

Miscellaneous Report

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ORGANIZATIONS IN RACIAL CIVIL DISTURBANCES:

A BIBLIOGRAPHIC ESSAY

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The racial civil disturbances of the 1960's spawned a considerable body of literature, both popular and scholarly. This bibliographic essay does not purport to reflect the totality of the sources dealing with such disturbance events. Neither does it review completely the social scientific literature on organizations. Rather, included here are selected references dealing with specific organizations in a civil disturbance context. A review of the social science literature reveals a scarcity of sources focusing on the consequences of racial disturbances for a community and its organizations.

There is a body of literature which presents narrative, dramatic case studies of specific incidents of racial violence. Included in these accounts are descriptions of the activities of various community leaders and organizations. Typically, the goal of these narratives is to record events and activities during the disturbance; some seek to explain the causes and consequences of the event. Among such works are: Ben W. Gilbert et al., Ten Blocks from the White House: Anatomy of the Washington Riots of 1968 (New York: Praeger, 1968); Jerry Cohen and William S. Murphy, Burn, Baby, Burn! The Los Angeles Race Riot

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August 1965 (New York: Dutton, 1966); Robert Conont, Rivers of Blood, Years of Darkness (New York: Bantam, 1967), also on the Watts riot; and Van Gordon Sauter and Burleigh Hines, Nightmare in Detroit: A Rebellion and Its Victims (Chicago: Regnery, 1968).

Also prominent in the disturbance literature are the reports of various organizations and commissions compiled after riot experiences. Local, state, and national commissions have been formed to chronicle and explain riot events, and recommend future actions to avoid recurrences. Often these task forces included social scientists and reflect major research efforts. Most notable among these is the Kerner Commission Report, Report of the National Advisory Commission on Civil Disorders (New York: Bantam, 1968). The supplement to this report discusses the control of disorder by various community organizations. Reports and studies have also been prepared by governors' commissions, mayors' councils, and citizen groups subsequent to urban disturbance events.

A perusal of the social science literature exposes a few sources which include discussions of community organizations in racial disturbances. Louis Masotti and Don Bowen, editors, Riots and Rebellion: Civil Violence in the Urban Community (Beverly Hills, Cal.: Sage, 1968) present a collection of studies of urban rioting focusing on: theoretical approaches to civil disorder, perspectives on urban violence, the setting of and reactions to riot, and violence and the political system. The role of various institutions and organizations in response to disorder is mentioned by the contributors.

The organization receiving the most attention from social scientists is the police. A collection edited by David Bordua, The Police: Six Sociological Essays (New York: Wiley, 1967) examines adaptations of police organizations to changes in the urban community. James Q.

Wilson, Varieties of Police Behavior: The Management of Law and Order in Eight Communities (Cambridge, Massachusetts: Harvard University Press, 1968) describes the police patrolman's behavior in routine duty and the organizational and legal constraints under which he works. Wilson attempts to explain the variations in activities among eight communities, emphasizing the importance of the patrolman in successful social control and maintenance of order. Sociologist and former policeman Arthur Niederhoffer draws from his experiences and his research in examining the police role and the relationship between the police and the public in Behind the Shield: The Police in Urban Society (Garden City, New York: Doubleday, 1967). The relationship between the police and one of their publics was studied by David Bayley and Harold Mendelsohn and reported in Minorities and the Police: Confrontation in America (New York: The Free Press, 1969). The perspectives, attitudes, experiences, and constraints on participants on both sides are reviewed. Chapter 7 specifically focuses on violence and minority protest, looking at the perception of potential violence, its purpose and prevention. Joseph Lohman explores the consequences of disturbances for the police in "Law Enforcement and the Police," pp. 359-372 in Masotti and Bowen. Lohman re-examines the relationship between the police and the community subsequent to the riots of the 1960's. The perspective of the police on a civil disturbance is compared to two other points of view--that found in news accounts and that of black citizens--in a study done by Robert Kapsis et al. The Reconstruction of a Riot: A Case Study of Community Tensions and Civil Disorder (Waltham, Massachusetts: Brandeis University, Lemberg Center for the Study of Violence, 1970).

Fire departments have not received much notice from social scientists. George Warheit and E. L. Quarantelli examine a fire department in a sociological framework in An Analysis of the Los Angeles Fire Department Operations During Watts (Columbus, Ohio: Disaster Research Center Monograph Series, 1969). They focus on three major components of the department and how the structure and functioning of the organization was altered during the disturbance. Considerable attention is given to modifications in decision making, handling of tasks, and patterns of communication. The effect of the community context and organizational relationships of the department on its response are discussed. The International Association of Fire Chiefs has issued Fire Fighting During Civil Disorders by John T. O'Hagan (New York: 1968). O'Hagan describes fire activities in five 1967 disorders. Various problems are defined including: arson, command post operations, communications, physical assault and police support, and manpower. While intended as a manual for fire chiefs, this report is instructive in acquainting the reader with fire problems in disturbances. A Special Committee on the Role of the Fire Fighter in Times of Civil Disturbance of the International Association of Fire Fighters issued a report: Fire Fighters Fight Fires--NOT People (Washington: 1969). This manual offers recommendations for fire department operating procedures and for community support of fire service. It too is reflective of the range of problems met by firemen in urban disturbances. "Fire Department Operations Under Riot Conditions," Fire Engineering (May 1968): 54-58, offers suggestions for fighting riot-related fires. It was compiled from a survey of fire department emergency plans in a number of communities. Topics

include command post and task force operations, personnel needs, communications, and training. Charles W. Bahme, "The Watts Fires and their Lessons," Fire Journal (March 1966): 10-14, reports the problems faced in the Los Angeles Watts riot of 1965. A lengthy discussion of fire problems in several riot cities is found in "For Fire Fighters, A Special Danger," by Jim Hampton, The National Observer (September 4, 1967): 1 and 7.

The operations of various mass media agencies in a racial disturbance have seldom been studied systematically by social scientists. In "Changes in Ohio Radio Station Policies and Operations in Reporting Local Civil Disturbances," Journal of Broadcasting (Summer 1971): 287-292, E. L. Quarantelli reports on an investigation of policy changes in response to riot experience. He concludes that operationally, local civil disturbances often get special treatment, but there is seldom an explicit policy on the reporting of such events. A study focusing on audiences rather than communicators is reported by John Slater and Maxwell McCombs in "Some Aspects of Broadcast News Coverage and Riot Participation," Journal of Broadcasting (Fall 1969): 367-370. Race and the News Media, edited by Paul Fisher and Ralph Lowenstein (New York: Praeger, 1967) grew out of the Freedom Information Center (University of Missouri) conference on "Racial Crisis and the News Media." Written to provide guidelines for news journalists, the articles reflect the problems and policies of reporting disturbance events.

The literature on rumor control centers (RCCs) derives mainly from conferences and planning manuals. The report of a conference on "The Value of Establishing Rumor Control Centers," June 27-28, 1968

was reproduced by the Community Relations Service, U. S. Department of Justice. It covers such topics as the organization and operations of RCCs, and perspectives on RCCs (including minorities, the media, and the police). Jack Middleton and Phil Runner, "Community Information Center," Journal of Intergroup Relations (February 1972): 4-37, present a case study of the operation of an information center during a community racial disturbance. A detailed manual for operation is included. Community Information Centres: A Proposal for Canada in the 70's by Gail Steward and Cathy Starrs (Ottawa: Information Canada, 1971) is a review of existing information services in Canada and Great Britain as well as a more general discussion of the organization and problems of rumor control. Larry Williams and Gerald Erchak in "Rumor Control Centers in Civil Disorder," The Police Chief (May 1969) discuss the emergence of RCCs in response to civil disorder and their operations and policies. The authors conclude with recommendations for RCC organization.

The development of human relations programs is examined by James Bayton, Tension in the Cities: Three Programs for Survival (Philadelphia: Chilton, 1969). Bayton reviews the efforts of city governments to cope with urban tensions and crises. After presenting three cases--Atlanta, Washington, and New York--Bayton discusses the implications of the programs.

The emergence of organizational forms in response to civil disturbance is the focus of Thomas R. Forrest, "Emergent Communal Response," pp. 86-103 in Leonard Gordon (ed.) A City in Racial Crisis: The Case of Detroit Pre- and Post- the 1967 Riot (William C. Brown, 1971).

Many of the references cited discuss the relationships between the various organizations and minority groups. However, there are some sources which focus on the perspective of racial minorities on civil disturbance. Black Rioters: A Study of Social Factors and Communication in the Detroit Riot by Benjamin Singer, Richard Osborn, and James Geschwender (Lexington, Massachusetts: D. C. Heath, 1970) reports the findings of a study of rioters participating in the Detroit disturbance. The perspective of the black community on the riot--its causes and consequences--is pursued. T. M. Tomlinson, "Riot Ideology Among Urban Negroes," pp. 417-428 in Masotti and Bowen, reports the results of a study done in Watts after the disorder. He distinguishes militants from nonmilitants and discusses various antidotes to riots. Donald Leif examines the consequences of the Detroit disturbance for the black community in "Community Consensus as a Goal Seeking Constructive Change," pp. 146-151 in Gordon. The supplementary studies of the National Advisory Commission on Civil Disorders (U. S. Government Printing Office, 1968) include "Who Riots? A Study of Participation in the 1967 Riots" by R. M. Fogelson and R. B. Hill. The authors analyze participants in riots in six cities. The sentiments of the Negro community vis a vis the riot are examined. The state of black-white relations, before and after the riots of the sixties, is reviewed in A Time to Burn: An Evaluation of the Present Crises in Race Relations by Louis Masotti, Jeffrey Hadden, K. F. Seminatore, and Jerome Corsi (Chicago: Rand McNally, 1969).

An excellent source for the comparative perspective on violence is Hugh D. Graham and Ted R. Gurr, compilers, Task Force Report to

the National Commission on the Causes and Prevention of Violence, Violence in America: Historical and Comparative Perspectives (June 1969, 2 vols.). The sources and character of specific kinds of protest are examined historically, and a comparison is made with collective violence in Europe.

At the outset, the limits of this bibliography were stated. It is a selected listing of sources pertinent to the responses to and consequences of civil disorder for various community organizations. There are few such sources available in the social science literature. It is left to the researcher to peruse the narrative case studies, commission and after-action reports, operating manuals, and systematic studies by sociologists and other scholars to gain an understanding of the impact of the racial disorders of the sixties on the community and its organizations.