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DEPARTMENT OF TRUSTEESHIP AND INFORMATION FROM
NON-SELF-GOVERNING TERRITORIES

REPORT ON THE GREENLAND INVITATION, 1950

I. Introduction

Chapter XI of the Charter of the United Nations (Articles 73 and 74), entitled the Declaration regarding Non-Self-Governing Territories, provides that Members of the United Nations which have or assume responsibilities for the administration of territories whose peoples have not yet attained a full measure of self-government recognise the principle that the interests of the inhabitants are paramount. They accept as a sacred trust the promotion of the well-being of these peoples and to this end undertake a number of obligations to ensure their political, economic, social and educational advancement and to protect them against abuses. They also undertake to transmit regularly to the Secretary-General of the United Nations, for information purposes and subject to such limitation as security and constitutional considerations may require, statistical and other information of a technical nature relating to economic, social and educational conditions in the Non-Self-Governing Territories for which they are responsible (Article 73 e).

No definition of the term Non-Self-Governing Territories has been established other than that furnished by the words "territories whose peoples have not yet attained a full measure of self-governing". In

946, however, eight Members of the United Nations transmitted or recorded that they would transmit information on 74 different territories.^{1/}

Among the eight Members was Denmark, which declared its intention of transmitting information in respect of Greenland, and thereby recognised the applicability of Chapter XI of the Charter to Greenland. Since 1946, Denmark has annually supplied the Secretary-General with an informational report on conditions in Greenland,^{2/} and in addition has placed at his disposal a number of Danish reports on conditions in Greenland.

In distinction with the provision contained in the Charter of the United Nations providing for periodic visits to Trust Territories which are administered in accordance with trusteeship agreements between the United Nations and the administering Members, nothing is provided in Chapter XI relating to United Nations visits to the Non-Self-Governing Territories. In 1950, however, Mr. Eske Brun, Director of the Greenland Department of the Danish Government, invited to visit Greenland Dr. Victor Hsu, Assistant Secretary-General in charge of the Department of Trusteeship and Information from Non-Self-Governing Territories, and Mr. Wilfrid Benson, Director of the Division of Non-Self-Governing Territories. The letter of invitation expressed the belief that the visit could be of the greatest mutual benefit to the United Nations secretariat

^{1/} As a result of changes in the constitutional status of some of these territories, the number in respect of which information was received in 1949 was 65.

^{2/} Unless otherwise stated, all quotations contained in this report are taken from the information transmitted by the Government of Denmark to the Secretary-General under Article 73 e of the Charter.

See underlined passage

X

X and to the Greenland Department, "insofar as both parties are interested that the best possibility of obtaining direct knowledge of conditions in Greenland is presented" to the invited officers.

The invitation was accepted by decision of the Secretary-General, and the invited officers, accompanied by Mr. P. P. Sveistrup, Principal Officer (Kontorchef) of the Greenland Department and lecturer at the University of Copenhagen, visited a number of localities in West Greenland in June 1950. The headquarters for the visit was the M/S Umanak of the Greenland Department, which the visiting officers joined at Copenhagen on 15 June and left finally on 8 July to return to Lake Success by air from Southern Greenland, arriving back on 11 July.

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II. The Country and its Problems

Excluding the continents, Greenland is the largest island in the world. If its map were superimposed on that of Europe, the northern coast would reach to the north of Denmark and its southern point stretch across the Mediterranean into southern Tunisia, while from East to West it would touch London and Berlin, Paris and Vienna, Barcelona and Rome. As another comparison, it may be stated that Greenland is nearly as large as the whole of the United States east of the Mississippi. But of its total area, the inland ice forms about 85 per cent, in places reaching the coastal waters as glaciers and only in a few districts leaving bare a zone of a maximum depth of one hundred miles.

From Europe the first settlers who reached Greenland were Norsemen of the tenth century sailing from Iceland. From some generations colonisation appeared to have good prospects of permanent success. The settlers established themselves mainly in two groups on or near the banks of the fjords of the South West Coast. They were mainly pastoralists and hunters. In the refuse heaps the bones chiefly found are those of seals, oxen, goats and sheep. Gradually, contact between Europe and Greenland lessened until it was lost in the fifteenth century. By that time the Norse population was nearing extinction and no living traces were found when connections were re-established. The causes of extinction are not clearly established, but among them the theory of a deterioration in climate leading perhaps to actual starvation is not without significance at the present time.

The Eskimo immigrants reached Greenland across the Arctic north of America. The date of their first arrival is unknown. Although the early Norse settlers found traces of earlier habitation near their settlements, of the people themselves very little was seen in the first centuries, and only by the fourteenth century was there any appreciable movement of the Eskimo down the West Coast which led to contact and conflict between the two races.

European exploration of Greenland by the Danes, Norwegians, English and Dutch began again from the late sixteenth century. There was no settlement, however, until 1721, when the missionary, Hans Egede, and his wife and four children sailed under the auspices of merchants of Bergen to found and establish themselves at Godthaab on the West Coast. Further settlements, which were European missionary, whaling and trading posts where the Eskimo settled rather than areas of European penetration, followed throughout the eighteenth and early nineteenth centuries; it was only for the most part in the twentieth century that control was extended to the East Coast and to Thule in the northernmost part of the habitable West Coast.

In 1774, Danish policy concerning the settlements in Greenland took definite shape when the Government assumed direction of the trade through the establishment of an exclusive government monopoly, acting in support of the missions and of trade and administration. In 1933, the claims of Denmark to the administration of the whole of Greenland were maintained by the permanent Court of International Justice.

Administration is under the supervision of the Prime Minister of Denmark, exercised through a special government agency which until this year

was entitled the Administration of Greenland and is now named the Greenland Department. The main geographical division is between West Greenland and East Greenland. West Greenland, which is inhabited by over 90 per cent of the total population, has up to the present comprised two administrative units, North Greenland and South Greenland each with a separate Provincial Governor and Provincial Council. Among the reforms to come into effect this year is the amalgamation of both parts of Western Greenland under a single Colonial Governor. The two Councils now meet as a single Council and next year are to be elected by universal adult suffrage.

The Greenland Native population numbered 6,000 in 1805. On 31 December 1923 it numbered 14,807; on the same date in 1938, 18,311; in 1943, 20,184; in 1948, 22,148. The population in its scattered settlements is almost entirely limited to the West Coast south of parallel 72. The settlement furthest north at Thule has a population of only 271, and the whole of the East Coast of Greenland has only 1,071 Native inhabitants (31 December 1948).

The pure Eskimo type is only to be encountered in the isolated districts.

"The mixed race ... is decidedly in the majority on the easily accessible West Coast, which was colonized at an early period. Whether the old Norsemen have intermarried with the Eskimos to any large extent ... it is impossible to determine ... It is, however, extremely probable that the population has absorbed a quantity of European blood through the British and Dutch whalers of the eighteenth century, and possible before then through the Basques. In by far the greater number of cases it has taken place in a legitimate manner, through marriages between Native women and

Danish artisans, sailors, and managers of outposts.^{1/}

In any event, while the Native inhabitants have some cultural and close linguistic affinities with the Eskimo of North America, they have taken the name given to their country and expect to be called and thought of as Greenlanders.

Excluding the permanent ice, the average land available for each Greenlander might be calculated at 0.07 square kilometres. Such a calculation is unrealistic, since not only must much of the North and East be excluded as untouched by man but in most of the inhabited districts it is a matter of economic indifference to the Greenlanders whether they have ten or a hundred square kilometres behind them. The importance of the land in most places is negligible compared with the overwhelming importance of the sea. By a measure of the total coast line, the density would be one inhabitant for 0.5 kilometres of coast line, but once again this calculation leaves out of account the uninhabited coasts. It has even been maintained that the Greenland of the present day is over-populated in the light of the traditional means of livelihood of the Greenlanders.^{2/}

This livelihood was almost exclusively derived from sealing, supplemented by other forms of hunting on sea and land. Although the seal

^{1/}Kaj Birket-Smith: The Greenlanders of the Present Day, Commission for the Direction of Geological and Geographical Investigations in Greenland: Greenland, Vol. II, p. 55, C. A. Reitzel, Copenhagen, Oxford University Press, London, 1929.

^{2/}P. P. Sveistrup: Economic Principles of the Greenland Administration before 1947, C. A. Reitzel, Copenhagen, 1949, p. 31.

still plays an important part in the life of the Northern Greenlanders, there has been a marked decline in the number of Greenland seals, while prices for seal oil on the world market have been adversely affected by the availability of tropical vegetable oils. Other forms of hunting have also become less productive and, taking the country as a whole in recent years, their place has been taken by cod fishing, the cod having become abundant probably owing to a marked, though very recent rise in the sea temperatures.

This change in natural conditions is having a revolutionary effect on economic and social conditions. The seal hunters are water men who use and often still use the traditional kayak canoe from an early age, while the skill with which little children manage rowing boats in play in some of the harbours suggests that the skill will not be lost. Nevertheless, the greater organisation and regularity required by modern fishing conditions raise many problems. In particular the tiny and remote settlements of hunters tend to be replaced by larger settlements where the fish can be expeditiously handled for export, and at the same time the dependence of the Greenlanders on European goods and ways of life is becoming rapidly more marked. Yet, cod fishing may be a hazardous basis for the economic life of the country, since Greenland is on the northern boundary of the occurrences of cod and small decreases in the temperature may lead to considerable decline in fishing possibilities.

The main existing alternative to fishing is provided by sheep farming for which, however, there is only suitable land and natural conditions in part of the South. Moreover, sheep farming and other alternatives have

their maximum labour demands in the summer and throughout Greenland's economy the possibilities of making an income during the remaining part of the year are scarce and small.

In spite of geological investigations, undertaken with great thoroughness, only cryolite has been discovered in circumstances permitting the offer on world markets of a product of competitive excellence. Coal is fairly abundant, but in accessible places it is of such low thermal quality that even for home consumption the importation of foreign coal is a better economic proposition. Certain iron ores are more promising. Whatever the future, however, minerals are as yet no solution for Greenland, particularly as, given the problem of the high costs of transport, Greenland's product must either be in short supply throughout the world or of outstanding quality if they are to be worked profitably.

Connected with the economic problem of the utilisation of Greenland's resources is the trade policy followed both within Greenland and between Greenland and the outside world. The principles of isolation and monopoly, which have been a basic feature of policy, have long been under criticism in Denmark, and although the system has been described as a monopoly for social, health and educational purposes, modifications in the direction of greater liberalism, long demanded by some circles in Denmark, have become inevitable owing to the adoption by Greenland of fishing in place of hunting and owing to the increasing education and changing ways of thought of the Greenland population. Greenland, which is a possible highway of world communications by air, which is a contributor to the world

fish and fish oil supplies and whose inhabitants are not informed of world events by radio, can no longer support unchanged or be satisfied with the traditional ways of life, even though those ways produced an indigenous culture of charm and happiness suited to the arduous geographic and climatic circumstances of the country.

Political problems add their weight. The paternalism which has accompanied the economic programme is recognised as being inadequate for a people which must adapt itself for closer contact with the modern world. Here the questions arise not only of the political education of the Greenlanders but of the manner in which a population numbering little more than 20,000 can command attention as a fully self-governing entity or as a political unit even within the bounds of a small and generous country such as Denmark. Not only the smallness of the population is a problem in itself but the difficulties of communication both within Greenland and between Greenland and the outside world add greatly to the complications and expenses of administration and production.

To all these must be added the social problems of high tuberculosis rates, the decay of primitive housing possibly suited to a race of hunters but inadequate for more permanent settlements, the complications of educational programmes to be furnished to remote and tiny villages, problems of language, and the general question mark of the possibility of survival of a way of life which was once attuned to natural conditions, when those conditions have changed so considerably that the more adventurous Greenlanders will look for their inspiration from Denmark and Danish modes of thought and living.

These circumstances were examined from 1948 by a Commission appointed by the Government of Denmark to make recommendations for the reorganisation of any matter concerning Greenland which might be considered necessary. The Commission comprised representatives of the Greenlanders elected by the provincial councils, members of the Danish Parliament and members of the Danish civil service, including the Administration of Greenland. The Commission presented a detailed and comprehensive report in March 1950, and action is already being taken on a number of its recommendations.^{1/}

Mention will be made later of some of the findings of the Commission. In the present place a few of the main subjects covered will be very briefly enumerated, in order to complete the present introduction concerning the problems of Greenland and so that the account of the journey of the visiting officers which follows may be related to policies in process of formation as well as to existing conditions.

1. The transformation of the major occupation of the Greenlanders from hunting to fishing was very fully examined, including the problems arising from the migration of the people from smaller to larger settlements and from the northernmost and southernmost parts towards the central coasts of West Greenland.

2. The Commission prepared a plan for future housing developments, involving the prefabrication of materials in Denmark and the conduct of

^{1/} Government of Denmark: Grønlandskommissionens Betaenkning, Copenhagen, February 1950.

local building operations with the assistance of Danish experts and with provision for the training of a suitable number of Greenlanders, in particular, carpenters.

3. The Commission discussed problems of public health in the light of investigations which had been made in 1947 and 1948, and made a number of recommendations which will involve substantial new expenditure both extraordinary and recurrent.

4. A similarly ambitious programme is proposed in the field of education. A division between the existing union of ecclesiastical and educational affairs is recommended together with the creation of a number of new schools for the expansion of existing establishments.

5. As had been stated above, the Commission recommended the formation of a central Administration in Greenland together with a number of political reforms increasing the participation of the inhabitants in the government of Greenland on the basis of universal adult suffrage.

6. Important proposals were made for the modification of the monopolistic trade policy as between Denmark and Greenland and the price stabilisation policy within Greenland.

III. Narrative of the Journey

The invitation to visit Greenland was thus issued to the secretariat of the United Nations at a new and important stage in the evolution of Greenland and of its relations with Denmark.

The localities visited were along the coast of West Greenland from Godthaab, near latitude 64 degrees, north to Tovkussak and Sukkertoppen, which all form part of the existing South Greenland, to Egedesminde and Claushavn just north of the Arctic Circle and part of North Greenland, and south again to the mining town of Ivigtut near latitude 61. Smaller villages were visited briefly from some of the above localities.

Godthaab is the seat of the administration of West Greenland and is now to be the capital of the whole of Greenland. It has the advantage of a harbour which is open to sea navigation throughout the year. Further north the ice descends along the West Greenland coast and in the south, sea communications are interrupted by the Polar ice which is carried down the east coast and round the southernmost point of Greenland.

In Godthaab the visiting officers were shown the hospital, the schools and seminary for the training of teachers and church catechists, the fish salting house, the trade warehouse, the radio station, the printing house and a number of existing dwelling houses and houses under construction.

The importance of the town as a centre of administration has not so far been accompanied by a corresponding development as a centre of

industry. The Greenland Commission has commented on this situation and drawn attention to the importance of securing that the administrative capital should be closely associated with the economic realities of the country. This appears all the more important when with the new political reforms the Greenland Council will have a larger share in directing policy and when it may find its biggest test of political wisdom in its realisation of the economic problems of Greenland.

From Godthaab, the visiting officers proceeded by motor launch to the small fishing villages of Kornok and Umanak and to an experimental sheep farm at Korkut. Housing problems are particularly acute in such outlying places combined with problems of sanitation, water supply and general cleanliness.

During their journey, the visiting officers did not see the sheep farming districts of the south. It was therefore with great interest that the prospects of such farming around Godthaab were discussed with the Icelandic manager of the sheep station. While Godthaab district has not sufficient pasture for sheep farming on any large scale, it is possible that its economy, basically dependent on fishing, may be varied to the extent of a few farms carrying several thousand sheep.

At Tovkussak, a Danish fishing company has established a station with freezing plant for the immediate treatment of cod. This proved an excellent introduction to Sukkertoppen where a modern fish filleting plant, opened only two weeks previously, provided an example of the efforts being made for the fishing industry. Also in Sukkertoppen were visited the school, the hospital, the excellent children's home which is operated by a Danish charitable organisation, while as

elsewhere spontaneous invitations from Greenlanders provided an opportunity for seeing something of actual living conditions. A visit was paid from Sukkertoppen by medical launch to the small village of Ikamiut, where amid the scattered huts of the Greenlanders, a new building combining church and school appears as a model of brightness and cleanliness.

Egedesminde is one of the larger settlements in North Greenland with some variety of economic prospects. A small motor boat-building and repairing shop was visited, which is being managed and run by Greenlanders. Also visited was the somewhat crowded hospital and the post-primary school (14 to 16 years) for boys and girls, which is the only existing school of its kind in North Greenland.

From Egedesminde the visiting officers were taken by schooner of the geological survey north to Akunaq, Christianshaab and Claushavn. Here the outer fringes of the cod fishing industry were being reached. The fishing seasons, which differed in the various places, are inevitably shorter here than in the south and there is more dependence on seal and other forms of hunting.

At Christianshaab, what may be regarded as a new industry of some promise was on the point of beginning operations. Two Danish shrimp trawlers had arrived the night before and the freezing plant for the freezing of shrimps was on the point of being opened.

Both at Akunaq and at Christianshaab, interviews were had with the local midwives who represent a particularly interesting attempt to provide some public health assistance for the scattered communities. The visitors also had an interview with the Municipal Council, which is

composed of the local teacher, a fisherman and a hunter, all Greenlanders.

The visiting officers next proceeded south to the mining town of Ivigtut. Some 150 Danish workers are here employed on the cryolite mine which is operated jointly by the Danish Government and a private company and provides at present Greenland's most valuable export. The town may be described as entirely Danish, containing many more amenities than found elsewhere in Greenland. Greenlanders are employed in domestic service only.

Finally, the visitors proceeded by motor launch of the Ivigtut mine to the air field where they embarked for the United States. On the way, a brief visit was paid to a town on the fjord, Narssak, which, it is planned, will become an important centre for the district. Modern slaughtering, canning and freezing plants were being constructed by Danish labour, but as yet there were no signs of improved Greenlandic housing, as can be seen in other centres of development. A fox and mink farm was also touched.

Throughout the territory the visiting officers received every help from all members of the Greenland Administration, both Danish and Greenlandic. The Danish officials appeared anxious to give them every opportunity to see all that might be regarded as unsatisfactory as well as all that is good or promising in the life of Greenland, while the Greenlanders were eager to show their appreciation of the fact that the Danish Government had thought that their affairs were of sufficient importance to merit a visit from the outside world. The visiting officers also had occasion to appreciate the fine character of the Danish craftsmen

who come to Greenland generally for seasonal employment. But above all, what was noteworthy and memorable was the warm cordiality shown on all occasions by the ordinary Greenlandic villager.

The visiting officers felt that the kindness they received was something more than the expression of traditional courtesy to a stranger. Well-informed questions were addressed to them regarding the work of the United Nations. There seemed to be a belief on the part of the educated Greenlanders that their previous isolation is ceasing. Even more, the cordiality of the reception granted to visitors introduced by the Danish officials was felt to be a reflection of the friendship existing between Greenlanders and Danes, and, in general, of the good race relations which appear to exist in Greenland.

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IV. The Economic Revolution

Touching mainly the fishing settlements of the Southwest Coast, the visiting officers had an excellent opportunity of appreciating the change which is taking place owing to the passing of hunting as the main economic basis of life.

The annual average amount of seal oil exported from 1828 to 1877 increased from 5,070 barrels to 10,089. Up to the end of this period it was possible for the Greenland Administration to maintain a ceiling price of 61 kroner per barrel. In 1880 the price was forced down to 45 kroner and later to 30 kroner. On the whole, and except when wartime shortages exercised an inflationary effect, the resulting situation of relatively low prices persisted in succeeding years and the quantity of seal oil obtained failed to compensate for the lower prices. In the years between the two world wars, the unrefined oil as previously sold was replaced by refined oil produced in a Copenhagen factory of the Greenland Administration. From 1923 to 1939, sales and prices were as follows:

Year	sold tons	average price per 100 kg. kr.
1923	400.5	94.83
1924	678.3	99.67
1925	736.7	77.53
1926	437.7	55.23
1927	646.7	53.00
1928	455.2	55.22
1929	568.6	49.60
1930	519.1	36.51
1931	45.2	36.00
1932	787.6	28.04
1933	238.7	34.14
1934	652.8	35.25
1935	951.3	40.40
1936	293.3	51.52
1937	625.6	55.87
1938	393.6	50.43
1939	682.2	60.20

In 1947-48 the Greenland exports of blubber of all types totaled 908.7 tons, in 1948-49 the total was 647.1 tons.

The yearly average number of seal skins exported between 1861 and 1870 was 36,374. Between 1901 and 1910 the average number was 25,847. In 1945-46, 21,807 were bought by the Administration in Greenland; in 1948-49, 20,891. In the latter period, some 10,000 of the skins bought came from a part of the West Greenland coast lying to the north of the main settlements but in this region the "number of seals caught per head of the population has declined from 15 to 20 in the beginning of the century to 5 to 10 after the war".

These figures suggest that the seal remains of real economic importance to the Greenlanders. A probable highly beneficial effect which it has on the nutrition of the population and its continued if

declining use for clothing mean that the seal is still of great social significance. Yet there appears to be little which the Greenland Administration can do to restore the seal to its place in national life, if, as frequently stated to the visiting officers, the Greenland seal is now being persistently hunted in its breeding places outside of the waters of Greenland. Rather it is necessary to face the probability that the Greenland seal will share the fate of many of the more productive species of Arctic whales and obtain sufficient international protection only after numbers have been drastically reduced.

The picture of a decline in the hunting possibilities of Greenland is completed in other fields. In the amount sold and in prices, there have been some increases as well as decreases, but in general it has become increasingly apparent that for the growing population of Greenland hunting can only be regarded as a subsidiary occupation.

The number of skins of foxes ^{or} ~~of the~~ bears sold at auctions for sample years between 1901 and 1939 were as follows:

Year	Sold at auctions			Average price per skin		
	blue foxes	white foxes	polar bears	blue foxes	white foxes	polar bears
	No.	No.	No.	kr.	kr.	kr.
1901	1.633	1.221	112	36	10	180
1908	1.619	1.095	93	66	26	124
1914	1.670	1.175	180	96	42	166
1918	1.821	1.333	114	406	209	417
1920	2.937	2.192	165	275	194	513
1923	1.706	1.274	186	310	140	134
1928	1.507	1.589	146	271	117	163
1933	2.618	1.993	92	124	85	92
1938	2.699	1.354	127	220	67	231
1939	3.425	2.396	125	118	37	118

Between 1944 and 1949 the following numbers were bought by the Administration in Greenland:

<u>Year</u>	<u>Fox Furs</u>		<u>Bear Skins</u>
	<u>Blue</u>	<u>White</u>	
1944-45	2,602	1,440	45
1945-46	2,254	1,616	103
1946-47	1,864	1,379	62
1947-48	2,082	1,329	34
1948-49	2,379	1,129	68 (export figure)

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As stated above, the visiting officers briefly saw one experimental fox and mink farm. It would seem, however, that the breeding of animals for their skins is so dependent on the fluctuations of fashion and in Greenland has to overcome the problem of the production of local food for the feeding of the animals, ^{to such an extent?} that the industry is too speculative for any wide-scale development, at least so long as the general economic basis of national life is not firmly established.

In 1885, some 527 kilograms of eiderdown was purchased in South Greenland. In 1948-49 the corresponding figure was 243. In the latter year, the total purchases for the whole of Greenland amounting to 739 kilograms was less than half the purchases from one district in the early nineteenth century.

In a country such as Greenland, it is natural to wonder why greater use has not been made of reindeer. "Among land mammals, the reindeer is the most important object of hunting to the Eskimos. The meat is eaten and the fat is used, for instance, as cream for coffee, and the contents

of the paunch are considered a special delicacy, the skins are used as under-layers on sleeping platforms and for sleeping bags and garments, the antlers for hunting implements, the sinews for thread, etc.^{1/} It is calculated that in 1839 as many as 37,000 reindeer were shot.

Once again, decreases have been marked. The possibility of introducing domesticated reindeer has often raised. Some apprehensions have been expressed that animal diseases might thereby be introduced but it would seem that if strict control can be established, an experimental station would be fully justified.

Nevertheless, "the only place at which the population can subsist solely on hunting is the northernmost district on the West Coast, Thule, where the population still pursues its old nomadic life, hunting foxes and seal." In the districts where most of the Greenlanders live and where there is a tendency for the concentration of population, which in the most favourable circumstances would not provide sufficient land and sea for hunting, the people must turn to other occupations.

The present most promising alternative is provided by the development of cod fishing. Purchases by the Administration have increased as follows:

<u>Years</u>	<u>Total purchases</u> (in 1,000 kilograms)
1912-16	Between 23.5 and 124.5
1917-25	Between 243.5 and 956
1938-39	4,754
1945-46	12,801
1947-48	15,794
1948-49	11,843
1949-50	10,052

^{1/} Ad. S. Jensen: The Fauna of Greenland; Greenland, op. cit., Vol. I, p. 321.

In contrast with previous figures, the last two years show beheaded and cleaned fish. If the figures were calculated as in previous years, the totals should be raised to approximately 16,590 and 14,075 respectively.

The Greenland Commission of 1948-50, while recognising that climatic changes may cause the cod again to disappear from the seas of Greenland, has made a number of proposals for the promotion of cod fishing and its modernisation and meeting the risks which will follow changes which may take place in the occurrence of the fish.

In 1948, there were 2,235 fishermen, but for only 1,254 of them the fishing season lasted for half the year or longer. By 1 January 1949, 288 small motor boats were owned by Greenlanders. During the year the fleet was increased, partly by the shipment of boats from Denmark and partly by production in the Greenland boat-yard, but the amount of fishing from boats without power is still considerable.

A first problem is therefore to seek an increase in the cod catch by the generalisation of the use of motor boats and by the gradual introduction of larger boats, so that the fishing season may be prolonged in time and the fish followed to banks at a further distance from the coast. The Commission therefore proposes a development through 10-15 ton fishing cutters to larger cutters. This development would be assisted through an extension of the government subsidy for the purchase of boats, the granting of licenses to Danish and Faroese fishing boats to fish in Greenland waters on condition that they employ Greenlanders on equal terms with the rest of the crew, the operation by the Greenland Administration of a modern 50-ton cutter for purposes of training, the establishment of a

fisheries course in Godthaab, and the prolongation of the existing five-month course which is already being taken in Denmark by young Greenlanders.

Since the end of the second World War, government loans for the purchase of motor boats have amounted to more than one million kroner. The purchaser pays 15% of the cost price of the boat; the balance is paid by means of reductions from the price of the fish bought by the administration, which usually means the reduction of the debt by approximately 10% a year. An inspector of fishing boats ascertained that the boats are properly maintained, and he and other government technicians are able to advise and help in up keep and repairs.

The proposals of the Greenland Commission are that in respect of boats of less than 10 tons the loans are to be continued on the same basis except that outstanding debts will bear a low rate of interest. In addition, in order to encourage the purchase of larger boats, there will be a government subsidy of 20% of cost price for larger boats, while the initial payment in the case of boats of from 10 to 15 tons should be 15% and in the case of boats of over 15 tons 10%.

On a number of occasions, the visiting officers heard the opinion confirmed that for many settlements, the fishing season could be greatly prolonged, particularly if the cod could be followed for some distance from the coast. The belief was expressed that with the present price of cod, individual earnings could be high. This was confirmed by an interview in Sukkertoppen with one exceptionally skilled and industrious fisherman who, with the aid of one member of his family, sold 70 tons of cod to the Administration in 1949, which gave him a gross return of over

10,000 kroner. This was when the price paid to the fishermen was 15 øre per kilo (beheaded), whereas in 1950 the price has been raised to 17 øre, with 25 øre for the liver.

Apart from the material facilities which the Administration can provide, much will depend on the manner with which the Greenlanders adapt their working habits to their new needs as fishermen. Nothing can be more arduous and require greater reserves of endurance, courage and skill than the work of the hunter, but hunting tends to be undertaken spasmodically. The full-time fisherman will need to fish whenever the season and weather permit. The Sukkertoppen interview showed one fisherman who had already made his adjustments. Another example was provided in Egesminde, during the visit, by a Greenlander who produced the initial purchase price for two motor boats which were being constructed in the local boat building yard, and made arrangements for the immediate sale of his two older motor boats. In this transaction, he showed not only his interest in better boats, but also a shrewd business sense. The balance of his debts on the boats purchased would be free of interest, while the balance of his credit on the boats he sold could be deposited in the savings bank where it would earn interest. On many occasions it was apparent that the new boats which were being distributed were being received with the enthusiasm with which an American family receives its new car. There is, in short, an insistent demand for better boating equipment and if this demand is accompanied by a desire to seek the fish on all practicable occasions, the Greenlander, should the present price of cod be maintained, is capable of earnings which will appreciably raise his living conditions.

A second aspect of the modernisation of the fishing industry is the provision on land of better facilities for the treatment of the fish. The Greenland Commission has recommended that in those localities from where fishing is conducted on a large scale, filleting factories should be built with quick freezing establishments to which the fishermen of Greenland may sell their products. In other cases, ships should be provided with similar facilities. Something was seen by the visiting officers of the progress which is already being made in this connection. Mention has already been made of the establishment by a Danish company of a modern plant at Tovkussak and of the new plant installed at Sukkertoppen. In the latter place, the hope was expressed that, when the plant was working to full capacity and when heating installation was provided in order to permit the salting of the fish without regard to the external temperature, the fishing season could be extended over practically the whole year. Another question which is being examined is the use to which might be put the head of the fish and other parts at present discarded.

Nevertheless, it is fully recognised by the Danish experts that the cod fishing industry in Greenland is, for two reasons, hazardous as an economic venture. In the first place, there is the question whether the higher sea temperatures will be maintained. In the second place, the present price of cod, both salted and frozen, is remunerative but may be subject to sudden fluctuations. Should the cod fishing diminish in economic returns to Greenland, a certain compensation may be provided by halibut, by shark and by shrimping. The first two cases at the present moment may be regarded as supplementary to cod fishing.

In the case of shrimps, much depends on the American market. In 1949, a shrimp fishery was especially hard hit by unfavourable weather conditions and production was less than 40% of the production in 1948. Nevertheless, Danish shrimp trawlers were operating on an increased scale in Greenland waters and sample sales had been made to the United States.

Apart from fishing, Greenland is seeking an immediate more efficient utilisation of available resources through sheep-farming.

"Greenland is not and never will become an agricultural country, but the country has an animal husbandry adapted to natural conditions," although only in the southernmost part of the West Coast. Here the "vegetation affords excellent conditions for sheep-farming", in which centuries ago the Norsemen seemed to be largely engaged.

An organised attempt at sheep breeding was first made in 1906. In 1915, 175 Iceland sheep were imported and the flocks gradually increased to about 22,000 by 1948.

Since then, a serious misfortune has occurred, emphasising once again the hazards of the Greenland climate. It has been summarised as follows by the Danish government:

"During 1948 and 1949 conditions for sheep-farming varied considerably. Thus, early spring 1948 was rough and inclement so that the lambing gave fewer viable lambs than the lambing season of the preceding year. The number of animals killed in the autumn therefore remained unchanged at about 10,000 lamb and sheep despite the fact that the stock of ewes was about 4,000 head greater than that of 1947.

"The summer was quite good and gave an average crop of hay. The autumn was normal but from New Year 1949

the winter became uncommonly hard with gales, snow and glazed frost everywhere, so the stock of sheep had an exceedingly hard time. As besides the winter became very long the situation became disastrous. The stock of fodder were insufficient and due to snow and glazed frost the sheep could find no food in the pastures. Estimates show that about 50 per cent of the stock of sheep perished, and only the late born lambs managed to survive.

"Sheep-farming in Greenland has on previous occasions been exposed to such disastrous climatic conditions, for instance in 1937-38 when about one-third of the stock perished. But the loss is far more severely felt by the sheep-farmers this time, when the stock had been increased to about 22,000 head.

"As far as climatic conditions are concerned the summer of 1949 was just as disastrous to horticulture and agriculture as the winter had been for the sheep-farmers. The crops were minimal and quite inadequate for the winter feeding.

"The Administration of Greenland therefore decided to send up a large quantity of hay for sale to the sheep-farmers. The hay was sold at cost price in Copenhagen without addition of shipping costs and it was immediately bought by the sheep-farmers. Further, the Administration resolved to grant to the distressed sheep-farmers a loan free of interest in order to enable them to manage their current expenses in the year to come. This loan was granted for the purpose of preventing the risk of a further reduction of the stock by sales of animals to provide cash for expenses.

"This disaster of the winter 1948-49 plainly indicates that it is much too risky to count on an uninterrupted continuation of the 'normally' good years which sheep-farming in Greenland may enjoy for long periods at a time."

The action which is to be taken to lessen the above risks is as follows:

"The proposals made by the Greenland Commission in its report therefore first and foremost aim at an increase

in the production of winter fodder and a stabilization of sheep farming.

"It is proposed to create facilities for loans of sufficient size to enable the sheep-farmers to carry out the cultivation of new pastures, fencing, irrigation, and the building of more sheds and washing vats for the extermination of vermin.

"It is further proposed to reorganize the present State Sheepbreeding Station so that it may act as a proper farming institute and be afforded better conditions for research and educational work among the sheep-farmers. It is likewise proposed to establish a farm machinery pool in connection with the Farm Institute, so that the institute may render assistance in the cultivation of new pastures."

As has been explained, the visiting officers saw little of the sheep-grazing country. One point which was several times made in conversation to them has a bearing on the broader possibilities of the adaptation of Greenland's economic life. It was said that the Greenlanders had in many cases adapted themselves to sheep-farming to a degree which had as yet been rarely attained in the case of fisheries.

This opinion is confirmed by a Danish Government statement that "the sheep-farmers have -- to a greater extent perhaps than the rest of the Greenland population -- realized the importance of personal and economic cooperation". Instances are cited of the activities of local societies and the development of co-operative projects. This indication that the few extra years of experience in sheep-farming as compared with commercial fishing have given this result is surely full of promise as to the general ability of the Greenlanders to make the psychological adjustments which are called for by economic change.

To sum up, the present transition from hunting to fishing and to sheep-farming with their ancillary industries is in both cases subject to extreme hazards of climate and in the former case may be seriously affected by international markets and price levels. At the same time, the cost of administration and of social services for the small and scattered population of Greenland must remain high per capita. The one valuable mineral,

eryolite, is now contributing towards meeting the deficit but is a wasting asset. If other minerals are not discovered capable of being operated with profit in spite of problems of accessibility, the financial situation will continue to be difficult and to demand assistance on a generous scale from Denmark.

From 1829 to 1880 a total of approximately 6,000,000 kroner was paid into the Danish treasury as a surplus from the Greenland trade, of which rather more than 2,000,000 was in royalties from eryolite. From 1880 to 1914 the balance almost constantly showed a deficit.^{1/} After the first World War, an approximate balance was obtained on a very small budget. In recent years, revenues have increased but not at the same rate as expenditures and the deficit has become normal. *a deficit has not been a normal feature?*

This is shown by the following table (in kroner):

<u>Items of expenditure</u>	<u>1924-25</u>	<u>1947-48</u>	<u>1948-49</u>
Administration	129,500	1,879,321	2,274,304
Trade	841,000	7,470,311	7,345,094
Churches and Schools	265,000	1,405,750	1,527,213
Public Health	165,500	1,254,523	2,263,491
Shipping	1,072,000	4,525,150	6,369,745
Radio stations	—	920,662	182,207
Joint expenditures	95,000	1,034,603	2,181,167
Weather report service	—	—	1,451,146
Total	2,568,000	18,490,320	23,594,367
Revenues	2,759,000	14,806,473	17,448,586

In future, as the wide reforms recommended by the Greenland Commission are put into effect, the cost to Denmark will be substantially

^{1/}Harold Lindow: The Trade and Administration of Greenland; Greenland, op. cit., Vol. III, p. 29.

increased. As already stated, these reforms will involve a change in the monopoly system, including the opening in Greenland of opportunities for private enterprise and the abandonment thereof of the present comprehensive price fixing and subsidy system.

The monopoly system has so long and in so many varied ways been a subject of discussion and the nature of the adaptation to be introduced will depend so much on the extent to which the needs of Greenland can be accurately and rapidly assessed, that it would be inappropriate to raise any queries on this subject. However, the Greenland Commission has made important proposals for its modification.

The Commission realized that "due to the policy hitherto enforced, an immediate abolition of the monopoly would have disastrous consequences for the population on account of its dependence upon and lack of insight in world market prices in conjunction with the unfavourable location of the country and the widely dispersed settlements. Further, it is hardly to be expected that private initiative would give the Greenlanders vocational training to the extent required to give the population that social standard which Denmark in her previous policy has aimed at".

Nevertheless, it was held that the present system which eliminates the effects of fluctuations in world market prices, makes it difficult to create a basis for teaching the Greenlanders to understand and overcome their difficulties. To prepare for the transition which was considered necessary, the Commission recommended the complete separation of trade and administration. Trading operations would be on a purely commercial basis, and any subsidies granted Greenland would be direct and no longer in the present form of grants permitting the sale of supplies at lower than cost.

V. Labour Policy

One effect of the change in the monopoly system will be that the Greenland price level will rise by an estimated percentage of 50 once the goods sold bear all the costs of trade and freight. The impact of this change on the population of Greenland will undoubtedly have important and early implications.

In these circumstances, important labour problems will arise.

The Greenland Commission considers that a special Greenland price and wage administration should be established to advise on the future wage policy of Greenland and on the problem of coordination between the income which private persons may earn and the salaries paid by the public authorities.

At present, wages paid by the administration comprise the basic wage, a fuel allowance and a general allowance counting towards superannuation pension. A high cost of living allowance will probably be paid in future and will be fixed by the price and wages board. Already, in 1949, increases introduced are stated to amount to an average of 50% for civil servants and 100% in the case of day labourers.

Another problem which appeared to the visiting officers as rapidly increasing in importance with the development of fishing and the increased use of machinery is the introduction of workmen's compensation legislation. The Greenland Commission has recommended an early promulgation of regulations in this respect. Clearly it will be necessary to give a wide coverage to the regulations so that as many workers as possible are protected whatever the form of their remuneration.

There are two other problems of a broader character of which full account will have to be taken in the formulation of labour policy.

The first concerns the parallel employment of Greenlanders and Danes.

At the Danish fishing station visited at Tovkussak, the labour force is almost entirely recruited from the Faroe Islands and Denmark, and works at high pressure during the season of from May to December. In the mine of Ivigtut, the labour force is entirely Danish. In this latter case, the high standard of technical ability required was claimed by the mining authorities to necessitate such employment. At the fishing station, on the other hand, it was stated that the company was interested in the question of the possibility of employing Greenlanders and, believing that such workers should be accompanied by their families, would be ready to supply proper housing accommodation.

It might at first be thought that an increase in the proportion of Greenlanders employed should be commended without reserve, since only in this way can the high earnings of those employed at an up-to-date fishing station be channelled to direct Greenland profit. It is also certain that no employer or class of employment should be allowed, directly or indirectly, to discriminate against Greenlandic labour. Yet, it is not to be expected nor would it be socially desirable if established workers, with family responsibilities on the spot and with a social life of their own to lead, should work the hours which are acceptable to seasonal workers whose earnings are sent home. It may well be that experimental plants requiring the highest skill and most intensive efforts among the workers should continue to rely on imported seasonal labour,

but as their methods are proved and extended, conditions appropriate to Greenlanders working and living in Greenland should be established.

Another argument in favour of a cautious course may have an important bearing on race relations. From what the visiting officers saw of the Danish artisans who usually proceed to Greenland for a season to supervise public works and housing construction, these men are of high quality and their relations with the Greenlanders are marked by friendliness and cooperation. This is important since the role of the Danish artisan as educator is perhaps even more significant than his primary task as supervisor. On the other hand, to introduce suddenly Greenlandic workers into a labour force at present essentially Danish might raise problems. This is not to question the right of the Greenlanders to join such a force, any more than to be certain that they will do so in any industry which establishes itself permanently.

The second general question, that of the employment of women both in the fish processing operations and in ordinary port work, raises social and perhaps medical questions which are also deserving of close attention. Such employment results from the urgent labour demands which are inevitable in small port and fishing towns. In a manner, it may be regarded also as a carry-over from traditional habits in which the man is the hunter and the treatment of the game captured is the work of the woman. Yet, Danish commentators seemed unhappy over existing conditions in which a number of women are engaged on apparently heavy labour, while a leading Greenlandic expressed his opinion to the visiting officers that an important reform in Greenlandic thinking was necessary in this regard.

The whole question deserves consideration within Greenland and it may be that further labour regulations will be found necessary. At the same time, there is no reason to wish that the Greenlandic woman should be excluded from the most remunerative forms of employment, particularly as in the larger settlements improvements in housing, sanitation and water supplies, together with an inevitable decline in the use of native articles of clothing which require important attention may slowly render the household duties of the woman less exhausting.

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VI. Public Health

As already stated, the Greenland population has increased from 6,000 in 1805 to 22,000 in 1948. In the period 1851-1900, the birth rate was 36.5 per thousand; the death rate for the years 1861-1900 was 33 per thousand. In 1948, the birth rate was 40.2 per thousand, and has remained almost constant for the past ten years, subject to a slight tendency to fall. The death rate for 1948 was 24.2 per thousand; this shows a slight increase, since in 1938 and 1943 the rates were 20.5 and 21.3 respectively.

By far the most important medical problem in Greenland is that of tuberculosis. The rate of deaths due to tuberculosis is approximately 30 times greater than in Denmark and between 6 to 10 per cent of the population is considered to be suffering from this disease, as compared with approximately 0.4 per cent in Denmark. This situation is paralleled in other Arctic countries. In Alaska, for example, in 1945, the death rate due to tuberculosis was approximately three times the rate in the State of Arizona, which has an exceptionally high rate for the United States just because it serves as a kind of sanitarium for tubercular patients.

Among other diseases of gravity are gonorrhea, rheumatic diseases and trichinosis, while the isolation of the country has meant that when a common disease has in spite of precautions been introduced by some chance contact it has on occasions developed into a serious epidemic.

The total expenditure on public health in 1923-24 was 177,514 kroner. In 1948-49, it was 2,263,491. The 1949-50 appropriations and the 1950-51 budget for public health are both in excess of two million kroner. In 1899-1900, the cost of the health service was only 26,685 kroner.

The growth of the public health service is shown as follows:

<u>Year</u>	<u>Physicians</u>	<u>Dentists</u>	<u>Nurses</u>	<u>Midwives</u>	<u>Hospital beds</u>
1900	4	0	0	?	30
1910	7	0	4	84	?
1930	10	2	11	100	240
1935	10	1	16	112	325
1949	16	3	24	114	410

The medical service, which is provided free of charge, is thus extensive in comparison with the total population, giving a high ratio of medical staff and accommodation if calculated per head of the population.

In this field again, the effectiveness of government action is greatly hampered by distance and difficulties of communication, and the Greenland Commission has recommended a considerable re-organisation and increase. The principal points in its Report provides for the re-building of existing hospitals, the creation of new hospitals, the establishment of special nursing homes for certain forms of tuberculosis, the building of a central sanatorium for tuberculosis patients and the establishment of sero-bacteriological laboratories. An increase is proposed in the number of physicians to 22, with, in addition, tuberculosis specialists and possibly specialists on other diseases.

Action has already been taken to vaccinate the population against tuberculosis. In 1949, the Danish Department of Public Health and the Danish Red Cross Tuberculosis Crusade sent eight Red Cross nurses to Greenland, and on their return, it was considered that practically all persons under 20 years of age had been examined for tuberculosis and those who showed a negative reaction had been vaccinated. It is believed that the local physicians will be able to continue the work which has been

performed with such admirable promptness, so that in future, the entire coming generation will be under tuberculosis control, and practically all infants vaccinated. It is too early to assess the effect of this campaign, although one medical officer reported to the visiting officers that he believed that a marked decline in tuberculous meningitis had already occurred.

The present medical structure and the new reform to be introduced promise a marked extension of curative medicine in Greenland. It is hardly to be doubted that once the first difficulties have been overcome, attention will be turned to the preventive aspects of public health. At present, and inevitably, the medical officers reside at the chief settlements and staff the hospitals. From there, they travel at least once a year by motor boat or dog sled over the whole of their districts in order to superintend all the inhabited places. If at present they have as much as they can do to attend the sick, it seems that those with long experience of a district will be able increasingly to function as advisors on public health policy in general.

Another possibility which may be taken into account is that with the increasing use of radio and with faster emergency communication, hospitals may become larger and fewer, permitting greater specialisation and greater contact between the medical officers.

The visiting officers found of particular interest in the medical organisation the village nurses, who are known as midwives. As early as 1920, steps were taken for the appointment of midwives at the settlements, and in 1929 a course of training was inaugurated. The present system has

been described as follows:

"Young native women who may be supposed to be qualified for midwifery are taken on as pupils at the permanent residence of the medical officer, and after having passed through courses extending over one or two years in midwifery and nursing, treatment of wounds and the like, they are appointed as midwives and nurses in the districts. Those of them who show special ability for this kind of work are sent down to do further training at the Copenhagen Maternity Hospital. The total number of Greenland midwives is at present about 100, viz., one for every 70 women. This apparently very large number is naturally explained by the extent of the country and its peculiar manner of habitation, the immense coast line of upwards of 3,000 kilometres, with a few hundreds of scattered dwelling places, averaging a population of about 50. As already mentioned, the midwives, during the period of their training, also receive some instruction in nursing, and in their activity they are generally to be considered as the direct assistants of the medical officers."^{1/}

In addition, midwives and nurses of a higher standard are trained in Denmark where, in 1949, there were 5 such midwives and 12 nurses undertaking studies.

In the case of the local midwives, satisfaction was occasionally expressed at their services, but on the whole there seemed a not unnatural tendency, on the part of the skilled medical staff, to feel that their training had been inadequate. The visiting officers saw several of those midwives and were able more readily to appreciate the comment made by one medical officer, that what was of more importance than professional skill in their case was their influence and status in the community. Perhaps more could be done by providing refresher courses at the hospitals for the midwives, and perhaps also the appointment of a superintendent concerned with village welfare work would give beneficial results. In any event,

^{1/}Alfr. Bertelsen: Sanitation and Health Conditions in Greenland; Greenland op., cit., Vol. III, p. 370.

given the scattered population of Greenland and the necessity of inculcating habits of hygiene in the remoter villages, the present system seems admirable in principle and worthy of the utmost encouragement by the Administration.

In regard to the hospitals, the Visiting Officers were shown those at Godthaab, Sukkertoppen and Egedesminde, and travelled on a medical launch operating from Sukkertoppen. These hospitals appear to be maintained on a very high standard of cleanliness, order and human kindness. Two of the buildings were undoubtedly old and over-crowded, and in general over-burdened with tuberculosis cases. The provision of a central tuberculosis sanatorium at Godthaab, which as stated is actively planned, will not only permit the use of more space for other patients in the general hospitals, but will also enable the general medical officers to give more attention to the other diseases and to general health circumstances.

The medical efforts already made in Greenland are considerable. The proposals of the Greenland Commission are extensive. With the opening up of Greenland to outside trade, it is possible that new epidemics will be introduced, so that even with the new organisation, the resources of the Greenland health organisation will require to be exercised to the full. Perhaps this is a particular case where, in order to obtain comparable experience, opportunities might be sought, as through international fellowships, to give some of the medical officers an opportunity of observing systems in other Arctic countries and indeed in other countries where there are similar problems of medical organisation and environmental health.

VII. Social Welfare

The social expenditure in West Greenland on poor relief, invalidity relief and old age pensions has increased from 57,250 kroner in 1927-28 to 199,204 kroner in 1948-49. This relief is provided from government and from municipal funds, and the local councils already play a part in its administration. The Greenland Commission recommends more local direction, so that the new Greenland Colonial Council can exercise a decisive influence in the formulation of up-to-date social legislation, and so that local social relief can be placed in the hands of social welfare committees appointed by the Councils for each municipality.

Greenland is one of the very few Non-Self-Governing Territories which has granted old age pensions and the present minimum age limit for the receipt of such pensions is fixed at what would appear to be the low age of 55. Nevertheless, it seems generally agreed that the pension rate should be substantially raised. In the arduous natural conditions of Greenland old age occurs early, and the hunter or fisherman who has lost his once exceptional skill is particularly helpless and particularly worthy of the support of his community. This may seem a minor reform. It is one, the introduction of which at an early date can be strongly commended, not only in order to assist individuals in distress but also with a view to strengthening the concept of the social responsibility of the community for those who are no longer able to earn their living.

The Greenland Commission also recommends that the welfare committees should be empowered to supervise the welfare of children without proper parental support. As has been already stated, an excellent children's

home was seen at Sukkertoppen. This home, as well as two others, are maintained by the Danish private society in aid of Greenlandic children. One type of case that is cared for is that of the children of tubercular parents who are thus guarded against infection. The work of this Society may well find even wider scope in the Greenland of the future.

VIII. Housing Conditions

The inhabitants formerly lived mainly in huts with walls of turf. These huts lead to much over-crowding, but so long as most of the people were hunters and partly migrant, the summer season was widely used to open them to the air and sun. Changes have been inevitable, but not for the better in many cases.

"Many of the houses built during the last 50 years to replace the primitive earthen huts, which have now almost disappeared, are of very poor quality. They are in many cases cold, leaky and inadequately arranged, with only a single room and very poor sanitation."

The judgement of the Danish Government, as given above on housing conditions, is highly critical, and one of the fundamental elements in the improvement of public health is better housing and sanitation and more general cleanliness. The visiting officers were welcomed into many houses of all qualities. They saw some of the defects and the difficulties. The new building programme, by which it is expected to provide loans for houses, pre-fabricated in Denmark, may bring the speed which is required for the solution of the question of construction.

The tendency to overcrowd in a climate such as Greenland's may be more difficult to overcome. In general, nevertheless, and having seen many other housing conditions, the visiting officers are not prepared to be as critical of conditions in Greenland as is the Danish Government, or to agree with statements that have been made as to the lack of regard by Greenlanders of domestic cleanliness. They saw many instances of the pride in and the care taken of their houses, which are shown by Greenlanders

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not for the better
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wherever practical possibilities of reasonable living conditions exist. Taking what they have seen of the good and the bad, they have the belief that the desire is widespread and growing to live up to the standards of beauty and cleanliness which are apparent both in many of the village churches and schools maintained by the Greenlanders and in the national costumes which they continue to make and which they wear with such pride on feast days.

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IX. Education

As elsewhere in many so-called underdeveloped areas, the demand for more and better education by the people of Greenland is strong and persistent. It has even a statistical justification in the high percentage of children among the population. In 1945, 54.6 per cent of the population comprised children and young persons under 20 years of age. Corresponding percentage in Denmark was 32.2. The percentage of children between the ages of 5 and 14 years was 26.2 in Greenland, as compared with 15.1 in Denmark.

Denmark has already a remarkable record in its primary educational work for Greenlanders. From the 1840's, there were, throughout West Greenland, educational facilities of some kind for the whole of the child population, and in 1925 education was made compulsory for all children between 7 and 14 years of age.

By that year, 2,540 children were attending school. There were 174 teachers, of whom 62 had passed the seminary course in Godthaab, 69 were the products of schools for catechists, and 43 were untrained. The expenditure on education at that time was in the neighbourhood of 300,000 kroner a year. In 1947-48, there were 4,214 children at school, and the teaching staff had increased to 260. It was estimated that 71.3 per cent of the school children were receiving instruction from teachers trained in the seminary, and that only 6.5 per cent were being taught by their parents or untrained teachers. The total expenditure for 1947-48 was 1,405,750 kroner, which sum is increased for operational costs in the 1950-51

budget to 1,863,476 kroner.^{1/}

The Greenland Commission made the fundamental recommendation, which is being put into effect, that the time has come to separate the school administration from the ecclesiastical administration. For the supreme management of the school services in Greenland, a school board will be appointed, consisting of the Governor, the Dean of the church, and the Director of Schools. The local management of elementary schools, which has hitherto been in the hands of the pastors, will in future be taken over by Danish teachers and Greenlandic teachers trained in Denmark. For each individual school the population will elect a representative with powers to discuss all school matters with the Municipal Council and the school authorities.

Once again, this change will obviously involve increased operational costs, and the efforts which are continuously being made to extend school education to the smallest outlying villages will also be a source of additional expense. The seminary, which at present provides courses of two years, will in future give a three-year course; the two-year high school at Godthaab will be converted into a full high school with four-year courses; a purely Danish language secondary school will be established; and provision will be made for summer courses and evening instruction. In all, capital costs of about six million kroner and additional annual operational costs of one million kroner are anticipated.

^{1/}Owing to the joint operation of educational and ecclesiastical services, these figures cover both groups; account is not taken of capital expenditure.

Remarkable as have been the educational efforts to provide primary education, and even though secondary and high-school education is now receiving greatly increased attention, Greenlanders have rarely risen to the higher ranks in the administration of their country. Greenlanders are being sent to Denmark in increasing numbers either for advanced education or for occupational training. In 1949, there were 96 Greenland men and 111 Greenland women undergoing such training. Of these 21 men and 20 women may be classified as coming under the heading of advanced education but as yet none has graduated from the universities in Denmark.

This experience, it is said is not always without its social complications, and on occasion, the pupils or trainees either fail to finish their course or wish to seek residence in Denmark rather than to return permanently to Greenland. It does not seem, however, that this state of affairs is any different from that which exists in any other similar case, and particularly good relations have been established in many instances through the work of a committee in Denmark, which supervises the welfare, particularly of the children and girls. What is more important, with the far wider political responsibilities which will now devolve on Greenlanders, and with the greater opening of Greenland to private and individual trade and with new economic and social needs, indigenous leadership will be required in all walks of life, which can be only given by higher education.

Within the new educational system, the question of the use of the Danish language is of considerable importance. The existing situation is that Greenlandic is the normal language of instruction, but that Danish is taught as a subsidiary language from the earliest years. A

school timetable seen at Sukkertoppen shows, in the first class of elementary school, 4 hours a week for Danish, 6 for Greenlandic, and the rest for other subjects taught in Greenlandic; in the senior classes, 6 hours are given to Danish and 4 to Greenlandic.

The Greenland Commission noted a strong demand by the Greenlanders themselves for more instruction in Danish. In view of the international interest which has been taken in the question of the use of indigenous languages of instruction, the visiting officers ventured to put persistent questions to their Greenlandic friends. In all places, the opinion is gleaned from leading Greenlanders were that the demand for Danish among the Greenland population was unanimous, or only modified in certain places by some hesitation among the older people, particularly the women. The point was reasonably put that the Eskimo language of Greenland is difficult and can hardly be adapted to modern technical terms, while the increasing contact which the small Greenlandic population wishes to establish with the outside world can only be effectively achieved if the children learn to use Danish currently. Danish must therefore be taught to an increasing extent.

On this account it is to be hoped that the educational authorities, the churches and welfare organisations will continue to emphasise the traditions of Greenlandic life. Much has already been accomplished by the Danish authorities with the assistance particularly of Greenlandic teachers. A Greenlandic language paper published by the Government at Godthaab on a fortnightly basis has now attained its eighty-eighth year. A similar paper published in North Greenland is in its thirty-fourth year. The editors of these two papers are Greenlanders. There are some

dozen papers published by Greenlanders many of which have been in existence for many years. The visiting officers saw a number of Greenlandic texts of schoolbooks and from the illustrations were able to appreciate that these were in no sense translations of Danish school literature but represented a successful effort by their authors, usually Greenlandic teachers, to build an education on the conditions existing in Greenland.

Of great importance in this respect will be the extension of radio services and the use which is made of these services. The visiting officers had interesting conversations with some of the Danes and Greenlanders who are engaged on this work. If radio receiving sets can be further popularised and if the local programmes can, while giving full attention to Danish and world events, encourage continued interest in Greenlandic conditions and culture, there is no reason to fear that the development of the use of Danish will be accompanied by any substantial loss in the best features of indigenous culture.

For general cultural activities (radio, libraries, assembly halls, films, etc.) the new reforms will involve capital expenditure of two million kroner and annual operational costs of 4,50,000 kroner.

At the time of the visit, the schools were on vacation so that the visiting officers were unable to see classes at work. They visited a number of school buildings and on many occasions interviewed teachers both Danish and Greenlandic. Some examples which made a particularly good impression were provided by a simple village school and church at Ikamiut and the new carpentry shop at the post-primary school at Egedesminde. The vital interest which the teachers were taking in their

work was also evident. Should the population tend to become concentrated in the larger settlements, some of the major problems which now exist will be automatically overcome. As things are, it must be appreciated that there are many villages where schools are provided for a child population of a mere handful, that the single teacher works in some isolation and that alone he has to cater for children of the whole primary school range.

On the whole, therefore, the visiting officers were left with the impression that in few countries has so much been accomplished to overcome practical difficulties in relation to primary education, and that, insofar as the educational ladder can be raised to enable the most promising pupils to seek the highest form of education which must necessarily be in Denmark, the educational mission undertaken by the Danish Government and originally by the Danish Missions will be an achievement of which the whole nation can be proud.

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X. Political Progress

As stated in Part II, the Greenland Commission recommended that the two provincial councils in the North and South of West Greenland should be replaced by a Colonial Council and that the administration be placed under the charge of a single Colonial Governor. In the case of local government, the Commission proposed the abolition of the district councils and their replacement by larger municipal councils with wider powers than are possessed at present. Both the Colonial Council and the municipals councils will be elected by universal adult suffrage. The representation of Greenland in the Danish Parliament was not proposed but the Commission suggested that the Greenland population should be represented on the Greenland Committee of Parliament.

At the time of the visit, the political and administrative reforms which had been recommended were being introduced and were attracting wide interest. The new Governor for Greenland had been appointed and the joint sessions of the North and South Greenland Councils, which are already taking place, provide an interim step before the election next year of the new Colonial Council.

The new reforms will involve the abandonment of the smaller district councils. Naturally, since it is the aim of Denmark to provide increasing political responsibility to the Greenlanders, the visiting officers inquired whether this change was essential. They were assured that some of the existing localities were so small that it was impossible for them to select representatives other than Government officials who could assume the growing duties to be placed on the localities. In this case,

it would seem of considerable importance that the new local authorities which will be entitled "municipalities" should be encouraged to take a constructive interest in the development and welfare of all the inhabited places within their jurisdiction. The question may well be worthy of early consideration of the extent to which a certain limited taxing power should be placed in their hands.

As regards the Colonial Council, from the talks which they had with Greenlanders who are already members of the provincial council, the visiting officers have no doubt that Greenland can provide representatives of high caliber and intelligence. At the present moment there is no party system in Greenland and the point was made that on many occasions representations in the councils were made on a purely personal basis without the continuity which would be given by some agreed programmes among the members. It cannot be anticipated that this difficulty will continue. With their new responsibilities and particularly once again as the Greenlanders have full opportunities for assessing the financial implications of their proposals, policies will emerge in respect to which there are agreed programmes among Greenlandic groups.

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XI. Final Note

The opinion was repeatedly expressed to the visiting officers that Greenland for long has not been, is not and may never be a source of profit for Denmark. In the best of circumstances, if the seal is not reduced by foreign hunting to a rarity, if the fisheries find a steadily remunerative market and continue to enjoy the abundance of local supplies, if the winter hazards of sheep-farming are overcome, if reindeer-farming can extend the utilisation of pasture, if fox and other skins find a steadier market, if another mineral is found to give the returns at present only provided by cryolite, if the Greenlanders rapidly adapt themselves to the new conditions, even then the country with its twenty to thirty thousand inhabitants scattered on the rim of an implacable sea comparatively remote from supplies and markets must cost much for every hospital bed, for every school desk, for every healthy house, for every unit of fuel, in short for every Greenlander who is to be given a chance to fulfil himself in health, productivity and happiness.

The reforms which are already being introduced in the administration and trade of Greenland, as well as the many other reforms recommended by the Greenland Commission, may in the long run give an economic return. But it may be anticipated that, as in so many other ambitious programmes of colonial development, initial costs will be much higher than at first conceived, results will be slower and new complications and problems will emerge at all stages. It might be argued that it would cost Denmark less to carry on its administration on a mere maintenance basis, or alternatively to seek to move the Greenland

population which cannot subsist by hunting to islands where a fishing and pastoral life finds more promise in view of natural conditions.

In the course of this report, deliberately the only man mentioned in the history of Greenland has been Hans Egede, the missionary who settled at Godthaab in 1721. Trade has played a large part in the opening up of Greenland and in its administration. Political considerations have probably also played a part. But the sense of a mission, of the paramount interests of the inhabitants of Greenland, has been a strong factor in Danish thought and action. Hans Egede was in many ways a difficult man, obstinate and without subservience towards his hierarchical superiors. His purpose was unflinchingly idealistic. If one other man had to be mentioned in Greenland's history it would be Governor Rink of the mid-nineteenth century, who emphasised the social purpose of the monopoly system and who also lacked success as a courtier. Denmark has inherited Greenland from such men and cannot wish to escape their desire to fight and overcome the problems contained in that inheritance.

The reward is already great, although not in money. In Greenland, its far-reaching mountains, its distances which one feels have never been penetrated, the abundance and beauty of sea and fjord, the colour of the Arctic sky, the problems and the people. Denmark as a nation and many Danes as administrators and teachers have had their own horizons widened and have met a challenge which is in itself a stimulation. Even more important, the challenge is also one which must be accepted by the Greenlanders, who in their relations with Danes, with their growing

understanding of Danish culture, with their inevitable assumption of responsibility for their own affairs will contribute to Denmark a new touch of colour, of adventure and aspiration.

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APPENDIX

The visiting officers have said that they received every help during their tour. Among those who should be thanked are:

Mrs. Balle, Committee for the Welfare of Greenlanders in Denmark;

Mr. Eske Brun, Director of the Greenland Department;

Mr. Jørgen Chemnitz, Member of the Provincial Council and of the Greenland Commission;

Mrs. Katherine Chemnitz, Member of the Greenland Commission;

Mr. N. O. Christensen, Governor of North Greenland;

Mr. Christoffersen, poultry farmer, Godthaab;

Mr. Frits Fencker, Trade Manager of Claushavn;

Mr. Friis, Trade Manager of Godthaab;

Mr. Grove, Manager of the Radio Station, Godthaab;

Mr. Kristian Hammeken, Member of the Provincial Council;

Mrs. Kristian Hammeken, Member of the Provincial Council;

Mr. Hesselbjerg, Assistant Governor of South Greenland;

Mr. Hans Jacobi, Trade Manager of Sukkertoppen;

Mr. Juhl, Manager of the Ivigtut Mine;

Mrs. Kristensen, Interpreter, Holsteinsborg;

Mr. Hermod Lannung, Chairman of the Fourth Committee of the General Assembly of the United Nations, 1949;

Mr. Borup Larsen, Assistant Trade Commissioner for Greenland;

Captain G. E. C. de Lichtenberg, C. O. Danish Naval Forces in Greenland;

Mr. Augo Lyngs, Senior teacher at Godthaab Seminary, Member of the Provincial Council;

Mr. Lund, Member of the Provincial Council;

Mr. Peter Nielsen, Member of the Provincial Council and of the Greenland Commission;

Captain Nordhoek, Commander of the M/S Umanak;

Captain August Olafsson, Inspector of Motor Boats;

Mr. P. Petersen, Radio operator, Sukkertoppen;

Mr. Ph. Rosendahl, Kontorchef of the Greenland Department;

Professor Alfred Rosenkrantz, Professor of Geology at the Polytechnic, Copenhagen;

Pastor Otto Rosing, Egedesminde;

Dean Schultz-Lorentzen, Dean of Greenland;

Dr. & Mrs. Basstrup Thomsen, Sukkertoppen;

Mr. C. F. Simony, Governor of South Greenland;

Mr. P. P. Sveistrup, Kontorchef of the Greenland Department and Lecturer at the University of Copenhagen;

Mr. Schiørring, Trade Manager of Egedesminde.

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BROADCAST - RADIO GODTHAAB
27 June 1950, 7 p.m.
Victor Hoo

File No. SG 135/4/62
Name Indexed.....
Executive Office of the Secretary-General
23 OCT 1950
BRANCH REGISTRY

Mr. Grove has kindly asked me to broadcast for Radio Godthaab and I have gladly accepted this invitation. I greatly appreciate the opportunity which is thus offered to me by Radio Godthaab to speak directly to the inhabitants of Greenland and to reach all those whom I will not be able to see during my short stay here which is necessarily limited only to very few localities.

Mr. Benson and I have been invited by Director Eske Brun of the Greenland Department to visit your beautiful country. You might wish to know why, of all people, Mr. Benson and I should have been asked to come here.

You must all have heard of the United Nations, the international organization established after the last world war. Its purpose is to maintain peace and security, to develop friendly relations among nations and to achieve international cooperation in solving our common problems. In striving to fulfill its purpose, the United Nations must "reaffirm faith in fundamental human rights, in the dignity and worth of the human person, in the equal rights of men and women and of nations large and small." At present the United Nations is composed of 59 States great and small and Denmark is one of its most faithful members.

One of the Chapters of the Charter of the United Nations - namely Chapter XI - concerns non-self-governing territories and Greenland is one of these territories. Chapter XI contains a number of principles by which the members of the United Nations have agreed to be guided in the administration of their territories. The time at my disposal is too short to allow me to elaborate and even to read out these principles. I must, however, mention the two most important ones from which the others are derived:

- 1) the interests of the inhabitants of non-self-governing territories are paramount. That means that the State administering a territory like Greenland

should first of all bear in mind the interests of its inhabitants.

2) the States administering such territories must promote to the utmost the well-being of their inhabitants.

Every year these States must, according to Chapter XI of the Charter, send to the United Nations information, particularly on economic, social and educational conditions in their respective territories. This information is examined by a Special Committee which reports to the General Assembly of the United Nations. Thus the United Nations is able to follow the progress made in the various non-self-governing territories and to ascertain whether the principles of Chapter XI are being carried out.

Mr. Benson and I are the responsible officials of the Secretariat of the United Nations who are in charge of its work in connection with Chapter XI of the Charter. Working with us in this task, which covers 65 territories with more than one hundred million peoples, we have a team of men and women of many countries - from Africa, Asia, Australia, as well as from Europe and America. Our chief medical expert is a Dane. Since the study of information on Greenland is part of our work, you will understand why Mr. Benson and I have been invited to visit Greenland. As Director Eske Brun said in his letter to us, he considers - and the Secretary-General of the United Nations and ourselves share his opinion - that our visit here could be of the greatest benefit since it is in the interest of all that direct knowledge of conditions in Greenland is presented to the United Nations Secretariat. Such an attitude on the part of the Danish authorities is a proof of their confidence in the United Nations and in their own record as administering authority of Greenland.

We have been here only for a few days and we have already been greatly impressed by the policy of economic and social progress which is being pursued in Greenland, as well as by the broad political wisdom which is being shown in the development of self-government in Greenland. I have been particularly struck by

the growing work which is being performed for better education and better health in Greenland. Already by its standards of primary education and general medical services, Greenland ranks among the very best administered territories, if it is not the best. Even more inspiring seems to us to be the atmosphere of equal natural friendship which exists between Danes and Greenlanders.

We have no doubt that the Danish Government is putting into effect the letter and the spirit of the two principles I have mentioned to you. I have the feeling that not only the Danish authorities but all the Danes as well consider the Greenlanders as their younger brothers for whose welfare and advancement they are responsible. They are doing their very best under existing circumstances in Greenland, in Denmark and in the world. In this the Danes are and must be helped by the Greenlanders themselves and we are impressed by the determination with which the Greenlanders are learning more and more to live as part of the modern world.

Since we arrived here, we have visited in Godthaab the schools, the hospitals, the offices, warehouses and the shop of the Greenland Administration, the Central Trade Office, the Radio Station, the printing house, the Fiskehus; we have attended the Sunday Church service, we have been in houses old and new, we have talked to many Danes and Greenlanders, we have been in Kornok, Umanak and Korkut. We have even been fishing codfish and eating seal. Our only regret is not to have had time to watch a seal hunt in a kayak. In short, every minute of our brief stay has been occupied and we will also make the most of our time in Sukkertoppen, Egedesminde and Ivigtut in the coming days.

I want to avail myself of this opportunity to express our most sincere thanks to all the authorities and people we have met and who have, without exception, been warmly hospitable and exceedingly helpful in rendering our trip profitable, interesting and pleasant.

To me as Chinese, it is with particular sympathy that I approach the problems of the Greenlanders. We are of the same race or at least we must be of

the same origin. There are 450 million Chinese but I am probably the only one who has ever been in Greenland. To see almost Chinese faces so far in the North is for me a unique experience and this brings me closer to you and to your preoccupations.

I wish you all good luck and God speed and thank you all again for your kindness. This is indeed the time for me to use one of the few Greenlandic words that I have learned and that is: kujanarsuak.