

2008
The Sikkuy Report

The Equality Index of Jewish and Arab Citizens in Israel

Editor: Ali Haider, Adv.



סיכוי סיקוי Sikkuy

העמותה לקידום שוויון אזרחי الجمعية لدعم المساواة المدنية
The Association for the Advancement of Civic Equality

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Editor: Ali Haider, Adv.

Research and writing: Yaser Awad, Manar Mahmoud

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A message from the Co-Executive Directors

Reality often sends us warning signals. Because of our concern for our future, we are making every effort to interpret and understand these signals and to contextualize them within the previous trends which we have monitored. We are certain that it is not sufficient to point out the existence of these trends and only to study and analyze them, but that we must act with determination to change the reality for the better.

Recently, the situation in Israel has, with increasing frequency, provided us with a wide array of unfortunate events that are damaging to the status of the Arab–Palestinian public in Israel, to equality between all the citizens, Jews as well as Arabs, and to the relations between the two national groups – Arabs and Jews – living in Israel. These events are clear signals of a deterioration that might take place in the future.

We cannot mention all the events in the context of this foreword, but we should point out at least the most prominent among them, beginning with the influence of the war in Gaza on the relations between Jews and Arabs, and including the delegitimization of Arab citizens who protested against the war, and the election campaign for the 18th Knesset, its outcome and its current consequences.

In regard to Arab citizens, the recent election campaign was characterized by two dangerous trends: another attempt to outlaw the Arab parties, and the strengthening of Yisrael Beiteinu and its worldview. The outlawing of the Arab parties, Balad and Ra’am-Ta’al, by the Central Elections Committee was another attempt by the Knesset to prevent the participation of the Arab parties in the elections. This rejection undermines the basic principles of democratic government and the right of citizens to choose their representatives, and is a sign of the tyranny of the majority. We see these repeated attempts at delegitimization as a disturbing process that threatens the relations between the Arab citizens and the state, and believe that outlawing these parties is liable to lead to a very grave deterioration in these relations.

In addition, the election campaign was characterized by a threat to the Arab citizens and their rights, a trend that was reflected in the election propaganda of Yisrael Beiteinu, headed by Avigdor Lieberman. This propaganda incited against Arab citizens and threatened to deny their citizenship in various ways. Yisrael Beiteinu conditioned citizenship on a loyalty oath – a step that is typical of benighted regimes and is diametrically opposed to the concept of citizenship as a basic right. Even more regrettable is the fact that this demagogic trend found many supporters among the voters, turning Yisrael Beiteinu into the third largest faction in the Knesset and the second largest in the coalition. Recently we received proof of the danger inherent in this party’s ideology – a series of draft bills, statements and actions by party members.

For example, the draft bill of Member of Knesset (MK) Alex Miller, prohibiting the

commemoration of Nakba Day – a proposal that was approved by the Ministerial Legislation Committee and was later passed by the Knesset in a different version. Another example is the draft bill of MK David Rotem that would require Arab citizens to declare loyalty to the State of Israel as a Jewish and Zionist state. This proposal has been tabled by the government for the time being as a result of public pressure and international criticism.

It is also unfortunate that some government ministers exploit their position in order to promote a discriminatory policy and to make racist declarations against Arab citizens. We have recently encountered an abundance of racist actions and not only from marginal groups. For example: Transportation Minister Yisrael Katz recently decided to Hebraicize the names of the cities on road signs; Minister of Construction and Housing Ariel Atias recently said that “the spread of Arabs in Wadi Ara must be stopped.” And now, as though that were not enough, Education Minister Gideon Saar decided to remove the word “Nakba” from the curriculum in Arab schools.

Immediately after the elections Baruch Marzel and Itamar Ben Gvir entered the city of Umm al-Fahm at the head of a gang from the extreme right, in order to intimidate, incite against and provoke the residents of the city. This led to serious confrontations between the police and Arab citizens, who took to the streets to protest the visit that was inspired by hatred and racism. We should point out that Jewish citizens also came to Umm al-Fahm to express their solidarity with the city residents. Baruch Marzel and a group of his cronies continued their hate campaign in the southern city of Rahat. These provocations were preceded by the events of October 2008 in Acre and the violent confrontation between Jewish and Arab residents of the city – incidents that remind us once again of the explosiveness of the relations between Arab and Jewish citizens, particularly in the mixed cities. These events make it clear why there is a need for immediate attention to the situation of the Arab communities living in those cities.

Despite the growing tension between the two peoples and the continued racism, discrimination and inequality between Arabs and Jews, the government, in its basic guidelines, refrained from any mention of its policy towards Arab citizens. We are very concerned about this evasion because it is clear to us that the government must introduce an immediate and comprehensive change in its policy toward Arab citizens. In light of the urgency of this issue we call on the government to conduct a continuing dialogue with representatives of the Arab public in order to understand the aspirations and needs of the Arab population and to involve it in determining policy. This should be done in the context of determining and implementing a comprehensive policy for attaining equality between Jewish and Arab citizens.

Sikkuy regards the following goals as burning issues that require immediate intervention: improving the level of the Arab school system by allocating the necessary resources; implementing changes in structure and content in the institutions of higher learning and making them accessible to Arab citizens. In addition, the government must grant the local councils special assistance for building and renovating the infrastructure in the Arab communities, act to strengthen Arab local government, improve individual and community welfare in the Arab communities, and supplement the social welfare budgets for the Arab local authorities.

Land is one of the core issues of contention between the government and the Arab citizens, who suffer from blatant and ongoing discrimination in the allocation of state lands. This discrimination reinforces the shortage of land in Arab society, and therefore the government

must ensure that public lands are made available to Arab citizens as they are to Jewish citizens and must guarantee the participation of the Arab population in planning processes and deliberations about its needs. The government must expand the municipal boundaries of Arab communities and add public lands to them for the purpose of building new residential neighborhoods, approve the establishment of new Arab communities, encourage the construction of public housing for those in need, in a manner culturally appropriate to the Arab population, end discrimination against the Arab residents of the mixed cities, and recognize the unrecognized Arab communities in the Negev, according to just and egalitarian criteria. We call on the government to assume responsibility for the housing shortage in the Arab sector and to use the means at its disposal to alleviate this shortage.

The Arab communities are prominent on the list of communities suffering from poverty and unemployment. In light of the global economic crisis, which is expanding the circle of unemployment, the government must promote the creation of jobs for Arab citizens, establish industrial and employment zones in the Arab communities, partner Arab local authorities with existing regional industrial zones and absorb Arab citizens in the civil service. The government is also responsible for integrating Arabs into those branches of the private sector from which they are effectively excluded.

Beyond the material resources, there is also a need for action on the symbolic level. The government must afford Arab citizens the opportunity to express their Arab culture and must allocate the necessary resources as well. Its correspondence, publications and conduct must reflect the fact that Arabic is an official language in the State of Israel. Parallel to all these, the government must formulate a comprehensive plan to check racism and incitement against the Arab public and its leadership and act to implement the recommendations of the Or Commission regarding the rights of the Arab population. In this context we must again mention that we should not accept the decision to close the files of the policemen guilty of killing the 13 Arab youths during the events of October 2000. We support the demand of the Higher Arab Monitoring Committee to establish a neutral committee of inquiry to thoroughly investigate the killing of the Arab demonstrators.

The Israeli government under Ehud Olmert, whose term ended in March 2009, made several positive decisions and even implemented a number of positive steps concerning to Arab citizens. Worthy of mention are the following: a government decision to pro-actively make government services accessible to the Arab population and government decisions to promote fair employment of Arabs in government ministries. On the level of implementation we can note the significant progress in the preparation of master plans for Arab communities and the establishment (in the Prime Minister's Office) of the Authority for the Economic Development of the Arab, Druze and Circassian Sectors and the allocation of budgets to this authority.

However, these are preliminary and very limited steps. The scope of discrimination against the Arab population obligates the present government to take dramatic and powerful steps to deal with the issue of inequality. Although this government did not state its policy toward Arab citizens in its basic guidelines, it is still not too late to correct this. The government must immediately and diligently embark on planned, comprehensive and budgeted action and must not ignore the clear warning signals.

Sikkuy, a shared organization of Arab and Jewish citizens, is not satisfied with analyzing and publicizing the situation; it is an action-based organization that aspires to change the situation by implementing various projects on three levels: vis-à-vis the central government,

in local government and among the general public. These initiatives are designed to promote an egalitarian policy, to create permanent frameworks for action and to persuade the public to support equality and to be seriously concerned about the issue of citizenship.

It is not easy to work in the difficult situation we have described, but we believe in the possibility of changing it and we are determined, as people committed to the principles of justice, equality and freedom, to carry on with our efforts to bring about real changes.

We hereby present the third Equality Index, which is the work of many people – both experts and staff members. This is an authoritative index based on scientific methodology, prepared with the assistance of Israeli professionals who are leaders in the relevant fields of research.

The 2008 Equality Index demonstrates again that the inequality between Jews and Arabs is increasing. This means that the declarations made by various Israeli governments in the past decade and the steps that have been taken have not been translated into even the slightest reduction in the inequality between Arab and Jewish citizens. This fact should cause us sleepless nights. The grave findings of the index should be seen as a warning of the destructive results of government policy; the analyses and the insights in the index serve as a platform for changing this policy.

We would like to thank the Sikkuy staff, which worked and contributed to this index, and especially Ms. Manar Mahmoud and Mr. Yaser Awad, who invested a great deal of time and thought to improving the index, gathering and processing the data, and writing this report. In addition, we thank Mr. Alaa Hamdan, who recently joined the Sikkuy research department and contributed significantly to the process of producing the index.

We also would like to thank the members of the steering committee for developing the index – Prof. Mohammad Haj-Yihye, Prof. Rassem Khamaisi, Prof. David Nahmias, Prof. Yossi Yahav – who accompanied the work of the staff members and contributed significantly to the completion of the third index.

In addition, we would like to thank the team of content experts, who spared no attention, comment and advice: Dr. Khaled Abu Asbah, Dr. Anat Ben Simon, Dr. Nihaya Daoud, Dr. John Gal, Dr. Ravit Hananel, Prof. Yossi Katan, Prof. Rassem Khamaisi, Mr. Mohammad Khatib, Dr. Sami Miari and Dr. Shlomo Swirsky.

Finally, we would like to thank Shalom (Shuli) Dichter, who at the end of last year concluded a decade of service as co-executive director of Sikkuy. Shuli made a significant and invaluable contribution to strengthening the organization and disseminating its messages. We are certain that his insights, efforts, professionalism and belief in the justice of our cause will continue to guide us in the future. We thank him for all of these and wish him continued success.

Sincerely,
Ali Haider, Adv. and Ron Gerlitz
 Co-Executive Directors

Abstract

Sikkuy, a shared organization of Jewish and Arab citizens of Israel which works to achieve full equality between Jewish and Arab citizens, has taken upon itself the civic responsibility for the development and presentation of the Equality Index of Jewish and Arab Citizens in Israel, for the third consecutive year. The Equality Index is the product of the work of many well-known experts in Israel, both Arabs and Jews, who contributed a great deal of their time and knowledge to constructing this unique index. During the third year of the index we learn of a continuing deterioration in the state of inequality between Arabs and Jews; in other words, a widening of the gaps between the two groups, to the detriment of the Arab population.

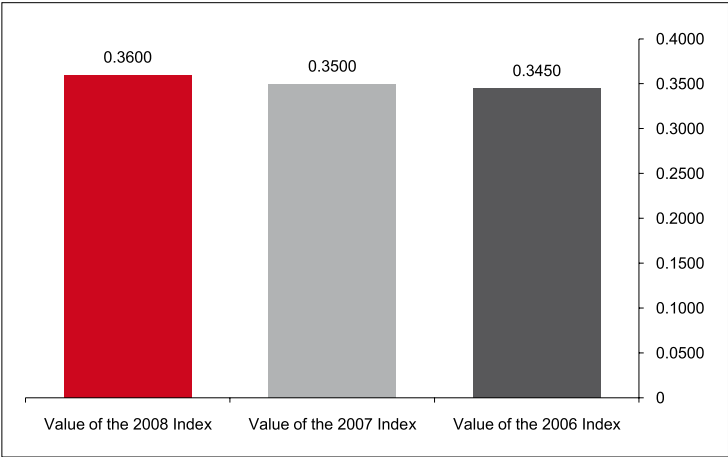
The Equality Index between Jews and Arabs is the first aggregate index in Israel that systematically analyzes the gaps between Jewish and Arab citizens of the country. By means of the index we aspire to present as broad a picture as possible of the state of equality between Jews and Arabs in various areas. This is, of course, subject to the limitations of the data at our disposal. The present index, like those published in previous years, focuses on the socio-economic aspect only. The index serves as a tool for comparing Jews and Arabs in the following areas: health, housing, education, employment and social welfare.

In order to carry out a quantitative assessment of the level of equality between Jews and Arabs in each of the selected areas, with suitable integration of the indicators and variables, there is need of an aggregate index, with which it is possible to combine all the variables and to weight them into one overall value. The aggregate index gives weight to each population group in accordance with its percentage in the general population, and takes into account the degree of difference between the two population groups in relation to each variable. In other words, the basic assumption is that in conditions of equality, each group's share in the overall resource pie corresponds with its percentage in the general population. The five aggregate indexes are combined into one weighted index. The weight of each of the areas (health, housing, education, employment and social welfare) in the Weighted Index is determined in accordance with its share in the total national expenditure on all five areas.

The range of values of the index ranges from (-1) to (1). A value of zero indicates complete equality. A value tending towards 1 indicates inequality in favor of the Jewish population, and a value tending towards (-1) indicates inequality in favor of the Arab population.

The value of the weighted Equality Index for 2008 indicates an increase in the level of inequality between Jews and Arabs, in other words, a widening of the gap between the two populations, to the detriment of the Arab population. The value of the 2008 Equality Index is 0.3600 – relatively higher than the 2007 index (which was 0.3500) and the 2006 index (0.3450). In other words, between the years 2006 and 2008 there was a distressing increase of 4.3 percent in the overall Equality Index between Jews and Arabs (see Diagram A, p. 12).

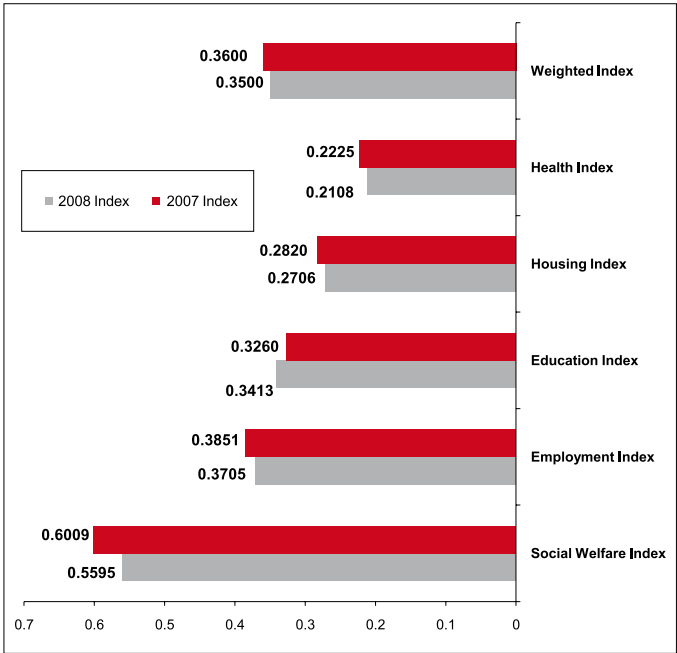
Diagram A: The values of the Weighted Indexes¹ 2006-2008



Unfortunately, the present index testifies to increasing inequality in four of the five areas examined (the exception is education). This continues the trend of an increase in the gap, which has been evident since the preparation of the first index in 2006.

Below are the changes in the index between 2007 and 2008 in the various areas:

Diagram B: The values of the aggregate indexes in health, housing, education, employment and social welfare and the weighted Equality Indexes 2007-2008



¹ In order to enable a comparison between the 2006 index and those of 2007 and 2008, we have merged the basis for calculation by means of a moving average, so that the 2006 index was recalculated in the format of the 2007 index in the following manner: The calculation was done only for the Housing Index and the Social Welfare Index (for which there was a change in the basis of calculation beginning in 2006) for 2006 in the 2007 format, by reducing the value of the 2007 index in these two areas by the percentage of the increase in these indexes between the 2006 index and the 2007 index in the 2006 format.

◆ **The value of the 2008 Health Index**

This is the lowest of all five indexes. However, this is the third year in which there has been an increase in the value of this index – an increase that indicates the widening of the gap in favor of the Jewish population. The 2008 Health Index is 0.2225 as compared to 0.2108 (the 2007 index) and 0.2076 (2006). These findings indicate a worsening of the situation, in other words, an increase of about 7.1 percent in inequality in the area of health, beginning in 2006, to the detriment of the Arab population.

◆ **The value of the 2008 Housing Index**

The index is significantly higher relative to previous years: 0.2820 as compared to 0.2076 (2007 index) and 0.2678 (2006)². These findings indicate a worsening of the situation and an increase of about 5.3 percent in the inequality between Arabs and Jews in the area of housing, beginning in 2006, to the detriment of the Arab population.

◆ **The value of the 2008 Education Index**

Indicates a decrease in recent years: 0.3260 as compared to 0.3413 (2007 index) and 0.3420 (2006). These findings indicate a decrease of about 4.7 percent in inequality between Arabs and Jews, beginning in 2006.

◆ **The value of the 2008 Employment Index**

The index indicates an increase: 0.3851 (2008) as compared to 0.3705 (2007) – an increase of about 3.9 percent. This is as compared to a decline of about 4.7 percent between 2006 and 2007 – from 0.3882 to 0.3705. The general trend indicates stability in the Employment Index.

◆ **The value of the 2008 Social Welfare Index**

This is the highest of all the aggregate indexes, and this year is 0.6009 as compared to 0.5595 (2007) and 0.5386 (2006)³. This is the third consecutive year in which the value of the Social Welfare Index has increased; in other words, the gaps between Arabs and Jews are widening in favor of the Jewish population. There was a steep increase of 11.5 percent between 2006 and 2008.

Summary

The 2008 Equality Index presents a harsh picture to the public and to decision makers in the country. The inequality between Jews and Arabs stems from the gap between government inputs and from the gap between the results of implementation of government policy over time for Arabs and Jews – in other words, the results of the quality of implementation⁴ of this policy. This gap is reflected in the following areas:

- ◆ In the area of health, the quality of government implementation for a single Jew is the same as for 1.28 Arabs.
- ◆ In the area of housing, the quality of government implementation for a single Jew is the same as that for 1.39 Arabs.
- ◆ In the area of education, the quality of government implementation for a single Jew is the same as for 1.48 Arabs.

² See footnote 1.

³ See footnote 1.

⁴ The quality of implementation is reflected in the value of the index variables, whether they are variables reflecting direct investment of inputs (such as the budget of the welfare bureaus, teaching manpower et al) or variables reflecting outputs (such as education level, poverty, employment et al).

- In the area of employment, the quality of government implementation for a single Jew is the same as for 1.62 Arabs.
- In the area of social welfare, the quality of government implementation for a single Jew is the same as for 2.5 Arabs.
- Overall, the quality of government implementation for a single Jew is the same as for 1.56 Arabs.

The results of this index, after three years of follow-up, unfortunately indicate an increase in the inequality between Arab and Jewish citizens for the third consecutive year. The index shows that in the past year the inequality has increased in every area except for education. The picture we receive from these findings is a matter of great concern, and should serve as a warning signal to decision makers and to the general public. We call on the government to act immediately to narrow the gaps.

The 2008 Equality Index

Introduction and Explanation

The value of equality stems from the basic assumption that the value of life is a common denominator for all human beings, which endows them with a natural right to live in dignity. The right to live in dignity is the right of every person, regardless of differences such as wealth, ethnic origin, nationality, religious belief, gender, sexual proclivity, heredity, health and culture. However, that same basic human right to live in dignity requires a consideration of all the components of differences among people. People are born into various life circumstances, and their degree of control over their lives depends on these circumstances. Therefore, implementing basic rights requires attention to the sum total of resources at the disposal of society and to the way in which these resources are allocated among its members ⁵.

The vital importance of equality as a human value stems from both moral-ethical and utilitarian considerations. From the moral-ethical aspect equality is seen as a natural right of all the individuals and groups in society. From the utilitarian aspect, equality is a basic condition for a democratic regime. Moreover, it is a crucial means of advancing the level of human ability and performance in the various spheres, such as economics, education and health. Studies have shown that discrimination and profound economic and social gaps undermine achievements in all areas⁶. Moreover, equality is vital for consolidating and maintaining the social consensus, while a sense of deprivation erodes social stability and solidarity⁷.

The commitment of countries and organizations to the principle of equality, as one of the values to be taken into account when making decisions and formulating policy, has led to a growing need for monitoring and follow-up of the state of equality between individuals and various groups in the population. The United Nations developed the Human Development Indexes, which assess the gaps in the level of human development between countries. In the United States, the National Urban League initiated an equality index between blacks and whites. The European Union has been working on a gender equality index, and in the wake of the increase in immigration they are now developing a European Inclusion Index, which enables a follow-up of immigration policies in the various European countries.

The Equality Index between Jews and Arabs is the first aggregate index in Israel that systematically analyzes the gaps between its Jewish and Arab citizens. By means of the index

⁵ Edward N. Zalta (Ed.) Stanford Encyclopedia of Philosophy, Stanford CA: Center for the Study of Language and Information, Stanford University, 1998.

⁶ United Nations Development Programme, "Inequality and Human Development," Human Development Report, 2005.

⁷ Report of the State Commission of Inquiry into the October 2000 clashes between the security forces and Israeli citizens, Jerusalem, September 2003, p. 43.

we aspire to present as broad a picture as possible of the state of civic equality between Jews and Arabs in Israel in the three primary components of citizenship: legal, political and socio-economic equality, within the limitations of the data at our disposal. At present the index focuses on the socio-economic aspect only, serving as a tool to compare Jews and Arabs in the areas of health, housing, education, employment and social welfare .

In order to make a quantitative assessment of the level of equality between Jews and Arabs in each of the selected areas, while properly integrating the indicators and the variables, we created an aggregate index, which enables us to combine all the variables into one overall value. The index gives weight to each population group in accordance with its percentage in the general population, and takes into account the degree of difference between the two groups relative to each variable. In other words, the basic assumption is that in conditions of equality, the share of each group in the overall pie of resources is commensurate with its percentage in the general population. The five aggregate indexes are combined into one Weighted Index, in which the weight of each area (health, housing, education, employment and social welfare). was determined by the percentage of each area in the total national expenditure on all five.

Aims of the index

The Equality Index is designed to serve four main purposes:

- To serve as a tool for tracking government policy and its results.
- To monitor the state of the gaps between Jews and Arabs in a given time period and over a period of time.
- To influence public opinion by raising awareness, and to promote commitment to equality.
- To determine goals for closing the gaps between the two population groups.

The target audiences

The two principal target audiences of the index are government institutions and the general public. In addition to keeping track of government institutions and putting pressure on them, we need to deepen public awareness of the destructive results of discrimination and inequality, and to empower the populations that suffer from discrimination, so that they will be able to protect themselves from it more effectively.

Uses of the index

The index serves as a tool for diagnosing and pinpointing situations of inequality, for measuring the extent of inequality, and for monitoring progress or regression in the state of equality over time. In later stages we will be able, by means of the index, to point to possible links among variables on the one hand and results in the field on the other.

Population examined by the index

Most of the data in the index come from the Central Bureau of Statistics (hereinafter the CBS), which publishes its data in three categories of population groups:

1. Arabs who are citizens of the State of Israel and residents of East Jerusalem.
2. Jews who are citizens of the State of Israel;
3. others, i.e. citizens of the State of Israel who are neither Jews nor Arabs. The Equality Index relates to two groups: Arabs and Jews. The first category includes all Arabs who are Israeli citizens, including residents of East Jerusalem⁸, while the latter is composed of Jews and others – non-Arab members of other faiths.

⁸ In many of its measurements the Israeli CBS does not differentiate between Arab citizens of Israel and East Jerusalem residents.

Data sources for the index

The data on which the Equality Index is based are taken from off-the-shelf data, which are published by the Central Bureau of Statistics, the National Insurance Institute and government websites, as well as from data provided to us by the Freedom of Information departments in the various government ministries.

The quality of the index's findings depends largely on the number and quality of variables it includes. We hope that the database produced for us by the government ministries will eventually grow, so that we will be able to elaborate on the picture portrayed by the index, and through it to provide a better and clearer reflection of obstacles to equality and opportunities for advancing it.

Indicators and variables

The Equality Index, with its five areas, comprises 16 indicators and 96 variables. We aspire to include in the index indicators and variables on which there is as broad a consensus as possible, and to reflect the situation as accurately as possible. The indicators and variables that were chosen are based on various research units (individuals, families, populations groups, geographical region etc.), and through them we can reflect social, economic and political goals⁹. In addition, they can be used as criteria for necessary policy changes. The index variables can be grouped into various categories to enable an analysis of the present situation in various dimensions and aspects (for example, variables that describe inputs and those that describe outputs).

The Equality Index is a growing and developing index, and therefore our goal is to expand the number of variables and indicators included in it. Nevertheless, we are aware of the fact that changes in the array of indicators and variables undermine the continuity of the index. Therefore, changes with far-reaching implications for the value and continuity of the index will be introduced only every few years. This year we did not change the array of indicators and variables relative to the 2007 index. Therefore the comparison is unambiguous.

Range of index entries

The range of the index entries varies from (-1) and (1). A value of zero indicates absolute equality. When the value of the index moves toward 1, it indicates inequality in favor of the Jewish population, and when it moves toward (-1), it indicates inequality in favor of the Arab population.

Mathematical presentation

Each variable is represented by the average over five years, which is denoted by C_i , with i indicating a given variable out of n different variables. Every C_i vector has C_j components, with j indicating a given population out of m various sub-populations (in our case, $m=2$, Jews and Arabs).

An average value for each variable i can be calculated for the total population (which will be denoted by mc_i), in the following manner:

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

While P_j represents the weighted coefficient for population j , also $\sum_{j=1}^m p_j = 1$

In order to aggregate different variables with different measures units, we standardized the vector C_i into new vector called N_i , thus $N_{ij} = p_j c_{ij} / mc_i$

⁹ See Indicators and Variables Key, pp. 70-73 .

Therefore, for every i we produced a dummy variable, such as $\sum_{j=1}^m N_{ij} = 1$ with

$$\bar{N}_i = \sum_{j=1}^m N_{ij} \text{ and } S_i = (\bar{N}_i * (1 - \bar{N}_i))^{0.5} \text{ denote the mean and the standard deviation}$$

of the variable respectively.

Define a vector such that
$$IND_j = \sum_{i=1}^n \frac{(N_i / s_i)}{(P_j / s_i)}$$

We calculate the integral index for each sub-population, relating to the area being studied, which will be marked IND_j as a weighted total of the adjusted vector of variables for that sub-population (N_i), which the weight given to the variable in the index is the opposite of the standard deviation s_i . The expression with the formula IND_j is analogous to the ration between observation and expectation.

The index IND_j was calculated for each sub-population separately, and we have created a new relative index that is the ratio between the difference between the index of the two sub-populations divided by the maximum value of the index between the two sub-populations, and marked index.

In our case there are two populations, Jews and Arabs, and therefore $j=1,2$. The index is defined as:

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

The $Max(\dots)$ function expresses the completion (the transfer) that must be implemented in expressing the denominator in order to reach equality for the sub-population that received less than the share it deserves according to its relative share in the general population.

It should be mentioned that in order to preserve the uniformity of the effect of the change in the values of the average of the variable being studies, the variables in the analysis were classified according to the way they influence the direction of the values of the index. For some variables, the higher their average value, the more positive an influence they have on the situation of the sub-population. On the other hand, for other variables, the higher their average value the more negative their influence on the situation of the subgroup (inverse ratio). For example, in the area of education, when the average number of children in a class drops, the situation of the sub-population improves. These variables have undergone a transformation and are listed in their opposite value (1 divided by the variable average). The other variables are presented without change.

Characteristics of the index

- The index has statistical traits that are common in indexes of this type.
- The index is characterized by an ability to predict the changes in the state of equality/inequality.
- The value of the parameter of weighting in the formula of the index is of great importance. Therefore there is a need to determine a significant value (there can be a different value for various indicators and variables) that expresses policy and/or genuine distribution, or alternatively as proportions between two population groups. When the weighting parameter is uniform and fixed for all the variables, the change in the degree of equality between the two populations is solely a result of changes in the values of the variables.

When there is a change both in the weighting parameter and in the values of the variables, the intensity of the change and the ratio between them will affect the degree of equality. Various values can be used for the weighting parameter for various variables, while of course maintaining the relevant significance of the suggested weighting.

- ◆ The closer to identical the distribution in the sense of equality between a first moment (average) and a second moment (difference) between the two populations, the more the value of the index approaches zero (i.e. equality).
- ◆ The index takes into account not only the value of the adjusted variable i of one population group, but also the distance between the adjusted variable i in one population and the adjusted variable i in the second population group.
- ◆ The index is a function of the weighting parameter, its share in the space, with the exception of the extremes (in the extremes the value of the index approaches zero, because there is no assumption of the existence of two population groups).
- ◆ Given the form of distribution of the variables in populations m and m' , and assuming that the distribution of variables in populations m and m' is not identical in the sense of a first and second moment, then there is a' value for the weighting parameter a , for which index = 0 (total equality). When $a' \geq a \geq 0$ and a converges to a' then index converges to total equality. On the other hand, when $a' < a \leq 1$ and a converges to 1 the index converges to total inequality. This trait indicates that even if the gap between the two population groups is large, there is a range of the weighting parameter such as $[a', 0)$ in which the index converges to equality in spite of the overrepresentation of the sub-population, and that guarantees a given level of inequality in light of the indicators in the analysis.

The Weighted Index

The Weighted Index sums up the five aggregate indexes and expresses the distance of both population groups from the point of equality. Each of the aggregate indexes is weighted in accordance with the relative weight of each of the five areas in national expenditure. The rationale of weighting the national expenditure stems from the fact that it includes the total public expenditure (government, local government and non-profit associations), in accordance with national policy and order of priorities, and the total private expenditure (households and individuals) in the various spheres in accordance with their ability and preferences. The sum of the combinations of the product of the index values in the five spheres in the percentages of national expenditure represents the final difference between government and household allocations on the one hand and actual resources on the other.

Method of calculation

The index value was calculated with the Excel macro system, in order to carry out simulations of the sensitivity of the value of the aggregate index to a change in values. For example, we examined the sensitivity of the index to changes both in the weighting parameter and in the values of the variables and the various indicators among the two populations in each of the spheres.

Chapter 1

The Health Index

The life expectancy of an individual is influenced by three criteria: first, the individual's morbidity level (for example, the frequency of illnesses, and especially chronic illnesses); second, healthful behavior (such as physical activity, immunizations, dietary habits and smoking); and finally – access to health services, which is reflected in the level of investment in physical infrastructure (medical centers and hospitals) and professionalism (the level and number of doctors, nurses and the members of the professional staff) in general and in the periphery in particular, including government activity to remove the existing obstacles that prevent access to health services. Coping with the three criteria requires attention to the cultural and socio-economic background of the individual, while adopting a genuinely egalitarian policy in accordance with the needs of the various populations in the country.

According to the index, there is a gap of almost four years in life expectancy at birth between Arabs and Jews. This gap has increased over the years and indicates increasing inequality in the three criteria and the absence of government concern for the needs of the Arab population.

The concept of inequality in health relates to the disparity or the differences in the health of the populations, the health care policy towards the various populations or the process of providing medical treatment to various people or groups in the population. The health care system is responsible for prevention, damage repair and reducing gaps, and should operate as a type of shock absorber that protects the population from the various factors that increase inequality¹⁰.

Researchers in the health field emphasize that the actual government treatment of the problem of inequality in health care is characterized by one-dimensional vision, related to a specific population or specific subjects, rather than an overall systemic vision.

In this connection, the researchers note that there are two main reasons for the inequality in this area. The first is inequality in the resources at the disposal of the health care system: physical infrastructure and medical and paramedical manpower. The second is inequality in the various procedures in the system, which causes inequality in the availability of services. These procedures create economic and cultural obstacles that make it difficult for weak populations to receive proper medical care and deny them access to information that is likely to prevent morbidity¹¹.

According to many health parameters, the health of the Arab population is inferior to that of

10 Nihaya Daoud, "Between Culture and the Socio-economic Situation: Factors that contribute to inequality in health between Arabs and Jews in Israel," in Adel Manna (ed.), *The Book of Arab Society in Israel: Population, Society, Economy* (2), Jerusalem: Van Leer Institute, Hakibbutz Hameuchad, 2008, pp. 385-408.

11 Leon Epstein and Tuvia Horev, *Inequality in Health and in the Health System: A presentation of the problem and suggestions for dealing with it*, Jerusalem, Taub Center for Social Policy, 2007.

the Jewish population. There are several possible explanations for this situation: the political situation (health is affected not only by the health care system, but by many other factors: the combined activity of the various government ministries, especially the Finance Ministry, the Social Affairs Ministry and the Health Ministry), problems of access, the availability and utilization of health care services, the socio-economic status, cultural and behavioral factors, psychosocial factors et al.

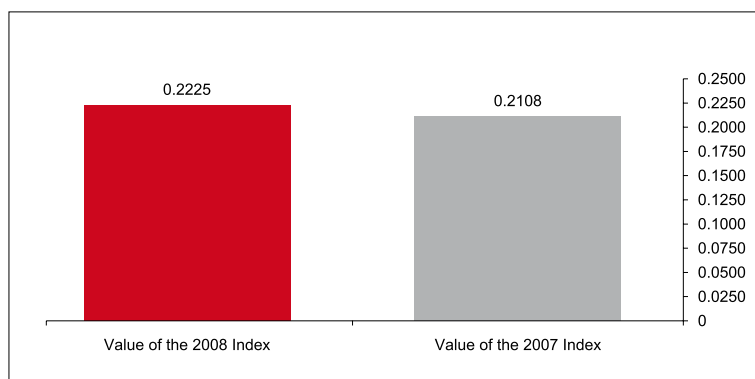
Nihaya Daoud, as opposed to many researchers who tend to attribute great importance to cultural and behavioral factors, claims that health actually depends on issues of class that are related to the socio-economic situation of the Arab population and to health behavior. She claims that these constitute important explanatory factors for the health situation (self-evaluation of health status, restrictive chronic illness, functional handicaps and depression) found among the Arab population. Daoud emphasizes that according to the findings, and as opposed to what is sometimes commonly believed, cultural factors related to tradition and factors related to access to health services are not linked statistically to even one of the indexes of health. It also turned out that "health behavior" is related to the socio-economic situation of the Arab population rather than to its level of traditionalism¹².

The value of the 2008 Health Index - 0.2225

The value of the 2008 Health Index increased by 5.5 percent relative to last year. In other words, the gap between Jews and Arabs in this area widened in favor of the Jews. In spite of the increase in life expectancy at birth among both Arabs and Jewish males, the trend towards change was higher in the Jewish community than in the Arab population (see Diagram 1.2, p. 23). Moreover, in spite of the decline in infant mortality in both populations, the decline among the Jews was greater. In other words, there was a disparity in life expectancy among men, and the gap in the rate of infant mortality widened (see Diagram 1.3, p. 24).

In regard to smoking there was an increase in the gap between Jews and Arabs. In both populations the rate among men remained stable, but among women the gap increased due to the decline in the percentage of smokers among Jewish women while among Arab women the percentage remained unchanged (see Diagram 1.4, p. 25). Moreover, in the mortality rate for selected age groups the gap between Jews and Arabs over the age of 20 increased, particularly for men, and over the age of 80 for both men and women (see Diagram 1.5, p. 26).

Diagram 1.1: Change in the value of the Health Index from 2007 to 2008



¹² Nihaya Daoud, op. cit.

Indicators and variables

As we reported in previous Equality Indexes, the index continues to be based on three indicators that examine the level of equality in the area of health. We will once again note that the choice of these indicators and variables stems from their importance for examining the level of equality. However, we would like to point out that if we had at our disposal a wider selection of orderly statistics about other variables – variables of morbidity (for example, the incidence of illnesses and their treatment) and of accessibility (for example, doctors and professional centers in communities) – we would be able to provide a broader picture of the level of equality between Jews and Arabs.

Indicators	Variables
Life expectancy	1. Life expectancy at birth by gender and population group
Health-promoting behavior	2. Percentage of smokers by gender and population group
Mortality rates	3. Infant mortality rates by population group 4. Mortality rates at selected ages by gender and population

Life expectancy at birth

Life expectancy at birth is a statistical abstraction based on mortality rates typical of a particular age group. Life expectancy is defined as the average number of years that a person of a given age is expected to live if the present mortality rates continue to apply in the future¹³. The life expectancy for men in Israel is relatively high (11th place in the global ranking), whereas the life expectancy for women is lower (20th place)¹⁴. We should note that life expectancy for both Jews and Arabs is on the rise, but the rate of increase differs in the two populations, and the gaps are still widening. For example, in 1996¹⁵ the gap in life expectancy at birth for Jewish men and Arab men was 1.7 years (76.6 and 74.9, respectively) and in 2008 it widened to 3.7 years (78.7 and 75.0, respectively). The gap in life expectancy at birth between Jewish women and Arab women was 2.6 years in 1996 (80.3 and 77.7, respectively) and increased to 3.8 years in 2008 (82.5 and 78.7, respectively).

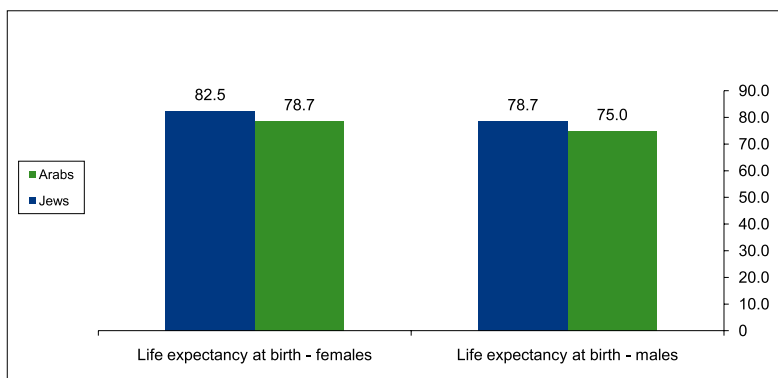
Diagram 1.2 (p. 23) demonstrates a gap in life expectancy at birth between Jews and Arabs – in favor of the Jews – among both males and females (life expectancy at birth for females is higher than for males among both Jews and Arabs). This gap is a continuation of the trend to a widening of the gap, which we noted in the past two years in the 2006 and 2007 Equality Indexes.

13 Jalal Tarabia, State of Health of the Arab Population 2004, 2005, p. 38.

14 Gabi Ben Nun and Nir Keidar, International Comparisons in Health Systems: The OCED countries and Israel, 1970-2005, Jerusalem: Ministry of Health: Finance and Insurance division, 2007.

15 Israel Statistical Annual, p.49, 1998.

Diagram 1.2: Life expectancy at birth among males and females by population group



Source: CBS, Israel Statistical Annual, 2008

Infant mortality

There are various reasons for infant deaths, which in some cases can be prevented through prenatal diagnosis. Two of the tests that women can undergo during pregnancy are an examination of amniotic fluid and a chorionic villus (CVS) sampling of placenta tissue. These tests used for prenatal diagnosis are included in the health services basket for women at increased risk for chromosomal defects or hereditary diseases. Significant differences were found among the various population groups when it came to taking advantage of the right to these tests: 52 percent of Jewish women above the age of 35 underwent prenatal testing as compared to 15 percent of Muslim Arabs, 16 percent of Druze Arabs and 58 percent of Christian Arabs¹⁶. There is also a difference between Jewish and Arab women in the percentage of abortions: According to figures from 1999 and 2001, the percentage of abortions in which the fetus suffered from a neural tube defect is lower among Arab women than among Jews: 44 percent and 75 percent, respectively¹⁷. The difference in taking advantage of entitlements is due to the absence of information programs to increase awareness and to the high cost involved in traveling to the professional medical centers – which are usually located in Jewish urban areas.

According to Diagram 1.3 (p. 24) there is a large gap in the infant mortality rate between Jews and Arabs – 3.2 versus 8.0 per 1,000 live births, respectively. It is important to emphasize that the rate of infant mortality among Arabs is particularly high in the Arab communities in the Negev: three and more times the national average (13 per thousand among the Arab population in the Negev, as compared to 4 per thousand in the population as a whole)¹⁸. The main reason for infant mortality among the Negev Bedouin is birth defects and hereditary diseases. The second most common reason is premature births. In the years 2004–2006, 42.7 percent of deaths among Bedouin babies were caused by birth defects and hereditary diseases, and 22.0 percent by premature birth¹⁹. An intensive and consistent investment in action and information programs among the Bedouin population in the permanent communities and the unrecognized villages is likely to help to increase awareness of prenatal tests and risk factors.

¹⁶ Jalal Tarabia, op. cit.

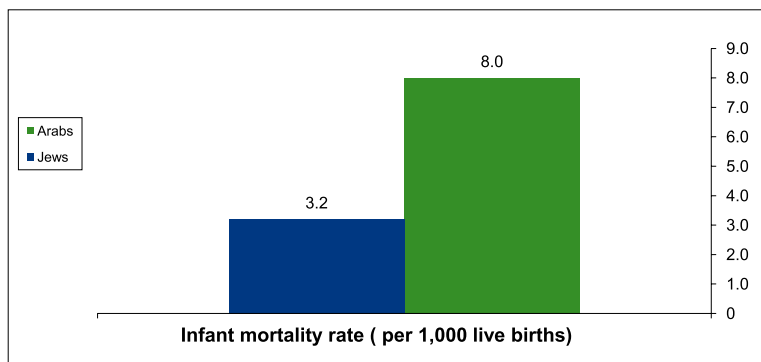
¹⁷ Jalal Tarabia, ibid.

¹⁸ Adel Manna, "Change and Continuity in the Lifestyle of Arab Citizens in Israel - a Situation Assessment," in Adel Manna (ed.), *The Book of Arab Society in Israel: Population, Society, Economy* (2), Jerusalem: Van Leer Institute, Hakibbutz Hameuchad, 2008, p. 27.

¹⁹ The health situation of Bedouin infants and babies up to age 6 in the permanent settlements and the unrecognized villages in the Negev, The International Center for Disease Control, Publication no. 314, Bureau of Health - Southern District, December 2008.

It should be noted that compared to the 2007 index there has been a decline in the infant mortality rate among both population groups, but the decline is more evident in the Jewish population. Among the Arab population the infant mortality rate declined from 8.4 per 1,000 live births in 2007 to 8.0 in the 2008 index – a decline of 5.0 percent. Among the Jewish population the mortality rate declined from 3.6 per 1,000 live births to 3.2 – a decline of 12.5 percent.

Diagram 1.3: Infant mortality rate (per 1,000 live births) by population group



Source: CBS, Israel Statistical Annual, 2008

Health-promoting behavior

Percentage of smokers

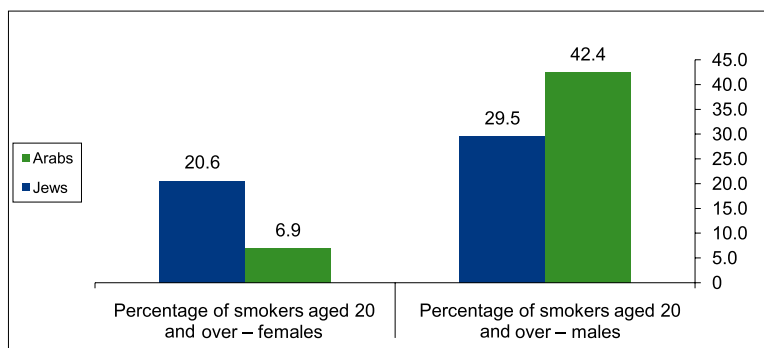
The Health Ministry takes various steps to prevent smoking, among them the implementation of the law against smoking in public places, educational programs to prevent smoking, special anti-smoking programs among teenagers, assisting cities and local authorities in implementing a policy of "a smoking-free city," and programs to prevent smoking in the health ministry offices²⁰. A government investment in information activity and prevention programs being carried out by the Health Ministry and other government ministries is likely to promote healthy behavior and to reduce smoking among the population as a whole, and particularly among teens. The Arab population suffers from an absence of culturally and linguistically appropriate information and prevention programs.

According to Diagram 1.4 (p. 25) we can point to a distinct gap in the percentage of smokers among Jews and Arabs, by gender. While the percentage of smokers among Arab males is 42.4 percent, among Jewish males it is 29.5 percent. The situation changes when it comes to female smokers, since the percentage of female Jewish smokers is three times that of female Arab smokers: 20.6 percent among Jews as compared to 6.9 percent among Arabs. However, the general trend indicates a small difference between Arabs and Jews in the percentage of smokers (disregarding gender distinction): 24.65 percent and 25.05 percent, respectively.

It should be noted that compared to the 2007 figures there has been a slight decline in the percentage of smoking among males, both Jewish and Arab, which in 2007 was 30.3 percent and 43.1 percent, respectively. However, no such decline was observed among female smokers, either Jewish or Arab, in comparison with the 2007 index.

²⁰ Minister of Health's Report on Smoking 2007-2008, the National Center for Disease Control, 2008.

Diagram 1.4: Percentage of smokers by gender and population group



Source: Health Minister's Report on Smoking in Israel 2007-2008, Ministry of Health, 2008

According to the Minister of Health's Report on Smoking, 2007–2008, over half the men who smoke consume 10–20 cigarettes a day. Among Arab men the percentage is higher, and stands at 66.2 percent as compared to 55.2 percent among Jewish men. We should note that about one quarter of Arab men who smoke are "heavy" smokers (in other words, over 20 cigarettes a day), whereas among Jewish men who smoke, only 15.5 percent are heavy smokers. Among the women, the division according to number of cigarettes per day is similar among Jews and Arabs – in both groups the female population had a low rate of "heavy smoking."²¹

It is important to mention that in the Arab population there is a greater chance that health behavior will be determined by the socio-economic situation rather than cultural and/or traditional factors²², and therefore an improvement in the economic situation is likely to lead to an increase in health-promoting behavior. Economic status affects the level and quality of medical care due to a variety of services that are not found in the basic health services basket and/or services where the patient is obligated to participate in the costs, for example, payments for health insurance provided by commercial insurance companies (complementary insurance) and payments for participation that apply to various services, such as the fees for well-baby clinics and for visits to specialists.

In addition, there are vital and expensive services that are not found in the basic health services basket, and therefore the patient must pay the full cost. These include, for example, dental care and medicines and technologies not included in the health services basket²³. Moreover, most of the Arab population lives in peripheral areas, and the cost of travel to professional medical centers and hospitals – institutions that are for the most part located in Jewish urban areas – is especially high.

Healthy behavior is likely to be a result of the socio-economic situation of the population, and therefore there is a clear need for investment to encourage health-promoting behavior among the general population, and among the Arab population in particular²⁴.

²¹ Ibid. p. 23.

²² Nihaya Daoud, op. cit.

²³ Allocation of Resources for Social Services, Jerusalem, Taub Center for Social Policy in Israel, 2007.

²⁴ Nihaya Daoud, op. cit.

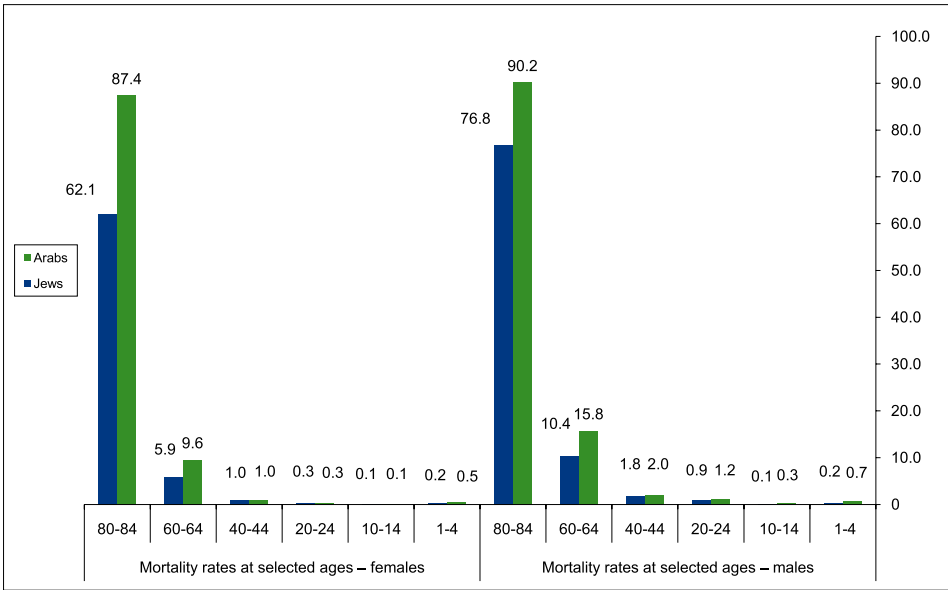
Mortality rate at selected ages

As mentioned, the life expectancy at birth variable reflects the number of years that the individual is likely to live, based on typical current aggregate mortality rates.

The mortality rate variable, on the other hand, is the percentage of those who die, while the cause of death is linked to the quality of care and follow-up provided by the health care system, changes in the health system, the socio-economic situation and the quality of life of the individual at every age in the course of his lifetime, in accordance with the age of death.

The Arab population continues to be young compared to the Jewish population: About half the Arabs are aged 20.1 and younger (Israel Statistical Annual, 2008), and the percentage of the elderly continues to be low – in 2007 only 3.4 percent of Arabs were aged 65 and over, as compared to 11.4 percent among the Jews. In general, the Arabs in Israel are less healthy than the Jews. The percentage of those suffering from chronic diseases such as diabetes and hypertension, heart diseases, cancer and hereditary diseases is relatively higher among the Arabs than among the Jews. Moreover, the level of health care services in Arab communities is generally inferior to that in Jewish communities²⁵.

Diagram 1.5: Mortality rate per 100,000 people by selected age and population groups



Source: CBS, Israel Statistical Annual, 2008

In most of the age groups the mortality rates are higher among Arabs than among Jews. Diagram 1.5 (above) presents the mortality rates in selected age groups. In the 1–4 years age group the mortality level among Arab males is 0.7 – 3.5 times the mortality rate among Jewish males, which is 0.2. There is a similar trend among females of the same age group, although the gap is smaller (0.5 among Arab females and 0.2 among Jewish females).

The 60–64 and 80–84 age groups are the groups with the greatest gap between Jews and Arabs, among both males and females. In the 60–64 age group, among males the rate is 10.4 among Jews and 15.8 among Arabs. Among Arabs of the same age group this rate is 5.9 among Jews and 9.6 among Arabs.

25 Adel Manna, op. cit., p. 13-37.

In the 80–84 age group the mortality rate among Jewish males is 76.8 compared to 90.2 among Arabs. Among females from the same age group the mortality rate is 60.1 for Jews and 87.4 for Arabs.

It should be noted that the mortality rate among females in the 10–14, 20–24 and 40–44 age groups is identical for Jews and Arabs. Compared to the findings for the 2007 index, there was no change in most of the age groups, either for males or for females. There was a certain change in the 80–84 age group among Jewish and Arab males: in 2007 the mortality rates were 78.1 for Jews and 87.2 for Arabs, whereas in 2008 these rates were 76.8 and 90.2, respectively. In addition, there was a change in this age group among Arab and Jewish women: the findings of the 2007 index indicated mortality rates of 63.3 (Jews) and 86.7 (Arabs), whereas the 2008 findings were 62.1 and 87.4, respectively.

The co-payments for medications, doctors' visits and tests in the context of the public health care system are a component that is liable to affect the state of health, and thus to increase inequality. The Adva Center reports that the total average household expenditure on health, as a percentage of the total expenditure for consumption²⁶, increased gradually: from 3.8 percent of the total consumer expenditure in 1997 to 4.8 percent in 2000 and to 5.1 percent in 2006. The center also reports a continuing increase in the percentage of people who decided not to purchase medicines or to receive other health services, due to their cost. This phenomenon was about 50 percent greater in the lowest fifth percentile than in the population as a whole²⁷. We can assume that the Arab population is harmed more by this situation because of its relatively low socio-economic level.

In order to narrow the gaps there is a need to increase investments and inputs, and at the same time to decide on prioritizing the promotion of health among the Arab population. According to Health Ministry reports, the ministry has been carrying out dozens of health-promoting programs in Arab communities – especially in the south, among the Bedouin population. There is no question that these welcome programs will leave their mark in the near future. However, this activity does not provide a solution for the minimum threshold required to close the gaps. Responsibility for proper health without disparities belongs to the government and the prime minister. Dealing with one aspect of health-promoting behavior is not enough; there is a need for a holistic approach and perspective that includes two additional dimensions: the morbidity rate and the accessibility of health services.

The National Center for Disease Control issued a brochure in 2006 about the state of health of the Arab population in Israel²⁸, which includes details about morbidity and mortality in various regions. The center believes that in order to narrow the gaps between populations several steps must be taken, including the preparation of a governmental, multi-systemic, holistic program that will include all the groups involved and will be based on the following principles:

1. The intervention program will deal with the typical causes of morbidity and the leading risk factors and will be adapted to the needs, culture and lifestyle of the Arab community.
2. Any intervention program for a healthy lifestyle must begin in childhood and be reflected in activity in the schools.
3. There should be a discussion of affirmative action in the allocation of resources, a change in the capitation formula²⁹, perhaps on a socio-economic basis or on the basis of gaps in parameters of quality or remuneration according to quality.
4. The behavior and attitude of the doctors who work in the communities has a significant influence on the community. Therefore the medical leadership should be strengthened in order to promote the health of the population.

26 The total average monthly expenditure on a basic consumption basket that includes food, clothing, shoes et al, as defined by Central Bureau of Statistics.

27 Barbara Swirski, Co-payments for Health Services: Everyone Agrees that Something Needs to be Done. But Nobody Does Anything, Tel Aviv, Adva Center, 2008.

28 <http://www.health.gov.il/>

29 A formula by which the National Insurance Institute distributed the money collected for health insurance to the various health maintenance organizations. This formula is based mainly on the gender and age of the insuree.

Chapter 2

The Housing Index

The housing shortage among the Arab population is increasing by the year. This shortage is directly related to two principle issues. The first is land, which includes three main elements: releasing land for development, planning and construction. The second issue is related to the government's order of priorities in investment in basic infrastructures that support modern physical development – for example, water, sewage and drainage infrastructures, and a system of roads for transportation in general and for public transportation in particular.

In June 2000 the Israel Lands Administration published initial findings from the study "An Analysis of the Supply of Residential Units in National Master Plan No. 35." The study³⁰ deals with the supply of residential units as compared to actual demand. National Master Plan No. 35 divided the area of the country into 34 planning units; the study examined the planning status in each unit, and to what degree it meets the anticipated demand for residential units according to forecasts of population growth until 2030. In several units there is a clear shortage in the planned supply, especially in Shfaram, which lacks 7,000 residential units, Sakhnin, which lacks 1,500 and Umm al-Fahm, which lacks 4,500.

The value of the 2008 Housing Index - 0.2820

The value of the Housing Index for 2008 increased by 4.2 percent – the 2007 index was 0.2706 whereas the 2008 index is 0.2820 (the lowest of the five indexes in 2008).

The reason for the increase in the Housing Index stems from the relatively sharp decline in the value of the owner-occupied residence (which is usually the most expensive property owned by the household) among the Arab population. Among this population there was a decline of about 6.0 percent in this figure, whereas in the Jewish population the decline was only 1.8 percent. Another central reason for the increase in the index between 2007 and 2008 is the absence of publicly initiated housing starts among the Arab population as compared to a drastic increase among the Jewish population. Publicly initiated building starts among the Jews constituted an average of about 21.9 percent of the total building starts in this sector, as compared to only 1.6 percent among Arabs.

Two factors moderated the increase of the Housing Index: one, an increase in the average property tax ("arnona") payments among the Arabs and its decline among the Jews. The second, the rates of home ownership: About 92.6 percent of all Arab households live in an owner-occupied residence as compared to about 69.0 percent of Jews. The high percentage

30 <http://www.mmi.gov.il/static/start.asp>

of ownership among the Arabs is due to the fact that the construction is carried out almost entirely on private land, which is a limited resource.

Although the Arabs constitute about 20 percent of the country's population, the area of jurisdiction of the Arab local councils constitutes only 2.5 percent of the area of the country. Moreover, only about 3.5 percent of the country's land is owned by Arab citizens and since the founding of the state the government has not permitted the establishment of a single new Arab community.

In the Negev there are about 46 unrecognized Arab communities³¹, with the number of Arab citizens living in them estimated between 63,000 (the number adopted by the Goldberg Commission based on the figures of the Interior Ministry) and 85,000 (an estimate by experts who appeared before the Goldberg Commission). This is in addition to about 11 communities in the Northern District and the Haifa District. Moreover, in about 80 percent of the area of the country the Arab population is prevented from purchasing or leasing lands³²; most of the rural land in Israel, over 80 percent of the area of the country, is controlled by regional councils of kibbutzim or moshavim. In spite of the Supreme Court ruling (Bagatz 6698/95 Kaadan vs. the community of Katzir), Arabs can still be excluded from state lands in an ostensibly legal manner in most parts of the country. In addition, the Kaadan case related only to enforcing the principle of equality of individual housing rights of citizens, and did not touch on the crucial question of allocating lands to Arab communities on a collective basis.

The housing shortage among Arab citizens has been manifested in several ways:

- a. The level of development in the residential areas in all the Arab communities still fails to meet the basic standards common in a modern country, and is far from the level of development characteristic of the Jewish communities. There is a shortage of public areas and public buildings, and the infrastructure and maintenance standard is very low.
- b. Building a residence in Arab society takes a relatively long time (the amount of time depends on the financial capability of the homeowner). As a result many families live in structures whose construction is incomplete, and are therefore exposed to safety risks.
- c. Many Arab residences are built without a permit, and are therefore under various threats: demolition orders, heavy fines and criminal charges. This situation exists in the Negev region, in the mixed cities and in the various Arab communities. Building without a permit is a direct result of the planning strangulation exercised by the government in the Arab communities. In 2000 the government recognized the fact that in order to close the past gaps on the one hand and to meet the natural demand on the other, Arab citizens need about 10,000 residential units annually for four years. Despite that, the government chose to ignore the basic needs of the Arab citizens, and since 2000 has marketed only about 950 apartments. Moreover, a shortage of government-initiated subsidized public construction – construction without which it will be impossible to meet even a part of the demand for housing among the Arab population – only reinforced the housing shortage among this population.
- d. Arab citizens who try to purchase residences in neighborhoods in Jewish or mixed communities often encounter racism-based opposition.
- e. Arab-Bedouin communities in the Negev are still considered unrecognized communities that are not recognized by the government, with all that implies in terms of housing conditions and the network of services and infrastructure.

31 The Goldberg Commission: On December 12, 2007 Construction and Housing Minister Zev Boim appointed a commission to recommend a policy to the government for resolving Bedouin housing in the Negev, including the formulation of proposals for legislative changes. The commission was headed by former Supreme Court Justice Eliezer Goldberg. On December 11, 2008 the commission published its recommendations.

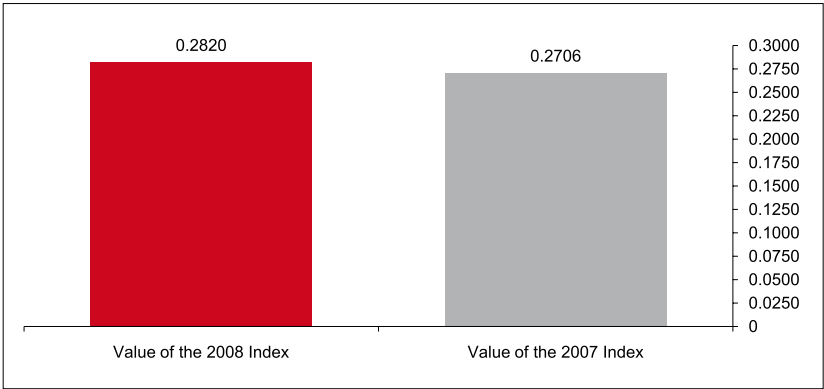
32 Oren Yiftachel, **Land, Planning and Inequality: The Division of Space Between Jews and Arabs in Israel**, Adva Center, and November, 2000.

- f. Arab neighborhoods in the mixed cities are still unrecognized, and residents who have paid "key money" are not allowed to enlarge or renovate the house.
- g. The area of jurisdiction of the Arab local councils is limited, and government authorities do not authorize requests to expand it in places vital for the planning and expansion of residential areas.
- h. Large portions of Arab-owned land were expropriated over the years. This process reduced the land area owned by the Arab population and its availability for housing and has led to complications regarding land ownership, which in turn has created difficulties in issuing construction permits.
- i. Despite the fact that the Arab population has increased sevenfold since the establishment of the state, and in spite of the occasional promises made by ministers, no Arab community settlements and no Arab city have been built (with the exception of the seven permanent Bedouin Arab communities in the south) since the founding of the state. This is as compared to about 700 Jewish communities established since the founding of the state.
- j. There has been no change in the inclusion and representation of the Arab population in government planning institutions and Arabs are still excluded from the decision-making process on this issue. Changing this situation is a vital precondition for increasing the influence of the Arab public and for presenting its needs clearly to the professional bodies, which would increase the willingness of the planning institutions to consider private building – the most readily available way of creating a housing supply that meets the growing demand.

The Equality Index reflects these difficulties only partially, due to the lack of annual data that could help provide a more comprehensive overview of the situation. The number of variables available to us is limited, and therefore the influence of each of these variables is relatively high.

In Diagram 2.1 (below) we have compared the values of the index in the years 2007 and 2008. The value of the Housing Index for 2008 indicates an increase – in other words, the gap between Jews and Arabs increased by about 4.2 percent in favor of the Jews. The increase stems from a widening of the gap in the following variables: monthly expenditure on property tax payments, the value of the owner-occupied residence, and the percentage of publicly initiated residences out of total building starts in communities with 10,000 or more residents. The last variable accurately reflects the attitude of the government to the needs of the Arab population and the degree of impact of public policy in the area of housing construction.

Diagram 2.1: Change in the value of the Housing Index from 2007 to 2008



Indicators and variables

In order to examine the level of equality in housing we did a comparative examination of 3 indicators and 7 variables which appear in the following table:

Indicators	Variables
Availability of housing	1. Rate of ownership of residence
	2. Value of owner-occupied residence
	3. Percentage of residences constructed on public initiative of total building starts for housing in communities of 10,000 or more
Spaciousness of housing	4. Number of rooms in the residence
	5. Average number of people per room
Quality of housing	6. Average monthly expenditure on housing
	7. Average monthly expenditure on property tax payments

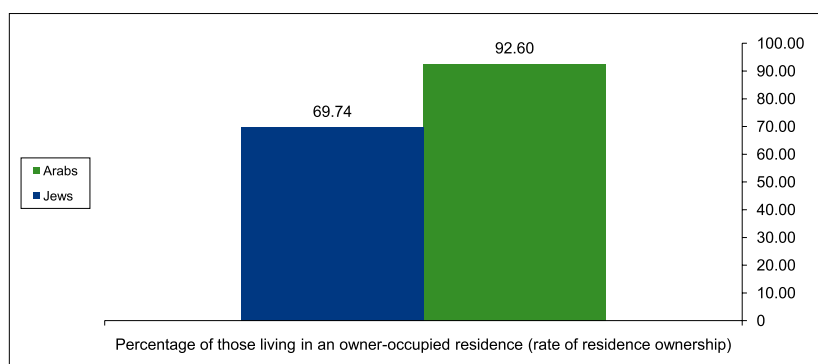
Description of variables

Availability of housing: Percentage living in an owner-occupied residence

Diagram 2.2 (below) demonstrates that the 92.6 percent of all Arab households live in an owner-occupied residence. The percentage of Jews living in such residences is lower: 69.7 percent. These percentages do not necessarily reflect the rate of home ownership, since there are households that own a residence but live in one that they do not own.

According to the findings of the 2007 social survey of the Central Bureau of Statistics, about 14.3 percent of all households (Jewish and others) living in a residence that they do not own are home owners, and they constitute about 4.3 percent of all households (Jewish and others). Among Arabs who do not live in an owner-occupied residence, about 4.3 percent are home owners – about 0.5 percent of all Arab households. Therefore, even when we take into account families that own a residence but live in one that they do not own, there is still a gap of about 20 percentage points in favor of Arab households when it comes to rates of ownership.

Diagram 2.2: Percentage living in owner-occupied residence by population group

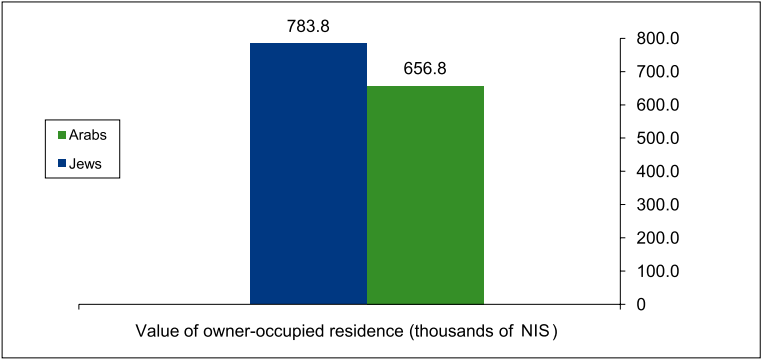


Source: CBS, Israel Statistical Annual, 2008

Value of the owner-occupied residence

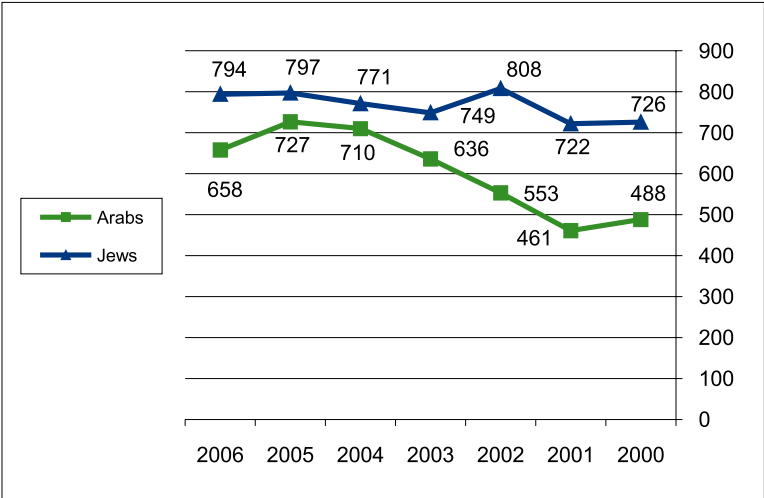
An owner-occupied residence is usually the household's largest investment, and the most valuable asset it owns. According to the data in the index, the value of an average owner-occupied residence in Arab communities is lower than that in Jewish and mixed communities (NIS 656.8 thousand and NIS 738.8 thousand, respectively)³³. We should point out that in recent years the gap has been slowly narrowing, in light of the trend toward the swift rise, over the years, of the value of owner-occupied residences in Arab communities (see Diagram 2.3.1, below). The main cause of the trend towards an increase in the value of the residence in Arab communities is the increase in the value of the land, stemming from a reduction in the amount of land available for construction (which was limited in the first place as a result of land expropriation). The areas designated for construction were small, and it was impossible to expand the area of jurisdiction of the Arab local authorities or to change the land-use designation for housing), and from the natural increase in the population (at a rate of about 3 percent annually), of whom the vast majority remain in the community.

Diagram 2.3: Value of owner-occupied residence by population group (thousands of New Israeli Shekels - NIS)



Source: CBS, Israel Statistical Annual, 2008

Diagram 2.3.1: Value of an owner-occupied residence in Jewish and Arab communities, 2000-2006 (thousands of NIS)



Source: CBS, Israel Statistical Annual, 2008

33 For the purposes of this report the average exchange rate is NIS 4.0 = \$1.

Percentage of residences constructed by public initiative of the total building starts for housing in communities of 10,000 or more:

Public intervention in housing is reflected both in demand for housing (by means of assistance with the costs of development and a policy of mortgage assistance) and in supply. The involvement of the Housing Ministry in the housing supply is reflected in the initiation of projects for new housing construction in addition to the sale of land and assistance in infrastructure and public buildings. Until recently, publicly initiated construction was almost nonexistent in Arab communities except for isolated cases. This situation stems for the most part from the government's attitude toward the Arab communities and their development objectives.

Publicly initiated construction is one of the main means of expanding the supply of housing opportunities in Arab communities and increasing the exploitation of building density on lots. The shortage of land and the increasing demand for housing create an immediate need for such involvement which should be adapted to the unique characteristics of the potential users of the housing.

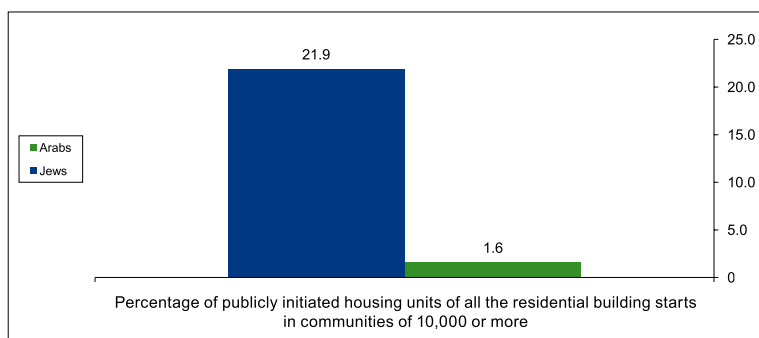
Diagram 2.4 (p. 34) describes the percentage of residences built by public initiative of all the residential building starts in communities of 10,000 and more: about 21.9 percent (as compared to 24.2 percent in the 2007 index) in Jewish and mixed communities and only 1.6 percent (as compared to 3.3 percent in the 2007 index) in Arab communities (see Diagram 2.4).

Public policy can contribute to promoting residential construction and development for the Arab population by:

- a. Including representatives of the Arab population in formulating a comprehensive plan for solving the shortage of housing and land in the planning area of the Arab population. The plan is supposed to meet three main criteria: (1) accelerating processes of issuing permits for planning and development of land for residential construction; (2) allocating designated budgets for a plan defined in advance both in terms of time and of budget size; (3) determining and formulating appropriate and culturally sensitive criteria to finance the acquisition and rental of residences in such a plan. The proposed plan will include a complete and just solution for residences that have already been built without a permit.
- b. Determining a special framework with government guarantees (like the assistance framework for the "new immigrants" from the former Soviet Union in the early 1990s). The government will grant support to potential purchasers by means of assistance with the costs of development and with mortgages, both based on the "self build" system and on building by contractors; or alternatively, will include the Arab communities in clusters 1-4 (according to the socio-economic rating of the Central Bureau of Statistics) in a special government assistance program.
- c. Development of high-quality infrastructure and public buildings in new residential neighborhoods planned on state-owned land.
- d. Regulating the price of land in order to reduce the price of the residence by reducing the taxation on the land and increasing the supply of land for residential purposes.
- e. Increasing the number of permitted residences per dunam (1000 square meters) in a manner that is culturally appropriate to the Arab population, taking into account the existing obstacles (such as a shortage of public spaces, the present state of construction, the character of the community), as well as completion and upgrading of infrastructure and public buildings, by adapting the criteria for funding urban renewal to the situation in the Arab communities.
- f. Encouraging the construction of public housing for those in need, especially in the urban communities.
- g. Government recognition of the unrecognized Arab communities in the Negev, according to just and egalitarian criteria. In addition, approval should be granted for the building of Arab community settlements.

- h. Providing mechanisms and tools enabling the recognition of neighborhoods in the mixed cities, the expansion and renovation of key-money residences and the purchase of the homes by the tenants at a discount.
- i. Cancellation of the expropriation laws and all the procedures that discriminate against the Arabs on land issues; the expansion of areas of jurisdiction and addition of public lands to the Arab communities in order to designate them for new residential neighborhoods; and planning that takes into account the needs of the population.
- j. Granting suitable representation to professionals from the Arab population in key positions in the Housing Ministry, the Israel Lands Administration and in the local and regional planning and construction committees, and primarily in the National Planning and Construction Committee.

Diagram 2.4: Percentage of publicly initiated housing units of all the residential building starts in communities of 10,000 or more



Source: CBS, Construction in Israel, 2007

Spaciousness of housing: size of residence, number of rooms and density

The spaciousness of housing is measured in the Equality Index using two variables: the size of the residence and the density. These two variables can be measured both in units of area (square meters) and in number of rooms. Due to the limitations of the data at our disposal we measured the size of the residence by means of the number of rooms, and density by the number of people per room. Last year the Central Bureau of Statistics published figures about the area of residential space subject to property tax payments and the number of housing units that were charged property tax, as published in the accounting records of the local authorities. On the basis of these figures we were able to estimate the average area of a residence in the Jewish and mixed communities and in the Arab communities. The figures were not included in the Equality Index, but we used them in order to make a comparison and to get a broader picture of the average size of the residential unit and the factors affecting its density.

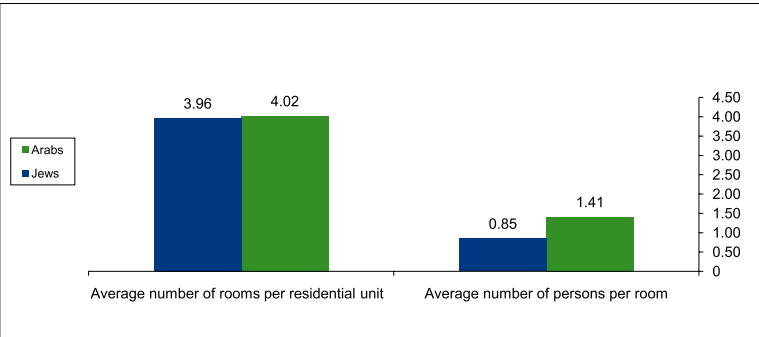
Size of residence: number of rooms

The average number of rooms per residence in Arab households is almost identical to that in Jewish households (see Diagram 2.5, p. 35); but from a comparison of the average area of a housing unit in Jewish and Arab households, we found that the area in urban Arab communities (communities of 2,000 and more) is larger, about 119 square meters, as compared to 92 square meters (the average size of a residence) in Jewish and mixed communities³⁴.

³⁴ The estimate of the average area of the residence was done by dividing the area of the residences by the number of housing units according to the reports of the local authorities on arnona fees for housing according to square meter and the number of housing units, as published in the CBS publication "Local Authorities 2006." This figure was published almost a year and a half behind schedule.

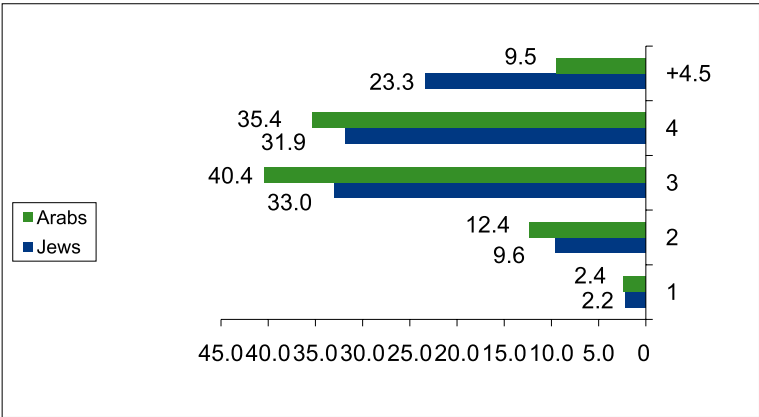
Although the area is larger, the average number of rooms per residence is almost identical. Diagram 2.5.1 (below) describes the distribution of households (Jewish and Arab) according to the number of rooms per residence. The diagram indicates that most of the households (65 percent among Jews and 76 percent among Arabs) live in three- or four-room residences. The main gap between Jews and Arabs is reflected in the percentage of households living in a residence of 4.5 rooms and more (23.3 percent of Jews compared to 9.5 percent of Arabs).

Diagram 2.5: Average number of rooms per residence and average number of persons per room by population group



Source: CBS, Construction in Israel, 2007

Diagram 2.5.1: Distribution of households by number of rooms per residence and population group, 2007 (%)



Source: CBS, Construction in Israel, 2007

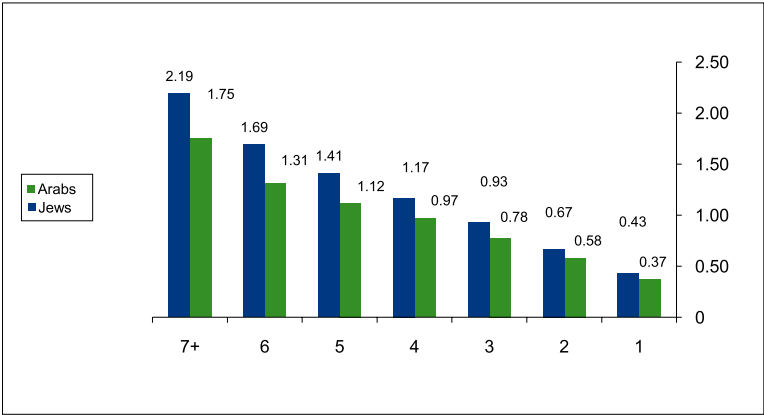
Average number of persons per room

As we have said, housing density can be measured both by area, i.e. square meters per person, and by the number of people per room. The figures at our disposal enable us to measure housing density by the latter method (number of people per room). In Arab households the housing density is higher, 1.41 people per room on average, as compared to 0.85 among Jewish households (see Diagram 2.5, above). We should mention the heterogeneous character of the housing density in the Arab population itself, and this is reflected in the particularly high density among the Arab residents of Jerusalem.

Housing density among Arabs is higher in terms of the unit of space per person as well. The CBS publication "Local Authorities 2006" indicates that in Arab communities the average

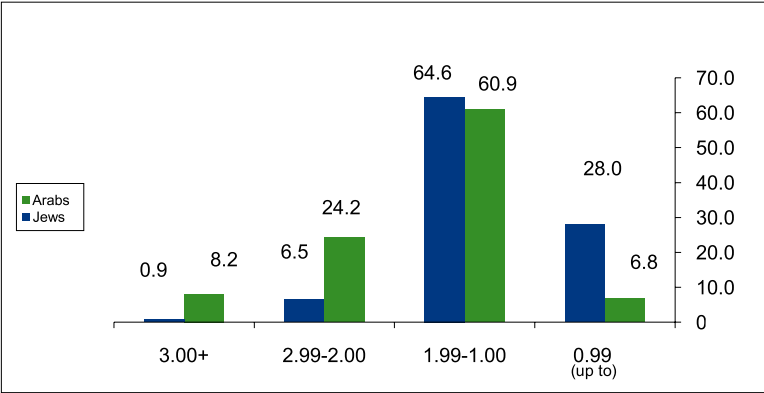
area per person is about 20 square meters as compared to 30 per person in Jewish and mixed communities. Moreover, regardless of the size of the residence it turns out that the average number of people per room is 30 percent higher among Arabs than among Jews. In that case, although housing density is influenced by the size of the household, the density is greater in Arab homes even without any connection to the size of the household (see Diagram 2.5.2, below). In other words, the housing density in Arab households is higher for any given household size.

Diagram 2.5.2: Average number of people per room by household size and population group, 2007



Source: CBS, Construction in Israel, 2007

Diagram 2.5.3: Distribution of households with children by housing density and population group, 2007



Source: CBS, Construction in Israel, 2007

Diagram 2.5.3 (above) describes the distribution of households with children up to the age of 17 by housing density. In 64.64 percent of Jewish households with children, and in 60.9 percent of Arab households, the housing density is up to two people per room. The main difference is reflected in the lowest and highest density values: Whereas 28.0 percent of the Jewish households with children enjoy spacious conditions of less than one person per room (as compared to 6.8 percent of Arab households), 32.4 percent of Arab households with children are crowded in conditions of over two people per room (as compared to 7.4 percent of Jewish households).

Quality of housing

Average monthly expenditure per household on housing

The expenditure for housing services was calculated by the Central Bureau of Statistics by assigning rental equivalents for residences of equal size in a certain community or area. This variable is an indication of the quality of the housing and of the level of maintenance; the higher the average expenditure for housing, the greater the probability that the quality of the housing will also be higher. The average monthly expenditure on housing services in Arab communities is relatively low, and constitutes 61.7 percent of the expenditure on housing services in Jewish and mixed communities (see Diagram 2.6, p. 38).

Average monthly expenditure per household on property tax payments

As a general principle, the higher the average property tax payments per household, the greater the ability of the local authority to provide a higher level of services for the residents. The average property tax payments depend both on the fee per square meter and on the actual rate of collection. This finding, which is published by the CBS, describes the sum due for property tax payments as reported by the local authorities. The sum due is not necessarily equal to the sum actually collected.

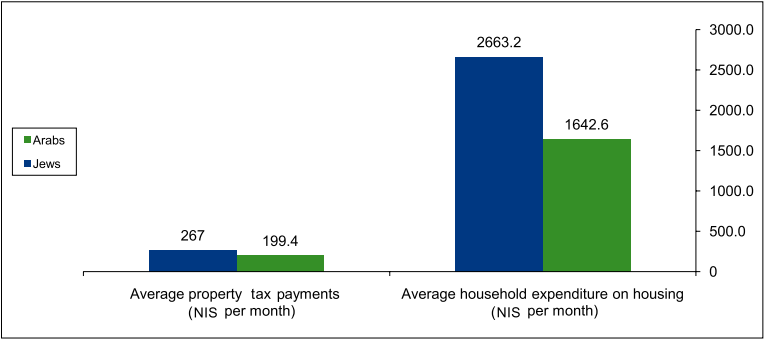
The average property tax payment for housing among the Arab population is about NIS 200 per month, which constitutes about 74.7 percent of the average property tax payments in Jewish and mixed communities, which is NIS 267 per month (Diagram 2.6).

It should be noted in this connection that the issue of property tax payments for housing in the Arab local authorities, and its status as the main component in the funding of the regular budget of the Arab local authorities, is complex for the following reasons:

1. The absence of employment and industrial zones in the planning space of the Arab population. It should be noted that these zones are the main source for property tax payments. In Jewish communities, 65 percent (on average) of property tax collection is funded by property tax payments from industrial and employment zones, and 20 percent by property tax payments from housing. In the Arab communities the opposite is the case: About 20.0 percent (on average) of the property tax in the Arab communities come from property tax payments from the industrial and employment zones, and an average of 80.0 percent are funded by property tax payments from housing.
2. The equalizing grants³⁵ have been reduced by over 50 percent in the past five years, without any alternative solution or alternative progressive solution for the financial distress prevailing in the Arab local authorities.
3. Payment of the equalizing grant is conditioned on the percentage of property tax collection. It should be noted in this connection that some of the residents in Arab communities are unable – because of their socio-economic situation – to meet the property tax rate required of them, in spite of the repeated calls by the heads of the local authorities to the residents to pay their debts. This situation creates a vicious cycle: Many are unable to meet their debts to the local authority, and as a result the authority is unable to provide them with basic services or even to pay salaries to its employees. And if that is not enough, the Interior Ministry conditions the transfer of money on meeting an unrealistic rate of tax collection, which most of the residents are unable to meet.

³⁵ In accordance with the Suweiry formula and subsequently according to the Gadish formula, which are used by the Interior Ministry to determine the size of the equalizing grant that it transfers to the local authorities.

Diagram 2.6: Average monthly housing expenditure per household and average arnona property tax payments for housing per household (NIS per month)



Source: CBS, Construction in Israel, 2007

Chapter 3

The Education Index

Education constitutes a very significant and important part of the life of every society. Education can serve as a factor accelerating the process of modernization, or on the contrary – one that reinforces conservatism and social stagnation. The importance of education is evident in every area of life³⁶.

Providing educational services is mainly the responsibility of the public sector. A primary reason for that is the need to reduce discrimination in this area. The public school system can bridge gaps in the students' scholastic achievements and can provide an equal opportunity to boys and girls who come from deprived socio-economic backgrounds. Abu Asbah emphasizes the connection between the resources invested in the school system and the outputs of that system. An analysis of government policy towards the school system in the Arab sector reveals a lower investment compared to the other educational streams, which is reflected in relatively sparse resources in comparison to those invested in the Jewish school system.

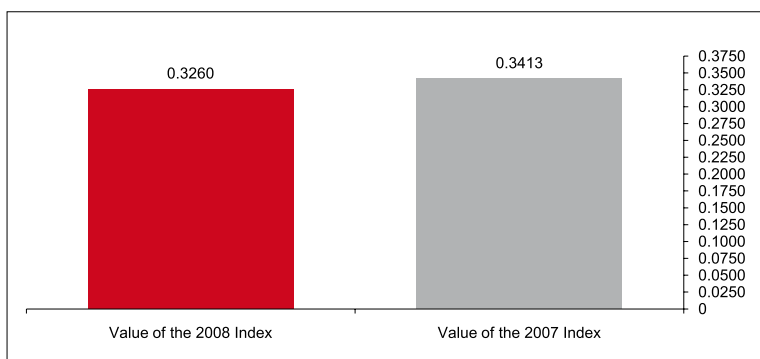
The Arab school system in Israel has in fact undergone many changes: an increase in the number of students and the number of educational frameworks, an improvement in the quality of teaching and the level of education. However, comparative analyses between the Arab and Jewish systems demonstrate that there are still large gaps between the two. Such gaps make it difficult for Arab students to be accepted to institutions of higher learning, a fact that has far-reaching consequences in both social and economic terms³⁷.

The value of the 2008 Education Index - 0.3260

The value of the 2008 Education Index is 0.3260. This index is 4.7 percent lower than the 2007 index. In other words, the gaps between Jews and Arabs in the area of education have been reduced. Diagram 3.1 (p. 40), describes the value of the 2007 index as compared to the 2008 index. The decline in the value of the 2008 Education Index stems from a reduction in the gap between Jews and Arabs in the following variables: (1) an increase in the percentage of 2-year-olds in day-care centers and nurseries, (2) an increase in the percentage of 3–4 year olds in nurseries and kindergartens, (3) an increase in the percentage of academically trained teachers and (4) a decline in the percentage of uncertified teachers among Arabs.

36 Khaled Abu Asbah "The Arab School System in Israel: Development and Current Situation Assessments" in Aziz Haidar (ed.) **Yearbook of Arab Society in Israel (1)**: Jerusalem, Van Leer Jerusalem Institute, Hakibbutz Hameuhad, 2005, pp. 201-221.

37 Ibid.

Diagram 3.1: Change in value of the Education Index from 2007 to 2008

Indicators and Variables

The indicators chosen to examine the level of equality in education between the Jewish and Arab populations relate to various aspects of the education received by the individual: the resources of the school system, the pedagogical infrastructure, participation in schooling and educational output.

List of indicators and variables

Indicators	Variables
Resources of the school system	1. Average no. of pupils in elementary school classes
	2. Average no. of students in secondary school classes
	3. Average no. of teaching hours per pupil in elementary school
	4. Average no. of teaching hours per student in secondary school
Pedagogical infrastructure	5. Percentage of academically trained teachers
	6. Percentage of uncertified teachers
Participation in studies	7. Rate of enrollment in nurseries and day care centers at age 2
	8. Rate of enrollment in nurseries and day care centers at ages 3-4
	9. Dropout rate among 9th-12th graders
	10. Percentage of students in universities among those aged 20-34
Educational output	11. Percentage with 0-8 years of education among those aged 15 and over
	12. Percentage with 13 or more years of education among those aged 15 and over
	13. Median number of years of study among those aged 15 and over
	14. Percentage receiving matriculation certificates among all 12th graders
	15. Percentage receiving matriculation certificates that meets the minimum requirements for university entry, among 12th graders
	16. Average "Meitzav" scholastic achievement exams scores - 5th grade
	17. Average Meitzav exam scores - 8th grade

Description of variables

Resources of the school system

Classroom density

In Diagram 3.2 (below) one can observe a difference in the number of students per class, with smaller classes in the Jewish school system (fewer students), both in elementary and secondary education. The average number of pupils per class in Arab elementary education is 29, compared to 24 in the Jewish system. This is a large gap of 20 percent to the detriment of Arab education. There are some who claim, as we will explain below, that the number of students per class is one of the main factors affecting educational achievement and the ability of teachers to teach. Therefore, this 20 percent gap is a major reason for the inequality between the Arab and Jewish school systems. This gap narrows to 10 percent in secondary education: 30 students per class in the Arab system as compared to 27 in the Jewish system.

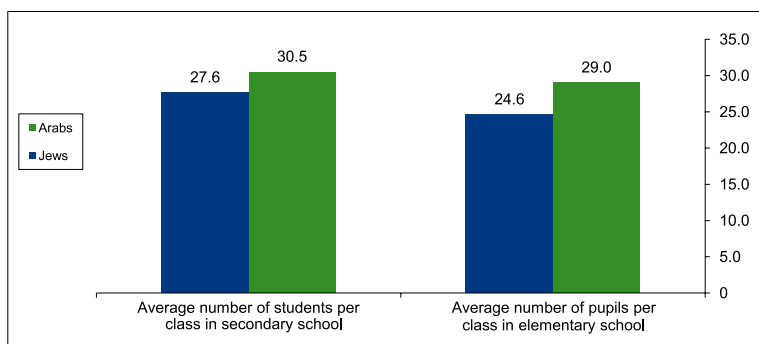
There is a lively theoretical-scholarly discussion being conducted on the issue of whether it is worthwhile to reduce the number of students per class. This discussion is divided between those in favor of reducing the number of pupils per class and those opposed. Those in favor of smaller classes emphasize their positive influence on scholastic and educational achievements, while opponents prefer to emphasize the effect of this step on budgets earmarked for the school system and for the necessary manpower.

Those in favor of smaller classes assume that it is impossible to improve teaching effectiveness and scholastic achievements without reducing class size, mainly because the larger the class the less individual attention the teacher is able to devote to the students. Discipline problems in large classes multiply and worsen mainly in populations that find it difficult to concentrate during the lesson, mainly in elementary school classes and among students from a weak socio-economic background³⁸.

Those opposed to reducing class size, on the other hand, emphasize budgetary constraints and the principle of cost effectiveness. They claim that inefficient use of the resources at the disposal of the school system is liable indirectly to undermine the effort to improve scholastic achievements, on the assumption that the size of the budgets will not change significantly.

Whatever the case, there is discrimination in class size between Arabs and Jews. These figures continue the trend that we pointed out in the 2007 index – a growing gap in classroom density in both elementary and secondary education.

Diagram 3.2: Average number of students per classroom in elementary and secondary education in Jewish and Arab schools

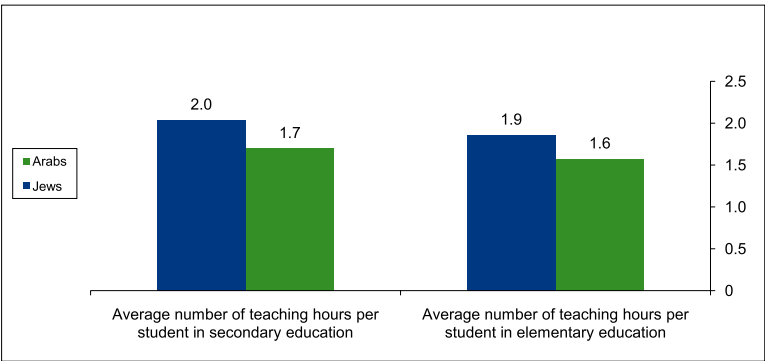


Source: CBS, Construction in Israel, 2007

Average number of teaching hours

The diagram below indicates the average number of teaching hours per pupil in elementary and secondary education in both population groups. There is a gap in the average number of teaching hours in favor of the Jewish population, in both elementary and secondary schools: 18.7 percent and 17.6 percent, respectively. Teaching hours are the total number of classroom teaching hours divided by the number of students.

Diagram 3.3: Average number of teaching hours per student in elementary and secondary education in Jewish and Arab schools



Source: CBS, Construction in Israel, 2007

Pedagogical infrastructure

Teacher education

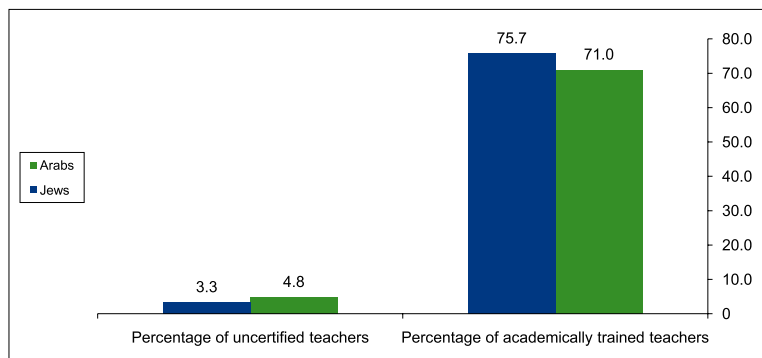
Various studies emphasize the influence of school variables on the students’ achievements. One of the principal variables is the educational level of the teachers. We know that there is a positive correlation between the teacher’s education and the students’ achievements: the higher the percentage of teachers with advanced degrees, the greater the success of the students³⁹.

Diagram 3.4 (p. 43) indicates the educational level of the teachers, revealing that the percentage of academically trained teachers in the Jewish population is relatively greater than among Arabs: 75.7 percent compared to 71.0 percent. At the same time, the percentage of uncertified teachers among the Arabs is 4.8 percent and among Jews 3.3 percent – a gap of 45 percent in favor of the Jewish population.

We should note that compared to the 2007 index there has been an improvement in the education of Arab teachers: the percentage of academically trained teachers increased from 67.2 percent to 71.0 percent, while the percentage of uncertified teachers declined from 5.6 percent to 4.8 percent.

39 Shmuel Shye et al, Eligibility and ineligibility for the Israel matriculation certificate: Input and outputs of Israel high school students, Jerusalem, Van Leer Jerusalem Institute, 2005.

Diagram 3.4: Percentage of academically trained teachers and percentage of uncertified teachers in the Jewish and Arab school system



Source: CBS, Construction in Israel, 2007

School participation

Pre-school education

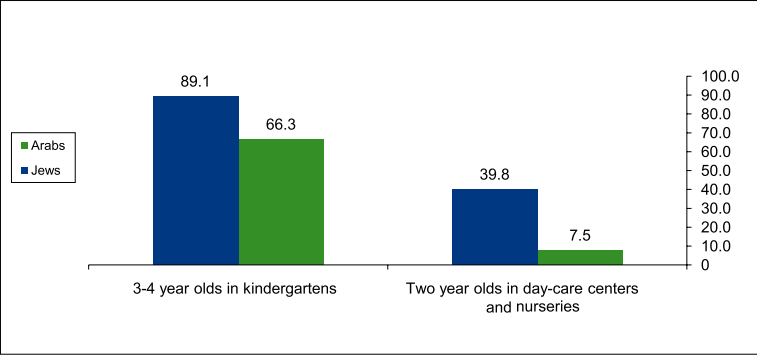
The percentage of those attending nursery schools is one of the worrisome statistics related to pre-school education. In recent years there has been growing awareness among the Arab population of the importance of early childhood education. One of the reasons for this is the increase in the parents' educational level and their participation in the job market. This change is reflected in a search for non-institutional solutions, such as non-profit and private organizations that run educational frameworks for this age group⁴⁰. However, the percentage of those in the Arab kindergartens and nurseries is still low compared to the numbers in the Jewish population.

The figures in Diagram 3.5 (p. 44) indicate the percentage of children aged 2 and aged 3–4 who attend pre-school. They point to a gap in favor of the Jewish population in both age groups, especially among two year olds. The percentage of Jewish two year olds attending pre-schools is five times that of Arab children. But it is important to note that the gap between Jews and Arabs has declined compared to the 2007 index, particularly among 3–4 year olds. Here there was an increase among Arabs from 57.5 percent in 2007 to 66.3 percent in 2008. There was no significant change in the Jewish population compared to 2007 (about 89.1 percent as compared to 89.3 percent).

Among 2-year-olds there was an increase for both Jews and Arabs compared to the 2007 figures. Among Jews the percentage increased from 35.2 percent to 39.8 percent, while among Arabs it increased from 6.1 percent to 7.5 percent.

40. Khaled Abu Asbah, *Arab education in Israel: Dilemmas of a national minority*, Jerusalem, Floersheimer Institute for Policy Studies, 2007, pp. 100-101.

Diagram 3.5: Percentage of two year olds and 3-4 year olds in pre-kindergartens, day care and nurseries by population group



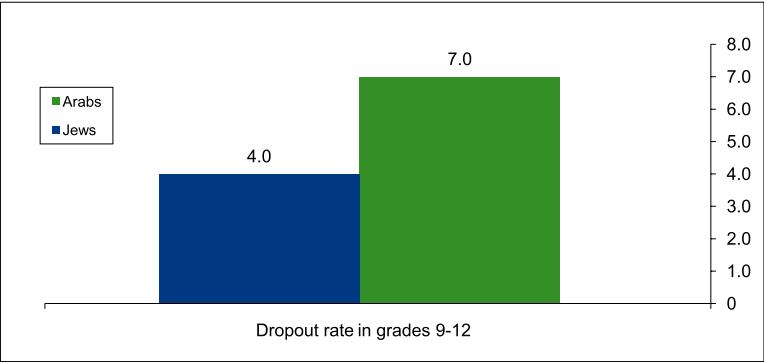
Source: CBS, Construction in Israel, 2007.

School dropouts

Since the mid-1990s the Ministry of Education has adopted a clear policy of reducing the dropout rate and encouraging students to stay in school. At the same time there is growing awareness of the fact that the phenomenon of dropping out of school is not reflected only in leaving school entirely. Many youths are registered as students but in fact are uninterested and do not experience any significant learning. Today it is clear that the problem of dropping out must be addressed comprehensively, and include students who belong to a regular school framework but do not actually study there. The broad definition includes children with a high rate of absenteeism, children who leave school and transfer to an alternative framework, and children who have dropped out completely and left school⁴¹.

We note that our data are based on the "formal" definition of the Ministry of Education, according to which a "dropout" is a boy or girl at the age of compulsory education who is not studying in a school under ministry supervision. The following diagram shows that the percentage of dropouts among students in grades 9-12 in the Arab population is 7.0 percent, compared to 4.0 percent among Jews – a difference of 75 percent. While among Jews there were signs of stability in the dropout rate compared to the 2007 figures, among Arabs there was a decline – from 8.0 percent in 2007 to 7.0 percent in 2008. As mentioned, the gap narrowed slightly, but there is still a profound difference between the dropout rates of Arab students as compared to Jews.

Diagram 3.6: Dropout rate among 9th-12th graders



Source: CBS, Construction in Israel, 2007.

41 Miriam Cohen-Navot, Sarit Ellenbogen-Frankovitz, and Tamar Reinfeld, **School Drop-outs and School Disengagement**, Jerusalem JDC-Brookdale, Center for Children and Youth.

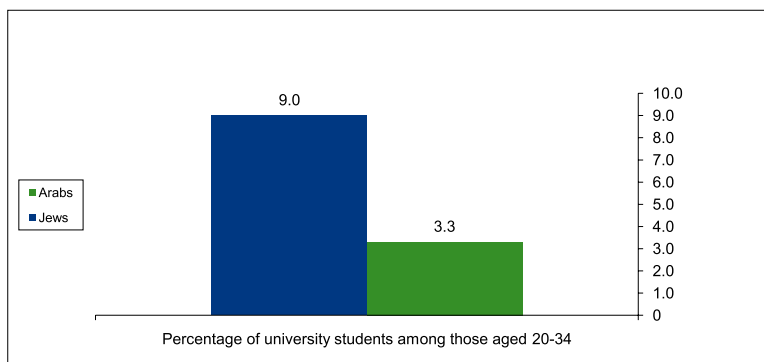
Percentage of university students in the 24-30 age groups

In the 1990s there was a notable expansion of the higher education system in Israel, which led to a multiplicity of academic institutions and to a significant increase in the number of students. However, this expansion did not increase equality of access to higher education. Although the private and public colleges have led to a removal of academic barriers in acceptance for studies, at the same time the link between financial ability and access to higher education increased, due to the high tuition fees in some of the colleges.

Because of the high correlation between ethnic and national origin and economic status, financial filtering reinforces cultural filtering, thus undermining the chances of students from weaker communities of being eligible for higher education in general, and of studying in the prestigious tracks in particular⁴².

The percentage of university students in the 20–34 age group is 9.0 percent in the Jewish population – almost three times the percentage in the Arab population: 3.3 percent. The same tendency was observed in the 2007 figures. While the percentage of those rejected from universities was 43.6 among Arabs, among Jews it was only 20.5 percent – a gap of about 23.0 percentage points in favor of the Jewish population.

Diagram 3.7: Percentage of university students in 20-34 age group by population group



Source: CBS, Construction in Israel, 2007.

Educational Output

Number of years of schooling

Education is an essential resource for the individual because it improves his chances for better employment, better health, a higher salary and a better position in society and its institutions. In that sense education represents a resource that promotes the attainment of other resources⁴³. In other words, if the number of educated people is higher, and there is a direct link between the compensation and the years of education (additional income for every additional year of schooling) and the level of education, the standard of living will also be higher. In addition, studies show that the higher the educational level of the parents, the greater its influence on the child's success in studies as opposed to the influence of allocating public resources to education. Moreover, a positive link between the income per year of education and the level of education increase the chances of reducing inequality of income.

⁴² Noga Dagan-Buzaglo (2007). **Social Rights in Israel: The Right to Higher Education**. Tel Aviv: Adva Center, p. 15.

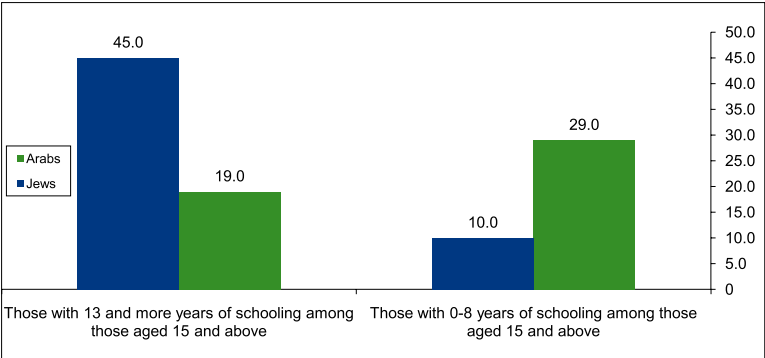
⁴³ Samuel Shye and Nomika Zion, **Education and Social Justice in Israel: On equality of opportunity in education**, Jerusalem: Van Leer Jerusalem Institute, 2003, p. 7.

The steep increase in the percentage of educated people among the Arab population in recent years, especially among Arab women, was not reflected in an improvement in the standard of living of the Arab population, as a result of the policy of exclusion adopted by the government towards educated Arabs. This policy was also evident in the private sector, and thus the core correlation between a positive return for education and the level of education was severed.

There is a profound gap between education among Jews and education among Arabs. The percentage of those with 13 and more years of study in the Jewish population is 2.5 times that in the Arab population. The percentage of those with 0–8 years of study, as can be seen in Diagram 3.8 (below), is almost three times as high among Arabs as among Jews.

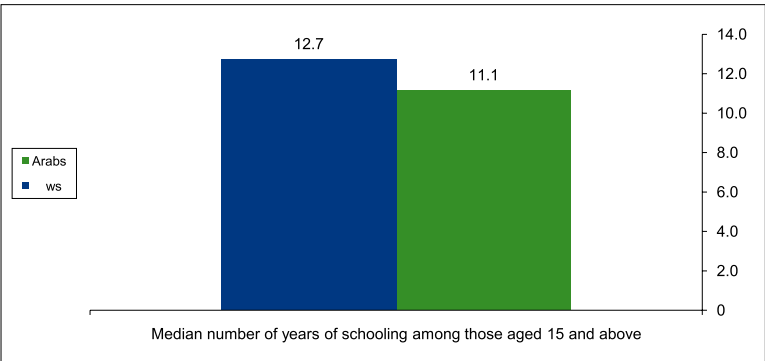
Diagram 3.9 (below) – the median years of schooling among those aged 15 and above – shows that the median is higher in the Jewish population: 12.7 compared to 11.1 in the Arab population. These figures continue the trend that we noted in the 2007 index.

Diagram 3.8: Those aged 15 and older with 8 years of schooling and with 13 or more years of schooling by population group



Source: CBS, Construction in Israel, 2007.

Diagram 3.9: Median number of years of schooling among those aged 15 and above



Source: CBS, Construction in Israel, 2007.

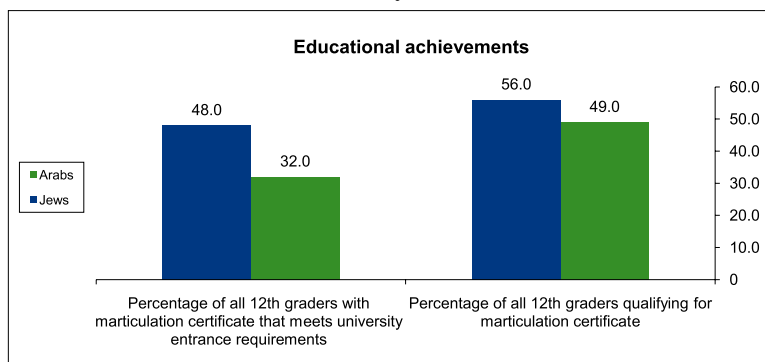
Educational Achievements

Diagram 3.10 (below) shows the percentage of 12th graders who received a matriculation certificate and the percentage of students who met the minimum requirements of the universities. In these two variables we can see that there is a gap in favor of the Jewish population. However, the gap is larger, and reaches 50 percent, when it comes to the percentage of those receiving a matriculation certificate that meets the minimum demands of the universities.

Compared to the 2007 index, the percentage of those receiving a matriculation certificate among Jews did not change, while among Arabs it declined slightly – from 50 percent in the 2007 index to 49.0 percent in the 2008 index. The figures for receiving a matriculation certificate for the 2008/2009 school year, published recently by the Ministry of Education⁴⁴, indicate an increase in the percentage of those receiving a matriculation certificate in the Jewish population to a level of 60.0 percent and a decline among the Arab population to a level of 32.0 percent. This gap will be reflected in next year's index.

The percentage of Jews receiving a matriculation certificate that meets the minimum demands for the universities increased slightly – from 47 percent in the 2007 index to 48.0 percent in 2008. Among Arabs there was no change in this figure.

Diagram 3.10: Percentage qualifying for matriculation certificates among all 12th graders and percentage of 12th graders qualifying for matriculation certificates that meet the minimum requirements for university admission



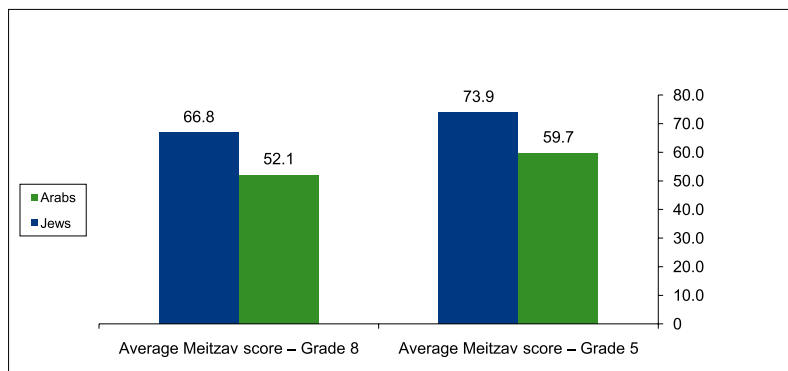
Source: CBS, Construction in Israel, 2007.

The Meitzav exam

Diagram 3.11 (p. 48) describes the scores of the Meitzav scholastic achievement exams (measures school and individual achievement) of Jewish and Arab students in Grades 5 and 8. We will note that the Meitzav exam includes four areas of study: mother tongue, English, mathematics and sciences. The diagram indicates that the grades of Jewish students are higher than those of Arab students in both Grade 5 and Grade 8. The gap between Jews and Arabs in Grade 5 is 14.0 percentage points, and in Grade 8 – 15.0 percentage points.

⁴⁴ Or Kashti, "Rate of eligibility for matriculation in Israel - 44.4 percent," Haaretz, July 9, 2009. (<http://www.haaretz.com/hasite/spages/1098980.html>)

Diagram 3.11: Average score in Meitzav exams in 5th and 8th grades in the Jewish and Arab school systems



Source: Ministry of Education, Meitzav Reports, 2003-2007

Until 2003 the Ministry of Education focused on the following objectives: Equality of opportunity and narrowing the gaps between Arab and Jewish children, focused attention on youth at risk and in distress, promotion of educational achievements and encouragement of excellence. In 2008 these issues dropped to the bottom of the list of the ministry's main objectives, which testifies to the perpetuation of the policy of exclusion and of ignoring the basic educational needs of Arab children. The state is obligated to channel resources to the Arab education system, and to meet the varied needs of the Arab population immediately and in a reasonable manner, in order to close the existing gaps.

Chapter 4

The Employment Index

The Arab population in Israel is characterized by high unemployment rates and low rates of participation in the work force, mainly among women. In addition, small businesses (and family businesses) that are part of the Arab economy suffer from difficulties in adaptability and a short life span.

The radical changes in the Israeli economy – the development of technology-based industries, the decline of traditional industries, the retreat of the welfare state, the reduction of the public sector and the absence of a government policy – have significantly accelerated the marginalization of the Arab population in the Israeli economy. Arabs constitute about 11.0 percent of the workforce although they are about 20.0 percent of the entire population. Working Arabs earn about 70 percent of the overall average wage. Only 18.5 percent of Arab women participate in the work force – a figure that has not changed significantly since 1995 (Israel Statistical Annual, 1996, 2008).

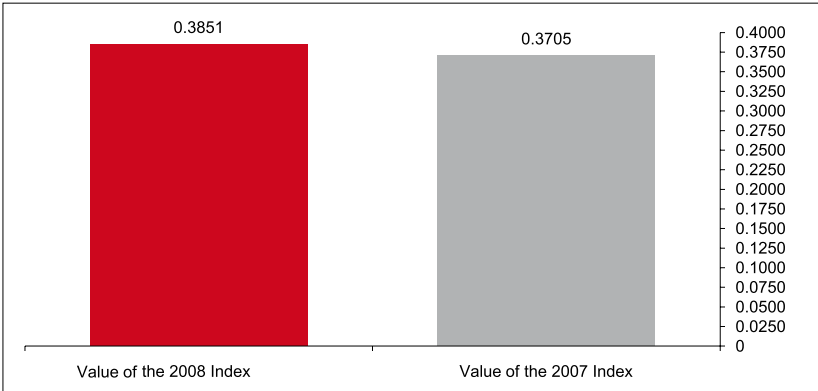
Moreover, most of those Arabs who are employed work in labor-intensive industries with low wages (unskilled industry, construction and agriculture). The Arab population is almost entirely absent from “prestigious” branches of the economy that offer high salaries (high-tech, banking, insurance and finance, electricity and water.) In addition, the representation of the Arab population in “prestigious” professions (academics, the free and technical professions, managers) is lower than that among Jews. The Arab population generally suffers from a lack of recognition and insensitivity on the part of the majority group, and of course from a paucity of employment opportunities. The barriers are reflected in discrimination on the part of Jewish employers on the one hand, and a shortage of jobs in Arab population centers on the other.

The value of the 2008 Employment Index - 0.3851

The three indicators – the rate of participation in the civilian job market, the percentage of unemployment, and the characteristics of the employed – demonstrate that the gaps in employment have widened during the past year. The rate of participation in the civilian work force increased among both population groups, but more among Jews. The percentage of the unemployed declined among Jews – both men and women. In the Arab population the percentage of the unemployed in general increased, with the increase among unemployed Arab women especially prominent. In the distribution of the employed by profession there were minor changes in the values of the variables, and in the distribution by profession, the gaps widened especially in the following areas: industry, electricity and water, banking, insurance and finance. On the other hand, the gap in education narrowed: this field, like care – giving and welfare, is considered a “refuge” for Arab academics, and especially Arab women.

As a result of the widening of the gaps, the 2008 employment Index increased by 3.9 percent relative to the 2007 index, which was 0.3705, as can be seen in Diagram 4.1 (below). The increase in inequality stems from the following factors: the trend of decline in participation in the work force among Arab women aged 25–34; a growing gap between the percentages of Jews employed in academic professions, as well as in industry, water and electricity, banking, insurance and finance. On the other hand, there was an increase in the percentage of Arabs employed in education.

Diagram 4.1: Change in the value of the Employment Index from 2007 to 2008



Indicators and variables

The Employment Index includes three indicators: the rate of participation in the civilian work force, the percentage of unemployment and the characteristics of those employed⁴⁵.

Indicators	Variables
Participation in the work force	1. Rate of participation in the civilian work force at ages 15 and above by gender and population group (%)
	2. Rate of participation in the civilian work force by age and population group (%)
	3. Rate of participation in the civilian work force by years of study and population group (%)
Unemployment	4. Unemployment rate by gender and population (%)
Employment	5. Distribution of those employed by profession and population group (%)
	6. Distribution of those employed by industry (%)

Description of variables

Participation in the work force

Rate of participation in work force by gender and population group

Diagram 4.2 (p. 51) demonstrates participation in the work force among Jews and Arabs, both men and women. The diagram indicates almost total equality between Jewish and Arab men in

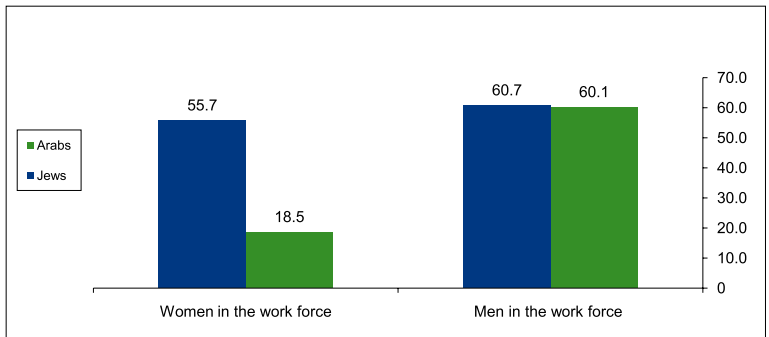
⁴⁵ Some of the characteristics of the work force and of those employed appear in the index without a division by gender. In our opinion the data should have been presented with such a division, because of the great difference between them in the rate of participation in the work force, in the unemployment rates and in the types of employment. But detailed data about Jewish and Arab men and women are not available prior to 2003, and at this stage we were unable to introduce that into the index because the values of the variables in the index are an average of the past five years. Therefore we added a gender distribution according to the CBS data for 2007 without adding it to the index at this stage.

participation in the work force. On the other hand, there is a large gap between women from the two groups.

The rate of participation of Jewish women is 55.7 percent, three times the percentage among Arab women, which is 18.5 percent. The supply of job opportunities for Arabs, particularly women, is limited in the Arab population centers. In addition, the absence of economic development, especially the development of industrial zones (in the Arab population centers), causes a serious shortage of jobs among Arabs.

It should be noted that in comparison to the 2007 index there was no change in participation in the work force among men, both Jews and Arabs. Among women the rate of participation of Arabs increased from 17.9 to 18.5 percent.

Diagram 4.2: Percentage of those aged 15 and over participating in civilian work force by gender and population group

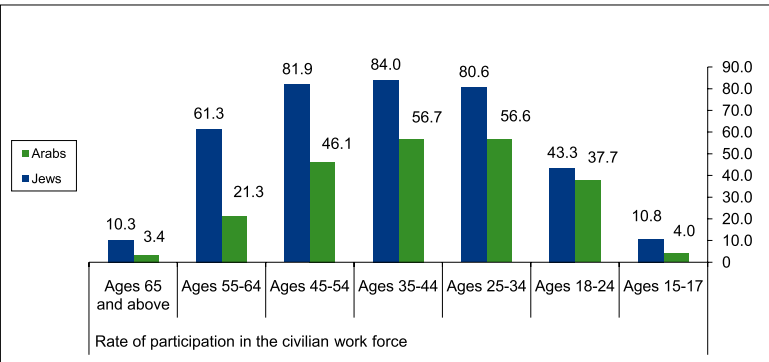


Source: CBS, Israel Statistical Annual, 2008

Rate of participation in civilian work force by age

Diagram 4.3 (below) indicates the rate of participation in the work force among Jews and Arabs in various age groups. The diagram shows that the rate of participation is higher among Jews in all the age groups. There is a particularly large gap in the following age groups: 25–34; 34–44; 45–54; and 55–64.

Diagram 4.3: Percentage participating in civilian work force by age and population group

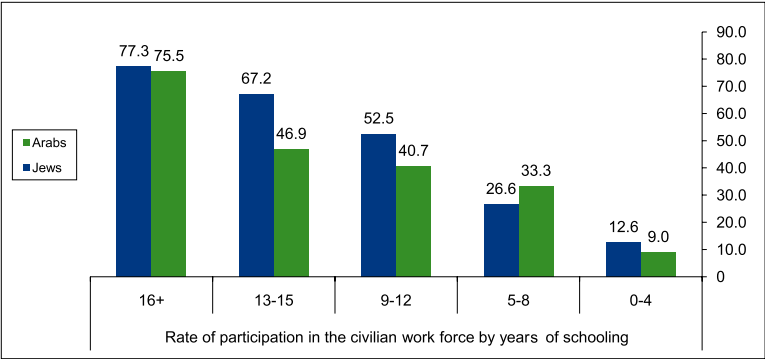


Source: CBS, Israel Statistical Annual, 2008

Rate of participation in the civilian work force by number of years of schooling
Diagram 4.4 (below) shows the rate of participation in the civilian work force by years of schooling, among Jews and Arabs. From the diagram we can see that the rate of participation among those with 9–12 years of schooling and with 13–15 years of schooling is higher among Jews. The gap narrows among those with 16 or more years of schooling (77.3 percent among Jews, as compared to 75.5 percent among Arabs).

It should be noted that among those with 5–8 years of schooling, the percentage of those participating in the work force is higher among Arabs: 33 percent, as compared to 26.6 percent among Jews.

Diagram 4.4: Percentage participating in civilian work force by years of schooling and population group



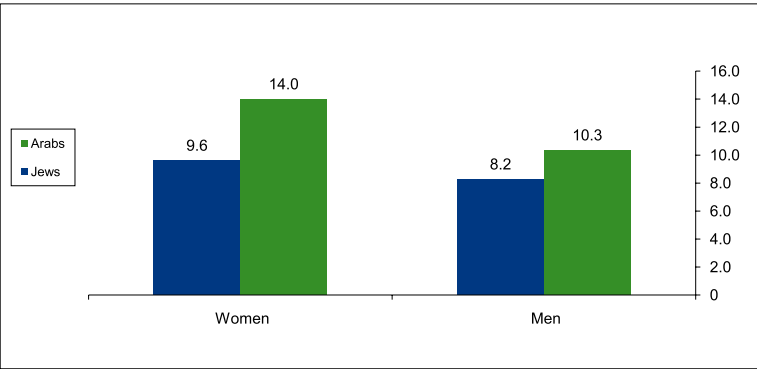
Source: CBS, Israel Statistical Annual, 2008

Unemployment

The diagram below indicates the rate of unemployment among Jews and Arabs, both men and women. It demonstrates a gap in the unemployment rate in favor of the Jewish population, for both men and women. The unemployment rate among Jewish men is 8.2 percent, compared to 10.3 percent among Arabs.

The gap is greater among women: the unemployment rate among Jewish women is 9.6 percent, compared to 14.0 percent among Arab women (see Diagram 4.5).

Diagram 4.5: Percentage of unemployed by gender and population group



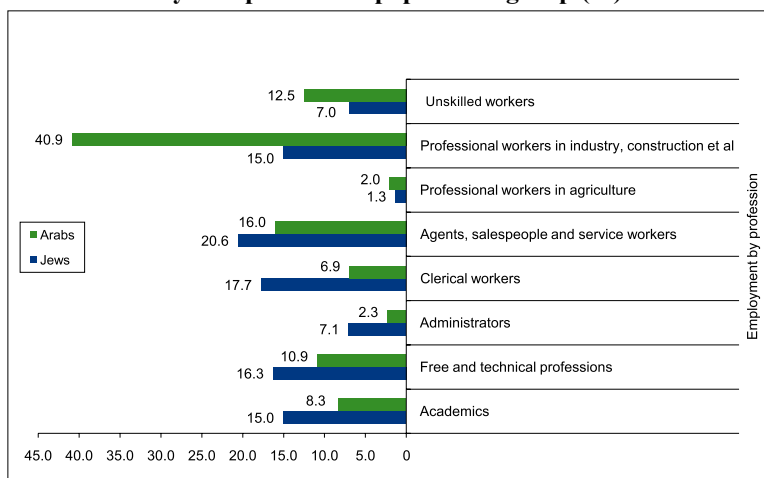
Source: CBS, Israel Statistical Annual, 2008

Employment

Distribution of those employed by profession

Diagram 4.6 (below) indicates the representation of Jews and Arabs in various professions. We can see that among "professional workers in industry, construction et al" Arab representation is 2.5 times that of Jews. Arab representation is also higher among "unskilled workers." Jewish representation, on the other hand, is higher among "agents, salespeople and service workers," "clerical workers," "managers," "free and technical professions" and "academics." It therefore turns out that Arabs are over-represented in low-wage professions that demand no investment in human capital, as compared to over-representation of Jews in high-paid professions that require a high investment in human capital. We should point out that this situation makes it relatively easy to replace the Arab workers with foreign workers.

Diagram 4.6: Distribution of the employed by occupation and population group (%)



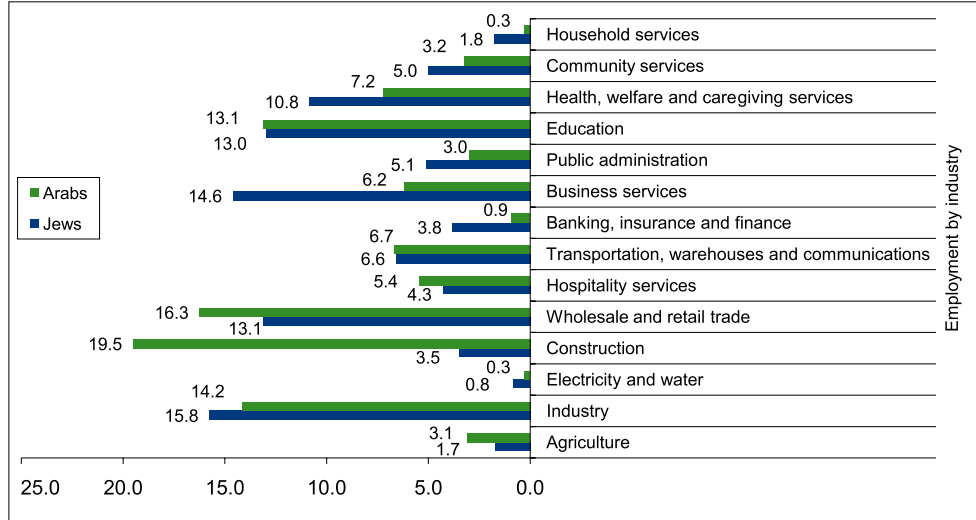
Source: CBS, Israel Statistical Annual, 2008

Distribution of employment according to industry

Diagram 4.7 (p. 54) shows employment according to industry among Jews and Arabs. There is a particularly large gap between Jews and Arabs employed in the business services industry – 14.6 percent of Jews compared to 6.2 percent of Arabs. In the fields of banking, insurance and finance, the percentage of Jews is almost four times that of Arabs. In the field of education the gap narrows significantly (13.1 percent among Jews compared to 13.0 percent among Arabs).

The diagram shows that in certain jobs Arab representation is far greater than that of Jews. The most outstanding gaps are in the fields of wholesale and retail trade, construction and agriculture. There is an especially large gap in construction. In this field the representation of Arabs is 19.5 percent, six times that of Jews, which is 3.5 percent.

Diagram 4.7: Distribution of employment by industry and population group (%)



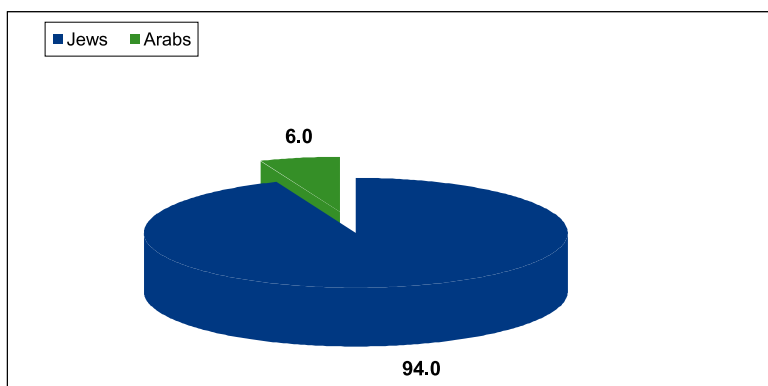
Source: CBS, Israel Statistical Annual, 2008

Arabs suffer from institutionalized exclusion and discrimination in general, and this is particularly true in regard to university trained academics, especially in the civil service. Not only do Arabs suffer from an absence of fair representation in the civil service, even those who are civil servants do not work in positions that influence the decision-making process, with most of them employed in junior and sectoral positions.

In 2004 the government decided (Decision no. 1402 from January 27, 2004) on a clear objective on this issue: By the end of 2008, 10 percent of civil servants would be Arabs. This objective was not met, of course, and was therefore updated and changed. At the end of 2007 the government decided (Decision no. 2579 from November 11, 2007) that the abovementioned objective (at least 10 percent of civil service workers would come from the Arab population) would be implemented by the end of 2012; at the beginning of 2008 the Knesset, with the support of the government, decided to establish a parliamentary commission of inquiry on the subject of enlisting Arab workers in the civil service, and the commission – headed by MK Dr. Ahmed Tibi – began its work on March 18, 2008. At the beginning of 2009 (Decision no. 4436 from January 25, 2009) the government decided to allocate additional resources, including another 20 earmarked jobs a year, additional jobs for students, the establishment of a reservoir of examiners for the acceptance committees for civil service positions, and the preparation of a mentoring program for the new workers.

In spite of these decisions, the rate of increase in the number of Arabs employed in the civil service never met the objectives determined by the government. Diagram 4.8 (p. 55) shows that the percentage of Arabs in the civil service, according to the 2008 index, is only 6.0 percent (in 2007 this number was 5.2 percent). The situation of Arab women in the civil service is also quite gloomy: Arab women constitute only 36.4 percent of Arab civil servants, while Jewish women constitute 68.0 percent of all Jewish civil servants.

**Diagram 4.8: Distribution of those employed in the civil service
by population group - 2008 (%)**



Source: Annual reports of the Civil Service Commission, 2004-2008

Chapter 5

The Social Welfare Index

In the 1980s the social welfare policy in Israel began to change. This change was reflected in the reduction of social services and in the expenditure for the social welfare safety net. At the same time the effect of direct taxes and government transfer payments on the reduction of poverty gradually declined. The first half of this decade was characterized by large-scale cuts in the social welfare systems. This process was stopped in mid-decade, and since then there has been a certain increase in government expenditure on various social issues, mainly due to additional expenditures on caregiving services for the mentally and physically disabled. This increase has not kept pace with the increase in the number of those in need of social services. Moreover, poverty has increased among the needy populations, especially the Arabs.

A process of privatizing social services has begun, including a substantial percentage of the services that the government and the local authorities are legally obligated to provide to a variety of populations in need: the elderly, children and teenagers, the mentally and physically disabled, families, drug addicts and alcoholics, released prisoners and their families, new immigrants and the homeless. These services are increasingly being provided by non-governmental, voluntary and business organizations. In the literature this privatization has been called the "market economy" and "creeping privatization." Below are some of the services that have undergone some kind of privatization:

- ◆ Services for the elderly: senior citizens' homes and sheltered housing
- ◆ Services for children: boarding schools and foster families
- ◆ Services for those with special needs, day-care centers, hostels and apartments in the community, sheltered factories, social clubs, day-care centers for children and diagnostic services
- ◆ Services for the physically disabled: housing frameworks in the community (hostels), social clubs, employment centers, home help and sheltered factories
- ◆ Services for families (including single-parent families: shelters, halfway houses for battered women and their children, centers for treating violence in the family, centers for single-parent families, centers for victims of sexual abuse, summer camps for mothers, child-parent relations centers and programs to prepare couples for married life and to reinforce parental capability; services for youth: therapeutic social clubs, shelters and halfway houses for homeless teens, mobile assistance for homeless teens, counseling and therapy services for teens on health issues. These services are now being provided by non-governmental organizations and/or private-business associations and organizations⁴⁶.

In addition to the recognized negative effects of the privatization process (see Aviram et al,

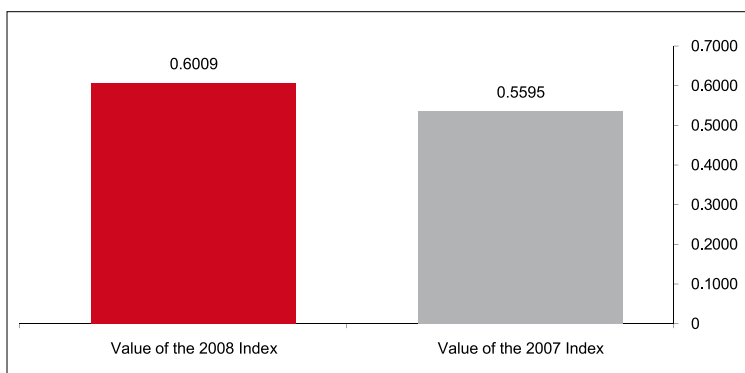
⁴⁶ Uri Aviram, John Gal and Yossi Katan. *Shaping Social Policy in Israel, Trends and Issues*, Jerusalem, Taub Center for Social Policy Studies in Israel, 2007.

2007), the process also includes reductions and cutbacks. The effect of the privatization is reflected in the 2008 index in a reduction of the percentage of expenditure on social services, both proportionally and in real terms, relative to the 2007 index. This year there is a clear decline in the percentage of expenditure on social services – which is weighted in the index – of the total national expenditure calculated for the index – from 25.2 percent in 2007 to 24.1 percent in 2008.

The value of the 2008 Social Welfare Index - 0.6009

The value of the Social Welfare Index is the highest of all the aggregate indexes, and this year stands at 0.6009. The value of the index indicates a widening of the gaps between Jews and Arabs by about 7.4 percent relative to the 2007 index. The increase in the value of the 2008 index stems from a widening of the gap between Jews and Arabs in the three indicators of the index. In the following diagram we compare the value of the 2007 index, which was 0.5595 and that of 2008 – 0.6009.

Diagram 5.1: Change in the value of the Social Welfare Index from 2007 to 2008



Indicators and variables

The Social Welfare Index includes three indicators: expenditure on social services in the local welfare bureaus, the incidence of poverty, and the effect of transfer payments and direct taxes on the incidence of poverty.

Indicators	Variables
Expenditure on social welfare	1. Total annual public expenditure (government and local authorities) on social welfare per capita
	2. Average caseload per social worker
Incidence of poverty	3. Incidence of poverty among families, individuals and children before transfer payments and direct taxes
	4. Incidence of poverty among families, individuals and children after transfer payments
	5. Incidence of poverty among families, individuals and children after transfer payments and direct taxes
Influence of transfer payments and direct taxes on incidence of poverty	6. Percentage extricated from poverty among families, individuals and children as a result of transfer payments
	7. Percentage extricated from poverty among families, individuals and children as a result of transfer payments and direct taxes

Sampling of communities

Two variables in the Social Welfare Index – “average annual total government expenditure (government and local authorities)” and “average caseload per social worker” – are not presented as aggregates (for the Jewish and Arab population as a whole, together and separately) because they are published according to community. In this case we used a sampling of communities to calculate these variables. The sampling including 11 pairs of communities (one Jewish and one Arab) of similar population size and belonging to the same geographical district (see Table A).

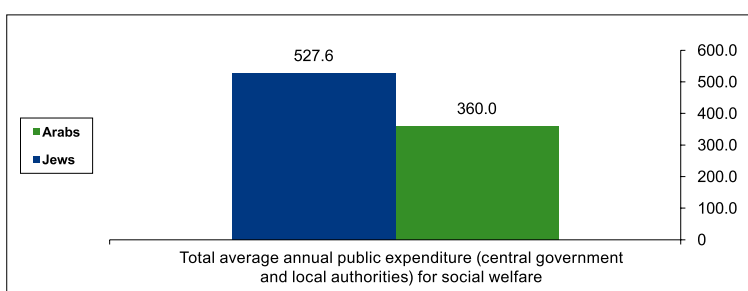
Table A: Sampling of Jewish and Arab communities

District	Jewish communities		Arab communities	
	Name of community	2007 population (thousands)	Name of community	2007 population (thousands)
North	Nahariya	51.0	Nazareth	65.5
	Migdal Haemek	24.8	Sakhnin	25.1
	Hatzor Haglilit	8.6	Ein Mahel	11.0
Haifa	Kiryat Motzkin	39.6	Umm al-Fahm	43.3
	Binyamina - Givat Ada	11.2	Jisr al-Zarqa	11.7
Center	Rosh Ha'ayin	37.9	Taibe	34.8
	Kiryat Ono	27.4	Tira	21.5
	Yehud - Neve Ephraim	25.8	Kalansuwa	17.8
Jerusalem	Kiryat Yearim	3.3	Abu Ghosh	5.9
South	Dimona	33.6	Rahat	42.2
	Yeruham	8.5	Kseifa	10.7

Public expenditure on social welfare

Diagram 5.2 (below) describes the total average annual public expenditures (government and local authorities) on social welfare per capita according to the 2008 index, as reflected in the sampling in Table A. Among both Jews and Arabs there was an increase relative to last year, but the size of the gap between the two population groups did not change. The diagram demonstrates that the average annual expenditure per capita in the Arab local councils that were examined increased from NIS 348.1 in the 2007 index to 360.0 in the 2008 index: an increase of 3.4 percent. Among Jews the average expenditure increased from NIS 508.6 in 2007 to 527.6 in 2008 – an increase of 3.7 percent.

Diagram 5.2: Total average annual public expenditure (central government and local authorities) for social welfare (NIS per capita)



Source: Ministry of Social Affairs, Expenditure on social welfare in selected Arab and Jewish local councils, through the Freedom of Information Department

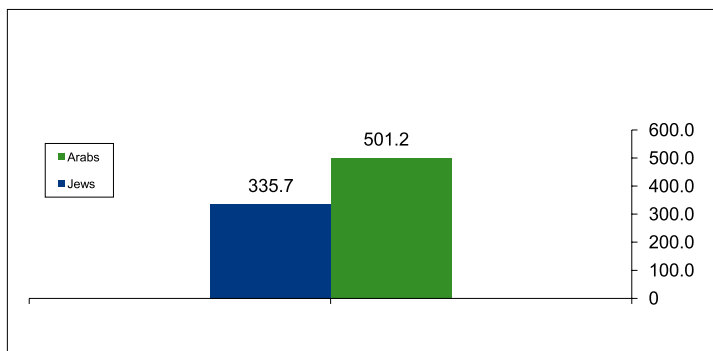
Caseload per social worker

The caseload per social worker in the local welfare departments is a variable that provides another dimension of the welfare budget – allocations per case: the lower the average caseload per social worker, the higher the budget per case.

Diagram 5.3 (p. 60) describes the average caseload per social worker according to the 2008 index. The average caseload in the Arab communities is 501.2. This is an increase of 16.7 compared to the average in 2007, which was 429.2. In the Jewish communities, on the other hand, there was a drop of 3.7 percent in the caseload per social worker – from 348.7 in 2007 to 335.7 in 2008.

In the 2007 index the caseload per social worker was 23.0 percent higher among Arabs than among Jews; within one year this doubled to 49.3 percent – a change that attests to a dramatic decline in the budget per case in the Arab population as compare to the Jewish one, and to an increase in the gap between the populations.

Diagram 5.3: Average caseload per social worker in Jewish and Arab communities



Source: Ministry of Social Affairs, Expenditure on social welfare in selected Arab and Jewish local councils, through the Freedom of Information Department

Incidence of poverty among families, individuals and children

Since the 1970s, poverty in Israel has been calculated based on the relative approach which is a method used throughout the world. According to this approach poverty is a matter of relative distress that should be assessed based on the standard of living typical of the society. A family is defined as poor if its standard of living, as reflected in income, is significantly lower than that of the society, and specifically if the available income per standard person⁴⁷ is lower than half the median of this income⁴⁸. As a rule, the poverty rate among Arab families is constantly increasing. In 2003 it was 48.4 percent while in 2007 it increased to 51.4 percent.

We should point out that the increase in the poverty rate in the Arab population has been very rapid. Between 2001 and 2006 the percentage of the poor increased by 31.1 percent, as compared to an increase of 2.1 percent among Jewish families. The accelerated poverty in the Arab population is a clear and direct result of the cutbacks and the policy of exclusion practiced by all the Israeli governments. In the years 2001–2006, for example, there was a decline of 40 to 50 percent in child allowances and in guaranteed income allowances, in addition to more stringent requirements for receiving unemployment payments.

In addition, during the 2001–2003 economic crisis, the Arab population suffered from high unemployment. At the same time, the fruits of the economic prosperity that began in 2004 did not filter down to the traditional industries with an over-representation of Arabs. Added to that was the ongoing policy of exclusion in terms industrial and employment zones in the Arab communities.

In other words, the gaps between the Arab and Jewish populations are a result of the policy of cutbacks and exclusion from the job market, a policy that was not accompanied by a solution and by practical long-term alternatives that would integrate the Arab population

⁴⁷ A standard person in a family takes into account the principle of the advantage of size. The basis for comparison is a two-person family. This is a family with two standard persons. Therefore, a one-person family has a value of 1.25 standard persons. In other words, the needs of a one-person family are not evaluated as equal to half the needs of a two-person family, but as greater. Similarly, the needs of a four-person family has a value of 3.2 standard persons, and the value of its needs is not double the value of the needs of a two-person family, but less than twice as much.

⁴⁸ The dimensions of poverty and social gaps - 2007, Annual Report, the National Insurance Institute, 2008 .

and improve its situation in the various strata of the job market and the Israeli economy.

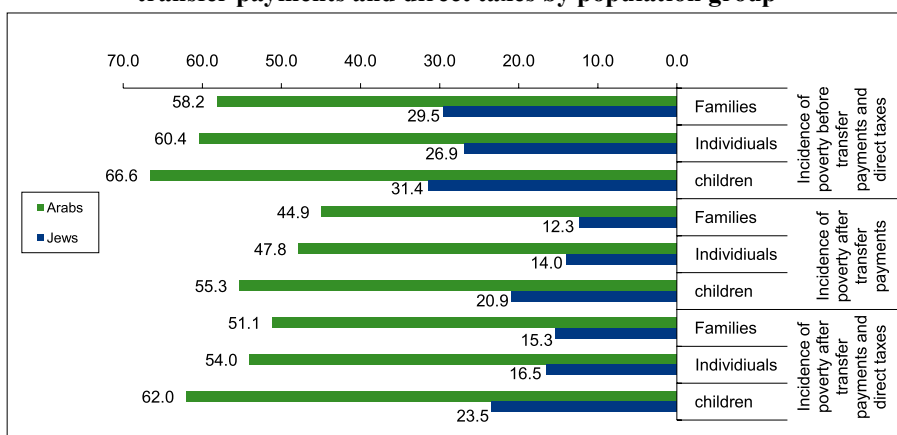
In diagram 5.4 (below) the incidence of poverty among the Arab population is greater than that in the Jewish population, both before and after the payment of transfer payments and taxes. The diagram shows that about 60.4 percent of individuals in the Arab population are living below the poverty line, as compared to 26.9 percent of Jews. After transfer payments and taxes, about 54.0 percent of Arab individuals are below the poverty line, as compared to about 16.5 percent of Jewish individuals (see Diagram 5.4).

The system of direct taxes (income tax, National Insurance and health tax) is considered another important tool, perhaps the most important, enabling the government to influence the redistribution of income in the economy. A tax system is considered effective the more progressive the system (more tax from the rich and those with high salaries, and less tax from the poor and those with low salaries). The tool is not effective as a means of a more just distribution, especially among the Arab population, because of the typically low salary level – most of the Arab population is below the tax threshold and does not enjoy the benefits granted by the government in collecting direct taxes, such as refunding the value of the family deductible.

In light of that, economic leaders in Israel are discussing the introduction of a policy of negative income tax. This enables giving grants in a focused manner to a working population that is below the tax threshold and has a high potential for poverty, without these people having to turn to the National Insurance Institute for payments. Negative income tax therefore constitutes a monetary payment via the tax system, in accordance with the employee's salary.

The findings of the index therefore demonstrate (as we will see in Diagram 5.4) that the incidence of poverty is higher in the Arab population both among children and among individuals and families. It continues to be high compared to the Jewish population, even after transfer payments and after transfer payments and direct taxes.

Diagram 5.4: Poverty rate 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 Income Inequality, 2008

Rate of decline in the incidence of poverty as a result of transfer payments and direct taxes

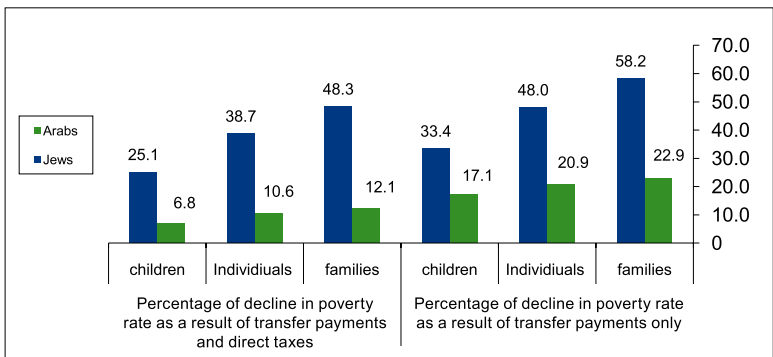
Diagram 5.5 (below) describes the effect of transfer payments and of transfer payments and direct taxes on the incidence of poverty. In other words, the diagram describes the percentage of those extricated from poverty as a result of transfer payments alone and as a result of transfer payments and direct taxes combined.

From the diagram we can see that the influence of these payments on the Jewish population is far great than on the Arab population. The gap is particularly evident in the influence of transfer payments, and the influence of transfer payments and direct taxes on families: transfer payments extricate only 22.9 percent of Arab families from poverty, as compared to 58.2 percent of Jewish families (almost 2.5 times as many).

Diagram 5.6 (p. 63) indicates that according to the figures describing the trend, which are based on the data of the National Insurance Institute, in 2007 only 9.2 percent of poor Arab individuals and 5.2 percent of poor children were extricated from poverty as a result of transfer payments and direct taxes. In the Jewish population these figures were four times as high: 36.8 percent of poor individuals and 21.3 percent of poor children were extricated from poverty. The explanation is that the government's current social welfare policy leads to relatively high rates of extrication from poverty for the elderly, new immigrants and single-parent families (57.5 percent, 46.7 percent and 33.0 percent, respectively – Poverty Report, 2008). The relative size of these populations is higher among Jews.

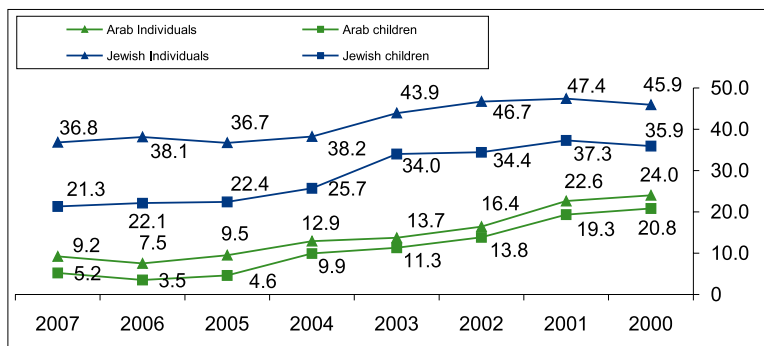
Among Arabs, on the other hand, there is a high percentage of families with one breadwinner, with no breadwinner and with four or more children. The rate of extrication from poverty among these families is 24.4 percent, 14.9 percent and 10.4 percent, respectively. In effect, the policy of allowances and the direct taxes does not currently provide a solution for the causes of poverty typical of the Arab population.

Diagram 5.5: Percentage of decline in poverty rate as a result of transfer payments and direct taxes by population group



Source: Report on Poverty and Inequality in Income Distribution, 2008

Diagram 5.6: Percentage of individuals and children extricated from poverty as a result of transfer payments and direct taxes, 2000-2007, by population group



Source: Reports on Poverty and Inequality in Income Distribution, 2000-2008

The harsh findings attest to increasingly large gaps in social welfare between the Arab and Jewish population. The preliminary figures for the end of 2008 and the beginning of 2009, received from the Ministry of Social Affairs, attest to improvements in the work force within the social welfare bureaus by about 18.8 percent in the communities in the Arab sampling as compared to an increase of 2.0 percent in the Jewish communities, and to an increase of 8.3 percent in budgets channeled to the Arab communities as compared to 5.7 percent in the Jewish communities. If this trend continues over the long term it will leave its mark in the near future.

However, the findings of the 2008 index require that both immediate steps and a long-term policy be adopted to close the gaps. The social welfare field in Israel has been steadily shrinking since the 1980s, apparently as Israeli governments took steps designed to cut back social welfare programs by various means. These steps also included reducing the real value of the allowances and a toughening of the criteria for eligibility for various programs, including an increasing use of selective principles and of privatization which is eroding almost every aspect of welfare services.

In light of this, in order to improve the situation of the Arab population, there is need for three-pronged action:

1. Preserve and protect social welfare rights in appropriate legislation and establish a uniform standard for all parts of the population.
2. Massive investment in special populations that are unsuited to the job market, among the Arab population.
3. Genuine integration of the Arab population into all levels of the Israeli economy, from senior positions and other jobs in the public and private sector, to the development of industrial and employment zones in the Arab communities.

Chapter 6

The 2008 Weighted Equality Index

The value of 2008 Equality Index - 0.3600

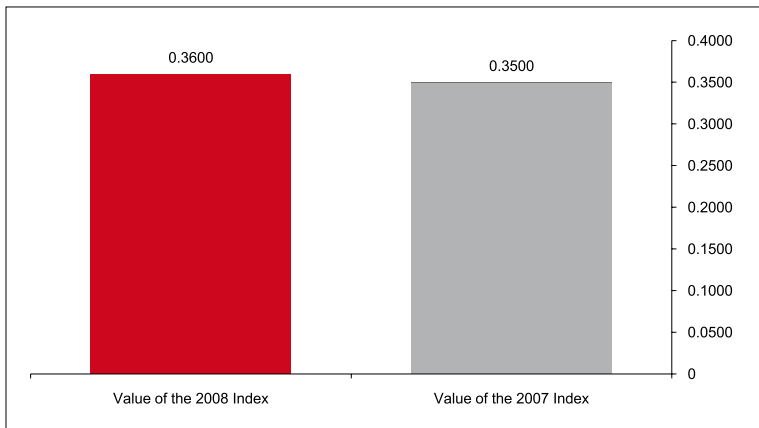
The Weighted Index includes the five aggregate indexes in the areas of health, housing, education, employment and social welfare. The weight of each of the aggregate indexes in the Weighted Index was determined by their percentage of the national expenditure. The national expenditure includes all the public and private expenditures in each area. In this sense the national expenditure can serve as a kind of yardstick for government policy in each of the five areas.

Public expenditure includes the expenditures of the central government, local government and non-profit organizations, whereas private expenditure includes the total expenditures of the private business sector, households and individuals. Therefore, the value of the Weighted Index is affected both by the change in the values of the aggregate indexes and by changes in the total national expenditure in each of the five areas of the index.

As we recall, the values of the index range between (-1) and (1), with zero (0) indicating total equality. A value of the index tending toward 1 indicates inequality in favor of the Jewish population, and a value tending towards (-1) indicates inequality in favor of the Arab population. An increase in the value of the index signified an increase in inequality.

The value of the Weighted Equality Index for 2008 indicates an increase in the level of inequality between Jews and Arabs: 0.3600 in 2008 as compared to the 2007 index, which was 0.3500 (see Diagram 6.1, p. 65). This is an increase of 2.8 percent in the overall index of inequality between Jews and Arabs.

Diagram 6.1: Values of the Weighted Indexes 2007 to 2008

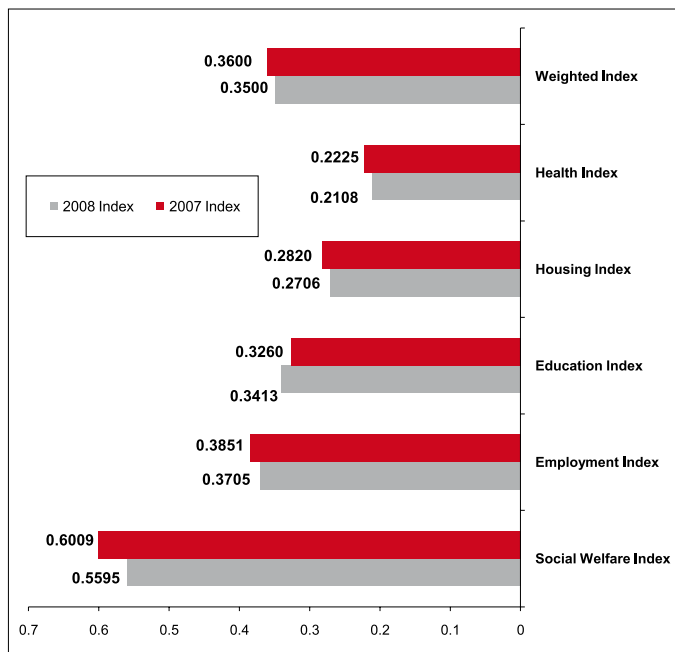


Changes in the aggregate indexes

A change in the values of the aggregate indexes is a result of a change in one of the following factors or in any combination of them:

- 1. A change in the percentages of Arabs and Jews in the total population of Israel:** Since the percentage of the Arab population is increasing, the assumption is that its share of national resources will increase accordingly. This means that if there is no change in the values of the variables to equal the rate of increase in the percentage of Arabs in Israel's population, the level of inequality will increase. There was an increase of 0.1 points in the percentage of Arabs in the total population between the 2007 and 2008 indexes, from 19.9 percent to 20 percent (CBS).
- 2. A change in the values of the variables:** The effect of the change in the value of the variables on the results of the index depends on the size of the change and on the number of variables that changed. This is related to the number of variables in the same index. The smaller the number of variables in the index, the more a change in a single variable will affect the results of the index, and vice versa.

Diagram 6.2: The values of the aggregate indexes in health, housing, education, employment and social welfare and the weighted Equality Indexes 2007-2008



Calculating the national expenditure on health, housing, education, employment and social welfare

Health

National expenditure on health: includes the share of the state budget including transfers to the health maintenance organizations and to other non-profit organizations, and the provision of health services by means of government health institutions. It also includes the health tax and direct household expenditures on drugs and health services.

The total current national expenditure on health at current prices = NIS 52,030 million.

Housing

National expenditure on housing: private national expenditure on housing is based on the increase in housing construction and in accordance with the increase in the prices of housing expenses for households. This figure includes ongoing maintenance of the residence and consumption of housing services, which was calculated by presenting alternative rents in residences of equal size in a given community or region. Government expenditures include Article 42 (grants and subsidies) and Article 70 (housing as part of the total Ministry of Housing budget).

Table 6.1: Components of national expenditure on housing 2007

	Millions of NIS
Private expenditure on housing	66,681
Article 42 – Budget of Ministry of Construction and Housing	1,614
Article 70 – Budget of Ministry of Construction and Housing	3,506
Total	73,801

Source: Central Bureau of Statistics, Israel Statistical Annual 2007, 2007 State Budget, Finance Ministry web site: www.mof.gov.il

Total national expenditure on housing at current prices = NIS 73,801 million

◆ Education

National expenditure on education: includes public and private expenditure on pre-school, elementary, secondary, academic and technological education, yeshivas and Torah-oriented schools, post-high school institutions, institutions of higher education and adult education and in-service courses.

Total national expenditure on education at current prices = NIS 52,971 million

◆ Employment

National expenditure on employment: The Central Bureau of Statistics does not conduct an assessment of the national expenditure on employment. For the purpose of calculating the national expenditure we scanned all the budget-related items in all the government ministries that are in any way connected to encouraging employment.

Table 6.2: Components of national expenditure on employment 2007

Ministry	Budgetary item	No. of item	Millions of NIS
Prime Minister's Office	Assistance to individuals – employment	40611	21.9
	Assistance to businesses	40612	246.3
Finance	Guidance and training of workers	50707	0.074
	Future projects for the public sector	50708	2.8
	Investments in corporations (Israel Railways, companies in crisis et al)	8306	1046.0
Internal Security	Employment and manufacturing	71010	27.7
Education	In-service courses and counseling	202203	10.1
Social Welfare	Employment of the disabled in public and business companies	230618	63.6
	Unit for Foreign Workers	68	42.8
Health	In-service courses and counseling	240402	0.02
Immigrant Absorption	Assistance in promoting employment in the public sector	300219	18.7
	Assistance in immigrant employment	300220	37.3
	Assistance in employment of independent immigrants – business entrepreneurship	300223	9.2
Support for public products?		32	4427.9
Industry, Trade and Employment		36	1778.0
	Support for branches of the economy	38	2066.7
	Support for branches of industry	76	55.9
Tourism		37	261.7
Subsidies for credit and discounts	Linked insurance for various industries (insurance linked to the index and/or exchange rate, credit supports for an industry et al)	44	15.7
			10,133

Source: 2007 State Budget, Finance Ministry web site: www.mof.gov.il

Total national expenditure on employment at current prices = NIS 10,133 million

• Social Welfare

National expenditure on social welfare: includes all the financial supports provided by the National Insurance Institute, according to branches of the NII, including administrative expenditures (not including the health tax), the implementation budget of the Ministry of Social Affairs and Social Services, and NII assistance in lieu of money⁴⁹, local authorities, national institutions, government non-profit organizations and the Ministry of Social Affairs.

Table 6.3: Components of national expenditure on social welfare 2007

	Millions of NIS
Financial support by the National Insurance Institute	47,089
Local authorities, NPOs, national institutions	8,483
Implementation budget of the Social Affairs Ministry	4,466
Total	60,038

Source: Annual Survey, National Insurance Institute 2007, 2007 State Budget, Finance Ministry web site: www.mof.gov.il

Total national expenditure on social welfare at current prices = NIS 60,038 million

Changes in national expenditure on health, housing, education, employment and social welfare

Table 6.4 (p. 69) presents the total national expenditure in millions of NIS⁵⁰ for each of the five areas of the index (health, housing, education, employment and welfare) at current prices. National expenditure has increased in each of the areas with the exception of social welfare. There are two reasons for the decline in this area: the first is the privatization of a series of social services (see chapter on Social Welfare); the second, cutbacks in some of the NII allowances, either by lowering the sum of the allowance or by toughening the eligibility requirements (see Diagram 6.3, below).

Diagram 6.3: National expenditure for the five aggregate indexes, 2007 and 2008 indexes (millions of NIS)

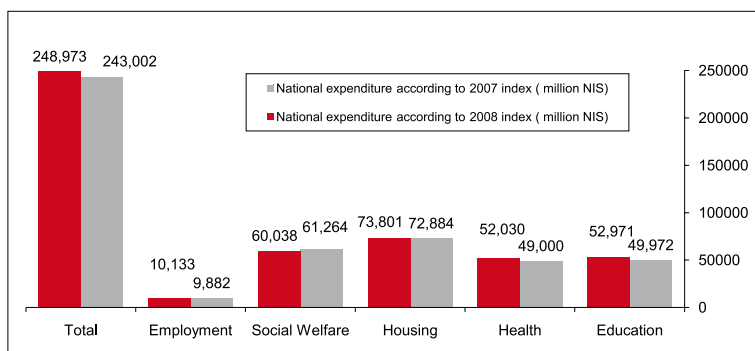


Table 6.4 presents the share of each area (percentage) of the total government expenditure in the five areas. The weight of each aggregate index was determined by its share in the total national expenditure on all five combined. Housing has the greatest weight, in accordance with its share in the national expenditure (about 29.6 percent, similar to its weight in the 2007

⁴⁹ Non-monetary supports that are equal to monetary ones, for example: household equipment, housing, food and/or service that is equal to money.

⁵⁰ For the method of calculating national expenditure in each of the five areas, see pp.17-19 in the introductory chapter and the explanations.

index – 30.0 percent). The ranking in the other areas remained unchanged from 2007 to 2008. Following is the ranking (in descending order) of the other areas in the 2007 index: social welfare, education, health and employment (25.2 percent, 20.6 percent, 20.2 percent and 4.1 percent, respectively) and in the 2008 index: social welfare, education, health and employment (24.1 percent, 21.3 percent, 20.9 percent and 4.1 percent, respectively).

Following are the changes in comparison to last year: a decline of 1.1 percentage points in the share of national expenditure for social welfare relative to national expenditure in the other areas (from 25.2 percent to 24.1 percent), an increase of 0.7 percentage points for education and health, and no change for employment (4.1 percent).

Table 6.4: Calculating the value of the Weighted Index

Area	Natl expenditure 2007 (millions of NIS)	Natl expenditure 2008 (millions of NIS)	Percentage of total 2007 expenditure	Percentage of total 2008 expenditure	2007 Index	2008 Index	Share of 2007 Weighted Index	Share of 2008 Weighted Index	contribution to 2007 index (percentage)	contribution to 2008 index (percentage)
Health	49,000	52,030	20.2	20.9	0.2108	0.2225	0.0425	0.0465	12.1	12.9
Housing	72,884	73,801	30.0	29.6	0.2706	0.2820	0.0812	0.0835	23.2	23.2
Education	49,972	52,971	20.6	21.3	0.3413	0.3260	0.0702	0.0694	20.1	19.3
Employment	9,882	10,133	4.1	4.1	0.3705	0.3851	0.0151	0.0157	4.3	4.4
Social Welfare	61,264	60,038	25.2	24.1	0.5595	0.6009	0.1411	0.1449	40.3	40.2
	243,002	248,973	100.0	100.0			0.3500	0.3600	100.0	100.0

Percentage of contribution of each of the aggregate indexes to the value of the Weighted Index

The percentage of contribution of each of the aggregate indexes to the Weighted Index depends on the value and weight of the aggregate index. The change in the percentage of contribution of each of the indexes relative to the 2007 index depends on the change in the values and weights of the indexes.

The highest percentage of contribution to the value of the Weighted Index is that of the Social Welfare Index, which is 40.2 percent – a miniscule change compared to the 2007 index, when it was 40.3 percent. The reason for this stability is related to the changes in the decline in the share of national expenditure for social welfare and the increase in the Social Welfare Index (a significant increase of about 7.4 percent, from 0.5595 to 0.6009) between 2007 and 2008. The percentage of contribution of the Housing Index remained stable in the 2008 index, similar to its value in the 2007 index, for the same reason. The share of education in the total national expenditure increased in the 2008 index to a level of 21.3 percent, and on the other hand, the value of the index declined, and as a result the final contribution of education to the index dropped from 20.1 percent to 19.3 percent.

There was a significant increase in the contribution of health to the index, as a result of an increase in the weight of the Health Index and an increase in the value of the index itself. There was a slight increase in the contribution of employment, mainly because of the increase in the value of the Employment Index.

Indicators and Variables Key

Health Index			Arabs		Jews	
Indicator	No.	Variable	2007	2008	2007	2008
Life expectancy	1	Life expectancy at birth – males	74.9	75.0	78.4	78.7
	2	Life expectancy at birth – females	78.5	78.7	82.4	82.5
Health-promoting behavior	3	Percentage of male smokers aged 20 and above	43.1	42.4	30.3	29.5
	4	Percentage of female smokers aged 20 and above	6.9	6.9	20.8	20.6
Mortality rates (per 1,000 people)	5	Infant mortality rate per 1,000 live births	8.4	8.0	3.6	3.2
	6	Mortality at ages 1–4 – males	0.7	0.7	0.2	0.2
	7	Mortality at ages 1–4 – females	0.5	0.5	0.2	0.2
	8	Mortality at ages 10–14 – males	0.3	0.3	0.1	0.1
	9	Mortality at ages 10–14 – females	0.1	0.1	0.1	0.1
	10	Mortality at ages 20–24 – males	1.2	1.2	1.0	0.9
	11	Mortality at ages 20–24 – females	0.3	0.3	0.3	0.3
	12	Mortality at ages 40–44 – males	1.9	2.0	1.8	1.8
	13	Mortality at ages 40–44 – females	1.0	1.0	0.9	1.0
	14	Mortality at ages 60–64 – males	15.9	15.8	10.6	10.4
	15	Mortality at ages 60–64 – females	9.9	9.6	6.0	5.9
	16	Mortality at ages 80–84 – males	87.2	90.2	78.1	76.8
	17	Mortality at ages 80–84 – females	87.7	87.4	63.3	62.1

Housing Index			Arabs		Jews	
Indicator	No.	Variable	2007	2008	2007	2008
Availability of housing	1	Percentage living in owner-occupied residence	93.0	92.6	70.0	69.7
	2	Value of owner-occupied residence	617.4	656.8	769.4	783.8
	3	Percentage of publicly constructed residences of all building starts for housing in communities of 10,000 or more	3.3	1.6	24.2	21.9
Spaciousness of housing	4	Average no. of rooms per residence	4.0	4.0	3.9	3.9
	5	Average no. of people per room	1.4	1.4	0.9	0.8
Quality of housing	6	Average monthly household expenditure on housing	1612.0	1642.6	2647.6	2663.2
	7	Average monthly expenditure on property taxes	202.8	199.4	258.6	267.0

Education Index			Arabs		Jews	
Indicator	No.	Variable	2007	2008	2007	2008
Resources of school system	1	Average number of pupils per classroom in elementary school	29.0	29.0	24.4	24.6
	2	Average number of pupils per classroom in secondary school	30.4	30.5	27.8	27.6
	3	Average number of teaching hours per pupil in elementary school	1.6	1.6	1.9	1.9
	4	Average number of teaching hours per pupil in secondary school	1.7	1.7	2.0	2.0
Pedagogical infrastructure	5	Percentage of academically trained teachers	67.2	71.0	74.5	75.7
	6	Percentage of uncertified teachers	5.6	4.8	3.2	3.3
Participation in schooling	7	Percentage of participation in kindergartens and day-care centers at age 2	6.1	7.5	35.2	39.8
	8	Percentage of participation in kindergartens and day-care centers at ages 3–4	57.5	66.3	89.3	89.1
	9	Dropout rate among students in grades 9–12	8.0	7.0	4.0	4.0
	10	Percentage of university students in 20–34 age group	3.2	3.3	9.3	9.0
Educational output	11	Median number of years of schooling among those aged 15 and over	11.1	11.1	12.7	12.7
	12	Percentage of those with 0–8 years of schooling among those aged 15 and over	30.0	29.0	10.0	10.0
	13	Percentage of those with 13 and more years of schooling among those aged 15 and over	19.0	19.0	44.0	45.0
	14	Percentage of 12th graders qualifying for a matriculation certificate	50.0	49.0	56.0	56.0
	15	Percentage of 12th graders with a matriculation certificate that meets minimum university entrance requirements	32.0	32.0	47.0	48.0
	16	Average Meitzav (achievement tests) grades – Grade 5	58.9	59.7	73.6	73.9
	17	Average Meitzav (achievement tests) grades – Grade 8	52.8	52.1	67.7	66.8

◆ The variables marked in yellow in the Indicators and Variables Key have undergone a transformation of inversion. For a more detailed explanation see the Introduction and Explanation, p. 17.

Employment Index			Arabs		Jews	
Indicator	No.	Variable	2007	2008	2007	2008
Participation in civilian work force	1	Participation rate in civilian workforce among males 15 and older	59.8	60.1	60.4	60.7
	2	Participation rate in civilian workforce among females 15 and older	17.9	18.5	55.1	55.7
	3	Participation rate in civilian workforce: ages 15–17	4.0	4.0	10.4	10.8
	4	Participation rate in civilian workforce: ages 18–24	37.7	37.7	43.1	43.3
	5	Participation rate in civilian workforce: ages 25–34	56.8	56.6	80.3	80.6
	6	Participation rate in civilian workforce: ages 35–44	56.7	56.7	80.3	80.6
	7	Participation rate in civilian workforce: ages 45–54	46.3	46.1	81.7	81.9
	8	Participation rate in civilian workforce: ages 55–64	21.4	21.3	59.9	61.3
	9	Participation rate in civilian workforce: ages 65 and older	3.1	3.4	10.2	10.3
	10	Participation rate in civilian workforce with 0–4 years of schooling	8.9	9.0	12.2	12.6
	11	Participation rate in civilian workforce with 5–8 years of schooling	32.8	33.3	27.3	26.6
	12	Participation rate in civilian workforce with 9–12 years of schooling	40.3	40.7	52.3	52.5
	13	Participation rate in civilian workforce with 13–14 years of schooling	47.1	46.9	67.7	67.2
	14	Participation rate in civilian workforce with 16 or more years of schooling	75.8	75.5	77.9	77.3
Unemployment rate	15	Unemployment rate among men	11.2	10.3	8.8	8.2
	16	Unemployment rate among women	13.1	14.0	10.2	9.6
Employment rate by profession	17	Employment rate: academic professions	8.4	8.3	14.7	15.0
	18	Employment rate: free and technical professions	10.4	10.9	16.3	16.3
	19	Employment rate: managers	2.3	2.3	7.3	7.0
	20	Employment rate: clerks	6.9	6.9	18.0	17.7
	21	Employment rate: agents, salespersons and service personnel	16.2	16.0	20.1	20.6
	22	Employment rate: professional workers in agriculture	2.1	2.0	1.4	1.3
	23	Employment rate: professional workers in industry, construction et al	40.7	40.9	15.2	15.0
	24	Employment rate: non–professional workers	12.7	12.5	7.2	7.0
	25	Employment rate in agriculture	3.0	3.1	1.8	1.7
	26	Employment rate in industry	15.4	14.2	15.9	15.8
	27	Employment rate in electricity and water	0.4	0.3	0.9	0.8
	28	Employment rate in construction	17.8	19.5	3.5	3.5
	29	Employment rate in wholesale and retail commerce	13.2	16.3	16.2	13.1
	30	Employment rate in hospitality services	5.4	5.4	4.2	4.3
	31	Employment rate transportation, storage and communications	6.6	6.7	6.6	6.6
	32	Employment rate in banking, insurance and finance	1.0	0.9	3.7	3.8
	33	Employment rate in business services	6.3	6.2	14.2	14.6
	34	Employment rate in public administration	3.1	3.0	5.4	5.1
	35	Employment rate education	12.5	13.1	13.0	13.0
	36	Employment rate in health, social welfare and nursing services	7.3	7.2	10.9	10.8
	37	Employment rate in community services	3.4	3.2	5.0	5.0
	38	Employment rate in housekeeping services	0.6	0.3	1.7	1.8

Social Welfare Index			Arabs		Jews	
Indicator	No.	Variable	2007	2008	2007	2008
Expenditure on social welfare	1	Total average public expenditure (central government and local authorities) per capita on social welfare	348.0	360.0	508.6	527.6
	2	Average caseload per social worker	429.0	501.2	349.0	335.7
Incidence of poverty	3	Poverty among families before transfer payments and direct taxes	56.9	58.2	30.4	29.5
	4	Poverty among individuals before transfer payments and direct taxes	59.2	60.4	27.4	27.0
	5	Poverty among children before transfer payments and direct taxes	65.7	66.6	31.4	31.4
	6	Poverty among families after transfer payments	40.9	44.9	11.8	12.3
	7	Poverty among individuals after transfer payments	43.5	47.8	13.1	14.0
	8	Poverty among children after transfer payments	50.5	55.3	19.2	20.9
	9	Poverty among families after transfer payments and direct taxes	47.8	51.1	15.0	15.3
	10	Poverty among individuals after transfer payments and direct taxes	50.3	54.0	15.7	16.5
	11	Poverty among children after transfer payments and direct taxes	58.0	62.0	21.7	23.5
	12	Percentage of families extricated from poverty as a result of transfer payments	28.1	22.9	61.0	58.2
	13	Percentage of individuals extricated from poverty as a result of transfer payments	26.7	20.9	52.1	48.0
	14	Percentage of children extricated from poverty as a result of transfer payments	23.1	17.1	38.9	33.3
	15	Percentage of families extricated from poverty as a result of transfer payments and direct taxes	16.0	12.1	50.1	48.3
	16	Percentage of individuals extricated from poverty as a result of transfer payments and direct taxes	15.0	10.6	42.6	38.7
	17	Percentage of children extricated from poverty as a result of transfer payments and direct taxes	11.8	6.9	30.8	25.1

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In the Media

One of the most important aspects of the work of researching and publishing The 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 invests a lot of energy to publicize the report and its findings. When the report was released at a press conference in Tel Aviv in November 2009, it was reported extensively in the Hebrew, English and Arabic newspapers, on television, radio and on the Internet. Subsequent to its release, the report is extensively 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 from the local and international media.

6

NEWS

THURSDAY, NOVEMBER 10, 2009 THE JERUSALEM POST

NGO's Jewish-Arab index: socioeconomic gaps growing

'Government must immediately eradicate discrimination and racism,' says Sikkuy head

By NICHOLAS

The social, economic, health and educational gaps between Israel's Jewish and Arab citizens are continuing to grow, mostly as a result of unfair government policies and prejudice from the Jewish population, a study published Wednesday has found.

In its third year, the Equality Index of Jewish and Arab Citizens in Israel, published by Sikkuy, the Association for the Advancement of Civic Equality, cites growing housing shortages and a widening welfare crisis as the main concerns facing the country's 1.5 million Arabic speakers.

"The index shows an alarming picture: that the gap between Jews and Arabs has increased by almost five percent in just two years," announced Ron Gordin, co-ordinator director of Sikkuy.

Layzer Ali Haidar, the ethics co-ordinator director and editor of the annual index, told The Jerusalem Post that "The government simply does not provide the necessary budgets needed for the Arab population."

"More funds are provided for the Jewish population," he said, adding, "Over the past few years we have seen more and more legislation passed against the Arab population and this attitude only encourages racism and mistrust among the Jewish population."

Haidar said that the report was based on information and studies published by various government ministries and that it focused on five main areas where inequality is clearly evident: education, social welfare, housing, labor and health.

According to the index, the country's Jewish citizens would still have as much as the welfare of its Jewish citizens as it does its Arab citizens, with Arab social coverage of Arab children ages 3-6 attending formal educational frameworks, an increase from 57% in 2007 to 60% in 2008.

"The government must immediately formulate a comprehensive, budgeted program with clear goals and timelines, together with the Arab leadership for both closing these gaps and evaluation of discrimination and racism," stated Haidar.

"This is a burning need, especially in light of the fact that there is no mention of civil rights for Arabs in the government's basic guidelines."

The Welfare and Social Services Ministry immediately issued a response to the report, saying that resources to all populations are allocated in a fair and equal way.

It claimed that the problems faced by Arab education in the Arab sector were due to the fact that leaders had not learned to properly utilize the budgets available to them.

"In a meeting between the ministry's director-general, Nicholas Indurka and representatives of the NGOs, it was proven that data collected for the index was not entirely correct and that information used was not directly from the Welfare and Social Services Ministry," the ministry's statement said.



ARAB POVERTY in Lod. Unfair government policies and prejudice is the root cause behind inequality, the Sikkuy social advocacy claims. (and Jerusalem Post photo)

THE JERUSALEM POST

BETA

Israel's Best-Selling English Daily and Most-Read English Website

THURSDAY, NOVEMBER 9, 2009



www.aljazeera.net
FRIDAY, NOVEMBER 20, 2009
"Jewish - Arab Relations
in Israel are Explosive"

الجمعة 12/12/1430 هـ - الموافق 20/11/2009 م (آخر تحديث) الساعة 20:41 (مكة المكرمة)



الصفحة الرئيسية: تقارير وحوارات

العرب واليهود بإسرائيل علاقات مفخخة



منظمة سيكوي الحقوقية كشفت عن ارتفاع حاد في درجة التمييز العنصري بين العرب واليهود

واديم عواودة-حيفا

حذر تقريران حقوقيان في إسرائيل من تنامي التوتر في العلاقات العربية اليهودية بإسرائيل، وخلصا إلى تشبيه الوضع بأنه برميل بارود ينتظر جرق واسع جراء استمرار سياسات التفرغ والتفشي العنصرية وتراكم الظلم وعطو الحقوق المدنية للفلسطينيين الداخل.

وكشفت منظمة "سيكوي" التي تعنى بملاحقة التمييز عن ارتفاع حاد بدرجة التمييز العنصري بين العرب واليهود في إسرائيل بمختلف مجالات الحياة ضمن مقياس المساواة لعام 2009.

وتطرق التقرير لتفاقم وضع السكن عند العرب بنسبة 5.3٪ منذ سنة 2006 لصالح اليهود ويشير إلى أن الحكومة الإسرائيلية قامت ببناء شقق مدعومة ماليا في التجمعات اليهودية أكثر من التجمعات العربية بـ13.6 مرة.

أما في مجال التربية والتعليم فما زالت إسرائيل تميز ضد التلاميذ العرب من قبل الروضة حتى مرحلة التوجيهي. وفي حضانات الطفولة المبكرة فإن نسبة المتخفين بها لدى اليهود تفوق نسبتيها عند العرب بـ5.3٪.

وفي الأوضاع الاقتصادية تزداد الفوارق حدة حيث تبلغ نسبة انتشار الفقر بصفوف العائلات العربية 58.16٪ مقابل 29.54٪ عند اليهود.



الحامي علي حيد: تعمق الفجوات بين العرب واليهود مرده سياسات إسرائيل

مواطنة منقوصة
ويرى مدير جمعية "سيكوي" الحامي علي حيد أن تعمق الفجوات مرده سياسات إسرائيل الرامية لتكريس مواطنة منقوصة للعرب وحرمانهم من التقاسم في الموارد المادية والرمزية بدوافع أيديولوجية سياسية.

وقال الجزيرة نت إن المواطنة الحقيقية تتطلب إعداد خطة فورية شاملة مدعومة بميزانيات ملائمة وذات غايات واضحة وجدول زمني بالشراكة مع القيادات العربية، سواء لسد الفجوات أو القضاء على ظاهرة العنصرية والتمييز.

وأشار إلى تجاهل الحكومات أوضاع العرب عدا وتفتي العنصرية رسميا وشعبيا، معتبرا أن العلاقات بين العرب واليهود والأذلة على شفا انفجار وهي تبدو وكأنها تقوم على برميل بارود، وحمل حيدر إسرائيل بسياساتها مسؤولية ما ينتج عن ذلك.

بين جليل وجليل

كما أفاد تقرير حقوقي آخر صادر بالتوازي مع التقرير السابق أن العلاقات بين الشيعين في منطقة الجليل تدهورت لدرك غير مسبق وتندثر بمواجهة ساخنة.

وأشار تقرير بعنوان "بين جليل وجليل" لسبح "الحياة المشتركة في الجليل" صادر عن منظمة "شيتل" الحقوقية إلى أن الهوة الواسعة بين الطرفين في مختلف نواحي الحياة أخذت في الاتساع وسط عدم ثقة متبادلة.

وفي منطقة الجليل حيث يتساوى عدد اليهود والعرب تعجز منظمات أهلية حتى عن تنظيم مشاريع وفعاليات مشتركة بحسب التقرير الذي يشير إلى تفاقم القطيعة بين الشيعين بشكل خاص منذ هبة القدس والأقصى في عام 2000.



بكر عواودة: علاقات العرب واليهود مفخخة ويوسع عود نقاب إشعالها

ويرى التقرير أن أشنع ظواهر العنصرية الإسرائيلية المتنامية كثيرا لدى المجتمع اليهودي تجلّي في تأسيس حركات وأحزاب هدفها طرد العرب تشارك في الائتلاف الحكومي.

وتتصدر أزمة السكن قائمة القضايا حيث يحرم العرب من توسيع مسطحات وخرائط هيكليّة لقراهم التي تحولت إلى ما يشبه "صنابير السجائر" لاعتبار إسرائيل قضية الأراضي في الجليل مسألة أمنية وحقا تاريخيا لليهود.

علاقة مفخخة

ويذهب المستشار التنظيمي الذي أعد التقرير بكر عواودة إلى أن علاقات العرب واليهود مفخخة ويوسع عود نقاب إشعالها.

وأشار عواودة إلى أن إسرائيل "بأت أكثر عنصرية وأقل ثقة بالنفس مما يجعل الصدام بين الشيعين مسألة وقت". وأضاف أنه "في الجليل هناك نوعان من المواطنة ويمكن ملاحظة نظام الفصل العنصري بمجرد الانتقال من قرية عربية لبلدة يهودية مجاورة".

وتبني رئيس لجنة المتابعة العليا لفلسطينيين الداخل محمد زيدان استخلاصات التقريرين واعتبر أن الوضع على الأرض أشد وأخطر.

وأشار زيدان إلى أن المواطنين العرب "ملوا النظرة الاستعلائية والوعود الكاذبة المتواصلة منذ عقود بمنحهم مواطنة حقيقية".

المصدر: الجزيرة



הארץ

Haaretz Newspaper
THURSDAY, NOVEMBER 19, 2009
"Economic Gaps Between Jews
and Arabs Grow"

עלייה בפערים הכלכליים בין יהודים לערבים

מרד השוויון השנתי לשנת 2008 של עמותת "סיכוי" - עמותת משותפת ליהודים וערבים הפעילה למען שוויון אורז - קובע כי חלה עלייה בפערים החברתיים והכלכליים בין יהודים לערבים, כשמדיר ניות המשלה מחריפה את מצוקת הדיור והרווחה של הערבים. על פי הדו"ח, המסקר את הפערים בבתיא, רווחה, חינוך, דיור ותעסוקה, נמצא כי הפער בין יהודים לערבים מעמיק משנה לשנה.

מסמך השוויון בתחום הרווחה עולה כי טיב מדיניות ממשלה כלפי נפש אחת באוכלוסייה יהודית וזה לטיב מדיניות כלפי 2.5 נפשות בקרב אוכלוסייה ערבית. הנתון הבולט המדגים זאת הוא כי הרווחה המשלתית לנפש על טיפולי רווחה בציבור הערבי היא כ-70% מהרווחה לנפש בציבור היהודי. בנוסף, קיים פער של כ-50% במספר מוספלים לעזר סוציאלי, כך, באוכלוסייה הערבית עזר סוציאלי מטפל ב-501 מוספלים לעומת 335 מוספלים באוכלוסייה היהודית. "הסיבה העיקרית לפערים היא התעלמות מצרכי האוכלוסייה הערבית והעדר הקצאת משאבים חלמים", אמר עזר עלי חידר מ"סיכוי", "הממשלה הנוכחית היא היחידה שהתעלמה לחלוטין מהאוכלוסייה הערבית בקווי היסוד שלה".

דנה וייליסולק

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ABOUT SIKKUY

Sikkuy (a “chance” or “opportunity” in Hebrew) is a non-partisan NGO in Israel that develops and implements projects to advance equality between Arab and Jewish citizens of Israel in government budgets, resource allocation, hiring policy, land usage, access to government services, etc.

Founded in 1991 as a Jewish-Arab advocacy organization, Sikkuy’s actions are motivated by the right of every citizen to influence government decisions and policies and dedicated to advancing civil society in Israel through the values of:

EQUALITY - Advancing complete equality between Arab and Jewish citizens.

SHARED CITIZENSHIP - Promoting the core value of shared citizenship as the basis for equality.

HUMAN DIGNITY - Mainstreaming human dignity as the supreme value in relations between the state and its citizens.

Sikkuy is jointly governed by Arab and Jewish co-chairs, managed by Arab and Jewish co-executive directors and staffed by Arabs and Jews. Sikkuy’s programs are active on three levels to mobilize a transformation of the relations between the state and the Arab minority in Israel.

- 1. ADVOCACY** - Sikkuy’s newest advocacy initiative works with the Prime Minister’s office and five government ministries to identify barriers to equality in government ministries and at the Arab municipal level and develop strategies for eliminating these barriers. The advocacy department works with Sikkuy’s research department to publish the annual “Equality Index,” cooperates with other civil society organizations to advance implementation of equality, develops position papers and advances strategies to maintain public awareness through the media. Sikkuy’s advocacy efforts also advance employment equity and fair representation of Arab citizens in the public and private sectors.
- 2. LOCAL GOVERNMENT** - In 2004 Sikkuy established the Jewish-Arab Mayor’s Forum for Regional Cooperation to build sustainable frameworks for municipal cooperation between neighboring Jewish and Arab communities. The first forum is active in the Wadi Ara-Eiron region after Sikkuy implemented an exit strategy. A second forum has been established in the Carmel Coast – Zichron Yaakov – Furadeis – Jisr a Zarqa region and more forums are being planned for other regions.
- 3. GRASS ROOTS** – Facilitates local groups of Jewish and Arab citizens that advocate for equality between their communities oppose discrimination and develop leadership skills for community-based action. Sikkuy also implements public educational efforts that include lecture series, public discussions and field trips to the “Backyard of Israeli Citizenship” intended to acquaint citizens and visitors from abroad with the inequality between Jewish and Arab citizens and communities.

A broad range of foundations and individuals in Israel and abroad supports Sikkuy.

Contact: jerusalem@sikkuy.org.il; Tel: 972-2-654-1225

Visit our website: www.sikkuy.org.il