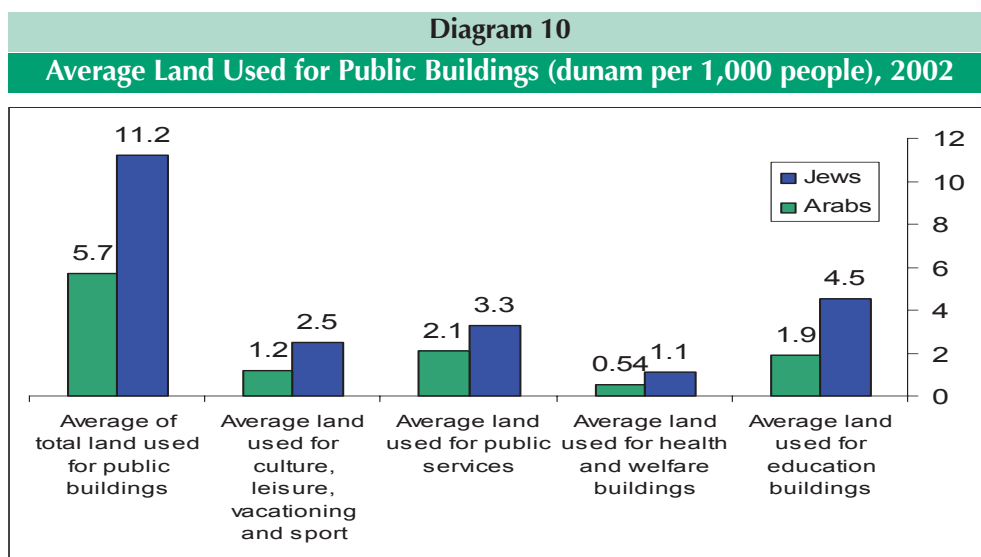
Source: The Central Bureau of Statistics, Local Authorities in Israel 2003, 2005

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12 The Central Bureau of Statistics published four categories of land for public buildings: 1) Area for school buildings including kindergartens, schools, colleges, universities, community centers and yeshivas. 2) Area for health and social welfare such as: clinics, hospitals and day facilities for the elderly. 3) Area for public services including emergency and rescue services, public administration services and religious services. 4) Area for culture, leisure, vacationing and sports, including theater, cinemas, museums, public libraries, zoos and more; tourism and vacation areas such as hotels, inns and amusement parks, as well as sports areas such as stadiums, swimming pools etc.

Open spaces

All in all, there is not much difference between Arab communities and Jewish communities in terms of open spaces. The difference is expressed in the various categories of open spaces. Diagram 11 (p.47) describes the various types of open spaces in the sample of Jewish and Arab communities:

Open public space[13]: Open public spaces have a substantial impact on the urban environment and on a city's quality of life. The land used as open public space is 8.3 times larger in Jewish communities than in Arab communities. In Arab communities, there is a severe shortage of both urban parks and neighborhood public parks.

Forests and wooded areas: On one hand, forests and wooded areas provide an essential contribution to the quality of life and well-being of the population, at both the local and national levels. On the other hand, forests and wooded areas limit urban development. Thus, there is a need to examine to what extent the public burden is shared in this field.

In Arab communities, the average amount of land comprising forests and wooded areas is twice as large as in Jewish communities. The policy of declaring forests and wooded areas in Arab communities was not only implemented out of concern for the environment. It also served as an additional means of limiting the expansion of Arab communities.

Agricultural lands: The area used for cultivated fields and orchards is larger in Arab communities, mainly due to their rural past.

13 According to the definition of the Central Bureau of Statistics, the category of open public space includes public gardens or beaches. See the introduction published in Local Authorities in Israel, 2003.

Diagram 11

Average Open Lands in Arab and Jewish Communities (dunam per 1,000 people), 2002
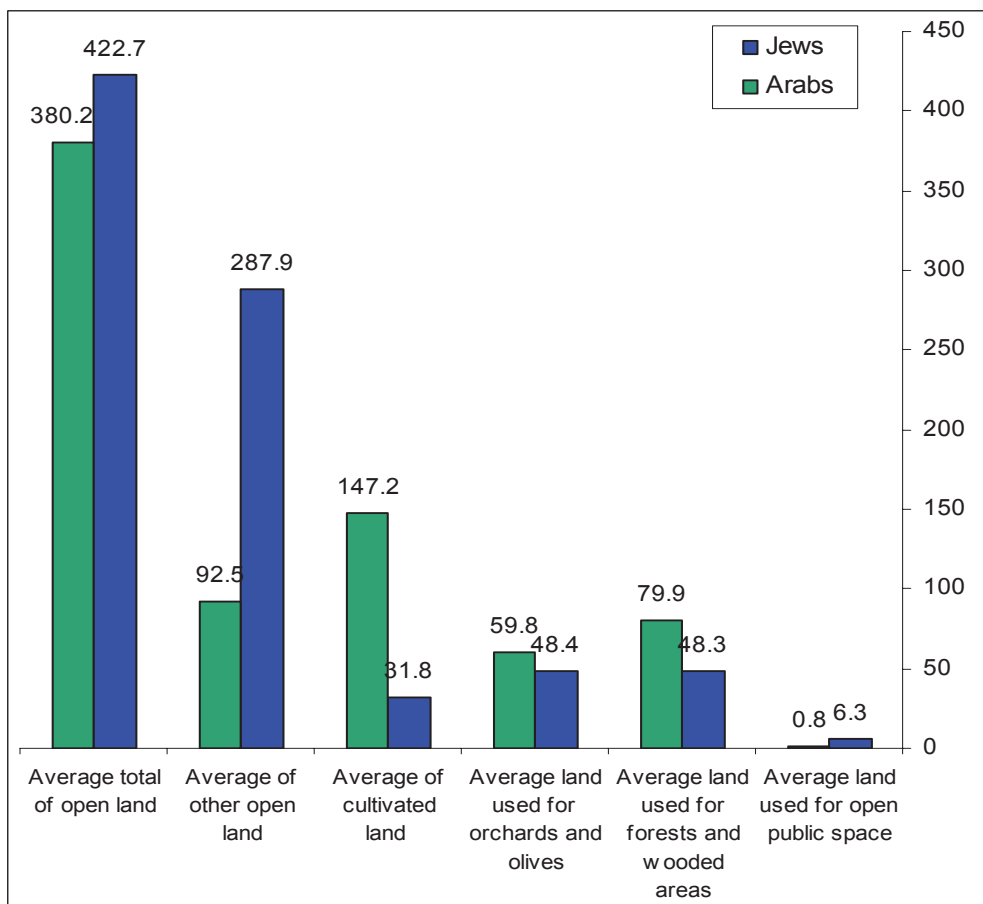
Source: The Central Bureau of Statistics, Local Authorities in Israel 2003, September 2005

Chapter 2: The Health Index

Good health is a basic prerequisite for living in dignity. It provides people with a higher level of control over their lives, enables them to work, to study and to start a family. A person's health is influenced by many factors: education, environmental conditions, awareness, health services, and so on. Most indicators show that the health situation of the Arab population is inferior to that of the Jewish population.

1. Value of the Health Index

The value of the Health Index for 2006 is 0.2076, thus indicating inequality between Jews and Arabs, in favor of Jews. The Health Index is lower than the indexes of education, employment and social welfare. It can be assumed that national health insurance for all citizens of the State of Israel constitutes an important factor in reducing the disparity.

Index	Value
Housing Index	0.1446
Health Index	0.2076
Education Index	0.3420
Employment Index	0.3882
Social Welfare Index	0.4418

-1.0 -0.9 -0.8 -0.7 -0.6 -0.5 -0.4 -0.3 -0.2 -0.1 0.0 0.1 0.2 0.3 0.4 0.5 0.6 0.7 0.8 0.9 1.0
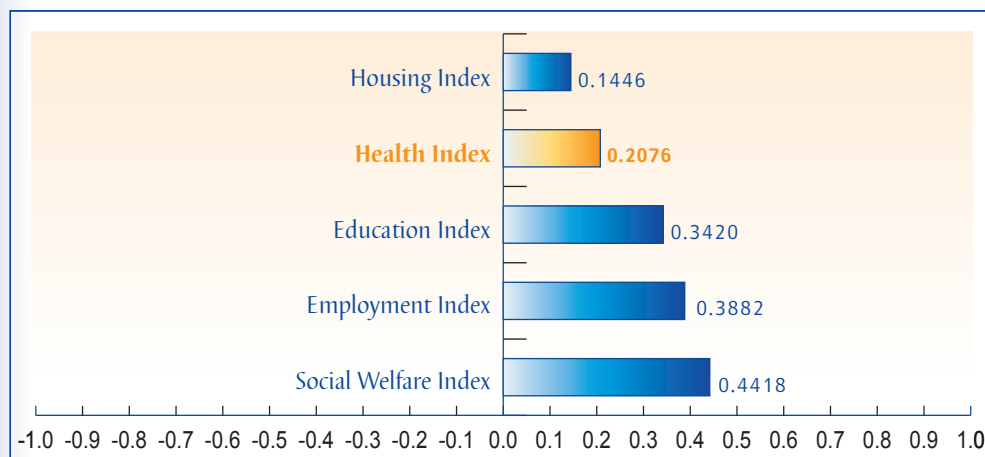
2. Indicators and Variables

In order to examine the level of equality between Arabs and Jews in the field of health, a comparative study was made of three indicators: life expectancy at birth, percentage of smokers and mortality rates (see Table 4, p.49).

Table 4: Indicators and variables for monitoring equality in health	
Indicator	**Variable**
Life expectancy	1. Life expectancy at birth, by gender
Percentage of smokers	2. Percentage of smokers, by gender
Mortality rates	3. Rate of infant mortality
	4. Mortality rates at selected ages, by gender

3. Description of Variables

Life Expectancy

Diagram 12 (below) indicates that the life expectancy of Jews is higher than that of Arabs, among both men and women. In both of the population groups, the life expectancy of women is higher than that of men. The life expectancy of Jewish men is 78.2, compared to 74.9 for Arab men. The life expectancy for Jewish women is 82.2, compared to 78.2 for Arab women. It should be noted that despite a rise in the life expectancy of Arab citizens during the past thirty years, the disparity in life expectancy between the two populations has remained over the years, among both men and women (Trevia, 2005: 37).

Diagram 12
Life Expectancy at Birth, by Gender and Population Group
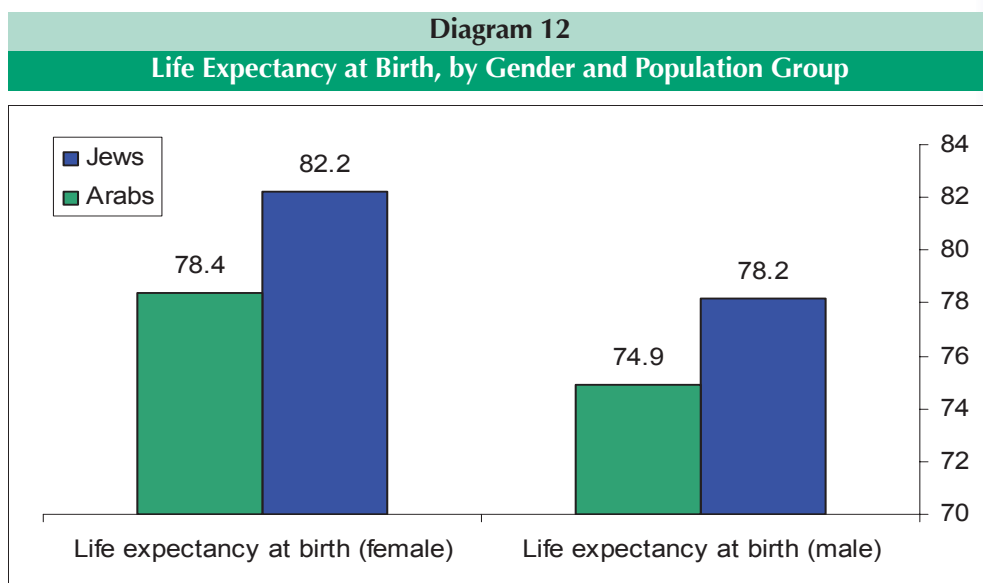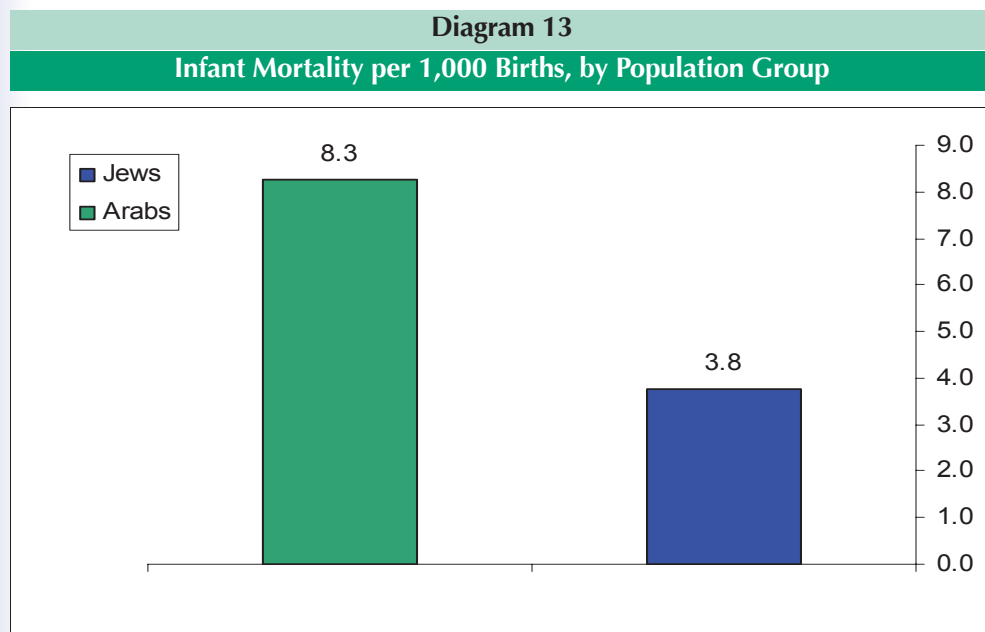
Source: The Central Bureau of Statistics, Statistical Abstract of Israel, 2002-2006

Infant mortality rate (from birth to age 1)

Diagram 13 (below) indicates that the rate of infant mortality among Jews is 3.8, compared to a rate of 8.3 among Arabs. That is, the infant mortality rate among Arabs is more than twice the rate of mortality among Jewish infants.

Diagram 13
Infant Mortality per 1,000 Births, by Population Group

Source: The Central Bureau of Statistics, Statistical Abstract of Israel, 2002-2006

Percentage of smokers

Smoking is a factor that causes illness and even death. The proportion of smokers in a population is likely to also indicate its level of awareness of the health hazards that smoking poses. Diagram 14 (p. 51) shows that the percentage of male smokers is higher than the percentage of female smokers in both populations. Among Arab men, the percentage of smokers is 46.1%, compared to about a third (31.8%) of Jewish men. The percentage of Jewish female smokers is three times higher than the percentage of Arab female smokers.

Diagram 14

% of Smokers, by Gender and Population Group
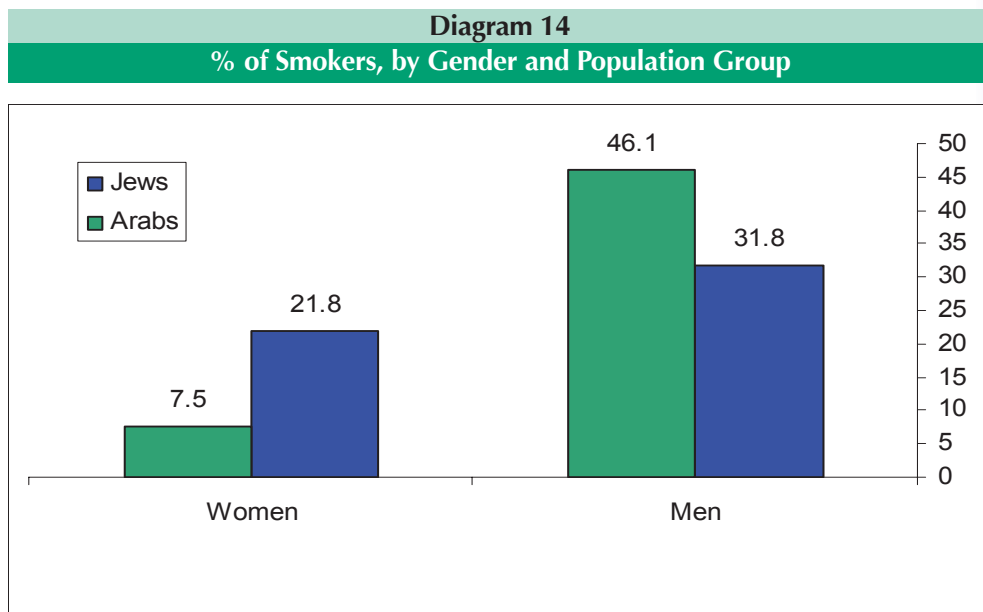
Source: Health Minister's Report on Smoking in Israel, 2004-2005

Mortality rate per 1,000 people

Diagram 15 (p.52) indicates that the mortality rates among Arab men are higher than among Jewish men in all age groups. For ages 10 to 14 and 20 to 24, the mortality rates among Jewish and Arab women are equal; in all of the other age groups, the mortality rates for Arab women are higher. For ages 1 to 4, the mortality rate among Arab boys is 3.5 higher than the rate for the same age group among Jews. The mortality rate for Arab girls in this age range is 2.5 higher than among Jewish girls of the same age. Among boys of ages 10 to 14, the mortality rate among Arabs is three times higher.

Diagram 15

Mortality Rates per 1,000 People, by Selected Age Groups and Population Group
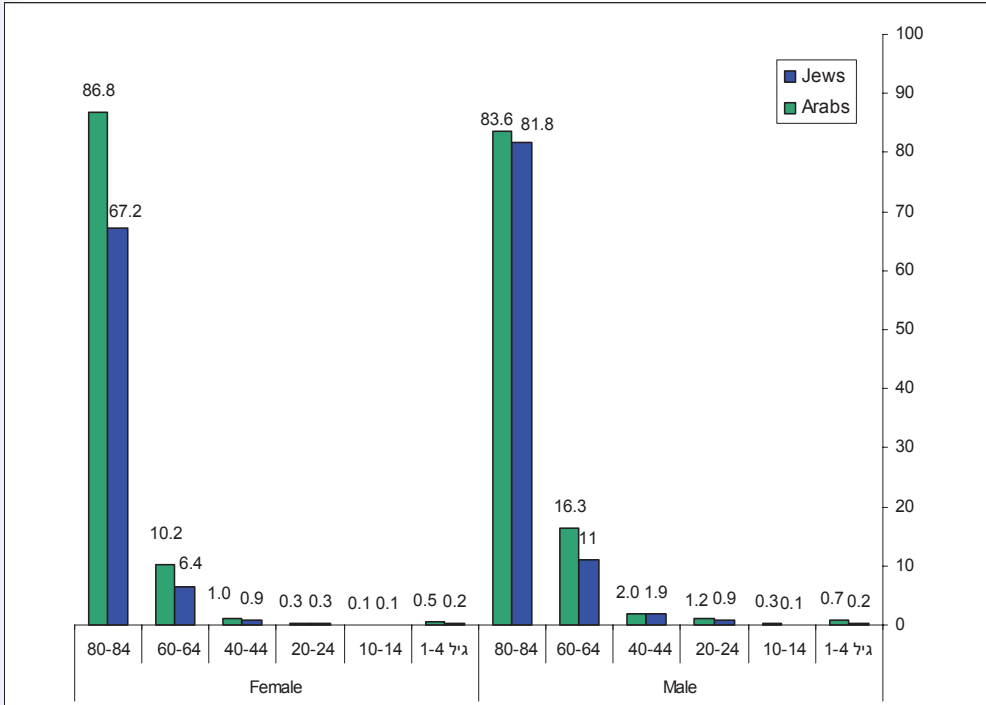
Source: The Central Bureau of Statistics, Statistical Abstract of Israel, 2006

The value of the Health Index for 2006 is 0.2076, thus indicating inequality between Jews and Arabs in the field of health, in favor of Jews
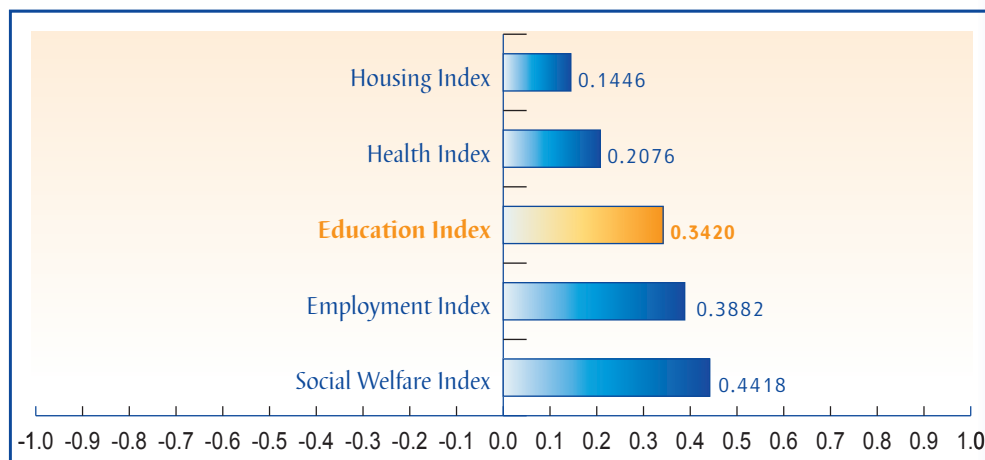
Chapter 3: The Education Index

Education is a central tool for social and economic advancement, comprising a key element in creating equality of opportunity and enabling social mobility. Thus, inequality in education is one of the dominant factors behind the inequality in income and health, as well as in participation in political processes and in the potential for influencing them.

Discrimination against the Arab population in the field of education is today a recognized fact, as expressed in the Dovrat Report, in High Court rulings, in Knesset committees, and in statements by top officials in the education system. This discrimination has severe implications in regard to the ability of young Arabs to integrate in society and become productive and useful citizens with a chance to advance in society on the basis of their qualifications.

1. Value of the Education Index

The value of the Education Index for 2006 is 0.3420 and this expresses substantial inequality between Jews and Arabs, in favor of the Jewish population. The inequality is very apparent in the variables described below.

Index	Value
Housing Index	0.1446
Health Index	0.2076
Education Index	0.3420
Employment Index	0.3882
Social Welfare Index	0.4418

-1.0 -0.9 -0.8 -0.7 -0.6 -0.5 -0.4 -0.3 -0.2 -0.1 0.0 0.1 0.2 0.3 0.4 0.5 0.6 0.7 0.8 0.9 1.0

2. Indicators and Variables

The indicators selected for examining the level of inequality in education refer to both inputs and outputs (see Table 5, p.54). This reflects the social worldview of the developers of the Equality Index. According to this worldview, equality in education is expressed in equality of input and equality in educational output.

Table 5: Indicators and variables for monitoring equality in education	
Indicator	**Variable**
Resources of the education system	1. Average number of pupils per classroom in elementary education
	2. Average number of pupils per classroom in secondary education
	3. Average number of pupils per classroom in elementary and secondary education
Pedagogical infrastructure	4. Average number of full-time teaching positions per classroom
Output	5. Percentage with 0-8 years of schooling
	6. Percentage with 13-15 years of schooling
	7. Percentage with 16 years or more of schooling
	8. Median number of years of schooling in the population
	9. Dropout rate among pupils in grades 9-12
	10. Percentage of 12th graders qualifying for matriculation certificate
	11. Percentage of 12th graders with a matriculation certificate that meets entrance requirements for university
	12. Percentage of students in university among ages 20-34

3. Description of Variables
Number of pupils per classroom

The average classroom density in elementary education is 29.3 pupils per classroom in Arab education, compared to 24.3 pupils in Hebrew education. The average density in secondary school is 30.7 pupils per class in Arab education, compared to 28.5 pupils in Hebrew education.

The average density in Arab education as a whole is 30 pupils per classroom, compared to 26 pupils in Hebrew education. Thus, the starting point in Arab education is already lower than in Hebrew education (see Diagram 16, p.55).

Diagram 16

Average No. of Pupils per Classroom, by Population Group

- Jews
- Arabs

	Elementary and secondary education	Secondary education	Elementary education
Jews	29.8	30.7	29.3
Arabs	25.8	28.5	24.3
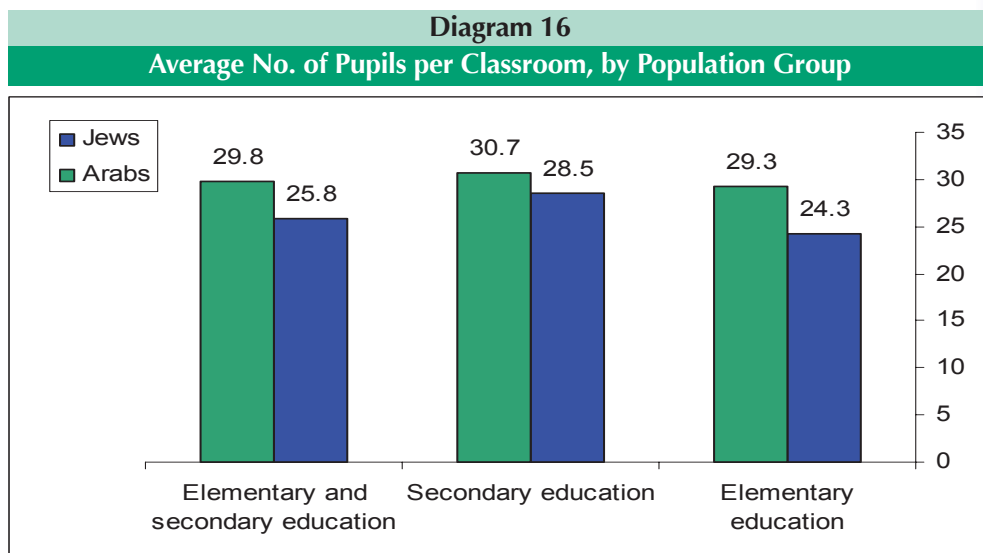
Source: The Central Bureau of Statistics, Statistical Abstract of Israel, 2006

Full-time teaching positions per classroom

This figure is one of the variables that measure the direct input in the education system. The disparity between the two educational systems in this parameter is not large – just 6% (see Diagram 17, below). Additional variables, such as the percentage of under-achieving students who receive learning assistance, teaching resources (library, computers, study areas), were not included in the current Equality Index due to the lack of availability of continuous data.

Diagram 17

Average Full-Time Teaching Positions per Classroom, by Population Group

- Jews
- Arabs

1.8   1.9
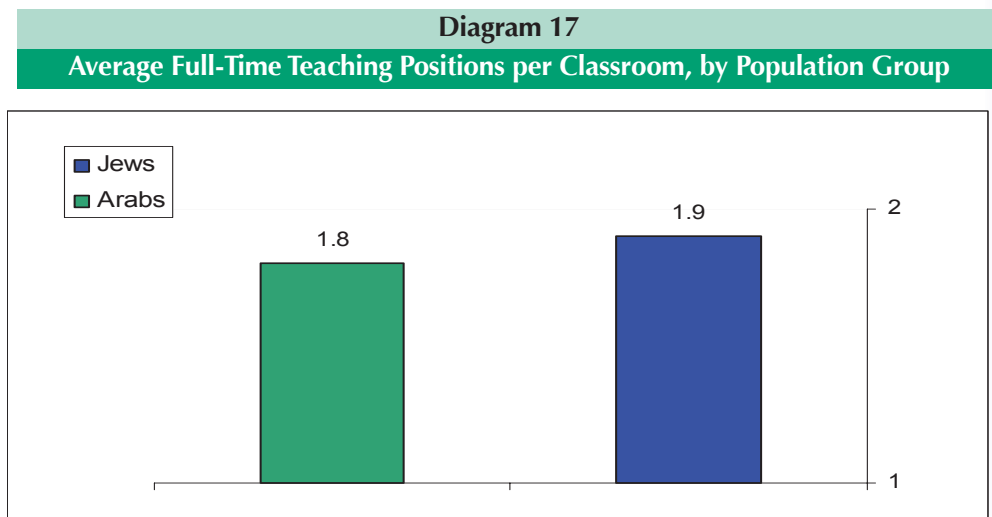
Source: The Central Bureau of Statistics, Statistical Abstract of Israel, 2006

Number of years of schooling among the populace

In modern society, the number of years of schooling has direct and far-reaching implications on an individual's chances of integrating in the job market and advancing in it. About a third of the Arab population completed eight years of schooling or less, and is thus likely to find itself in the lower socio-economic stratum in the state. Moreover, about 20% of the Jewish population, compared to only 8% of the Arab population, completed 16 years or more of schooling (see Diagram 18, below).

Diagram 18

Population Distribution, by Years of Schooling and Population Group
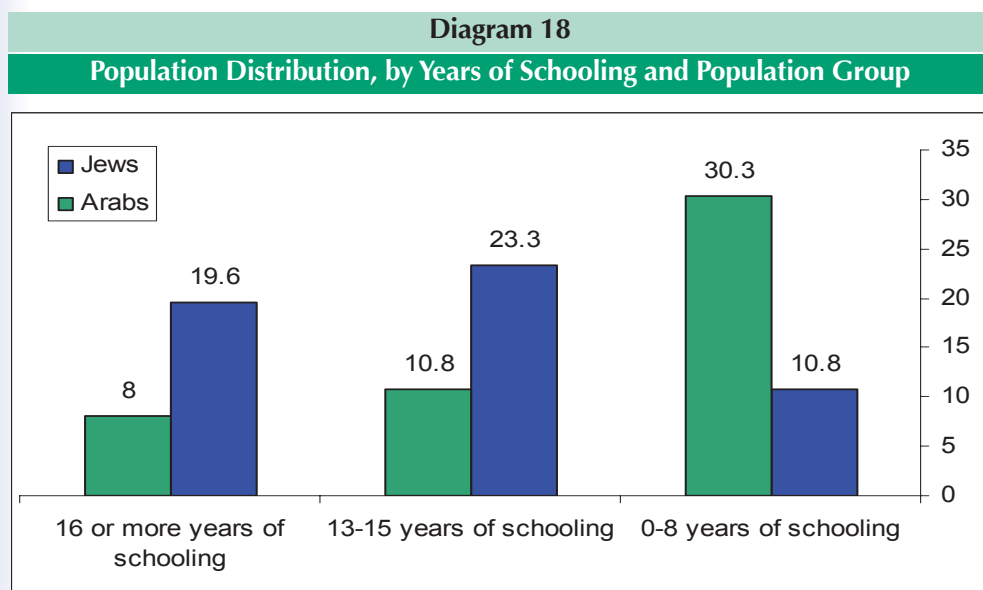
Source: The Central Bureau of Statistics, Statistical Abstract of Israel, 2006

Median years of schooling

The median years of schooling among the Jewish population is 12.6 years, while the median years of schooling among the Arab population is only 11 years (see Diagam 19. p. 57). This differential can be seen as a representing a gap of twenty years, because the median number of years of schooling among the Arab population during the 2000-2005 was identical to that of the Jewish population in the mid-1980s.[14]

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14   See The Sikkuy Report 2003-2004, page 21.

Diagram 19
Median Number of Years of Schooling, by Population Group

■ Jews		12.6	14
■ Arabs			13
			12
	11		11
			10
			9
			8
			7
			6
			5
			4
			3
			2
			1
			0
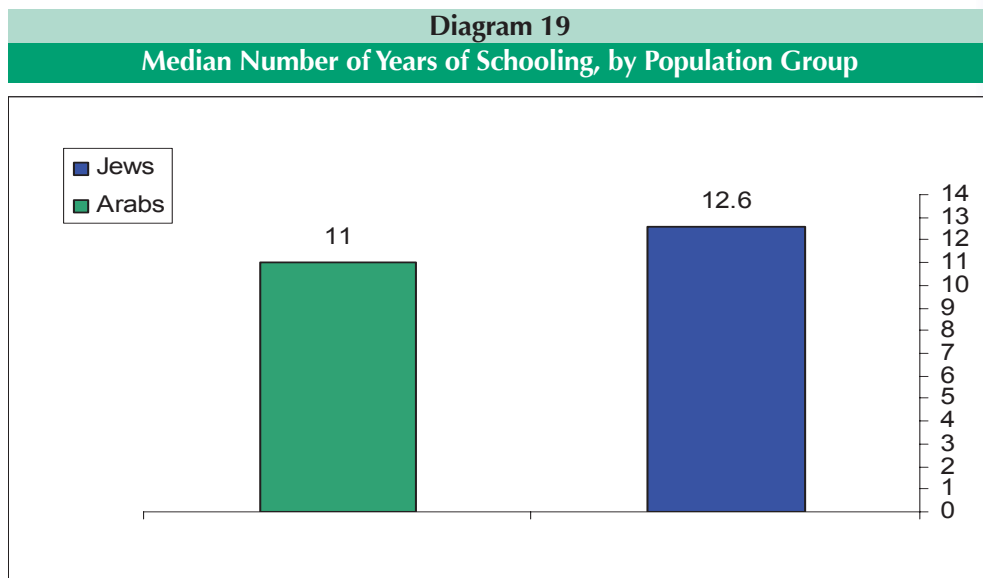
Source: The Central Bureau of Statistics, Statistical Abstract of Israel, 2006

Dropout rate

According to the Ministry of Education's definition, a dropout is "a boy or girl of compulsory education age (5 to 17) who does not study at a school that is under the supervision of the Ministry of Education." In many cases, this "visible" dropout status is the culmination of an ongoing process of "invisible" withdrawal from school (frequent absences, feelings of alienation toward the school, social rejection, violent behavior, and so on). While the official dropout rate has significantly declined in Arab education, the dropout rate in Arab education is still almost twice the dropout rate in Hebrew education (8.9% and 4.6%, respectively, see Diagram 20, p. 58).

Diagram 20

Dropout Rate among 9th-12th Graders, by Population Group

■ Jews
■ Arabs

8.9

4.6
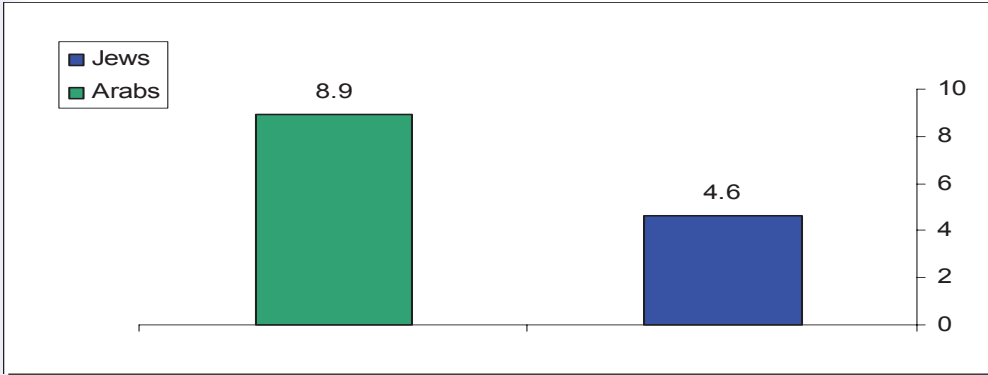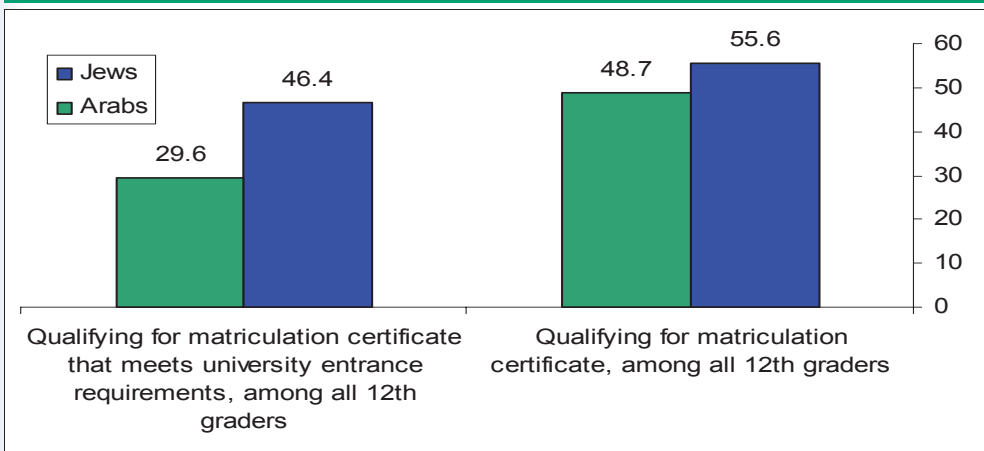
Source: The Central Bureau of Statistics, Statistical Abstract of Israel, 2006

Qualifying for a matriculation certificate

The percentage of 12th graders in Hebrew education who qualify for a matriculation certificate is 55.6%, compared to 48.7% in Arab education (a gap of about 7%). There is a much larger disparity (about 17%) when it comes to matriculation certificates that meet university requirements (46.4% in Hebrew education, compared to 29.6 percent in Arab education). It should be noted that a matriculation certificate that does not meet the entrance requirements of the universities is of no use for the purpose of academic study and commensurate employment. The data appears in Diagram 21.

Diagram 21

% Qualifying for Matriculation Certificates, by Population Group

■ Jews
■ Arabs

55.6

46.4

48.7

29.6

Qualifying for matriculation certificate that meets university entrance requirements, among all 12th graders

Qualifying for matriculation certificate, among all 12th graders

Source: The Central Bureau of Statistics, Statistical Abstract of Israel, 2006

Academic studies

The input disparities in education, the high dropout rate, and low academic achievements are expressed in the low percentage of Arab students in universities. The percentage of Jewish students in the age group 20-34 is three times higher than the percentage of Arab students of the same age group (see Diagram 22).
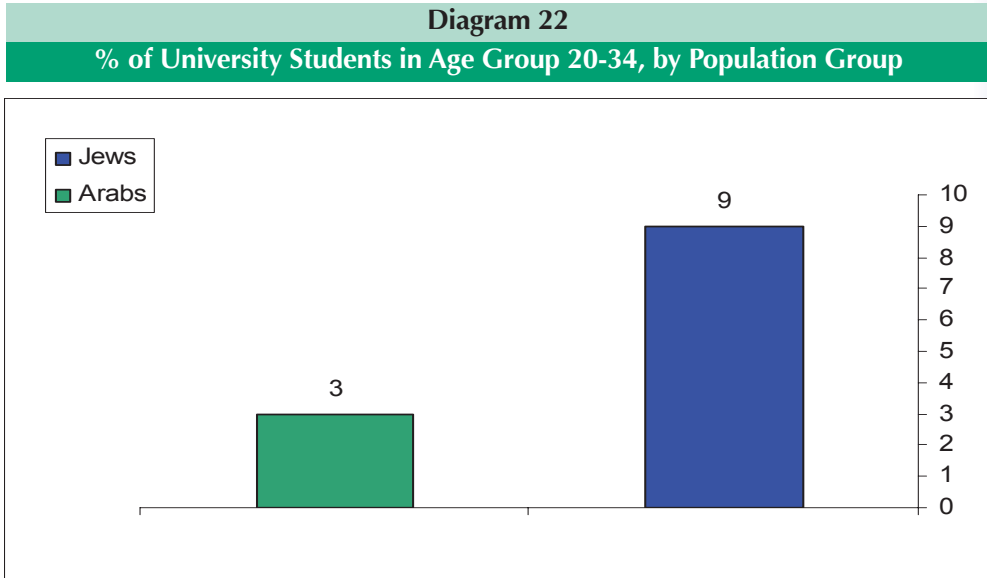
Diagram 22
% of University Students in Age Group 20-34, by Population Group

Source: The Central Bureau of Statistics, Statistical Abstract of Israel, 2006

The value of the Education Index for 2006 is 0.3420 and it expresses substantial inequality between Jews and Arabs, in favor of the Jewish population
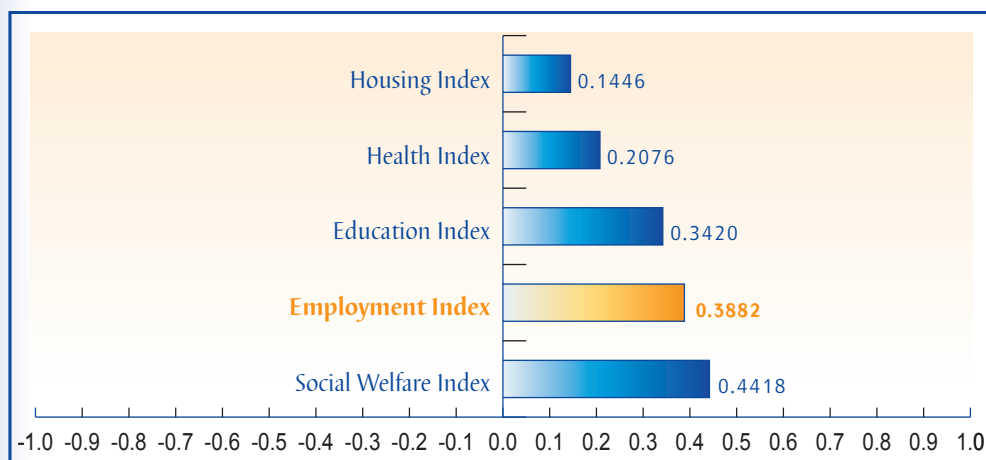
Chapter 4: The Employment Index

The economic situation and future of individuals, their standard of living and incidence of poverty depend to a large extent on their chances of integrating into the job market and ensuring themselves a path of advancement within it. The government's intervention policy via transfer payments (disability allowances, child allowances, unemployment compensation, etc.) and via direct taxation (income tax, social security and health tax) also contributes its part in determining the economic well-being of the population, and in reducing the disparities in society by redistributing income.

1. Value of the Employment Index

The value of the Employment Index for 2006 is 0.3882 and this expresses substantial inequality between Jews and Arabs, in favor of the Jewish population.

Index	Value
Housing Index	0.1446
Health Index	0.2076
Education Index	0.3420
Employment Index	0.3882
Social Welfare Index	0.4418

-1.0 -0.9 -0.8 -0.7 -0.6 -0.5 -0.4 -0.3 -0.2 -0.1 0.0 0.1 0.2 0.3 0.4 0.5 0.6 0.7 0.8 0.9 1.0

2. Indicators and Variables

In order to examine the level of equality between Jews and Arabs in the field of employment, a comparative study was made of five indicators (see Table 6, p.61): three employment characteristics (participation in the work force, unemployment rate, and employment by profession and by industry), and two additional indicators – the level of poverty and the impact of transfer payments and direct taxes on the poverty level.

Table 6: Indicators and variables for monitoring equality in employment	
Indicator	**Variable**
Participation in the workforce	1. Participation rate in the workforce among those 15 and older, by gender
	2. Participation rate in the workforce among those 15 and older, by age and gender
	3. Participation rate in the workforce, by number of years of schooling
Unemployment rate	4. Unemployment rate, by gender
Employed	5. Employed, by profession
	6. Employed, by industry
Poverty rate	7. Poverty among families, individuals and children, before transfer payments and direct taxes
	8. Poverty among families, individuals and children, after transfer payments
	9. Poverty among families, individuals and children, after transfer payments and direct taxes
Impact of transfer payments and direct taxes on the poverty	10. Rate of decline of poverty among families, individuals and children, after transfer payments
	11. Rate of decline of poverty among families, individuals and children, after transfer payments and direct taxes
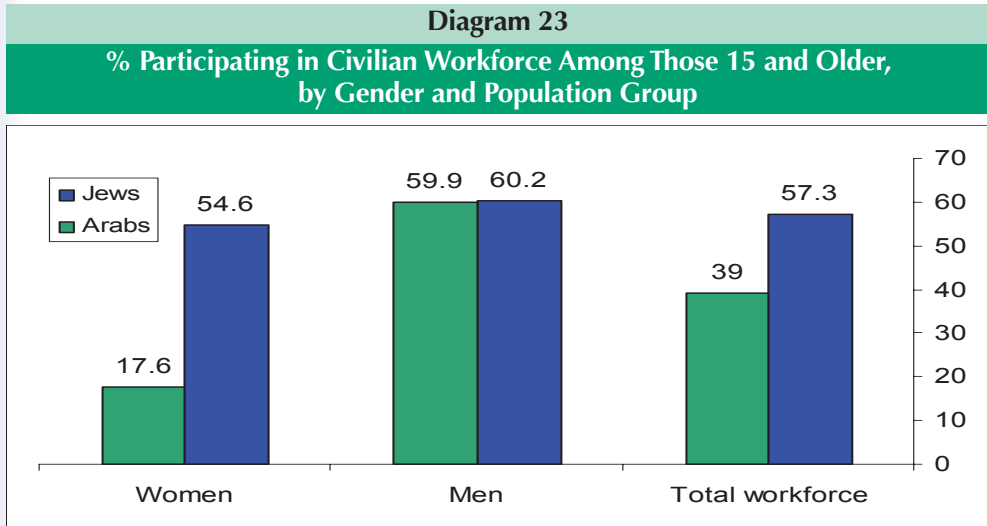
3. Description of Variables
Rate of participation in the civilian workforce (Diagrams 23-25)
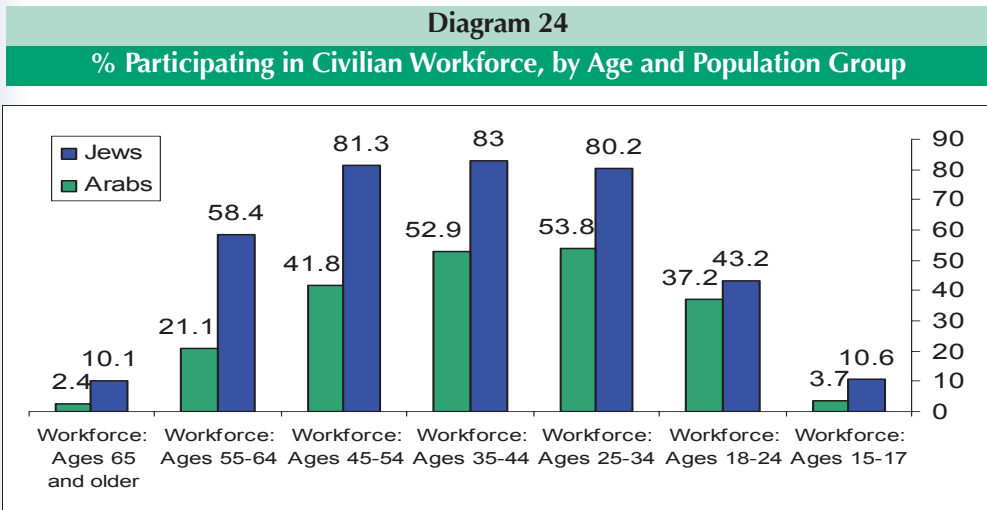
Among Arabs who are 15 and older, the rate of participation in the civilian workforce is 39%, compared to 57.3% among Jews. This disparity is primarily attributable to the very low rate of participation among Arab women (17.6%) compared to Jewish women (54.6%). The rate of participation among Jewish and Arab men is similar (see Diagram 23, p. 62).

Diagram 24 (below) indicates that the rate of participation by Arabs in the civilian workforce is lower than that of Jews in each age group. Diagram 25 (see p.63) shows that the rate of participation in the workforce increases in direct relation to the number of years of schooling among both Jews and Arabs. But the rate of participation by Jews in the civilian workforce is higher than that of Arabs in each of the categories of years of schooling, except for among those with 5 to 8 years of schooling, where the rate of participation by Arabs is higher.

Diagram 23

% Participating in Civilian Workforce Among Those 15 and Older, by Gender and Population Group

Source: The Central Bureau of Statistics, Statistical Abstract of Israel, 2006

Diagram 24

% Participating in Civilian Workforce, by Age and Population Group

Source: The Central Bureau of Statistics, Statistical Abstract of Israel, 2006

Diagram 25

% Participating in Civilian Workforce, by Years of Schooling and Population Group

- Jews
- Arabs

	Among those with 16 or more years of schooling	Among those with 13-15 years of schooling	Among those with 9-12 years of schooling	Among those with 5-8 years of schooling	Among those with 0-4 years of schooling
Arabs	76.1	48.2	40.3	32.9	9.1
Jews	78.7	68.6	52.2	26.6	11.8
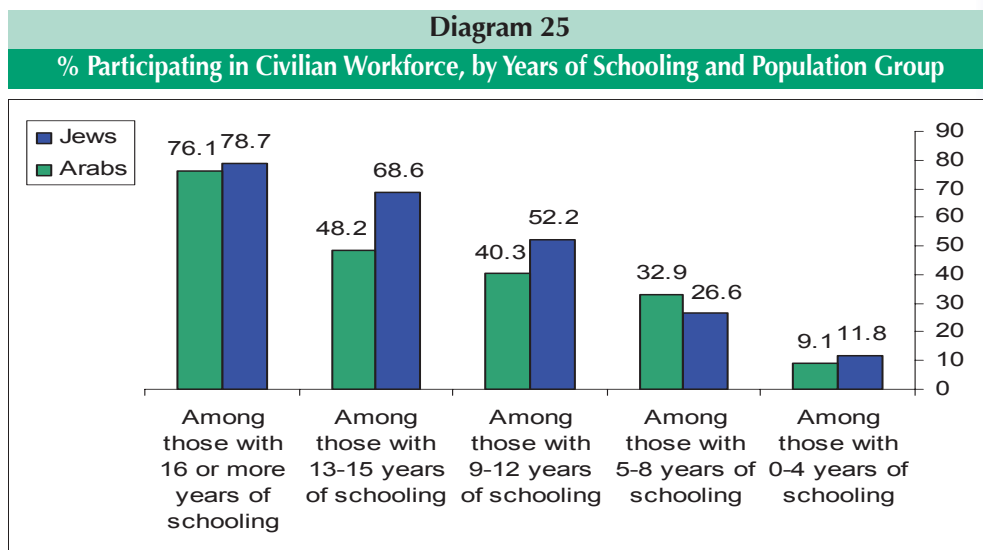
Source: The Central Bureau of Statistics, Statistical Abstract of Israel, 2006

Unemployed

The unemployment rate among all participants (men and women) in the workforce is higher among Arabs than Jews (11.5% versus 9.7%, respectively). In both population groups, the unemployment rate among women is higher than among men (see Diagram 26).

Diagram 26

% Unemployed, by Gender and Population Group

- Jews
- Arabs

	Women	Men	Total unemployed
Arabs	11.8	11.4	11.5
Jews	10.4	9	9.7
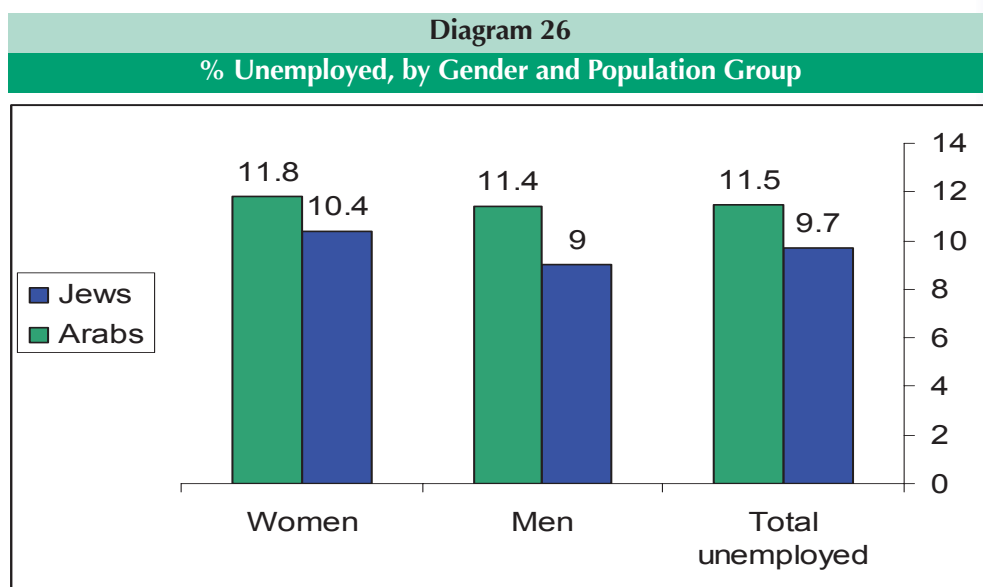
Source: The Central Bureau of Statistics, Statistical Abstract of Israel, 2006

Employment distribution by profession and by industry

The employment distribution by industry and profession has implications for the average level of salary. Diagrams 27 (below) and 28 (see p.65) show a low rate of Arab employment in professions and industries that pay relatively high wages.

For example, the average salary in the construction industry in 2005 was NIS 6,287. Among all employed Arabs, the percentage working in the construction industry is 4.5 times higher than the relative percentage of Jews who work in the construction industry (Diagram 28).

On the other hand, the average salary in the banking, insurance and other financial fields was NIS 13,597 in 2005. The relative percentage of Jews employed in this industry is 3.7 times higher than that of Arabs.

Diagram 27
% Employed, by Profession and Population Group

Source: The Central Bureau of Statistics, Statistical Abstract of Israel, 2006

Diagram 28

% Employed, by Sector and Population Group

Legend:
- ■ Arabs (green)
- ■ Jews (blue)

Sector	Arabs	Jews
Housekeeping services	0.8	1.7
Community services	3.4	5.0
Health, social welfare and nursing services	7.4	10.9
Education	12.0	12.9
Public administration	3.2	5.7
Business services	6.3	13.8
Banking, insurance and financial	1.0	3.7
Transportation, storage	6.6	6.6
Guest services	5.6	4.0
Retail and wholesale trade and repairs	16.2	13.2
Construction	16.7	3.6
Electricity and water	0.4	0.9
Industry	16.6	16.2
Agriculture	3.0	1.8
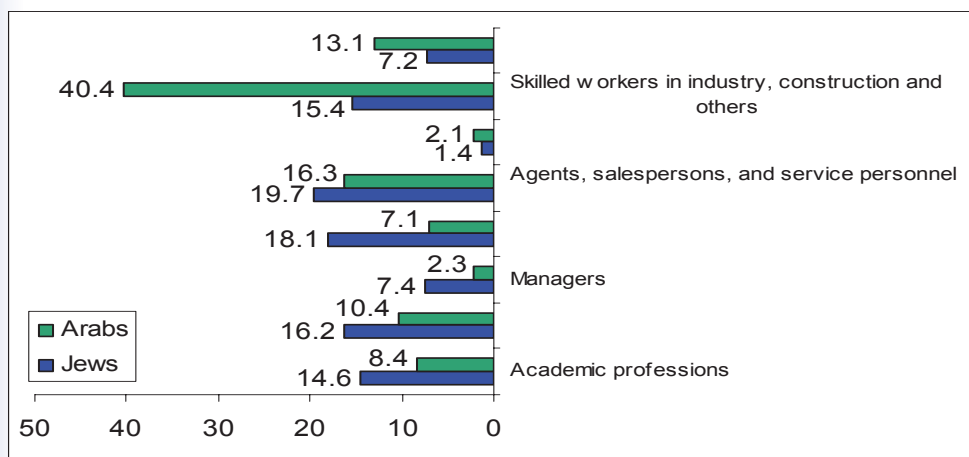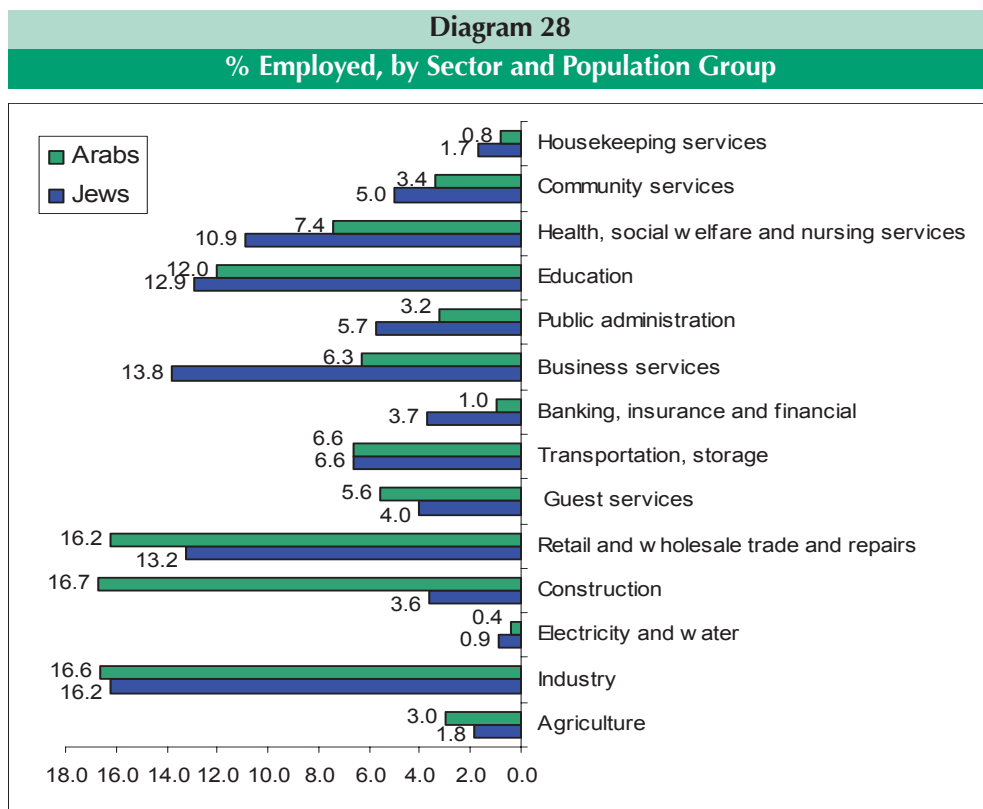
Source: The Central Bureau of Statistics, Statistical Abstract of Israel, 2006

Incidence of poverty

The incidence of poverty reflects the percentage of families, individuals and children whose monthly income is lower than the poverty line.[15] In order to reduce poverty, the government exercises two main tools of intervention: transfer payments, including the various allowances the state pays to eligible recipients (for example, child allowances, disability allowances, supplemental income), and progressive taxation on income. Diagram 29 (see p.66) shows the extent of poverty among families, individuals and children in three categories: before transfer payments and direct taxation, after transfer payments, and after transfer payments and direct taxation. In this way, it is possible to assess the impact of public policy on the poverty level.

15 According to the National Insurance Institute's definition, the poverty line is equal to 50% of the median available income (after transfer payments and direct taxes) per capita.

The poverty level before transfer payments and direct taxes: The level of poverty among Arab families prior to transfer payments and direct taxes is 1.86 times higher than among Jewish families. The monthly income of over half of all Arab families is not sufficient to support them. About two-thirds of Arab children are under the poverty line prior to transfer payments and direct taxes. The incidence of poor Arab children is 2.2 times that of Jewish children: 65.5% versus 30.4% for Jewish children.

The poverty level after transfer payments: The incidence of poverty is lower after transfer payments. This is true for both Arabs and Jews, but not to the same extent. The disparity between the rates of poverty among Arabs and Jews is not reduced after transfer payments; in fact, this disparity increases. After transfer payments, the percentage of poor Arab families is 3.31 times higher than the percentage of poor Jewish families.

The poverty level after transfer payments and direct taxes: After the payment of direct taxes, the disparity between Jews and Arabs is reduced among families and individuals, but increases among children.

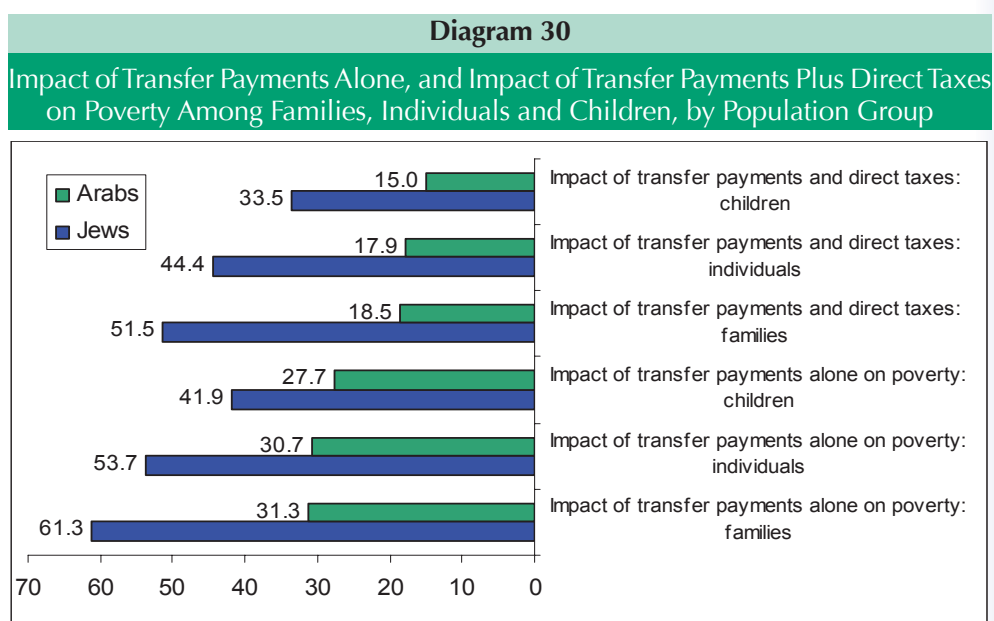| Diagram 29 |
| --- |
| **Poverty Among Families, Individuals and Children Prior to Transfer Payments and Direct Taxes, After Transfer Payments, and After Transfer Payments and Direct Taxes, by Population Group** |
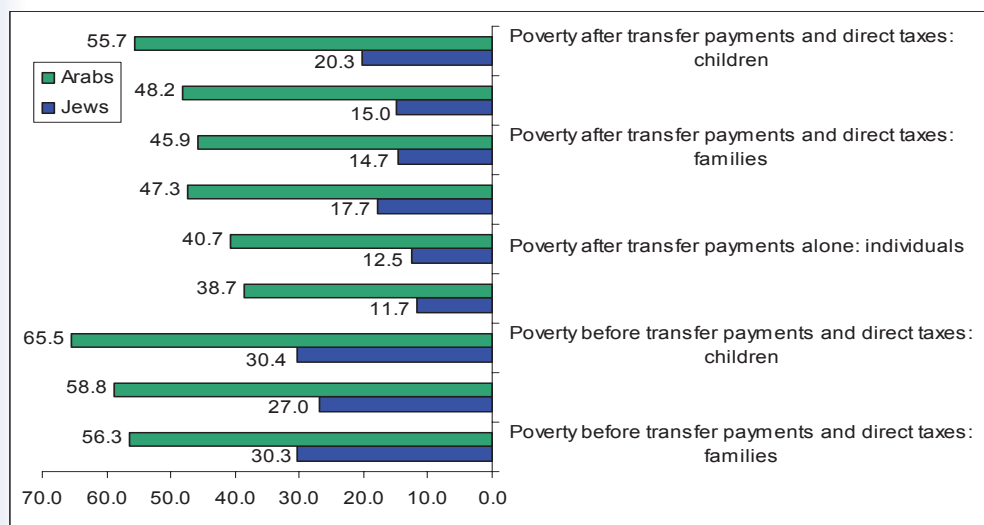
Source: The National Insurance Institute, Report on Poverty and Inequality in Income, 2005

The impact of transfer payments and direct taxes on poverty

Diagram 30 (below) shows the percentage of Jews and Arabs who were extricated from poverty by transfer payments and direct taxes. The diagram indicates that the impact of transfer payments on reducing poverty is higher among Jews than among Arabs in all three categories: families, individuals and children (2 times higher, 1.7 times higher and 1.5 times higher, respectively). The disparities in the effective impact of direct taxation on poverty are even higher (2.8 times higher for families, 2.5 times higher for individuals and 2.2 times higher for children).

Transfer payments and direct taxes extricate about half of the Jewish families from poverty, about 44% of Jewish individuals and about one third of Jewish children. This compares to about 18.5% of Arab families, 18% of Arab individuals and 15% of Arab children.

Diagram 30

Impact of Transfer Payments Alone, and Impact of Transfer Payments Plus Direct Taxes on Poverty Among Families, Individuals and Children, by Population Group

Legend: ■ Arabs ■ Jews

	Arabs	Jews
Impact of transfer payments and direct taxes: children	15.0	33.5
Impact of transfer payments and direct taxes: individuals	17.9	44.4
Impact of transfer payments and direct taxes: families	18.5	51.5
Impact of transfer payments alone on poverty: children	27.7	41.9
Impact of transfer payments alone on poverty: individuals	30.7	53.7
Impact of transfer payments alone on poverty: families	31.3	61.3

Source: The National Insurance Institute, Report on Poverty and Inequality in Income, 2005

The value of the Employment Index for 2006 is 0.3882 and it expresses substantial inequality between Jews and Arabs, in favor of the Jewish population.

Chapter 5: The Social Welfare Index

Social welfare services comprise a central and vital component in the system of social services in Israel. They assist a broad range of populations with various needs, and their families: the elderly, children, teenagers at risk, the disabled, drug addicts and alcoholics, families in crisis, battered women, the homeless, and others. The responsibility for providing these services is assigned to the social welfare departments that operate in each of the local authorities. The activity of these departments is funded by two main sources: the government (primarily the Ministry of Social Welfare) and the local authority. According to an arrangement between the government and local authorities, the government funds 75% of the social welfare budget of each local authority, while the locality is supposed to provide the remaining 25%.

1. Value of the Social Welfare Index

The value of the Social Welfare Index for 2006 is 0.4418 and this expresses substantial inequality between Jews and Arabs, in favor of the Jewish population. The inequality in the Social Welfare Index is the highest among the five aggregate indexes.

2. Indicators and Variables

In order to examine the level of equality between Jews and Arabs in the field of social welfare, a comparative study was made of three indicators: expenditure on social welfare (that is, the government's participation in local welfare budgets and the average government expenditure per capita and per family), workforce and employment, and poverty (see Table 7, p.69).

It should be noted that included among these three indicators are four employment and poverty variables we used for developing both the Social Welfare Index and the Employment Index. This is due to the close, reciprocal relation between social welfare and employment. The four variables were found to be relevant for examining the two fields since they are monitoring variables that have potential for affecting the fields of employment and social welfare.

Indicator	Variable
Table 7: Indicators and variables for monitoring equality in social welfare	
Expenditure on social welfare	1. Total average expenditure (government and local authorities) on social welfare per capita
	2. Average government expenditure per capita
Workforce and employment	3. Unemployment rate, by gender
	4. Rate of participation in the workforce, by age group
Poverty rate	5. Poverty among families, individuals and children, before transfer payments and direct taxes
	6. Poverty among families, individuals and children, after transfer payments
	7. Poverty among families, individuals and children, after transfer payments and direct taxes
	8. Impact of transfer payments alone on families, individuals and children
	9. Impact of transfer payments and direct taxes on families, individuals and children

3. Description of Variables

Expenditure on social welfare

The lower the socio-economic ranking, the more the local authorities are required to spend in the area of social services. The socio-economic ranking of most of the Arab communities is lower and the poverty rate is higher in comparison to Jewish communities. Thus, in order to respond to needs of the population, the local authority must expend larger sums. Diagram 31 (p.70) shows total per capita spending on social welfare from public and private sources in the Jewish communities and in Arab communities. The diagram also shows total government expenditure on social welfare per capita in Jewish communities and in Arab communities. The diagram indicates that the total spending per capita among Jews is NIS 493, compared to NIS 328 among Arabs.

Diagram 31

Total Public Expenditure (government and local authorities) and Total Government Expenditure on Social Welfare (NIS per capita)
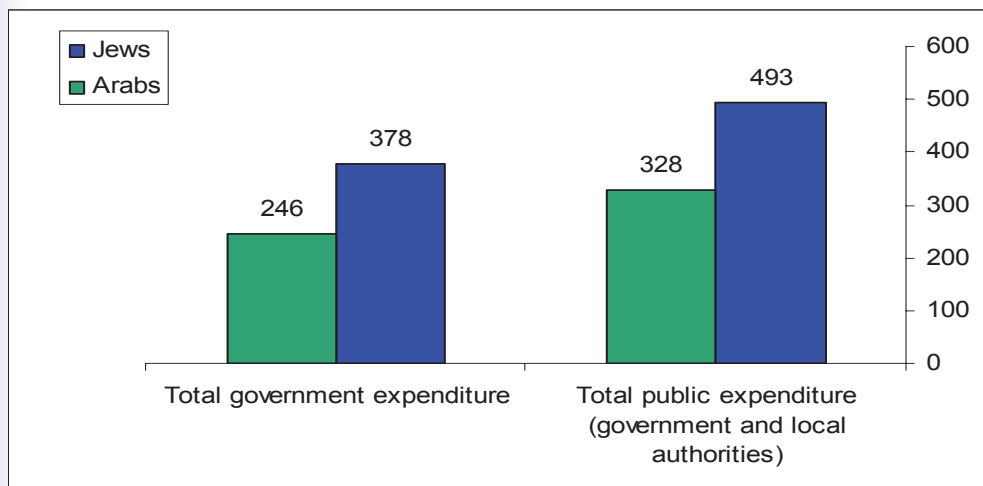
Source: Ministry of Social Welfare, Annual Expenditure Reports, 2000-2005

Percentage unemployed, by population group and gender
See an explanation in the chapter on employment, Diagram 23, page 62.

Percentage participating in the workforce, by population group and gender
See an explanation in the chapter on employment, Diagram 24, page 62.

Poverty rate
See an explanation in the chapter on employment, Diagram 29, page 66.

Impact of transfer payments and direct taxes on the poverty rate
See an explanation in the chapter on employment, Diagram 30, page 67.
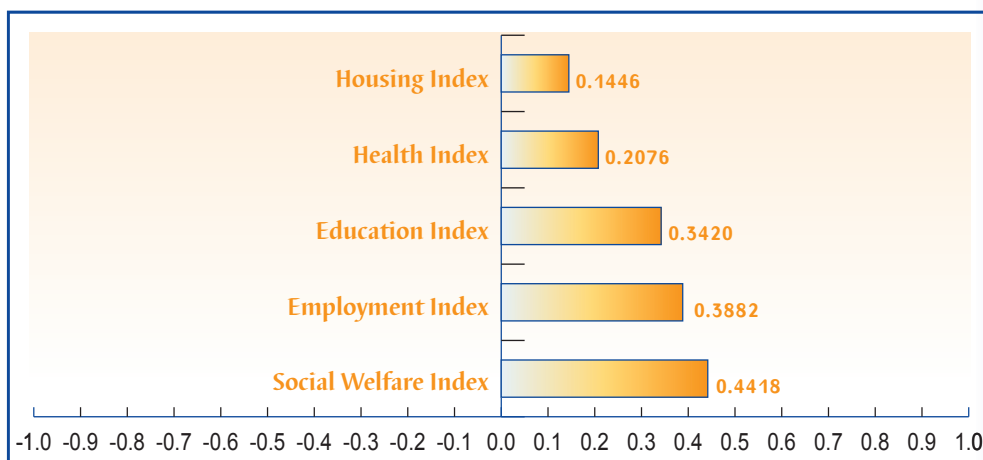
The value of the Social Welfare Index for 2006 is 0.4418 and it expresses substantial inequality between Jews and Arabs, in favor of the Jewish population.

Part III: The Weighted Equality Index 2006

The Weighted Equality Index expresses the average share of each of the two population groups in the national pie of resources. The value of this index (0.2845) expresses inequality between Jews and Arabs, in favor of the Jewish population. It is important to note that this is the first year of this index, so it is not possible at this stage to track changes that have occurred over the years. In time, we will be able to see connections between the variables and between the various indexes, and to conduct an in-depth analysis of the findings.

Value of the Weighted Index – 0.2845

Index	Value
Housing Index	0.1446
Health Index	0.2076
Education Index	0.3420
Employment Index	0.3882
Social Welfare Index	0.4418

-1.0 -0.9 -0.8 -0.7 -0.6 -0.5 -0.4 -0.3 -0.2 -0.1 0.0 0.1 0.2 0.3 0.4 0.5 0.6 0.7 0.8 0.9 1.0

The Weighted Index includes the five aggregate indexes in the fields of education, health, social welfare, employment and housing. The weight of each of the aggregate indexes is determined by its share in national (outlay?)expenditure. All public and private spending is included in national expenditure: government outlays, spending by local authorities, contributions, expenditures by non-profit organizations and by individuals. Public spending expresses the allocation policy in accordance with budget constraints and priorities, and the same is true for private spending.

National expenditure is funded by two sources: **public sources** (which includes the government, the local authority and non-profit organizations) and **private sources** (which includes private households). In accordance with the relative proportion of

these two sources (see the Statistical Appendix, page 73), the public source contributes about 60% of the value of the Equality Index.

Table 8 (below) displays sums of national expenditure in millions of shekels for each field. The table also shows the share of each field (in percentages) in total national expenditure. The field of housing is assigned the greatest weight because of its relatively large share in national expenditure (29.3%), while the field of employment is assigned the smallest weight because of its minor share in national expenditure (just 5%).

The right-most column in Table 8 shows the weighted share of each of the indexes. The sum of all of the parts comprises the value of the Weighted Index: 0.2845. Each of the aggregate indexes has a level of contribution to the weighted score of the index.

The contribution of each of the indexes to the value of the Weighted Index depends on both the value of each of the aggregate indexes and the weight assigned to each index. The Social Welfare Index has the highest percentage of contribution because of the higher level of inequality that it reflects and also because of its significant share in national expenditure (25.1%).

Table 8: Calculating the Weighted Index, the Equality Index 2006*					
Field	Index value	National expenditure (NIS million)	% of national expenditure	% of contribution to the Weighted Index	Its weighted share
Education	0.3420	45,293	20.6%	24.7%	0.0704
Health	0.2076	44,090	20.0%	14.6%	0.0416
Housing	0.1445	64,583	29.3%	14.9%	0.0424
Employment	0.3882	10,901	5.0%	6.8%	0.0192
Social welfare	0.4418	55,290	25.1%	39.0%	0.1110
Total		220,157	100%	100%	0.2845

* The Equality Index refers to data collected between the years 2000-2005
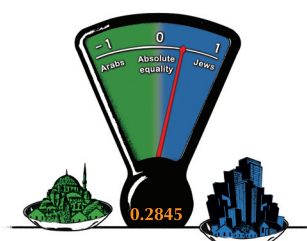
Part IV: Statistical Appendix

The Aggregate Index

1. Introduction

The social, economic and political processes that developed countries have experienced, particularly since the early 1990s, have created a growing need for equality indexes. The need for developing quantitative equality indexes derives from the increased awareness and commitment among decision makers and social organizations to the principle of equality between the various groups in the population.

The index is calculated on the basis of many and diverse indicators and variables that cover various fields: education, healthy, economics, politics, social welfare and more, thus making it possible to conduct comparisons between the different groups in the population. The indicators on which the analysis is based are characterized by the following qualities:

A. Based on a unit of analysis (individuals / families / population group / geographic area / country).
B. Guide (in the case of allocation) and/or reflect (in the case of output) social, economic or political objectives.
C. Reflect a numerical result.
D. Reflect criteria for changes.
E. Reflect as broad a picture as possible in the field being examined.
F. Enable continuous monitoring over time.

The salient advantage of the Equality Index stems from the fact that it provides a single and multi-dimensional quantitative expression of the weighted combination of inequality between the groups. The definition of the term "equality" is not uniform, though the prevalent view in many studies supports the test of results. Since equality is something relative, the index is based on the reference group (usual the "strong" group). Some disagree with this and prefer an "absolute" approach: setting an "objective" threshold and measuring the distance from it. In this research, we tended

toward the majority opinion and defined the Jewish population as the reference group for the Arab population.

It is important that the process of creating the index will reflect the widest possible agreement regarding the meaning of the term equality. Not only should its theoretical presentation be considered, but also the clarity and flexibility of the findings.

2. Practical requirements of the index

1. It should be ensured that the index will enable the identification of trends, fluctuations and changes in the state of inequality over time in order to guide decision makers in efforts to reduce it. For this purpose, the index should rely on the broadest consensus possible.

2. In order for the results and conclusions of the index to serve as fertile ground for new research, the index must be useful and practical, easy to understand and meaningful.

3. The index has extensive political significance that is expressed particularly due the fact that it does not depend on absolute variables that have large deviation.

4. The choice of indicators and variables included in the index has a decisive impact on its applicability and on the quality of its byproducts. It should thus be based on the widest consensus possible and be supported by expert opinions in all of the fields it addresses.

5. A multiplicity of variables and indicators is liable to detract from the understanding of the index findings, and thus from rectifying them. Therefore, the goal should be to find a balance between the number of variables that comprise the index, on one hand, and its ease of interpretation and clarity of meaning, on the other hand.

6. The index should be applicable and reliable, both in comparing between groups and over the axis of time. In addition, it should have the statistical characteristics that are conventional in indexes of this sort.

7. Like indexes of this type, the values range between 0 to 1, or between 1 to -1, or between 0 to 100.

8. The index will enable prediction of the changes in the level of inequality as a result of the changes in the indicators and variables.

9. The index will be characterized by structural validity on two levels: differentiating validity (external validity) and converging validity (internal validity). The first

confirms that the index indeed expresses the strength of inequality between the groups. The latter ensures that the index will correspond to other indexes that examine the same disparities in the same fields at the same time / or over the course of time, such as the Gini and Atkinson indexes (Weymark, 2004)

3. The aggregate index and the concept

In order to quantitatively assess the disparity in resources available to the populations that comprise the society, and/or the way these resources are used, an aggregate index is required that attributes an appropriate weight to each variable and to each population, and takes into consideration the extent of difference between the populations for each indicator and variable. In the research literature, there is a wide range of indexes developed for conducting various comparisons: between genders (Plantenga & others, 2003), (Federal Provincial, Canada, 1997), (Warren, 2000); between genders, combined with geographic regions (Kjeldstad and Kristiansen, 2001); between ethnic populations in fields of economics and society (National Urban League, USA, 2004; Morial, 2005). Some of them focus on the disparity between artificial subpopulations (Tchernichovsky and others, 2003). Others, like the Gini index, were designed to measure the disparities between individuals (Shorrocks & Wan, 2004).

The basic idea of the index presented here was mentioned in a comparative study conducted by researchers at the National Insurance Institute and a group of Belgian researchers. The study recommends conducting a comparison of the protection provided to the elderly population between most of the countries of Europe (including Israel) (Guillaume & others; Cohen and Yaakov, 1996). The choice of the relevant variables for comparison reflects the principle of cost-benefit in the areas examined (education, employment, housing and planning, health, social welfare). After averaging the data over the years, a weighted calculation was made that took into consideration the size of the two populations. The result expresses, in percentages, the averages for each of the population groups. In the final stage, the averages were standardized with a shared standard deviation in order to arrive at uniform units of measurement for each of the variables. An aggregate index for the area studied is generated by combining all of the adjusted units. It turns out, therefore, that the significance of inequality is expressed in the disparity between the general weighted average of the entire population and the share of each subpopulation in the overall weighted average.

The relative importance of each variable is determined according to the principle of neutral weighting, which is based on the standard deviation calculated for the variable. This approach is prevalent in aggregate indexes for measuring a particular field, based on the principle of relative deprivation (Delhausse & others, 1993).

4. Mathematical presentation

Each variable is represented by the average over years as c_i.

i designates a data variable from within n different variables. Each vector c_i has c_{ij} terms, where j designates the given population from within m different subpopulations. (In our case, $m=2$, Jews and Arabs.) An average valued can be calculated for each i variable for the total population (which is designated mc_i) in the following manner:

$$mc_i = \sum_{j=1}^{m} p_j \, c_{ij}$$

where p_i is the coefficient of weighting for population j and $\quad \sum_{j=1}^{m} P_j = 1$

in order to combine different variables that were measured in different units, each vector c_i is standardized to a new vector N_i such that: $N_{ij} = p_j c_{ij} / mc_i$

Thus, for each i a dichotomous variable is created with proportions [equation], with an average equal to [equation] and a standard deviation equal to $S_i = (\overline{N_i} * (1 - \overline{N_i}))^{0.5}$

We will define a vector of the form $\quad IND_j = \sum_{j=1}^{n} \dfrac{(\overline{N_i} / S_i)}{(p_i / S_i)}$

We calculate the aggregate index for each subpopulation in regard to the field studied, designated IND_j as a weighted average of a vector of variables standardized for the subpopulation [mathematical expression], where the weight given to the variable in the index is the opposite of the standard deviation S_i. The quotient in the formula IND_j is analogous to the relation between observation and expectation.

The index IND_j is calculated for each subpopulation separately, thus generating a new relative index, which is the ratio between the differential between the index of the two subpopulations, divided by the maximum value of the index between the two subpopulation groups and is designated *index*.

Consequently, if there are two subpopulations, then j=1,2 and the index is defined as

$$index = \frac{IND_1 - IND_2}{Max\,(IND_1, IND_2)}$$

The *Max (.,.)* function expresses the complement (the transfer) that should be performed on the expression of the denominator in order to arrive at equality for the subpopulation that is discriminated against.

It is important to note that in order to maintain uniformity of the change's effect in average values of the variable being studied, the variables in the analysis were categorized by the way they influence equality. For example, when the average number of children per classroom decreases in Arab elementary schools, the Equality Index is expected to improve and thus indicate an increase in equality. Thus, variables that have a negative impact on equality underwent a transformation which is 1 divided by the average of the variable, while no changes were made to the rest of the variables. Variables that underwent transformation are marked by the letter V (see variables key on page ???).

The value of the index (*index*) ranges between **-1 to 1**. When the value of the index equals zero, it indicates complete equality. As the index moves closer toward one (1), it indicates greater inequality in favor of the reference population (hereinafter – Population A, which in our case is the Jewish population). Similarly, as the index moves closer toward minus one (-1), it indicates greater inequality in favor of Population B (the Arab population).

In formulating the index, great importance was accorded to the value of the weighting parameter. Therefore, a meaningful value must be defined (which can be different for various indicators and variables) that expresses a real policy and/or allocation, or, alternatively, as proportions between the two subpopulations.

5. Qualities and characteristics of the index
1. The range of index values is -1 to 1.
2. The value of the index moves toward 1 when all of the values of the variables of subpopulation B move toward zero and/or are significantly less than the values of the variables of subpopulation A. The value moves toward -1 when all of the values of the variables of subpopulation A move toward zero and/or are significantly less than the values of the variables of subpopulation B. An

index value is close or equal to 0 when the values of the variables in both subpopulations are close or equal.

3. The index handles extreme changes well, both in the values of the variables in the analysis and in the weighted parameter. An extreme change in favor of the reference subpopulation pushes the index in the direction of inequality – that closer to 1. On the other hand, an extreme change to the detriment of the reference subpopulation pushes the index toward equality – that is closer to 0.

4. Since the weighting parameter is uniform and constant, an improvement in the value of the variables among Population B generates an improvement in the extent of equality in the index. Similarly, a worsening of the value of variables in Population A (assuming that there is no change in the value of the variables of Population B) raises the extent of equality in the index.

5. A change in the weighting parameter and changes in the value of variables as described above are likely to affect the index in opposite directions, and the final value of the index is determined according to the magnitude of the change.

6. As the distribution of variables is identical in the sense of equality between first moment (average) and second moment (differential) between the two populations, the value of the index aspires to zero.

7. The index (*index*) takes into consideration not only the value of the standardized variable *i* of population *k*, but also the distance between the variable *i* in population *k* and the variable *i* in the *k* population. (?)

8. The index (*index*), as a function of the weighting parameter, is modulated except for the end points. (At the end points, the value of the index aspires to zero because there is no assumption that two subpopulations exist). This is due to the standardization applied to the value of the *i* variable and which was adjusted by the distance between the two populations A and B; that is, by the standard deviation of a dichotomous variable in accordance with the change in proportions.

9. Different values can be used for the weighting parameter for different variables, while of course maintaining relevant significance for the proposed weighting.

10. Given a form of distribution of variables in populations A and B, and assuming that the distribution of variables in populations A and B are not identical in the sense of the first and second moment, then the value *a* of the weighting

parameter *a* for which index > 0 (inequality), which belongs to the reference subpopulation when [equation] aspires to 1, then *index* converges toward equality. This characteristic indicates that even if the disparity between the two populations is large, there is a range of the weighting parameter which is (*a, 0*) in which index converges toward equality despite an increase in the share of the reference subpopulation, and this assures a given level of inequality given the indicators in the analysis.

6. The final weighted index

In accordance with the recommendations of the steering committee on formulating the Equality Index, the weighted index sums the five fields (education, health, housing, employment and social welfare) that are weighted according to the weight of each field in national expenditure. The rationale of the weighting according to national expenditure derives from the fact that national expenditure in each field includes public expenditure (government local government, non-profit organizations) and the expenditure of private households.

A summation of combinations of the multiple of index values in the five fields in percentages of national expenditure displays the final ratio between government and household allocation, on one hand, and actual resources – that is, the test of results in all of the fields together.

A. National expenditure on education

The national expenditure on education, according to the definition of the Central Bureau of Statistics, includes the spending on pre-elementary educational institutions; elementary, high school, academic and technological education; yeshivas and ultra-Orthodox schools; institutions of post-secondary education, institutions of higher education, institutions for adult education and advanced training. The share of public spending (direct expenditure by the government, expenditure by local government and non-profit organizations) out of the total national expenditure on education is about 74.4%, while the share of private spending (purchases of educational services from other sectors, household transfers to the government, local government and non-profit organizations) comprises about 25.6%.

The total expenditure on education in 2005 (current prices) = NIS 45,293 million.

B. National expenditure on health

The national expenditure on health, according to the definition of the Central Bureau of Statistics, distinguishes between current spending and investment in fixed assets. Current spending includes the various types of health services and direct spending by households on medication and medical instruments. The investment in fixed assets includes construction of buildings and acquisition of equipment for institutions that provide health services. The share of public spending (direct expenditure by the government, expenditure by local government, non-profit organizations and other unknown entities) out of the total national expenditure on health is about 69.3%, while the share of private spending (spending by households) comprises about 30.7%.

The total expenditure on health in 2005 (current prices) = NIS 44,090 million.

C. National expenditure on housing

The national expenditure on housing, according to the definition of the Central Bureau of Statistics, is measured on the basis of the increase in volume of residential construction and in accordance with the increase in prices of housing services for households. This includes regular maintenance of the home and consumption of housing services by homeowners, which is calculated by figuring in an alternative rent for a home of equal value in the given community or region.

The data for calculating the rental amount is taken from three sources:
1. An ongoing rental survey conducted in the framework of the consumer price index.
2. Rental data of households residing in rental homes from a survey of household spending.
3. External sources.

For "rent controlled homes, the figure used for the calculation is the differential between the actual rent paid and the full rental value as derived from the three sources cited above. The share of public spending (direct expenditure by the Ministry of Housing: grants and subsidies – budget section No. 24 – of NIS 2.4 billion and other housing outlays – budget section No. 7 – of NIS 4.7 billion) out of the total national expenditure on housing is about 11.0%, [0.11 in Hebrew] while the share of private spending (spending by private households) comprises about 89.0%.

The total expenditure on housing in 2005 (current prices) = NIS 64,583 million.

D. National expenditure on employment

The Central Bureau of Statistics did not make an assessment of national spending on employment. In consultation with Professor Yossi Yahav (a member of the steering committee), Ms. Soli Peleg (senior director of the Macro-Economic Division at the Central Bureau of Statistics) and Mr. Amir Davidson (head of Government Accounts and Social Services at the Central Bureau of Statistics), it was decided to calculate the expenditure directly from the 2005 state budget. The calculation was made by surveying all of the budget items in all of the government ministries that are involved in encouraging employment. The share of public spending (direct expenditure by government ministries involved in encouraging employment, particularly the Ministry of Industry and Trade) out of the total national expenditure on employment is 100.0%, while the share of private spending comprises 0.0%.

Table 9: Budget items included in the expenditure on employment, by executing ministry and subsection number - 2005			
Ministry / Main section	Subsection	Subsection No.	Total expenditure (NIS mil)
Prime Minister's Office	Assistance to individuals - employment	040611	63
	Assistance to businesses	040612	310
Ministry of Finance	Training workers and instruction	050707	1
	Atidim project for the public sector	050708	2
	Investments in companies (Israel Railways, entities in distress, and more)	8306 830602 830603	2,390
Ministry of Public Security	Employment and production	071010	8
Ministry of Education, Culture and Sport	Advanced training and instruction	202203	12
Ministry of Social Welfare	Employment of the disabled in public and business entities	230618	65

	The Unit for Foreign Workers' Affairs	68	42
Ministry of Health	Advanced training and instruction	240402	2
Ministry of Immigrant Absorption	Assistance for promoting employment in the public sector	300219	20
	Assistance in employing new immigrants	300220	92
	Assistance in employing new immigrants – self-employed and business entrepreneurship	300223	9
Support for public products		32	4,321
Ministry of Industry and Trade		36	1,615
	Support for market sectors	38	1,607
	Support for industrial sectors	76	107
Ministry of Tourism		37	204
Subsidizing credit and discounts	Linkage insurance for various sectors of the economy (insuring linkage to the cost-of-living index and/or exchange rate, support for credit for a sector, etc.)	44 4405 4409	31
Total			10,901

The total expenditure on employment in 2005 (current prices) = NIS 10,901 million.

E. National expenditure on social welfare

The national expenditure on social welfare (Central Bureau of Statistics 2006, National Insurance Institute 2005) include all of the monetary support from

National Insurance Institute (about NIS 42,326.8 million), the executive budget of the Ministry of Labor and Social Welfare (about NIS 4,063.0 million), and other support from the National Insurance Institute, local authorities, national institutions, governmental non-profit organizations, and the Ministry of Labor and Social Welfare (about NIS 8,900.0 million). The share of public spending (direct expenditure by the government, the National Insurance Institute, expenditure by local government, non-profit organizations and national institutions) out of the total national expenditure on social welfare is about 56.0%, while the share of private spending (transfers to the National Insurance Institute) comprises about 44.0%.

The total expenditure on social welfare in 2005 (current prices) = NIS 55,290 million.

> **The total national expenditure in the five fields at 2005 prices: about NIS 220,157 million.**

F. The method of calculation

The calculation of the index value was performed using Excel. The software's Macro feature was used to carry out simulations of the sensitivity of the index value to changes in values. For example, this method was used to study the sensitivity of the index to changes in the weighting parameter and to changes in the values of the various indicators and variables of the two populations in each of the fields.

Variables Key

Note: The variables marked with a **V** are variables that underwent opposite transformation in order to create uniformity in measuring the direction of the impact on the index.

Housing	
Indicator	**Variable**
Availability of housing	1. Rate of home ownership
Comfort of housing	2. Number of rooms in the apartment 3. Average number of people per room
Quality of housing	4. Average monthly expenditure on housing 5. Average monthly expenditure on local taxes

Health	
Indicator	**Variable**
Life expectancy	1. Life expectancy at birth for males 2. Life expectancy at birth for females
Mortality rates	3. Rate of infant mortality (V) 4. Rate of mortality per 1,000 people, among males of ages 1-4 (V) 5. Rate of mortality per 1,000 people, among males of ages 10-14 (V) 6. Rate of mortality per 1,000 people, among males of ages 20-24 (V) 7. Rate of mortality per 1,000 people, among males of ages 40-44 (V) 8. Rate of mortality per 1,000 people, among males of ages 60-64 (V) 9. Rate of mortality per 1,000 people, among males of ages 80-84 (V) 10. Rate of mortality per 1,000 people, among females of ages 1-4 (V) 11. Rate of mortality per 1,000 people, among females of ages 10-14 (V) 12. Rate of mortality per 1,000 people, among females of ages 20-24 (V) 13. Rate of mortality per 1,000 people, among females of ages 40-44 (V) 14. Rate of mortality per 1,000 people, among females of ages 60-64 (V) 15. Rate of mortality per 1,000 people, among females of ages 80-84 (V)
Percentage of smokers	16. Percentage of male smokers (V)
	17. Percentage of female smokers (V)

Education	
Indicator	**Variable**
Resources of the education system	1. Average number of pupils per classroom in elementary education (V) 2. Average number of pupils per classroom in secondary education (V) 3. Average number of pupils per classroom in elementary and secondary education (V)
Pedagogical infrastructure	4. Average number of full-time teaching positions per classroom
Output	5. Percentage with 0-8 years of schooling (V) 6. Percentage with 13-15 years of schooling 7. Percentage with 16 years or more of schooling 8. Median number of years of schooling in the population 9. Dropout rate among pupils in grades 9-12 (V) 10. Percentage of 12th graders qualifying for matriculation certificate 11. Percentage of 12th graders with a matriculation certificate that meets entrance requirements for university 12. Percentage of students in university among ages 20-34

Employment	
Indicators	**Variables**
Participation in the workforce	1. Participation rate in the workforce among those 15 and older 2. Participation rate in the workforce among males 15 and older 3. Participation rate in the workforce among females 15 and older 4. Participation rate in the workforce: ages 15-17 (V) 5. Participation rate in the workforce: ages 18-24 6. Participation rate in the workforce: ages 25-34 7. Participation rate in the workforce: ages 35-44 8. Participation rate in the workforce: ages 45-54 9. Participation rate in the workforce: ages 55-64 10. Participation rate in the workforce: ages 65 and older 11. Participation rate in the civilian workforce among those with 0-4 years of schooling (V) 12. Participation rate in the civilian workforce among those with 5-8 years of schooling (V) 13. Participation rate in the civilian workforce among those with 9-12 years of schooling 14. Participation rate in the civilian workforce among those with 13-15 years of schooling 15. Participation rate in the civilian workforce among those with 16 or more years of schooling
Unemployment rate	16. Unemployment rate: total (V) 17. Unemployment rate: men (V) 18. Unemployment rate: women (V)

Employment	19. Employment rate by profession: academic professions 20. Employment rate by profession: free professions and technical professions 21. Employment rate by profession: managers 22. Employment rate by profession: clerks 23. Employment rate by profession: agents, salespersons, and service personnel 24. Employment rate by profession: professional workers in agriculture (V) 25. Employment rate by profession: professional workers in industry, construction and others (V) 26. Employment rate by profession: non-professional workers (V) 27. Employment rate in agriculture (V) 28. Employment rate in industry 29. Employment rate in electricity and water 30. Employment rate in construction (V) 31. Employment rate in wholesale commerce (V) 32. Employment rate in guest services (V) 33. Employment rate in transportation, storage and communications 34. Employment rate in banking, insurance and financial 35. Employment rate in business services 36. Employment rate in public administration 37. Employment rate in education 38. Employment rate in health, social welfare and nursing services 39. Employment rate in community services 40. Employment rate in housekeeping services

Poverty rate	41. Poverty among families before transfer payments and direct taxes (V) 42. Poverty among individuals before transfer payments and direct taxes (V) 43. Poverty among children before transfer payments and direct taxes (V) 44. Poverty among families after transfer payments (V) 45. Poverty among individuals after transfer payments (V) 46. Poverty among children after transfer payments (V) 47. Poverty among families after transfer payments and direct taxes (V) 48. Poverty among individuals after transfer payments and direct taxes (V) 49. Poverty among children after transfer payments and direct taxes (V)
Impact of transfer payments and direct taxes on the poverty rate	50. Rate of decline of poverty among families after transfer payments 51. Rate of decline of poverty among individuals after transfer payments 52. Rate of decline of poverty among children after transfer payments 53. Rate of decline of poverty among families after transfer payments and direct taxes 54. Rate of decline of poverty among individuals after transfer payments and direct taxes 55. Rate of decline of poverty among children after transfer payments and direct taxes

Social Welfare	
Indicators	**Variables**
Expenditure on social welfare	1. Total average expenditure (government and local authorities) on social welfare per capita 2. Average government expenditure on social welfare per capita
Workforce and employment	3. Unemployment rate: men (V) 4. Unemployment rate: women (V) 5. Rate of participation in the workforce: ages 15-17 (V) 6. Rate of participation in the workforce: ages 18-24 7. Rate of participation in the workforce: ages 25-34 8. Rate of participation in the workforce: ages 35-44 9. Rate of participation in the workforce: ages 45-54 10. Rate of participation in the workforce: ages 55-64 11. Rate of participation in the workforce: ages 65 and older

Poverty rate and impact of transfer payments	12. Poverty among families before transfer payments and direct taxes (V)
	13. Poverty among individuals before transfer payments and direct taxes (V)
	14. Poverty among children before transfer payments and direct taxes (V)
	15. Poverty among families after transfer payments (V)
	16. Poverty among individuals after transfer payments (V)
	17. Poverty among children after transfer payments (V)
	18. Poverty among families after transfer payments and direct taxes (V)
	19. Poverty among individuals after transfer payments and direct taxes (V)
	20. Poverty among children after transfer payments and direct taxes (V)
	21. Rate of decline in the poverty rate among families after transfer payments
	22. Rate of decline in the poverty rate among individuals after transfer payments
	23. Rate of decline in the poverty rate among children after transfer payments
	24. Rate of decline in the poverty rate among families after transfer payments and direct taxes
	25. Rate of decline in the poverty rate among individuals after transfer payments and direct taxes
	26. Rate of decline in the poverty rate among children after transfer payments and direct taxes

In the Media

One of the most important aspects of the work of producing and publishing The Sikkuy Report – Equality Index in Arabic, English and Hebrew, is the impact it makes in the print and electronic media in Israel and through the media on the decision-makers and
wider public in Israel.

Sikkuy makes a major effort to publicize the report and its findings. When the report was released in April 2007, it was reported on extensively in the Hebrew, English and Arabic newspapers, on television, radio and on the Internet.

Subsequent to its release, the report is continually quoted and referred to as one of the most authoritative sources for information on inequality between the Arab and Jewish citizens of Israel.

We bring you a few examples of this coverage.

Haaretz - March 28, 2007

Study: Israeli Jews live four years longer than Israeli Arabs

By Yoav Stern

The life expectancy of Jewish citizens in Israel is four years higher than that of Arab citizens, according to the equality index published Wednesday by Sikkuy: The Association for the Advancement of Civic Equality in Israel. The data also reveals that the mortality rate for Arab infants under the age of 12 months is double that of their Jewish counterparts.

The index, published Tuesday for the first time, suggests grave inequality in the level of medical services enjoyed by Jews in Israel, and that available to Arabs. The index comprises several criteria, such as the general life expectancy, mortality rates and the percentage of smokers in the population.

The data suggests that the Arab minority in Israel suffers worse conditions than those of the Afro-American minority in the U.S. or the Catholic minority in Northern Ireland. This, according to similar indexes published there.

Dr. Nihaya Daoud, a public health expert and member of Sikkuy, told Haaretz Tuesday that one of the major factors for the differences was the lower socioeconomic status of the Arab-Israeli public compared to the Jewish population.

According to Dr. Daoud, while the national health insurance law has dramatically improved the medical situation of many Arab citizens, not enough is being done to bring about full equality. To promote the issue, Dr. Daud proposes the creation of a special organization dedicated to improving health services for the Arab population.

"Why should an Arab lady from Umm al-Fahm spend NIS 100 to travel to Hadera and back for medical tests? It's up to the health system to make sure its facilities are accessible," she says.

Ali Haider, co-director of Sikkuy, said that the need to evaluate the quality of medical services in the Arab community was derived from efforts to implement the conclusions of the Or Commission of Inquiry, appointed by Supreme Court in 2000 to investigate the killing of 13 Arabs and one Jew in clashes that occurred in October of that year. In its findings, the committee called for greater equality between the Jewish and Arab populations.

"The government is not delivering on all its commitments, but it is hard to measure to what degree. We intend to use the data of the index to propose real plans for action to the government in order to combat this discrimination."

APRIL 9, 2007

BETTINA.COM

SIKKUY REPORT: ONLY 30% OF ARAB HIGH SCHOOL STUDENTS GRADUATE WITH COLLEGE MATRICULATION CERTIFICATE IN CONTRAST TO 50% OF JEWS

فقط 30% من الطلاب العرب الذين ينهون الثاني عشر يحصلون على استحقاق في البجروت يمكنهم من دخول الجامعات مقابل 50% في الوسط اليهودي

كشف تقرير صادر عن جمعية سيكوي. هذا الأسبوع. أن الفجوة في التعليم بين الوسطين العربي واليهودي آخذة بالتفاقم. وأن فقط 30% من الطلاب العرب الذين ينهون الثاني عشر يحصلون على استحقاق في شهادة البجروت يمكنهم من دخول الجامعات. في حين تبلغ هذه النسبة 50% في الوسط اليهودي.

وجاء في التقرير الصادر عن جمعية سيكوي. والذي نشر تحت اسم مقياس المساواة أن هناك 19% من الطلاب في الوسط العربي ينهون الصف الثاني عشر ويحصلون على استحقاق في شهادة البجروت. لكن هذا الاستحقاق لا يمكنهم من دخول الجامعات بسبب تدني العلامات عن متطلبات الجامعات.

وبحسب التقرير أيضا. فقط 3% من طلاب الجامعات العرب يكملون الدراسات العليا في الجامعات. مقابل 9% في الوسط اليهودي. كما أن نسبة التسرب في الوسط العربي في الصفوف التاسعة حتى الثانية عشرة تبلغ 9% . وهي ضعف النسبة لدى الوسط اليهودي.

ووفق جمعية سيكوي فإن المسؤولية الأولى تقع على عاتق الحكومة في جسر الفجوات بين الوسطين العربي واليهودي. حيث يقع على عاتقها رصد الميزانيات والموارد في الوسط العربي. وبناء المزيد من الغرف الدراسية. فعلى سبيل المثال يصل معدل عدد الطلاب العرب الذين يدرسون في الغرفة الواحدة في المدارس الابتدائية إلى 29 طالبا وهو أكثر بـ 5 طلاب من المعدل في الصفوف اليهودية.

"The goverment discriminates against the Arab communities" - by Joubran Joubran and Rachela Yanay

זר שהיה מגיע לישראל ושומע הצהרות של פוליטיקאים הניתנות בפני האוכלוסייה הערבית יכול היה לחשוב שזו האוכלוסייה המרופדת ביותר בישראל. כמעט שאין כנס או אירוע שאליו מוזמנים שרי או פקידי ממשל לנאום בפני קהל קהל ערבי שבו לא נזרקות לאוויר הבטחות שנועדו, כביכול, להיטיב עם האוכלוסייה הערבית. בסופו של דבר ההבטחות מחזיקות מעמד עד לעיתון הבוקר למחרת, במקרה הטוב, ולעתים גם זה לא.

אין מדובר רק בהבטחות. דו״ח של ועדה ממלכתית, דו«ח אור, אשר התפרסם לפני שלוש שנים, קבע בבירור כי הממשלה מחויבת למחוק את כתם האפליה נגד האוכלוסייה הערבית. הדו«ח עדיין עומד תלוי ככתב אשמה נגד ממשלות ישראל לדורותיהן, כל עוד לא מיושמת תוכנית כוללת לביטול ההפליה ולסגירת הפערים.

כל בר דעת מבין מהו הנזק שנגרם מהבטחות המוכרזות שוב ושוב ללא כל כוונה מעשית לקיימן. ראש העיר הערבית שהולך לקושש אחר מימוש הבטחות הללו נתקל לרוב במשיכת כתפיים, ואילו האוכלוסייה הערבית מפתחת ניכור וחוסר אמון כלפי גורמי הממשל.

הנזק הכביר הוא בעיקר בכך שהאוכלוסייה הערבית מוחזקת כבת ערובה הנתונה לחסדיה של הממשלה. ירצו - ייתנו, לא ירצו - לא ייתנו. ההקצאה התקציבית אינה קבועה או מוסדרת כחלק מהסדר מהסדר תחיקתי שייאפשר לאזרחים הערבים ליהנות מחלקם במשאבי המדינה בזכות, אלא רק על בסיס הסדרים התלויים ברצון טוב ולרוב אינם מקוימים.

כך למשל, במקום לבנות אזורי תעשייה שיאפשרו ליישובים הערביים ליהנות מנכסים מניבי ארנונה, מעדיפה הממשלה להקצות ליישובים הערביים מענקי איזון, ואף הם פחותים בהשוואה לרשויות יהודיות בעלות נתונים זהים. או במקום לקבוע תוכניות מתאר שיאפשרו ליישובים הערביים להתפתח מעדיפה הממשלה להעלים עין מבנייה ללא היתר בלית ברירה אחרת, תוך נפנוף חרב הריסת הבתים מעל לראשי האזרחים.

לעתים, יש באפשרותן של תוכניות טלאי-על-טלאי וקיבוץ נדבות ממשרד הפנים בכדי לסייע נקודתית בנושאים מסוימים, אך נסיון העבר מוכיח פעם אחר פעם כי אין ביכולתן בכדי לקדם באמת את האוכלוסייה הערבית. על מנת ליצור שינוי של ממש חייבת הממשלה, בהובלת משרד ראש הממשלה, לחייב את משרדי הממשלה השונים לנקוט מדיניות של סגירת פערים תוך קביעת יעדים לטווח ארוך, השקעה רב-שנתית ושיתוף האוכלוסייה הערבית בתכנון.

לאחר מלחמת לבנון השנייה הבטיח הבטיח מנכ«ל משרד ראש הממשלה, רענן דינור, כי תקציבי הממשלה שיועברו לשיקום הצפון יחולקו באופן הבא: שליש ליישובים היהודיים, שליש ליישובים הערביים והשליש שנותר - לתשתיות משותפות. קרוב לשנה חלפה מאז ניתנה ההבטחה, ובימים אלה אמור המשרד להציג את נתוני ההשקעות בפועל בכנס שייתקיים מחר בנצרת בהשתתפות נציגי הממשל והרשויות המקומיות הערביות. עוד הבטחה שלא תמומש כבר לא תפתיע אף אחד בקרב האזרחים הערבים. לעומת זאת, אם הכספים אכן הוקצו וימשיכו להיות מוקצים על פי החלוקה שהובטחה, עשוי הדבר להוות צעד משמעותי לכיוון שוויון אך בעיקר, להקניית אמינות להבטחות השלטון כי אכן פניו לקראת האזרחים הערבים.

הכותבים הם מנהלי פרויקט קשרי ממשל ושינוי מדיניות בעמותת סיכוי

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