

# THE WORLD ZIONIST CONFERENCE

London, August 1945.

## RESOLUTIONS AND OTHER DOCUMENTS.

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The last Zionist Congress in 1939 dispersed under the shadow of imminent war and the perils confronting the Jewish people in Europe. These fears were only too well grounded. Six million Jews perished and whole Jewish communities have been annihilated.

The World Zionist Conference which met in London in August, 1945, was the first opportunity since 1939 for Zionists from various parts of the world to meet and take counsel together. The delegations told the story of the disaster which has overwhelmed the Jewish people. Yet they demonstrated that in every land the movement still lives. Almost every European country was represented and some delegates were themselves leaders of the resistance movements in which Zionists played an heroic part. Two of the delegates were serving members of the Jewish Brigade Group and attended the Conference by special permission of the War Office.

The Political resolutions which follow are the result of the deliberations of the Conference.

The following countries were represented at the Conference :

Palestine	Greece
U.S.A.	Italy
Britain	Switzerland
Canada	France
South Africa	Belgium
Australia	Holland
Poland	Sweden
Czechoslovakia	Egypt
Hungary	Algiers
	Brazil

London, September 1945.

# **POLITICAL RESOLUTIONS ADOPTED BY THE WORLD ZIONIST CONFERENCE HELD IN LONDON, AUGUST 1st to 13th, 1945.**

## **I.**

### **The Call of the Conference**

(i) After a separation of six years of war and devastation, on the threshold of the complete victory of the United Nations over the Nazi Fascist Axis, the representatives of the Zionist Conference have assembled to take counsel. Brothers scattered all over the globe have met again to consider the fate of their people, and to set a course, in the present hour, for its struggle for existence and liberation.

The Conference notes with pride that over one million Jews fought on land, at sea, and in the air, in all the Allied Forces. Tens of thousands of men and women from Palestine—all volunteers—joined the Jewish units, and, for the first time in the history of Europe, a Jewish Brigade fought under the Jewish Flag, as representative of the homeland of the Jewish people.

The Conference learns with deep satisfaction that the continuous growth of Jewish Palestine was not interrupted in these years of war. During the war, scores of new agricultural settlements were established; tens of thousands of immigrants and refugees from all countries were absorbed; industry expanded; educational and scientific institutions made progress; and the Jewish war effort of Palestine—military, economic and scientific—played its part in the great struggle in the Middle East and in other war theatres.

Despite these cheering reports, the Conference was plunged into mourning. During these six years over one-third of the Jewish people was wiped out. European Jewry was ruined. Some six million Jews—men, women and children—were slaughtered by Nazi murderers, and their henchmen, before the eyes of the world, with none to aid or deliver. From all corners of occupied Europe, Jews of all ages were carried in death-trains to the gas chambers of Maidanek, Treblinka and Oswiecim, in which they were done to death.

Jewish youth in the ghettos stood up with desperate and sublime heroism to avenge their people. They added a new page of glory to the age-long annals of Jewish martyrdom.

The Conference stood bowed in reverence before the memory of those heroes who fell fighting on the ghetto walls. Some of the fighters, who miraculously escaped, brought to the Conference the last testament of the millions of martyrs: to redeem Zion, and gather within her walls the scattered sons and daughters of Israel.

May the conscience of humanity listen to the voice of the blood of millions of slaughtered Jews crying from the ghetto ruins. We perished merely because we were the sons of a homeless and stateless people; the

victory of freedom and justice will not be complete, and the new world order of true peace and brotherhood will not be established, unless the historic wrong committed against our people for centuries past is righted, a Jewish State re-established in our ancient land, the Jewish people given its rightful place as a free nation in the family of mankind, and every Jew, wherever he lives, enjoys full citizenship.

The Conference appeals to every man and woman in Israel to heed the cry of those who are no more. Let us rally with devotion and faith round the blood-soaked banner of our people ; let us join in redeeming the desolation of our country, and in the building of our State ; let us struggle shoulder to shoulder for Jewish rights and Jewish honour wherever they are in jeopardy ; let us not rest until the complete restoration of our people to its own country has been achieved.

(ii) The Conference listened with both anguish and pride to the reports of the present trials and tribulations of tens of thousands of survivors of Nazi concentration and labour camps, who, despite their past sufferings and present distress, refuse to return to their former countries of residence, which are now but mass graveyards of their fellow Jews, and are determined to work out their own salvation in Palestine. The Conference sends them a message of brotherhood and assures them that the Zionist Movement will leave nothing undone until the gates of Palestine are opened wide to receive them, so that they can share in the new life of the Jewish people in Zion.

(iii) The Conference sends its heart-felt greetings to the Zionist Movement in those countries from which Zionists were unable—for reasons beyond their control—to send delegates to the Conference. Let them stand firm and not waver. The Zionist Movement and the entire Jewish people stand behind them.

(iv) The World Zionist Conference heard with deepest satisfaction the reports of delegates from the liberated countries of Europe about the evidence of true humanity and brotherly assistance, often fraught with mortal peril, which many Jews received at the hands of non-Jews during the dark years of suffering and cruel persecution. On behalf of the Jewish people the Conference addresses its profound gratitude to all these splendid men and women who remained loyal to the highest ideals of human compassion and solidarity.

## II.

### Endorsement of Political Programme

The first World Zionist Conference convened after the war gives its complete endorsement to the following resolutions adopted by the Inner Zionist Council in Jerusalem.

1. The resolution adopted by the Council in its session on the 12th November, 1942, which asked :—

- (i) that the gates of Palestine be opened to Jewish immigrants ;
- (ii) that the Jewish Agency be vested with the control of immigration into Palestine, and with the necessary authority for the upbuilding of the country ;
- (iii) that Palestine be established as a Jewish Commonwealth integrated in the structure of the democratic world.

2. The resolution adopted at the Council's session on the 31st May, 1945, which laid down that :—

- (1) the Jewish State will be based upon full equality of rights of all inhabitants without distinction of religion or race in the political, civic, religious, and national domains, and without domination or subjection. All communities will enjoy full autonomy in the administration of their religious, educational, cultural, and social institutions. The Arabic language and Arab schools will enjoy full State rights. Municipal self-government will be developed in all towns and villages. The State will employ all efforts to raise and equalise the standard of living of all the inhabitants of Palestine.
- (2) the Jewish people will aim at co-operating with the Arabs in Palestine in order to attain the highest degree of development of the country in the interests of all its inhabitants and will strive for an alliance of friendship between the State and the Arab people, in the neighbouring countries, on the basis of reciprocal relations and mutual assistance for the welfare and progress of all countries in the Middle East.

### III.

## Political Declaration

(i) 1. The Conference notes with deep regret and resentment that the White Paper of 1939 is, even after the termination of the war, still in force. The White Paper constituted a repudiation of the international pledge undertaken towards the Jewish people ; it ignored the recognition granted in public law to the historic connection between the Jewish people and Palestine ; it violated the natural and historic right of the Jews, acknowledged in the Mandate, to return to their homeland ; it barred the access of Jews to the soil of Palestine, and confined their freedom of settlement within a small fraction of the country's territory, thereby subjecting them to a measure of racial discrimination which to-day, after the repeal of the Nuremberg laws, is the only survival of its kind in the civilised world ; it condemned the Jews to remain in Palestine, as in all countries of their dispersion, a permanent minority ; it denied to the Jews the right enjoyed by every nation to be free and independent in its own country.

2. The policy of the White Paper is responsible for the loss of tens of thousands, perhaps hundreds of thousands, of Jewish lives. But for the White Paper, these Jews, who perished in Europe, could have been saved in time by being admitted to Palestine. The tragedy of the "Patria," the boat which was sunk in despair by its refugee passengers to prevent their deportation ; the unprecedented forcible exile of a transport of refugees to Mauritius ; and, most poignant of all, the disaster of the "Struma," the refugee vessel which, on being turned back from its voyage to Palestine, perished in the Black Sea—are all the results of the White Paper policy. Children for whom the Jewish Agency sought in vain to obtain immigration permits on the outbreak of the war—an application which was refused on account of the White Paper—were subsequently burnt in the death furnaces of Maidanek and other extermination centres. Even now, tens of thousands of Jews are languishing in the camps of Central Europe, and suffering acute distress, merely because the continuation of the White Paper policy makes their rehabilitation impossible.

3. The White Paper was issued without the approval of the League of Nations, and without consultation with the Government of the U.S.A. The only organ of the League of Nations to which the White Paper was referred, the Permanent Mandates Commission, declared it to be incompatible with the provisions of the Mandate. Mr. Winston Churchill stated at the time in the House of Commons that the White Paper contained "a plain breach of a solemn obligation" and that it was a mortal blow to the Jewish people. Leading members of the present Government, as indeed the whole of the Parliamentary Labour Party, as well as many members of other parties, voted against the White Paper. Speaking for the Labour Party, Mr. Herbert Morrison declared that the White Paper "would not be automatically binding" upon a Labour Government whenever it were formed.

4. The White Paper signified at the time a concession to Arab terrorism which raged in Palestine from 1936 onwards, with the support of Hitler and Mussolini. It was a part of the appeasement policy pursued by the Chamberlain Government, with special application to the then Mufti of Jerusalem, and his henchmen. Its purpose was to gain Arab support in the event of a war with the Axis. But the White Paper failed to achieve even that practical objective as witness the open alliance with Hitler of Rashid Ali of Baghdad, and of the Mufti of Jerusalem. Only the decisive victory of the United Nations brought about, towards the end of hostilities in Europe, a formal declaration of war against Germany on the part of Arab States.

5. The Jews of Palestine were the only national entity in the Middle East which mobilised its whole potential for the support of Great Britain and her Allies. The war effort of the Jews of Palestine—military and economic—the voluntary enlistment of tens of thousands of men and women for active service, and the mobilisation of all industrial, agricultural and scientific resources—was unique in the Middle East. Jewish military units served and fought in Palestine, France, Egypt, Abyssinia, Eritrea, Greece and Crete, Syria, Iraq, Libya, Malta and Italy. The Jewish Brigade Group played a gallant part in the final defeat of the enemy on the Italian front.

6. Only some 60,000 Jews managed to escape from Europe to Palestine during the war. A hundred times as many—some six million men, women and children—were put to death by the Nazis and their satellites. What happened to our people in Europe did not and could not happen to any people in the world which has a country and a State of its own. The remnants of European Jewry cannot and will not continue their existence among the graveyards of the millions of their slaughtered brethren. Their only salvation lies in their speediest settlement in Palestine. Hundreds of thousands of Jews in some countries of the Orient live under precarious conditions, amidst hatred and religious intolerance. Their eyes are turned to Zion. The vast majority of the Jewish people throughout the world feel that they have no chance of "freedom from fear" unless the status of the Jews, as individuals and as a nation, has been made equal to that of all normal peoples, and the Jewish State in Palestine has been established.

7. The return of Jews to Palestine and their settlement in it has not proceeded and will not proceed at the expense of others. The Arabs and other inhabitants of Palestine will continue to benefit, not less than in the past, from the increasing economic opportunities. In addition to full equality of rights, they will enjoy every freedom in organising autonomously their religious, cultural, and social affairs. Jewish immigration and settlement will continue to be based, as hitherto, on the development of resources untapped by others. Jewish and non-Jewish experts have already worked out irrigation, power and development schemes which will enable both new large-scale colonisation, and the raising of the standard of life of all inhabitants, Jews and Arabs alike. Jewish Palestine will also act as a lever of progress and prosperity for the whole Middle East. The Arab States,

with their under-populated and under-developed territories, will find in the Jewish State a faithful ally : it will contribute to the best of its ability to the progress of its neighbours.

8. The Conference endorses the declaration of the Jewish Agency for Palestine, communicated at the time to H.M. Government, that the White Paper is devoid of any moral and legal validity. Now that the war has ended, the Jews cannot possibly acquiesce in the continuance of the White Paper under any circumstances whatsoever, whether in its present, or in any modified form. There can be no solution to the inseparable twin problems of the Jewish people and Palestine except by constituting Palestine, undivided and undiminished, as a Jewish State, in accordance with the purpose of the Balfour Declaration.

9. Any delay in the solution of the problem, any attempt at half-measures, any decision which, however favourable, remains on paper, and is not faithfully and speedily implemented, would not meet the tragedy of the hour, and might only increase suffering amongst the Jewish people and tension in Palestine.

(ii) The Conference proclaims its full endorsement of the following requests submitted by the Jewish Agency to H.M. Government on the 22nd May, 1945 :—

- (a) That an immediate decision be announced to establish Palestine as a Jewish State ;
- (b) That the Jewish Agency be vested with all necessary authority to bring to Palestine as many Jews as it may find it necessary and possible to settle, and to develop, fully and speedily, all the resources of the country—especially land and power resources ;
- (c) That an international loan and other help be given for the transfer of the first million Jews to Palestine, and for the economic development of the country ;
- (d) That reparations in kind from Germany be granted to the Jewish people for the upbuilding of Palestine, and—as a first instalment—that all German property in Palestine be used for the re-settlement of Jews from Europe ;
- (e) That international facilities be provided for the exit and transit of all Jews who wish to settle in Palestine.

The Conference begs to address an urgent appeal to H.M. Government to implement these requests without delay. It appeals to the principal Allies of H.M. Government, and to all the United Nations, to give H.M. Government their full moral and material support in the adoption and implementation of this policy.

## IV.

### **Appeal to Arabs**

The World Zionist Conference addresses to the Arabs and other peoples of the Middle East a brotherly appeal to realise the tragedy of the Jewish people. It is our dire need and firm resolve to rebuild our national life in Palestine, the cradle of our history and traditions, the land of our ancestors and of the Book.

The Conference earnestly hopes that the peoples of the Middle East will appreciate that the Zionist work is undertaken in the spirit of national liberation and reconstruction which in no way injures others. What has been achieved by the Jews in Palestine was created by their own toil on land formerly derelict. Jewish Palestine will be happy to co-operate with the Arabs of Palestine and the neighbouring Arab peoples in a common effort to bring greater prosperity to the whole Middle East.

## V.

### **Greeting to Soldiers**

The World Zionist Conference sends its cordial greetings to all Jews in the Allied Forces, and in particular to the volunteers who formed the Palestinian-Jewish units and the Jewish Brigade Group. The Jewish Units and the Jewish Brigade Group symbolised the status of the Jewish people as a member of the family of nations fighting against tyranny and oppression. The Conference pays tribute to their exertions and sacrifices, and their gallant part in the world struggle, which added glory to the name of Israel, and gave pride to Jews throughout the world. The Conference expresses particular appreciation of the magnificent assistance they rendered to Jewish survivors.

## VI.

### **Sympathy to Prisoners**

The Conference sends a message of sympathy to the Jews undergoing imprisonment in Palestine for the possession of arms intended for self-defence and urges their speediest release.

## VII.

### **Peace Conference**

The Conference urges the Executive to take steps with a view to forming a united and representative Jewish Delegation to the Peace Conference on the basis of the Jerusalem-Biltmore Programme.

APPENDIX A :

**EXCERPT FROM MEMORANDUM SUBMITTED BY THE JEWISH AGENCY FOR PALESTINE TO HIS MAJESTY'S GOVERNMENT, 16.10.44.**

The war is approaching its end, and the Jewish problem in its post-war setting calls for immediate consideration. Of the six million European Jews outside the U.S.S.R. and the British Isles, probably not more than one-and-a-half million are alive to-day, and not all yet safe. The Jews in Soviet territory under German occupation have probably lost another million. Even in this war, no other people in proportion to their numbers have suffered such losses, accompanied by such horrors.

Allied victories are bringing immediate security to the survivors. But the root of the tragedy is the inherent weakness of the position of the Jews as a homeless people. As long as that endures, Hitler's solution of the Jewish problem by extermination will continue to haunt mankind, as a nightmare to some, as a temptation to others. To offer to the surviving European Jews, deported and broken, a return to the *status quo ante*, propped up by philanthropic palliatives and paper guarantees, is morally unthinkable. For the large mass, true rehabilitation can only be achieved by a fresh start in new surroundings. Moreover, the problem is not merely one of finding homes for refugees ; it is one of finding a country for a people. The solution must be constructive and permanent. It involves not only the fate of the remnants of European Jewry ; the curse of homelessness must be lifted from the entire race.

The renaissance of the Jewish nation is bound up with Palestine. The choice made by destiny cannot be undone. Palestine is the Jewish people's birthplace, and it gave birth to no other. It owes its place in history to the Jews and to no other people. The Jews, as a people, and Palestine, as a country, ceased to be truly creative when the bond between them was severed. But the hope of renewing that bond has kept the Jewish people alive, and meantime Palestine remained desolate. The Jews have never ceased to pray for their return to Palestine. The urge to go back has been continuous, and in every generation practical efforts were made to return. Zionism is a final and determined bid for achievement.

The British people have always been conscious of the unique connection of the Jews with Palestine. From that consciousness the Balfour Declaration was born. But vision and statesmanship have not been translated into administrative practice. Jewish endeavour has received scant encouragement. Official policy has been far more alive to the difficulties of implementing the Mandate than to its creative aim. Step by step the original conception has been whittled down until a complete negation of the primary purpose of the Balfour Declaration and the Mandate was reached in the White Paper of 1939.

The Jewish Agency appeals to H.M. Government to inaugurate a new era for Palestine and the Jewish people by drawing the logical conclusion from the Balfour Declaration as originally conceived. At this juncture,

they regard as imperative a decision designating Palestine as a Jewish Commonwealth—a country where the Jewish people shall be free to work out its salvation by large-scale settlement and by the achievement of full nationhood.

The Jewish Agency is fully aware of the difficulty with which this policy is fraught on account of Arab opposition. But if Arab consent is to be a pre-condition of any political settlement, hope must be given up of justice to the Jewish people. The Arabs demand that the Jews should be made a permanent minority in an Arab Palestinian State, which should become one in a cluster of Arab States. The Arab programme would deny to the Jews a place among the nations, which they can only obtain through Palestine. The Jewish programme would have no such effect on the Arabs, who are already possessed of many States with enormous undeveloped potentialities.

In view of what Great Britain and her Allies have done, outside Palestine, since 1914, to promote and protect Arab nationhood and independence; Arab objections to the Jews being given full national status in their ancient homeland lack moral validity. The movement towards Arab unity is an additional reason why Jewish effort in Palestine should once and for all be established on a firm territorial and political basis.

The prospect for the future is by no means one of perpetual strife and unsettled conditions, but of an ultimate equilibrium and collaboration. It is both the desire and the interest of the Jews to live in peace with their neighbours, and develop close intercourse with them. Even now, Palestine can render important services, industrial and scientific, to the neighbouring countries, which are taking a keen interest in these results of Jewish work.

## APPENDIX B :

### EXCERPT FROM MEMORANDUM SUBMITTED BY THE JEWISH AGENCY FOR PALESTINE TO HIS MAJESTY'S GOVERNMENT 22.5.45.

Now the end of the war in Europe opens the way for a final solution, the conditions prevailing both in Europe and in Palestine demand that a decision should be speedily announced, and that its implementation be started immediately. The Jewish Agency begs to submit to H.M. Government the request that Palestine be established as a Jewish State, and that the Agency be enabled to bring in, within the shortest possible time, the first million Jews from European, Oriental, and other countries who desire, and need, to settle in the ancient home of the Jewish people.

The Jewish people have never accepted, and never can accept, the moral or legal validity of the White Paper under which Palestine has been governed since the summer of 1939. Now that the war is over the Jewish people can no longer tolerate the continuance of the White Paper, which closes the door of the Jewish National Home against the survivors of the Nazi extermination campaign.

Throughout the centuries of the Dispersion, the root of the Jewish tragedy has been their position as homeless minorities. Only a Jewish State can give the Jews the sense of security enjoyed by all who can truly call a land their own. On the eve of a new world order, the Jews claim this right at the hands of the victorious and freedom-loving nations.

At the time of the Balfour Declaration, there were only some 58,000 Jews in Palestine, and the growth of the National Home into a Jewish Commonwealth, envisaged by the Lloyd George Government, was bound to be a far-off ideal. Now, Palestine Jewry approaches 600,000, with rich and varied experience in agriculture, industry, and other pursuits suitable to the country, and is capable of undertaking responsibilities and colonising enterprises on the large scale required to meet the need.

Palestine, with its two sea-boards, its vast hinterland, its unlimited mineral riches in the Dead Sea, and a geographical position which links it with three continents, is capable of great development in industry and trade. But the basis of Jewish life in Palestine is agriculture, and will so continue to be. Large-scale Jewish settlement must include a high percentage of agricultural settlers—say at least 200,000 out of a million new immigrants. This pre-supposes :—

- (a) availability of land ;
- (b) irrigation possibilities ;
- (c) capital for investment ;
- (d) able and skilled settlers who can make use of modern technique and methods of intensive agriculture.

(a) *Land* : Western Palestine covers an area of about 27 million dunams. Some 800,000 dunams are accounted for by the Dead Sea, the Lake of Tiberias, the Huleh, etc. Of the remaining 26 million dunams, about 8 million are at present cultivated, and the greater part of even that area is

under very primitive cultivation, capable of great improvement and intensification. Some 18 million dunams remain uncultivated—about two-thirds of the whole area of Western Palestine. This area is distributed as follows:

In the Negev, of a total area of 13 million dunams, 11 million are unoccupied and uncultivated. In Southern Palestine, outside the Negev (sub-districts of Jaffa, Gaza, Ramleh, Jericho, Bethlehem, Jerusalem, Hebron), of a total of 6,100,000 dunams, 3,360,000, or 55 per cent., are uncultivated. In Central Palestine (sub-districts of Haifa, Jenin, Tulkarem and Nablus), of a total of 4,260,000 dunams, some 1,878,000, or 45 per cent., are uncultivated. In Northern Palestine (sub-districts of Beisan, Nazareth, Tiberias, Safed, Acre), of a total of 2,781,000 dunams, some 1,050,000, or 38 per cent., are uncultivated.

The 600,000 Jews occupy so far about 1,500,000 dunams. Many of the 270 Jewish villages were established on land which was uncultivated—and officially regarded as uncultivable. On the experience acquired in Palestine during the last 65 years, Jews claim to be able to cultivate a great part of the lands which both Arabs and Government consider uncultivable, whether in the mountains of Judea or Galilee, on the sandy wastes of the sea-shores, on the steppes of the Negev, or in the valley of the Jordan.

(b) *Water* : Experts of the Jewish Agency, recently corroborated by two great American experts, Mr. J. B. Hays and Mr. J. L. Savage, maintain that the water resources of Palestine, if fully used by modern methods, are sufficient to irrigate at least 4 million dunams of land—*i.e.*, more than ten times as much as is at present irrigated. Experience shows that an irrigated area of 26 dunams ( $6\frac{1}{4}$  acres) is sufficient to maintain a Jewish family on a decent European standard of life. On this basis, the irrigation of a further three-and-a-half million dunams would make possible the settlement of an additional 140,000 farm-units (which means, taking the family unit as 4, an additional purely agricultural population of more than half-a-million on irrigated land alone). In addition, there are still many millions of dunams of unirrigable land, which can absorb many tens of thousands of settlers. According to experience, a family can live on 100 dunams of unirrigable land, which means that for every fresh million dunams of waste land reclaimed, an additional 10,000 farms can be established.

While the above scheme for the agricultural settlement of Palestine, with its concurrent development of industry, commerce, etc., may require some 10—15 years (making room for several millions of Jewish immigrants), the Jewish Agency is now concerned with the immediate need for settling the first million. This would meet the immediate needs of European and Oriental Jewry, and at the same time provide the Jewish majority necessary for the normal functioning of the Jewish State.

We submit that a clear-cut decision in favour of a Jewish State, taken by H.M. Government and supported by the U.S.A. and Russia, is the way to secure Arab acceptance of the policy. So it was at the end of the last war, when the Arabs accepted the Balfour Declaration through their representatives, the Emir Feisal and the Syro-Palestinian Arab Delegation at

Versailles. Their opposition only arose when they thought that H.M. Government was not taking the Balfour Declaration seriously.

Therefore we earnestly submit that no halfway or ambiguous solution would serve Jewish, British, Arab or any other interest. It could only prolong the state of tension, distrust and suspicion now prevailing in Palestine, and could only intensify unrest.

For similar reasons, no solution which remains merely on paper can be of any value. There should be no interval between the announcement of policy and its active initiation.

The Jewish Agency for Palestine submits :—

- (a) that an immediate decision be announced to establish Palestine as a Jewish State ;
- (b) that the Jewish Agency be invested with all necessary authority to bring to Palestine as many Jews as it may be found necessary and possible to settle, and to develop, and speedily, all the resources of the country—especially land and power resources ;
- (c) that an international loan and other help be given for the transfer of Jews to Palestine, and for the economic development of the country ;
- (d) that reparations in kind from Germany be granted to the Jewish people for the upbuilding of Palestine, and—as a first instalment—that all German property in Palestine be used for the re-settlement of Jews from Europe ;
- (e) that international facilities be provided for the exit and transit of all Jews who wish to settle in Palestine.