BIBLIOGRAPHY OF COMMISSIONS OF ENQUIRY and other GOVERNMENT-SPONSORED REPORTS ON THE COMMONWEALTH CARIBBEAN 1900-1975

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BIBLIOGRAPHY OF COMMISSIONS OF ENQUIRY AND OTHER GOVERNMENT-SPONSORED REPORTS ON THE COMMONWEALTH CARIBBEAN 1900 - 1975

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Commissions of Enquiry represent one of the oldest and most widely used institutions in the British tradition of governance. In the Commonwealth Caribbean, for instance, some nine hundred and seventy two "Commissions of Enquiry and other Government-sponsored Reports" have informed public policy during the first seventy five years of this century (Roberts: 5). These institutions and reports have been of great importance not only to public policy workers, they have also been a useful source material for scholars and students. Yet, in spite of their popularity and usefulness there have been few (Jones: 4; Johnson: 3) systematic studies of them. Much less has there been any comprehensive attempt to construct a bibliography of these Commissions of Enquiry/Government Reports. Audrey Roberts' work - the subject matter of this volume - represents an outstanding contribution to the general literature on Caribbean societies. It is a unique effort that now fills a yawning bibliographical gap.

In the tradition of British government and administration and in the colonies, Commissions are defined broadly as "committees to enquire and advise". Thus, in both politico-administrative circles the character of the Commission is typified as "a body set up by government to consider a specific problem or problems. It works within clearly indicated constraints of time, resources and, in particular, the political environment. It may have a party-political role which when present is concealed as far as possible behind a neutral facade." (Chapman 1: Intro.).

Cartwright (2: Intro.) has identified three "important characteristics" which constitute and underpin British attachment to the use of Commissions as policy instruments. They apply equally to the Commonwealth Caribbean states. First is that they constitute a "unique but ubiquitous institution of government". In essence their work embraces all important subjects of government concern. Perhaps no other institution of government is so all-embracing in scope. Secondly, Commissions of Enquiry are remarkably flexible and adaptable: they are not bureaucratic forms of organization. Thus, they became institutionalized in the British system (as elsewhere) because they are ideal policy tools for responding to rapid changing environments and they also bypass the usual problems of huge bureaucracies. Thirdly, they facilitate popular participation in the governmental process, at every level and with much greater frequency than other public institutions. In a word, they support the democratic process and enjoin political leadership to 'delegate'.

All of this does not mean that there has been no opposition to the use of commissions in the British political process. Various social forces, often representing radically different political persuasions and socio-economic interests, have opposed their formation and use as policy instruments. Nevertheless, Commissions have become institutionalized and popular in British political life. "One result of this consistent popularity", Cartwright writes, "is that the institution of ... commissions ... has been exported to many of the former British ..." territories (p.40).
Scholarly discussion of Commissions of Enquiry in the Commonwealth Caribbean is frankly limited. Partly this is so because of imperfect knowledge about bibliographical sources. And existing knowledge mainly about the more popular Commissions of Enquiry, e.g. the Moyne Commission on the West Indies, has led to lop-sided analyses. Discussion has therefore not gone much beyond a focus on their "political uses". (Jones: 4; Johnson: 3)

It is important, therefore, to summarise some of the main foci of discussion if only to suggest that Audrey Roberts' work is a crucial source from which it may be possible to inform a different perspective.

One proposition posited is that the instruments of Commissions of Enquiry/Government-sponsored reports have been used deliberately to maintain existing socio-economic and political configurations; to arrest social change. Their social composition - one that over represents the leading strata; their legal framework - usually one that lacks the power to subpoena witnesses; their historical style - a tendency to secure evidence in private and to be guided by precedence etc. all emphasise their 'systems maintenance' role.

Another proposition focuses on their capacity to exploit symbolism. They employ myth freely, providing pseudo responses to problems of society. Thus, their central role is that of postponing action, killing issues, supplying the impression of movement without changing anything. Importantly, too, they serve as substitute devices for institutions and processes that might radically transform the status quo.

Thirdly, as policy instruments, they have been manipulated to learn facts and to flatter; to find social support and to seek out opposition; to shift responsibility and to facilitate processes of interest, articulation and aggregation, to encourage popular participation and equally to change the public policy agenda.

Attention too, has been focused on the fact that they incur costs to society since they assist in weakening organizational vitality, and typically impose burdens on the public purse.

An aspect of these instruments that has not been fully addressed is their capacity as vehicles for transforming society. Audrey Roberts' work provides the basis for researching that and other themes. Indeed, her bibliography is a critical source which all public policy analysts will find valuable.

Edwin Jones
November 1982
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It was Dr. Howard Johnson formerly of the University of the West Indies who first brought to my attention the need for a bibliography of Commissions of Enquiry in the Caribbean area. I also wish to thank Dr. Edwin Jones who at short notice kindly undertook the writing of the Introduction which supplies authoritative background information.

From time to time I sought the advice of Mr. Kenneth Ingram, Bibliographer in the field of West Indiana and former University Librarian of the University of the West Indies. Support for the project came from the University of the West Indies which granted me sabbatical leave and the typing was done by staff of the Library. Ms. Elaine Chin Yee typed the first draft and Ms. Sandra Muir typed the final copy.

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A. R.
INTRODUCTION

The reports listed are those held by the Library of the University of the West Indies at Mona, Jamaica, and the former Colonial Office Library whose holdings are listed in its Catalogue of the Colonial Office Library, 1964, 15 v. and two supplements 1972, 3 v. The Colonial Office Library was probably the most complete source of official publications for the Commonwealth Caribbean territories before the larger states achieved independence. This is so because it was mandatory for copies of all official publications of the Colonies to be deposited at the Colonial Office. It was not possible to include all government sponsored reports held by these libraries and so a selection was made of those that seemed the most important. The holdings of the Colonial Office Library have now been dispersed. Among other locations some are now housed at the Foreign and Commonwealth Office Library, others at the Public Record Office and some at the Library of the Overseas Development Administration. Although some of these items are included in the collections of more than one of the libraries only one location is given for each item, usually the library where the item was seen. Efforts were made to see all items listed but in a few cases the publications could not be located in the Libraries. Nevertheless some of these items have been included where sufficient bibliographic information could be found. An asterisk indicates such items.

The arrangement is as follows: There is a general section on the West Indies and then an alphabetical arrangement by name of country. The items are listed chronologically. The entries are numbered and indexed by subjects, names of chairmen and other personal authors.

At the end of each entry the location where the item was seen is recorded as follows:

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ODA    Overseas Development Administration Library
PRO    Public Record Office
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