

# NATURE

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## WELFARE AND DEVELOPMENT IN COLONIAL TERRITORIES

THE welcome which Mr. Bevin gave to the formation of the Trusteeship Council in his speech to the United Nations Assembly on January 17, and his announcement of the British Government's decision to enter into negotiations for placing Tanganyika, the Cameroons and Togoland under the trusteeship system have implications for the ordinary citizen which should not be overlooked. It is of the utmost importance that there should be some clear and general understanding of what the trusteeship system involves, as well as of the way in which Great Britain has during the last twenty-five years fulfilled her obligations under the Covenant of the League of Nations, and to the best of her ability administered and developed these mandated territories in the interest of their inhabitants. Mr. Bevin, moreover, was careful to point out that in continuing the same policy under the trusteeship system, success would depend on the peoples of the territories themselves and the world at large understanding beyond doubt that continuity of administration will be maintained until the ultimate objective of the trusteeship system—self-government or independence—is maintained.

Nor is this all. Just as the mandate system tended to set a new and higher standard of administration in dependent territories generally, so the trusteeship system has already in its very conception profoundly affected the world outlook on what may be termed colonial questions generally. Indeed, one of the differences between the trusteeship system and the mandate system is the provision made for any dependent territory to be voluntarily placed under the Trusteeship Council, and suggestions have already been made that Great Britain should also offer to place one group of colonies such as Malaya under the trusteeship system on the same basis as the African mandated territories. While the White Paper on Malayan Union and Singapore does not contemplate any such transfer, the constitutional adjustment proposed would certainly facilitate such an offer.

The whole question of the future of colonial territories is under examination afresh from many points of view. Just when a series of reports from the West Indies Royal Commission and Sir Frank Stockdale's second report on development and welfare in the West Indies (see p. 254 of this issue), as well as the acceptance by France and Holland of the invitation to join the advisory Caribbean Commission, have directed fresh attention to that area and to a very promising regional development, the Washington trade proposals have given rise to very grave doubts as to the ability of Great Britain under them to implement at all effectively the policy of Colonial Development and Welfare as outlined in the dispatch of November 12, 1945, from the Secretary of State for the Colonies to Colonial Governments<sup>1</sup>. A further Colonial Office paper on inter-territorial organisation in East Africa<sup>2</sup> outlines other proposals in the direction of regionalism which cannot but be

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affected by the decision to place Tanganyika Territory under the trusteeship system; and leaving on one side the Palestine problem at present under examination by an Anglo-American Committee of Inquiry, the withdrawal of the United States from the Middle East Supply Centre has apparently frustrated hopes of regional developments which might make all the difference to the social and economic welfare and security of the nations of the Middle East.

What is of the utmost importance in the first instance is that there should be clear understanding by the ordinary citizens of the issues involved, so that the Government's policy may be assured of reasoned criticism and support. Mr. Vincent Harlow's Oxford Pamphlet on World Affairs (No. 68, "The British Colonies"<sup>3</sup>), although written before the trusteeship system was worked out at Dumbarton Oaks and San Francisco, extends the survey of the life and growth of the British Empire given by J. A. Williamson in an earlier pamphlet in the same series, providing an account of the development and trends in the colonies which should assist in appraising the implications of the problems and policies now before us. Moreover, Mr. Harlow emphasizes the limits within which we can attempt to discharge our responsibilities, and within his few pages he stimulates thought as well as supplies facts.

In considering the well-being of the British Colonial Empire of our time, Mr. Harlow sets in the forefront the question of the exploitation of colonial resources and colonial peoples. This he does, not because he regards it as the outstanding colonial issue of to-day, but because its effective regulation and control is a *sine qua non* of all progress, and especially because a large section of the British public for some forty years has been avoiding the real issue by confining its attention to this one. That tendency is well illustrated in a pamphlet "Revolution in the Colonies", recently issued by the British Association for Labour Legislation. We can influence, but we cannot control world conditions upon which our own domestic community-planning largely depends. On the other hand, Mr. Harlow points out, the Colonial Empire is an important part of the outer world where we can lift the cultural and economic level, provided that we are prepared for a sustained and costly national effort.

That is just what is overlooked in the British Association for Labour Legislation's pamphlet. Much that is said is admirable and deserves the commendation given by Mr. A. Creech in a foreword written before his appointment as Under-Secretary of State for the Colonies. Broadly speaking, the revolution of which it treats has already occurred: the Trusteeship Council has been formed, for example, and France and Holland are now associated with the Caribbean Commission; but by and large there is little in this pamphlet that is not put better by Mr. Harlow or at greater length in the report of the International Labour Office on "Social Policy in Dependent Territories"<sup>5</sup>, from which it quotes, or in L. P. Mair's "Welfare in the British Colonies"<sup>6</sup>.

Comprehensive and effective safeguards against harmful exploitation are obviously essential, but as

Mr. Harlow points out, they are no more than efficient police work. The major task of exporting our domestic experience to the Colonies is still to be done, and his pamphlet is wholly to be commended for its contribution to clear thinking on what is involved in the dynamic idea of actively promoting progress and building communities. Indeed, despite its brevity, his pamphlet is in some respects more fundamental and better balanced than Mr. Mair's. The latter's is indeed admirably documented and gives a very clear and concise account of the background to social progress and the developments in recent years in the fields of education, labour, health and social welfare, but except in relation to the problem of nutrition it tends to disregard international efforts in this field. This omission mars an otherwise comprehensive account of the organisation of health services in the British Colonial Empire and of the measures taken for the control of transmissible diseases and the promotion of health. The pamphlet should be read along with the report of the International Labour Office already mentioned, and more particularly those chapters which review the general features of the inter-war period, the International Labour Organisation and Dependent Territories, 1919-1939, the new colonial situation and principles of international co-operation.

It may be true that, although the Colonial Development and Welfare Act represents a conception of the State as a positive and constructive agency charged with the task of planning and promoting social welfare and improving the standard of living, we are still groping our way towards a satisfying amalgam of State guidance and private initiative; nevertheless, these pamphlets and reports should enable even the casual reader to appreciate the justice of Mr. Harlow's contention that we are nearer to it than any other nation. With the possible exception of Mr. Mair's study, they do not refer to another aspect of the whole situation of special interest to men of science—that of research. Mr. Mair indicates how progress in welfare depends on research in nutrition and the control and treatment of disease, and also in education; while both the Colonial Secretary's dispatch of November 12 and the White Paper on Inter-Territorial Organisation in East Africa indicate its importance at least as clearly as the recent reports on the West Indies. Furthermore, in its declaration regarding non-self-governing territories, the charter of the United Nations stresses the promotion of constructive measures of development and the encouragement of research.

The Colonial Development and Welfare Act of 1945 increased to £1,000,000 the maximum assistance for research in any one financial year and, recognizing that a gradual easing of the war-time shortages of materials, equipment and skilled technical and scientific personnel may be expected, the Secretary for the Colonies looks to the Colonial Governments to draw up plans of development over the ten-year period. He proposes that each colonial dependency should first draw up a plan covering all the objects of development and welfare which are thought desirable, without attempting in the initial stage to



limit this to the amount of the resources estimated to be available. The plan should be realistic and, taking into account all resources likely to be available, should grade the proposals included in a few broad priority categories, so that whatever money is available can be devoted to those developments which are regarded as of the highest importance.

The dispatch then emphasizes that a proper balance between different objects of development and welfare is fundamental to a wise development policy. The Colonial Secretary emphasizes the fundamental character of economic development, because the possibilities of expansion in the social services are usually immediately apparent and are directly the concern of particular departments, while economic development is at once a more general responsibility and a sphere in which the desirable course is less easy to determine. Yet without economic development, as Sir Frank Stockdale emphasizes for the West Indies, it will be impossible for the dependencies to maintain from their own resources the improved standards which are desired for them, although the improvement in the social services which is necessary in the meantime will contribute indirectly to economic development and general advancement.

Again, the dispatch not only urges that the main purpose of development planning should be to ensure that all the resources available are used to the best advantage, that the whole field of possible development and welfare is surveyed, and that the sums to be devoted to each project are determined, so that the programmes form a well-balanced whole; it also insists that it is of the first importance that the interest of the inhabitants of the dependency should be roused, their opinion consulted and their co-operation secured wherever possible. Furthermore, the table of allocations attached to the dispatch makes certain provision for regional allocations to cover schemes which are regional in character and for services common to the area in question. Mr. Hall comments that colonial territories in close geographical proximity should find it advantageous to plan in regional terms where development, research, communications, higher education and several other services are concerned, as well as to proceed with separately administered schemes; and while he has not thought it necessary at this stage to make a regional allocation for West Africa, he looks to the Governments of the colonies in that area to forward the regional outlook in economic development, communications, higher education and research.

The importance of this State paper and of the new and closer ties which it creates between the colonies and Whitehall is not easily overstressed, but the comments on research, which Mr. Hall regards as the most important of the financial allocations detailed, will claim the closest attention of scientific workers. Although the new Act provides for expenditure on research up to a limit of £1,000,000 a year, as that scale of expenditure is not expected to be reached for some years, owing to the shortage of first-class research staff, the total over the decade, including the cost of the Colonial Geological Survey, is put at £8,500,000. Other surveys are also provided for

under central schemes other than research, and the 'savings' of £1,500,000 thus anticipated on research are available for other purposes and will, if necessary, be so used. A sum of £11,000,000 is set on one side as a general reserve, and the dispatch outlines the allocation of the remaining £85,500,000 to individual territories or regional groups of territories, indicating also the factors which were taken into account in determining the allocations.

The White Paper on Inter-territorial Organisation in East Africa puts forward for information and as a basis for discussion certain concrete proposals for remedying the defects in the present arrangements. While it is of considerable interest as illustrating the adaptability of British institutions to local circumstances and the extent to which political advance in the colonies depends on British official initiative, the information it discloses regarding both the organisation for research and other purposes created during the War and the new proposals should be marked and carefully considered by scientific workers generally, in relation to the way in which the contribution of science to social and economic advance in these territories may be affected.

The three East African territories of Kenya, Uganda and Tanganyika form a solid geographical area. They possess certain common services such as posts, Customs and income tax, and in furtherance of their common war effort eleven joint boards have been established, including the East African Industrial Council, the East African Industrial Management Board, the East African Industrial Research Board and the East African Anti-locust Directorate. The planning, however, has hitherto been conducted on the highest official level at conferences of the three governors. While political union in any form is not proposed, it is now suggested that the inter-territorial services should be placed on a proper constitutional basis by Order in Council, converting the governors' conferences into an East African High Commission with a central legislature and an executive organisation supported, where appropriate, by advisory boards. The legislative assembly proposed would consist of twelve official and twenty-four unofficial members. Half this latter group are to be nominated by the High Commission under arrangements to secure adequate representation of African and Arab interests, while the remaining twelve unofficial members, of whom six are to be Europeans and six Indians, are to be elected in equal numbers by the three territorial legislative councils.

The legislative powers of this suggested assembly are to be limited to subjects set out in a schedule, but it is the grouping of the common service departments that is of most interest here. These departments are to be grouped under the principal executive officers of the High Commission, and the White Paper indicates that those of main scientific interest will all fall under the Chief Secretary. The Anti-locust Directorate, the Lake Victoria Fisheries Board, the Industrial Research and Development Department as well as the research institutes and departments are thus listed. These embrace the Central Agricultural Research Institute, the Central Veterinary Research



Institute, the Tsetse and Trypanosomiasis Research Department, the Lake Fisheries Research Institute and the Cinchona Research Organisation; they will continue to operate under their directors, general co-ordination being the responsibility of the Chief Secretary, who would be assisted by an advisory council for research which it is proposed to establish.

The White Paper recognizes that the economic inter-territorial organisations created for the War may be required for some years, and there are scheduled for retention the East African Industrial Council, the Standing Research Committee, the Advisory Council for Central Research and the East African Publicity Committee. Others are indicated for abandonment when no longer required by conditions arising from the War. The Makerere College Council will continue to operate as at present, but there is no indication as to the fate of the East African Industrial Research Board, the Industrial Management Board or the Anti-Locust Directorate, save in so far as the latter directorate is named as coming under the Chief Secretary. It would appear, in fact, that the future organisation of scientific, industrial and agricultural research in the region awaits the formation of the advisory council for research now proposed. That step will be warmly welcomed by all concerned in the attack on the many problems which these regions offer to science, and there appears to be no reason why the establishment of such a council need to be delayed pending the adoption of the whole scheme. Its appointment, with as a first specific task the consideration of the relations and future organisation of the various advisory bodies, institutes and departments concerned with research, might indeed facilitate the elaboration of a concrete scheme and proposals covering this section of the field which could be embedded in the final scheme of reorganisation when that comes to be adopted. Here, no less than in the West Indies, scientific workers can be in no doubt as to the importance of their contribution in the regional developments now proceeding, and in promoting the social and economic development of the colonial dependencies which the circular dispatch of November 12 brings so clearly before the whole country. Whatever may be the future of the trusteeship system politically, the full social, economic and scientific objectives visualized in the charter of the United Nations will never be achieved without the understanding support and co-operation of scientific men in many different fields and at widely varying levels of responsibility.

<sup>1</sup> Colonial Development and Welfare. Despatch dated 12th November 1945, from the Secretary of State for the Colonies to Colonial Governments. (Cmd. 6713.) Pp. 12. (London: H.M. Stationery Office, 1945.) 2s. net.

<sup>2</sup> Colonial Office. Inter-Territorial Organisation in East Africa. (Colonial No. 191.) Pp. 12. (London: H.M. Stationery Office, 1945.) 2s. net.

<sup>3</sup> Oxford Pamphlets on World Affairs. No. 68: The British Colonies. By Vincent Harlow. Pp. 40. (London: Oxford University Press, 1944.) 6d. net.

<sup>4</sup> Revolution in the Colonies. Pp. 20. (London: British Association for Labour Legislation, 1945.) 9d.

<sup>5</sup> Social Policy in Dependent Territories. (Montreal: International Labour Office, 1944.) 4s.

<sup>6</sup> Welfare in the British Colonies. By L. P. Mair. (London: Royal Institute of International Affairs.) 5s.

## BIOLOGY OF DEVELOPMENT

L'Oeuf et son dynamisme organisateur

Par Prof. Albert Daleq. (Sciences d'aujourd'hui.) Pp. 582+16 plates. (Paris: Albin Michel, 1941.) 73 francs.

COPIES of Prof. Daleq's book, written in the early part of the War, have only recently become available in Britain. The delay is regrettable, but not very serious, since experimental embryology, like so much of pure biology, was in a state of suspended animation during the war years. Daleq's work, though four years old by now, has not been left behind by the advance of the subject, and is still very adequate to fulfil the two needs of biologists to-day: to enable them to pick up the threads again by providing a rather full account of the state of affairs as it was when the War broke out, and to point to suggestive lines for future development.

Ever since the turn of the century, Belgium has occupied a prominent position, disproportionate to its size, in the world of experimental embryology. One can look back to van Beneden; then Albert Brachet played a leading part in the transformation of the subject consequent on Spemann's discovery of the organizer; and now the mantle falls on the shoulders of Daleq, with his vigorous school, of whom Jean Brachet and Pasteels are the most prominent. The characteristic of this Belgian school has always been its breadth of outlook. Very closely in touch with the German investigations on Urodele Amphibia, Albert Brachet and Daleq notably extended this work by their studies on *Anura*; Brachet again made the first tentative efforts at attacking the problems of mammalian development, and Pasteels has carried on this tradition of comparative work by his studies of the morphogenetic movements in nearly all the main groups of vertebrates; Daleq and Pasteels have made important investigations, both descriptive and experimental, in the prochordates; and J. Brachet has been one of the most active workers in the newer biochemical approach to the causal analysis of development. With this wide experience in the circle of his intimate co-workers, Daleq is in a very favourable position to produce a synthetic picture of the whole widely ramifying field of experimental embryology. In his new book, which is a long one, he discusses the studies on prochordates and vertebrates in some detail and covers the ground with a fair degree of completeness, being weakest, perhaps, in his treatment of the British and American work on avian development. The invertebrates are dealt with more summarily, but all the salient points are brought out and related to the modern points of view which spring from the vertebrate studies.

It is a great virtue of Daleq's discussion that he is not willing merely to summarize the detailed results which have been obtained, but is concerned to synthesize them into a general theory of developmental mechanics. His theory (which was originally elaborated in collaboration with Pasteels) is expounded in terms of the amphibian embryo, since he is able to indicate the general types of modification which suffice to transform the amphibian pattern into that of the other vertebrate groups. The bases of the theory are two-fold; it is designed to account for the causation of the morphogenetic movements of gastrulation, and for the differentiation of the gastrula tissue into a number of different organs. It makes use of two underlying causal agents: a vitelline