

An aerial, black and white photograph of a massive crowd of people, likely at a public event or rally in Chicago. The crowd is dense and extends across the entire frame, with individuals appearing as small figures from this high angle. The text is overlaid on the image in dark rectangular boxes.

The people of Chicago

FIVE YEAR REPORT, 1947-1951,

OF THE CHICAGO COMMISSION

ON HUMAN RELATIONS



THOMAS H. WRIGHT
1898-1952

"He belongs to the length and breadth of this great land, to its peoples of all races and creeds, to the root and fiber of its democracy. Many of us have been guided by his vision; taught by his understanding, patience and skill in human relations; inspired by his dauntless spirit; chastened by his exacting standards. He represented within himself that combination which the world most needs: the passionate devotion of the idealist and the practical wisdom of the realist. He never spared himself, because he believed so deeply in the work he was doing. We trusted and loved him even when he was sharpest in his criticism. We learned to respect alike his praise and his blame.

"I think it is fair to say that he and those who have been trained by him have ushered in a new era in human relations in metropolitan Chicago, an era whose influence is being felt in the nation at large. This work will not cease with his death; it will be carried forward by those who are imbued with his vision and his spirit."

REVEREND LESLIE T. PENNINGTON
First Unitarian Church

The Chicago Commission on Human Relations was the testing ground in America for the first and largest official city human relations program. Its partial record in the past five years is herein set forth and it is right and fitting that this record be deemed the result of the planning, guidance, leadership and courage of Thomas H. Wright. To his memory this report is dedicated.

THE PEOPLE OF CHICAGO

Five Year Report, 1947-1951, of the Chicago Commission on Human Relations

This is about the people of Chicago. This time it's not the railroads, the packing houses, the machine tool plants and the steel mills, but the people. The people of Chicago are living out the answer to the big question of the twentieth century—can people of different races, religions, national backgrounds live closely together in peace and harmony? Can differences between individuals be not only tolerated, but appreciated? Can equality of opportunity be guaranteed to all? Can a city act in the knowledge that a threat to the freedom and dignity and rights of one individual is a threat to every individual?

Chicago is a powerful sample of world movement and mingling. Nowhere is there such a diversity of the human race. Chicago has the character of the Midlands, with the polyglot population of a sea coast town. Following the French Canadians and the English Yankees, succeeding waves of European immigrants settled here—German, Scandinavian, Irish, Italian, Polish, Greek. Jews from central Europe and later from eastern Europe added still another ingredient to the melting pot. Most of the descendants of these settlers have lost their foreign identity and regard themselves simply as Americans. But cultural differences and prejudices sometimes still demarcate these groups. More importantly, Chicago has more than 510,000 Negro Americans, about 30,000 Mexican Americans and some 14,000 Japanese Americans. These groups are the chief target of prejudice against minorities.

The Measure of Democracy. These are the people—all colors, types and sizes, from different layers of society, having all degrees of education,

worshipping their God in a score of different ways. They rub elbows and shoulders, and at the same time they rub customs, hates, fears, prides, and loyalties. Chicago is a confluence of human currents which produces a thousand whirlpools and eddies. What goes on here has wide implications and significance not only for the rest of America but for the world. Today the eyes of the world are on Chicago's people. For just as Chicago has been the measure of the industrial might and wealth of America, so it is today the measure of America's democracy.

The South African Editor, Rene M. DeVilliers, describes Chicago as it looks to an observant foreigner. (Chicago Daily News, August 11, 1952.)

"In this microcosm an agglomeration of races seems to be hammering out a way of living together interestingly and positively.

"And if in the process there is a good deal of violence and graft and corruption, the main direction is obviously right, and the bad will some day be replaced by the good.

"If that happens, as I'm sure it will, Chicago may yet show the world how people of different creeds and races can live together happily and build successfully."

Not by Accident. The good omens of successful human relations that Mr. DeVilliers found in Chicago are not appearing by accident. Hundreds of people are giving skillful leadership to a positive human relations program. Many thousands more are providing the impulse to put that program across, and hundreds of thousands are learning to be friends with their neighbors.

This is the Five-Year Report of the Chicago Commission on Human Relations, an attempt to show what the Commission is doing. But it is intended by no means as a chronicle of the activities of the Commission and its Staff. Some hundred organizations took part in the 1952 Planning Conference of the Commission. Each of these carries out the human relations program in a vital spot of Chicago. The Police Department, the Board of Education, the Park District—these bear a major responsibility. Small and large civic, professional, religious, labor organizations, working quietly but vigorously, are equally important.

A Big Five Years. The five years of this report—1947 through 1951—have marked a dramatic change in human relations in Chicago. Five

years ago Chicago might easily have exploded into racial violence. Today, with a professionally trained police force alert to human relations problems, no one any longer fears a riot. Five years ago Chicago's schools were charged with gerrymandering to segregate colored children, and a curriculum indifferent to human relations did little about children's attitudes. Today the schools are the most democratic institution in the city. Five years ago only one or two Loop hotels could be counted upon to give equal service to all people. Today discrimination in a major Chicago Loop hotel is the rare exception to the rule. Therefore if this report sounds optimistic it is so with good reason. The Commission is painfully aware of the unfinished business of democracy in Chicago, but the road ahead unquestionably is smoother.



CREATION OF THE COMMISSION

Fires and Fears. Back in the summer of 1943 the flames of racial hatred flared suddenly and burned hotly in the neighboring city of Detroit, Michigan. During four days in which many people were killed, many more seriously hurt, and millions of dollars of property damage was done, the entire nation saw the tragic spectacle of a senseless fight nobody wins. Under the impact of mob clashes it wasn't prepared to handle, the Detroit Police Department was overwhelmed. The Army was called in to restore order.

The heat of the fire was felt in Chicago, as a good look at our own city showed the brush here was dangerously dry also, and the sources of friction were many. Many of the conditions that caused Detroit's riot were present in Chicago. What was more, to recognize the danger signals the wary needed only to look back to 1919 when Chicago itself had been torn apart by the same bitter strife.

In 1943, as in 1919, Chicago's population was swollen with war workers, vast numbers of them Negroes from the South. In 1943, unlike 1919, there were strong community organizations existing chiefly to restrict Negroes to ghetto-like areas by use of restrictive covenants. As more and more Negroes were crowded behind these hard lines of segregation small eruptions boiled up here and there. Houses and apartments were being bought and occupied by Negroes just over the bounds of the segregated districts, and there were bombings, fires, and attacks on the families as they moved over them. Colored men and women were being employed for the first time in the plants on the west and northwest sides of Chicago and they were crowding into the already overcrowded streetcars and buses to get to work. As the Negro population grew the areas of conflict grew—on the beaches and in the parks, in the schools, in places of public accommodation, and in the taverns.

A Mayor Decides. The civic organizations took the lead in calling an Emergency Citizens' Conference in the City Hall in July of 1943. They decided to recommend to the late Mayor Edward J. Kelly that he establish an official City Committee on Race Relations made up of outstanding citizens of Chicago, and give it a budget of city funds.

They found the Mayor sharply aware of the problem and prepared to do something about it. Within a week he had appointed a committee of ten respected leaders of different racial backgrounds from labor,



business, and the professions. On July 23, 1943, he called them to their first meeting, where the late Edwin R. Embree, President of the Julius Rosenwald Fund, was named Chairman of the "Mayor's Committee on Race Relations."

The First City. Thus, Chicago became the first city to establish an official human relations committee supported by public funds. It represented for the first time an official acceptance of public responsibility for the social health of the city. Since then some 43 other cities and states have followed the lead of Chicago.

On December 12, 1947, the Chicago City Council unanimously passed an ordinance establishing the Commission as an official department of city government, naming it the "Chicago Commission on Human Relations."

In July 1948 Mayor Martin Kennelly appointed Augustine J. Bowe Chairman of the Commission, and he is serving now.

In January of 1945, Thomas H. Wright was appointed Executive Director of the Commission and led its work until his death on June 18, 1952.



CITIZENS IN ACTION

How can you involve a whole city—a big city—in planning and acting for decent human relations? How can understanding, knowledge and experience be pooled? How can the best in community relations win the city seal of approval and the worst be eliminated? How can individuals and organizations working effectively on separate fronts come together to press their combined civic weight toward a reachable goal?

The Commission has found two important ways to accomplish these objectives. The first is the city-wide conference, co-sponsored by all of the responsible public and private agencies and organizations interested in human relations.

The second is the web of working committees which brings business, professional and civic leaders into the activities of the Commission, both to help shape policy and to carry it out.

All Together Now. Four times since 1943 the Commission has called city-wide conferences on Human Relations. The first Conference, held in 1944, entitled "City Planning in Race Relations" had 45 sponsoring agencies. It held a mirror before the city for a first public look at its human features. The second Conference, called "Chicago Conference on Home Front Unity," held during May and June of 1945, was the first self-survey of human relations problems ever conducted in an American city. Based on the survey recommendations were made for city-wide action in housing, education, law and order, health and welfare, and recreation.

Beginning November 17 of 1948 and ending January 13, 1949, the Third Conference on "Human Relations in Chicago" was held in six sessions. The recommendations of 1945 were compared with a current inventory of the achievements of the intervening three years. A new set of goals was marked as a guide for action in the days ahead. Some 100 organizations, from the Chicago Association of Commerce and Industry to the Chicago Council of the Camp Fire Girls, cooperated in that Conference. This whole procedure was repeated in 1952.

In each of these last three conferences delegated representatives of responsible civic agencies were asked to examine human relations in

Chicago. Then they were asked to make recommendations of action to solve the problems. The Commission is concerned only with recommendations that have a reasonable chance of being accomplished. The Commission reviews these, and in the past has adopted them practically in toto. In addition, many private and public agencies have adopted them as their own program of action.

The 400. The organization of working committees has been another way of keeping close contact with citizens' groups. The 400 or more men and women who guide and assist the Commission's working committees provide talent and ability and stature beyond the pocketbook of the city government.

The Employment Committee had as its Chairman as of December 31, 1951, the Executive Vice President of the International Harvester Company. The sub-chairmen of the Committee are the Employment Manager of the Curtiss Candy Company and the Regional Director of the United States Bureau of Labor Statistics.

The Education Committee had as its Chairman, the Director of Psychological Services of Illinois Institute of Technology. And among Education Committee members are the deans of Chicago area universities, public school officials, and other civic and religious educational leaders.

The Health Committee was headed by a distinguished pathologist, and includes hospital and medical organization officers and leading physicians, as well as health agency representatives.

In Recreation, the Chairman of the Committee was Program Director of Hull House. Private and public agency officials, including Park District and Bureau of Parks and Playgrounds, as well as commercial recreation representatives, make up the Committee membership.

The Law and Order Committee, headed by a well-known practicing attorney, includes other prominent attorneys and law enforcement officials of city and county.

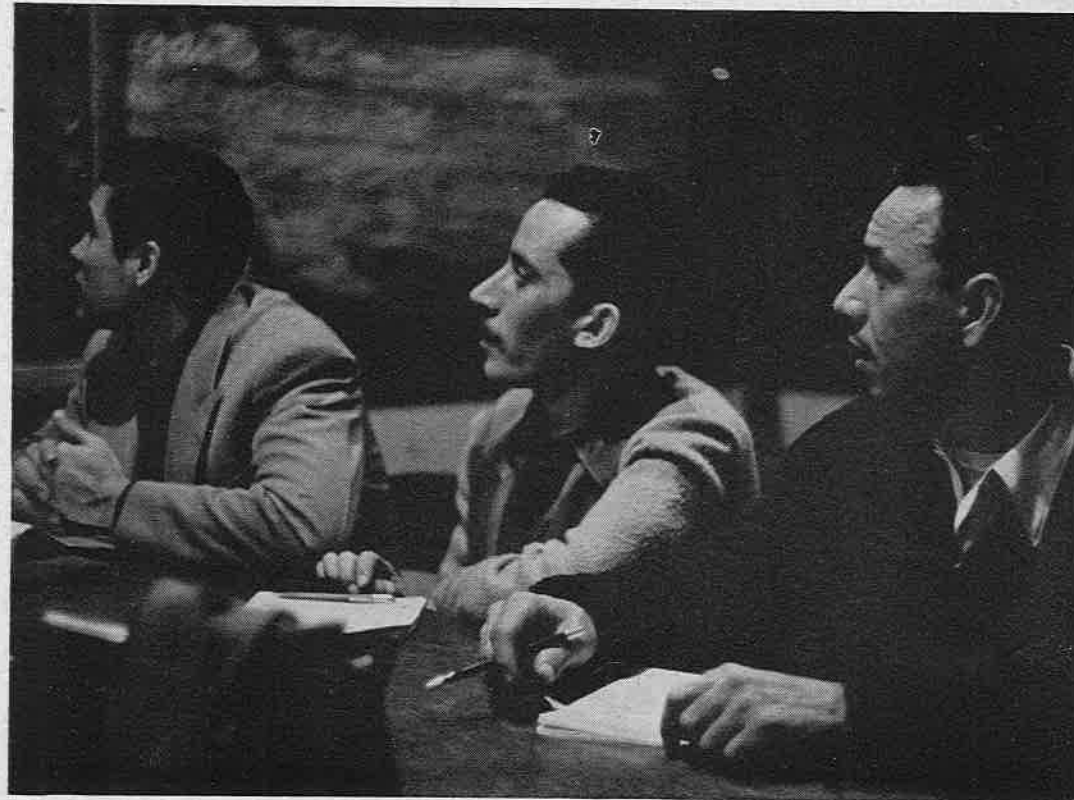
In Housing, the Chairman of the Committee was a lifetime proponent of better housing; real estate experts, housing agency officials and devoted lay members make up the Committee membership.

Staff members, each in charge of a Department related to these committees, guide and are guided by them. Not only do the working

committees provide leadership in the Commission's activities, they carry back into vital areas of the community the Commission's program. The part they play represents a new partnership between government and civic leaders.

MOVEMENT AND GROWTH

Melting Pot. The great strength and growth of Chicago is a result of its ability to absorb the "different" national and racial groups which have streamed to our city—and absorb them it has.



It has been 100 years since the Chicago Tribune asked, "Why do our police reports always average two representatives from 'Erin, the soft green isle of the ocean,' to one from almost any other inhabitable land of the earth?" Eighty years ago Chicago's German population was isolated in a neighborhood known scathingly as the "Nord Seite," and a provincial traveler suggested you could go there if you didn't mind fleas. Fifty-five years ago Jane Addams explained gently that "the charge of filthiness, so often made against Italians" could be attributed to their crushing existence "in the crowded tenement houses." Fifty years ago a Czech living in Chicago's "Praha" might never hear English spoken.

Native Sons. The problem of human relations in Chicago in those days centered about those recent immigrants. But all that has changed. The flow of immigrants from Europe ended in the 20's. Today Chicago is fast becoming a city of native-born Americans. Today our greatest change in population is represented by the migration from the South of thousands upon thousand of Negroes.

Chicago has grown to 3,620,962 people, according to the 1950 census—an increase of 6.6% over 1940. But the colored population has increased from 282,244 in 1940 to 509,512 in 1950—an increase of 80.5%. Chicago now has the second largest nonwhite population in the United States.

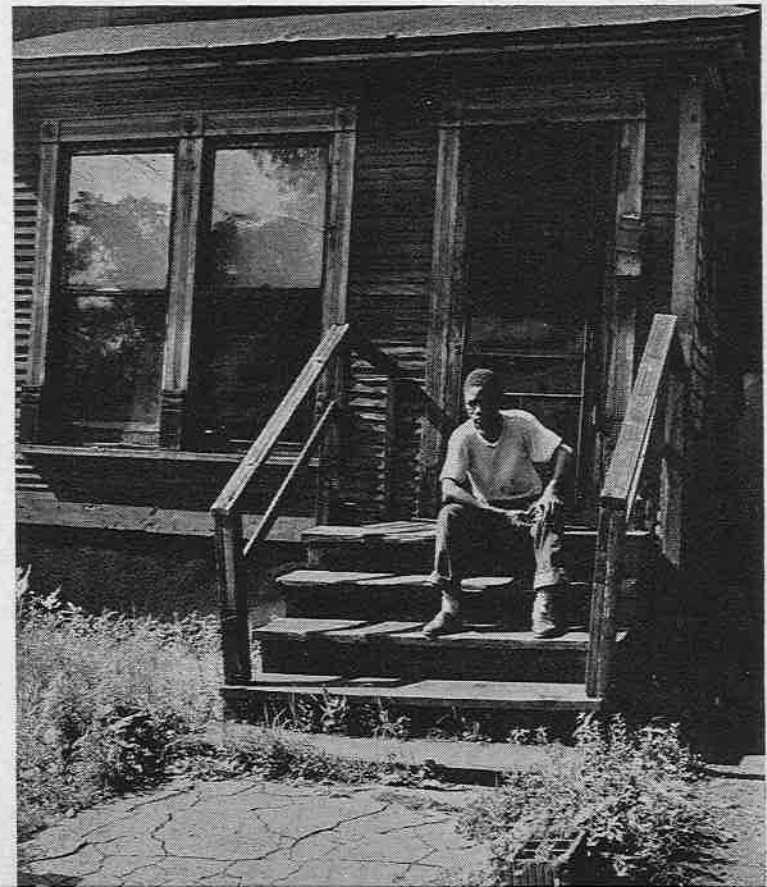
In addition, Chicago's Mexican American population has grown from around 15,000 in 1940 to 30,000 or more in 1950. The next great population change has been the increase of Japanese Americans from around 400 in 1940 to about 14,000 in 1951.

They Meet in Chicago There are no mysteries about the vast migration of Negroes from the South. Thousands of tenant farmers and agricultural workers have been displaced by new labor saving machinery and new farming methods in southern agriculture. At the same time, Chicago and other large cities have continued to expand their industrial and commercial capacity. In 1950, \$325,347,000 was invested to construct 104 new plants, expand 126 other plants and purchase 139 factories in Chicago. So the job hunting for the man and the man hunting for the job have met in Chicago—a perfectly normal process which has

been the base on which the great metropolitan area of Chicago has been built.

Within the city Chicago's Negro population during the past few years has continued to expand beyond the segregated "Black Belt." This movement has generally been in the older portions of the city or the newly settled peripheral areas. Large increases are shown in areas directly west of the Loop, south and southwest of the old "Black Belt," and on the edge of the city to the far south. The sharpest problems of human relations have risen over where these people shall live.

A PLACE TO LIVE



Houses Don't Grow. Again and again intergroup conflicts in Chicago have centered around the struggle for a roof and four walls. The inadequate housing supply and the prevailing patterns of segregation have prevented a normal, free market in housing. Almost since its inception the Commission has had as one of its basic concerns "adequate housing for all and the opportunity to obtain living space under sound standards of occupancy anywhere a person can afford to buy or rent."

Living space was decidedly short in 1947. At the Central Housing Registration Office, 175,000 applications were on file from veterans alone. Eighty percent of these families were living "doubled up." Since 70,000 other families were living doubled up even before the war, it was a good guess that Chicago needed at least 200,000 additional dwellings.

Housing was low in quality, as well as in quantity. Twenty-five thousand or more families were living under substandard and overcrowded conditions in structures already condemned or subject to condemnation. Tenement fires, most of them in the Negro community, tragically told of the terrible need for housing to take people out of the slums.

Private builders were building apartments renting for not less than \$70 to \$80 a month, and new homes were priced beyond the reach of those having the greatest need. Of the veterans registered at the Housing Center, only 15% could afford to pay more than \$60 a month rent. Surveys of the blighted areas indicated that only 6-8% of the people living there could afford a rent above \$60.

Seeds of Explosion. While the overall shortage of housing was extreme, for Negroes it seemed a crisis within a crisis, exaggerated by the artificial restriction upon the movement of Negroes out of the ghetto. Many short sighted people were determined to seal the lid on this boiling kettle until its contents exploded, and all chances of an orderly, natural dispersal of the nonwhite population might be lost. Years of agitation to maintain segregation had magnified the fears of white property owners. Each incident, no matter how small, carried the seeds of possible explosion.



Homes for the brave

For many a World War II veteran the only hope of getting a home in 1947 was through the Veterans' Temporary Housing Program of the Chicago Housing Authority. But there were some Chicagoans who opposed even that because under it all veterans, white and colored, would be treated alike.

Chicago had been rocked in 1946 by the violence that broke over the Airport Homes Veterans' Project on the southwest side of Chicago. As late as January of 1947 the two Negro veterans' families in the project needed help in getting normal milk and ice deliveries, and in February shots were fired through the windows of one of the flats by an unknown assailant.

Milk and Kindness. A friendly note was sounded by the milk company which began deliveries immediately after learning from the Commission of the difficulty, and sent a representative to reassure the families. The

dairy company continued to serve the families even though it meant the loss of fifty other customers in the community. Other neighborly gestures came from the local churches and the school, and from one of the men's church clubs.

Welcome Home. During the latter part of December 1946 the schedule for opening the rest of the Veterans' Temporary Projects was received from the Chicago Housing Authority. The next three projects, all on the far north side of the city, were made up of trailers.

A once antagonistic property owners' association on the North Side turned friendly. Determined to avoid a repetition of the Airport Homes violence in their community, they planned with the Commission a different kind of reception. A Welcoming Committee of association members, American Legionnaires, a Protestant minister, a Catholic priest, a rabbi, a college teacher and five business men prepared a neighborhood directory listing business places, churches, community facilities, to distribute to the veteran residents. When the tenants moved in on January 20, 1947, a "Welcome Trailer" gathered them in (Negro and white) for coffee, sandwiches, and doughnuts, served by the ladies of several local churches. The business of moving in proceeded smoothly. By February 1947, 107 veterans' families—8 of them Negro—were settled in North Park Court. The other trailer projects in the area—North Channel Court and Petersen Court—were opened in like manner without incident.

On May 22, 1947, Hanson Park Homes was opened with a canteen in one of the project units. A local baker contributed a cake with a "Welcome" in frosting, and a local pastor was on hand to greet the new tenants. By June the Negro families in LaFollette Park and Hanson Park were taking a happy part in community activities. The parents were invited to join the PTA; the children were invited to Sunday School; one girl had joined the Girl Scouts. The families praised the helpful police officers who made them feel secure and safe when false rumors of violence had sped through the community.

By the end of July, 1947, Sauganash, Ashburn, Hanson Park, LaFollette Park, and the three trailer projects had all been settled without distress of any kind.

Preparations for peace

Teamwork. The preparations made in these neighborhoods to avoid conflict have been repeated again and again. They form not only the pattern for teamwork among the various arms of the city government, but point the way to the all-important community organizations which must be developed if Chicago is to be a city of healthy communities. The Commission calls together all branches of city government to attack a specific problem in a local community.

An example of how this works was the meeting called at the request of the Commission on Human Relations on February 26, 1947, at Lewis Elementary School. Brought together were 3 district superintendents of schools, 9 principals, the Park District Area Supervisor, 3 public librarians, 2 police captains, the Executive Secretary of the Chicago Housing Authority and the Veterans' Housing Manager, the Director of the Commission on Human Relations and two of his staff. The purpose of the meeting was to provide the local city officials and their staffs with information about the Austin Veterans' Housing Project, to learn the general spirit of the community and to plan how to carry out the city's nondiscrimination housing policy.

The Executive Secretary of the Housing Authority presented the story of the Veterans' Temporary Housing Program; described what the Austin Project would be like; explained how veterans would be chosen from the top of the list of applicants without regard to their race or creed; advised when the first families would move in; and estimated how many school-age children there would be.

Rumors Aired. Community rumors were aired and answered. School teachers and police officers had been frequently asked how many Negroes would be in the project—probably because of a petition which was being circulated protesting the "assignment of 40% of the units to Negro families." This rumor and others were scotched, questions were answered, and knowledge of the community was pooled. When it was reported that children and parents were disgruntled because the project covered space previously used for baseball diamonds and athletic fields, one of the school officials volunteered to request that the Board of Education provide additional baseball diamonds on other parts of its property.

In this family meeting and others plans were worked out for combatting dangerous attitudes in the community. Schools took up in their civics classes problems of housing, and politics and civil rights; librarians carried out constructive programs with both children and adult education groups; police prepared for whatever protection against disorder was necessary.

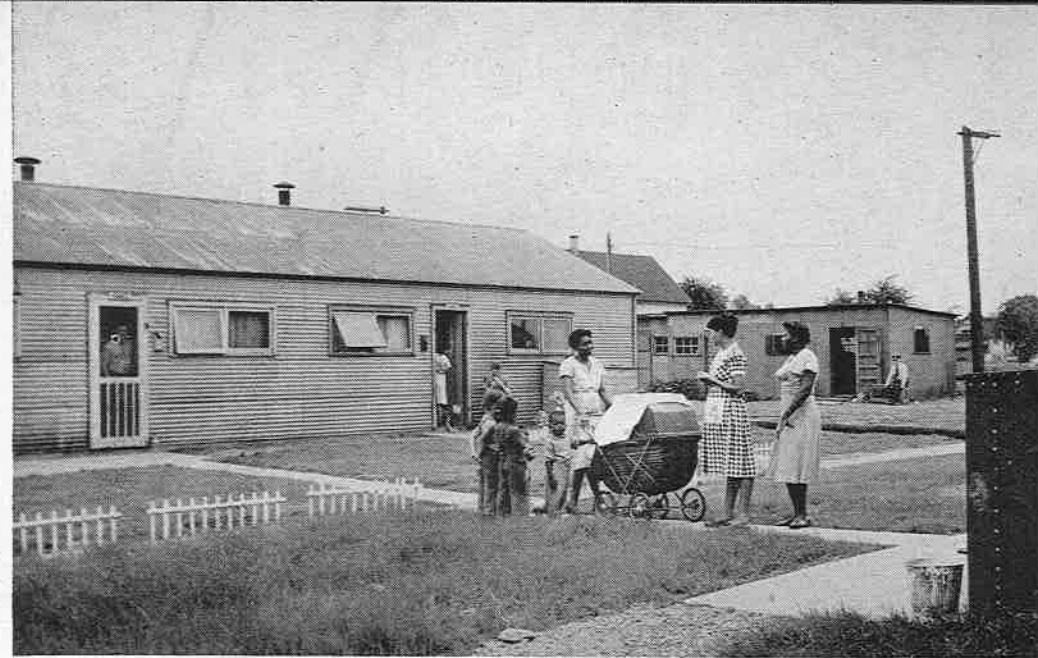
Good Will. Reaching out from the City Family Meetings, the Commission sought the participation of local churches, business men, PTA groups, and American Legion, Veterans of Foreign Wars, and other civic organizations. Devoted and able local leadership often uncovered vast resources of good will and community spirit, and the capacity to solve local problems.

Fernwood

While North Town and Austin received veteran residents peacefully, Fernwood, on the southwest side of Chicago, seemed set to do otherwise. For four and one half months before the Fernwood Park project opened in August 1947 an effort was made to achieve community understanding. Discussions with local civic organizations, meetings with the "improvement association," formation of a Good Will Council, action of the City Family—all failed to ensure peace. Fernwood became the locale of the most dangerous anti-racial disturbance Chicago had met since 1919, and the greatest test of law enforcement.

Bad Will Toward Men. The nondiscriminatory policy of the Chicago Housing Authority as it would apply to this 87-unit project was the subject of bitter feeling in the local community. Rumors that violence would occur if Negroes moved into the project were rife. The Commission reported this situation to the Mayor and stressed the need for strong police protection.

When the first families began to move in early on the morning of August 12, with a small police guard present, groups of people began to gather around the project but none of the white or Negro tenants were molested. The entire day and evening passed without any physical vio-



lence. The only verbal antagonism was directed against a canteen which had been established by a "Community Good Will Council" organized for the purpose of welcoming residents of the project.

All through the following day police maintained control of traffic in and out of the project. About 8:00 P.M. people began to gather. The crowd milled around the sidewalk but was prevented from coming into the project area. In an apparent effort to draw police away from the project, the crowd moved on to heavily travelled Halsted Street.

Sticks and Stones. Additional police arrived and unsnarled traffic, and the crowd again surged toward the project, setting several fires in the prairie. Police forcibly pushed this gathering back to the street, two lieutenants being struck by rocks. The density of the mob made it difficult to identify individual rock-throwers.

At the same time a crowd of several hundred people gathered at the north end of the project, but a cordon of police reinforced by several squad cars prevented their entrance.

The crowd, frustrated in its attempt to reach the project, surged north on Halsted Street and began stoning passing Negro motorists. To

meet this situation police diverted north-south traffic to Green Street, one block west of Halsted. The mob being dispersed on Halsted moved across the open prairie and continued stoning Negro-occupied cars in the traffic jam which occurred. This continued until 1:30 A.M. when most of the rioters had been dispersed.

Tensions grew in the Negro community as smashed cars with injured passengers returned from Fernwood.

Roaming Gangs. The next two nights saw more stoning of the project, the smashing of cars and beating of occupants. As the assaults continued, only partly checked by police action, several retaliatory attacks were reported of Negroes against white people passing through or near Negro communities. The breaking up of the crowd at Fernwood left roaming gangs assaulting any Negro who came into view over an area extending as far as a mile in every direction from the project. Police communications were taxed to the breaking point. Outbreaks were reported by motorcycle couriers, and observers for the Commission. Upward of 1,000 police officers finally began bringing the situation under control by making 22 arrests on the 14th and 99 arrests on the night of the 15th.

No exact figures were available as to the number of persons injured, but more than 60 lawsuits were filed against the City of Chicago for damages suffered during the rioting.

Throughout these disturbances the Commission had urged that the crowds be not allowed to gather. As the crowds grew larger dispersal became more and more difficult without an overwhelming display of police force. By the time such a force was finally assembled, only mass arrests prevented an even wider spread of conflict. Few Chicagoans know how close to the disaster of unrestrained rioting the city stood during those trying nights. In several parts of the city the smashed-up cars of Negroes stood in the streets for thousands to see—an embittering picture of blind hate. At 3:30 A.M., on August 14, the Director of the Commission was informed that two badly smashed automobiles were at a south side gas station. One car held the driver's injured wife and two children. As other Negro drivers gathered and stood looking at the cars and hearing the events of the night, they grimly planned to move in a body to meet violence with violence. In other parts of the Negro community plans

were suggested for putting the smashed cars on parade with signs urging an armed expedition to Fernwood. Many Negroes felt the police had failed to protect the helpless drivers and occupants of the cars.

The Commission's system of observers brought this movement to the attention of the Commission in time to allow a leading and respected south side clergyman to reach the gathering group and assure them that the police had gained control of the situation. Thus, they were dissuaded from taking matters into their own hands. The City should regard with eternal gratitude the restraint that kept these misguided plans from developing.

Another calming influence came from the calling together of all civic organizations that could be reached by the Commission on Human Relations and the Council Against Discrimination. They helped to "quarantine" the infected area of the city. What was going on and what was being done about it was carefully explained. People were asked to keep away from Fernwood. They were asked to squelch rumors. They were asked to act constructively.

THE POLICE BEGIN TO PLAN

The Fernwood incident was over and Negro veterans and their families have continued to live in this project with all police details long since removed, but other dangers lay ahead for the city. What about emergency procedures for gathering police strength quickly? And what about dispersal of crowds before they become mobs?

One of the encouraging results of Fernwood was the emergence of several individual police officers in secondary command positions who demonstrated their grasp of the full implications of these disturbances as well as an understanding of the oft urged remedy of crowd dispersal. There were police districts in which commanding officers met the threat of crowd demonstrations with a healthy regard for the lessons learned at Fernwood. The Police Department, recognizing the need for tighter organization began to plan.

In March 1948, plans were announced for a long-range reorganization of the Department. Following this reorganization there came in April 1948 the creation of a Human Relations Section under the Deputy

Commissioner for Staff Services directed to 1) study racial, national and religious group problems, 2) maintain liaison with these groups, 3) coordinate Human Relations activity of the Department, 4) develop a Human Relations program, and 5) coordinate police activity with civic and social agencies.

Pulse of the City. In May 1948 a circular order was issued by the Commissioner of Police which required each of the district stations to forward complete reports of all incidents of friction involving race, religion, or nationality. The Human Relations Section began to keep a permanent record of all such incidents as well as locations in the city which required the presence of police officers to prevent unlawful acts. The day-to-day relationship established between the Human Relations Police Section and the Commission, by means of which all incidents coming to the attention of either are relayed to the other, has proved extremely helpful and the main way the pulse of the city is recorded.

The Department's new plans for quick mobilization of men and equipment in time of emergency were put into effect in July 1948. The first trial run of Plan Five brought a total of 27 cars to a given point in less than fifteen minutes. Even better results were achieved later. In 1949 a Police Emergency Regiment for use in crisis situations was established. Composed of four battalions of 660 men, drawn wherever possible from younger personnel and with a total of 12 vehicles for each group, the regiment can be assembled at relatively short notice.

The problem of being able to assemble sufficient force was apparently met. Still to be hammered out by trial and occasional error were the questions of whether 1) the call for such forces would be made in time, and 2) the gathering force would be put to effective use in the crucial matter of crowd dispersal.

The answer to these questions was to be found in the laboratory of the streets during the incidents yet to come.

Peaceful Change. Another story was unfolding which, in the concern over violence, was left practically untold. This was the story of peaceful movement. Thousands of families moved out of ghetto areas without incident of any sort. Violence was not only the exception, it was a rare exception. An estimated 20,000 to 25,000 Negro families have moved



into hitherto all-white areas with relatively little disturbance. The figures in the chart (page 12), when compared with the shift in population appear almost insignificant. And what violence did occur was primarily concentrated in a few communities. However, for a democracy the only irreducible figure of such attacks is "zero."

Decline in violence

Here is the story of what was done to bring about the decline by approximately 50% of hit-and-run attacks against property.

“Lighthouse System.” One of the first tasks was to learn what was happening; or better still, to learn about it before it happened. And here Mr. Citizen played his part. The corner storekeeper and the clergyman, the settlement worker and the union member, the P.T.A. mother and the newspaper reporter—these and many more became a part of the Commission’s “lighthouse system.” “Report it to the Commission,” was the first-aid treatment prescribed for communities suffering from tension or talk of tension, incident or rumor of incident.

The following is the Commission’s record of hit-and-run attacks occurring in Chicago surrounding the movement (either actual, potential or rumored) of non-white families into these communities:

	1948	1949	1950	1951
Bombings	2	0	0	2
Arson	15	8	11	4
Attempted Arson	15	8	3	3
Stonings	35	24	18	22
Malicious Mischief	11	16	9	11
Total Attacks Against Property	78	56	41	42

The Commission’s staff went to work on all these calls. Anything requiring police attention was immediately relayed to the proper officials. Rumors were carefully checked, traced to the source, and where unfounded, accurate information was substituted for fancy and exaggeration. Where the problem did not yet require police action Commission staff members went to work to see to it that it never became one which did.

To know where and when a new family was moving into a new community was in most instances enough to prevent trouble. As the



interest of the Commission in this problem became known, as trust of its good intentions coupled with good sense grew more and more, such information was channelled into the Commission offices and to the Police Department. An evaluation was made of each potential difficulty and a recommendation made for the kind of police action deemed necessary. Depending on the degree of tension expected, these arrangements would vary from spot checks by cruising squad cars to the placing of one or more uniformed men in a fixed detail around the clock for as long as necessary.

Incidents Occurred. But this was not always enough. Incidents sometimes occurred despite the presence of police details. Complaints were received about the attitudes of individual officers. There was a need for some overall approach to the problem of insuring effective and impartial police action. Never in its recent history had the Department encountered the extent of human relations difficulties that were facing it and that would continue to face it more and more in the years ahead. There was a new concern abroad in the city. Citizens' organizations and the press were sharply critical upon occasion, and the ever present fear of retaliation that would bring disaster to Negro and white citizens alike stalked behind each incident of ineffective law enforcement.

Very early the Commission had recommended an in-service police training program in human relations. The Park District Police instituted such a program in 1946, but the city program was still several years away. In the meantime, there was work to be done. There was need for alertness and imagination to do the best with what we had.

The first answer was as it should have been—discipline. Where a rock was thrown or a fire set and the assigned officer was not found at his post, suspension followed. This helped. But why were the attacks occurring?

Looking For A Reason. A pattern began to emerge. A given district needed extra men. Commanding officers of adjacent districts were called upon to send one, two, or perhaps five of their own command. It would take a Captain of rare indifference to the problems of his own primary area of responsibility not to answer such a request by sending those men whom he would miss the least. The result was that the operation in the troublesome area tended to be handed to men who were the least competent in their regular assignments.

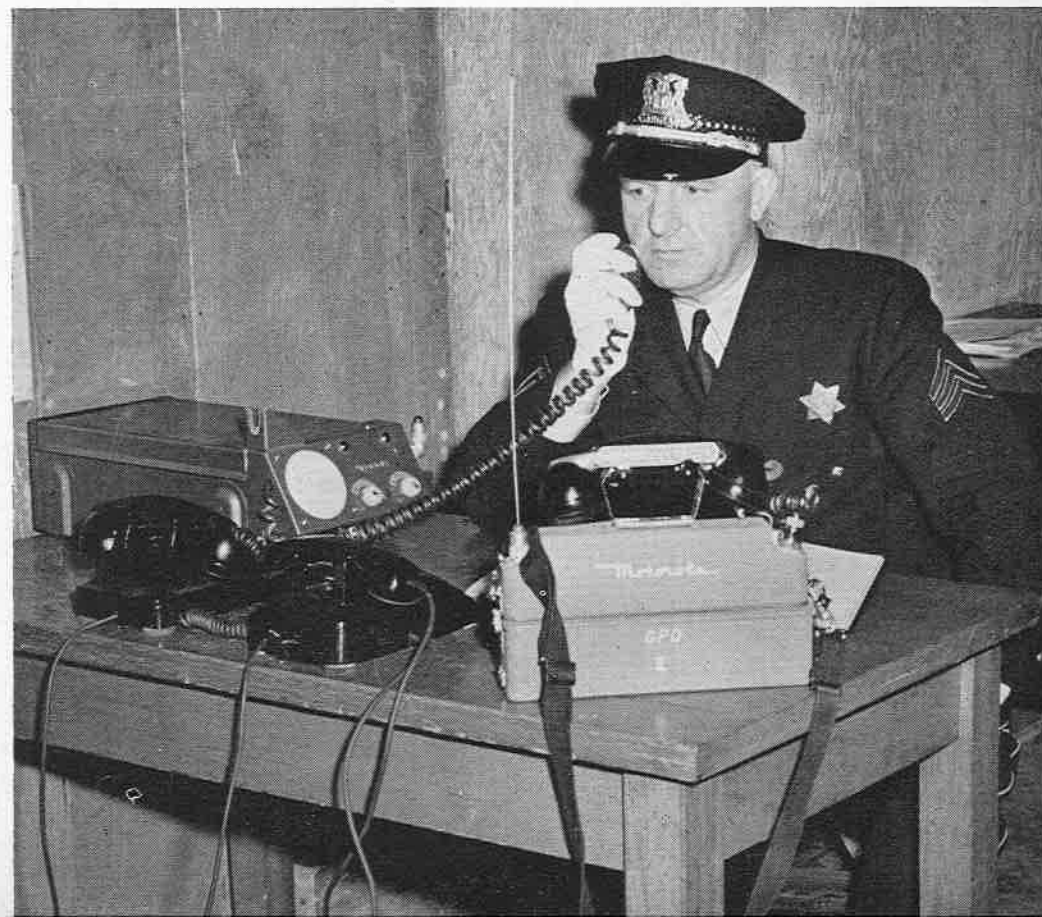
This entire matter was resolved after a series of discussions with police officials and the Mayor by an order issued by the Commissioner of Police on January 11, 1949. This limited the tour of duty of any one man at any given time. Men given these outside district assignments knew they would take turns as part of their regular duties and would be relieved after a given period.

There was a lesson learned here. A good policeman tends to be good at human relations problems. A bad policeman shows up at his worst in

human relations situations. Poor performance is not always attributable to bigotry.

Crime and Punishment. Apprehension and prosecution have contributed to cutting down these attacks. This has served notice that there is no more immunity from punishment for this type of crime than for any other.

Sometimes long and patient work is necessary. A fire was set during the night of April 20, 1948, in an apartment that was to be occupied the following day by a Negro family. The public forgot about the case in the months that followed, but not so with the Police Department's arson squad. Almost a year to the day later a 19-year-old boy was picked up who confessed he had been hired to set the fire. A conviction followed prosecution, with the court ordering restitution of damages to the family.



Human Relations Aspects of police personnel

In proportion to its population and geographical area Chicago has not had a sufficient number of policemen for adequate protection and law enforcement. New York, for example, with a population of 7,450,000 has a force of 17,000 policemen to cover an area of approximately 300 square miles. In contrast, Chicago with a population of 3,400,000 has less than 7,000 police for an area of 213 square miles. The Commission and citizens' organizations have repeatedly supported the Police Department's request for an increase in the number of officers.

Badges Without Bias. The total number of Negro police officers on permanent Civil Service in the Police Department in 1945 was 122. Since that time the number has risen to 238. That figure is not proportionate to the percentage of Negroes in the population, but the increase of permanently assigned Negro officers during a period when the total number of officers actually declined is evidence of hiring on merit without regard to race or ethnic background. The first Mexican American to be appointed to the force was among a recent group of recruits.

The Park District Police Force with no Negro officers in 1945 had 49 in 1952. Two of nine police women were Negroes.

The Commission was not in support of a quota of Negroes in proportion to the population. The Commission was concerned only that equality of opportunity be guaranteed by a policy of fair hiring and promotion. While urging this policy the Commission recommended that notices of Civil Service examinations be advertised in all principal metropolitan newspapers and that qualified individuals of all groups be urged to take these examinations.

The Commission had recommended the placement of qualified officers without regard to race in all divisions and sections of the Department. Early in 1948 the first Negro officer of the Chicago Police Department was assigned to traffic duty in the Loop area. The prediction of the difficulties such assignments might entail were proved completely without



foundation. Such assignments have become a routine practice. In 1947 only 14 police districts had Negroes on their rosters. By the end of 1951, 24 out of the 38 districts were so staffed, including several districts with little or no nonwhite population. There are Negro officers in the specialized units of the Department, including 22 in the Detective Bureau, 17 in the Traffic Division, and in other operations including Crime Prevention. There is a Negro police surgeon, movie censor, and telephone operator. Negro officers are assigned to all four districts of the Park Police. In hiring and promotion examinations the Civil Service Commission has included questions designed to test the ability to deal adequately with human relations aspects of police problems.



BUILDING BLOCKS

The problems caused by the over-all housing shortage could not be finally solved without an over-all building program. At the beginning of 1947 the Commission on Human Relations was inquiring into how it could function most effectively in coordinating the efforts of various interested groups behind a specific and definite housing program. To this end the Commission joined with 17 major city-wide organizations to devise and propose a program to the Mayor's Emergency Housing Committee.

This program called for: 1) starting the construction during 1947 on land then vacant of 15,000 housing units to rent from \$20 to \$60 a month; 2) bonding the city for \$20,000,000 to build these units; 3) obtaining a grant in aid of \$50,000,000 from the State of Illinois for this construction; and 4) securing aid from the Federal Government by loans and funds for low-rent public housing.

The program stipulated that the occupants of the housing thus created should be selected with the following priority: 1) veterans' families in emergency situations; 2) families living in overcrowded conditions in condemned buildings; 3) families living in slum areas in the process of clearance and redevelopment; 4) veterans' families not faced with an emergency, but needing housing. This housing was to be open without restriction to all the families in these categories.

Such a program became all the more imperative on July 2, 1947, when Governor Green signed the slum clearance bill, making state funds available to match local funds for the acquisition of blighted areas, which were then to be sold to private developers on a write-down basis. Local land clearance commissions were to be created to purchase and clear the property to be resold. To take advantage of this Act, housing on vacant land was needed to relocate the families whose homes would be torn down. The State Act embodied a prohibition against racial restrictions which states that "no deed of conveyance either by the [Land Clearance] Commission or any subsequent owner, shall contain a covenant running with the land or other provisions prohibiting occupancy of the premises by any person because of race, creed, or color."

These steps were taken:—A housing and redevelopment coordinator was appointed by the Mayor.—A Land Clearance Commission was set up; its members and staff appointed.—The housing and redevelopment bond issues were approved by the voters after a strenuous



educational campaign.—The enabling legislation and the bond issues were approved by the courts.—The Chicago Dwellings Association (a civic non-profit corporation) was set up and its members appointed.



Integration

Supreme Court Ruling. On May 3, 1948 the United States Supreme Court ruled that race restrictive covenants could not be enforced in the courts. This created a wholly new situation allowing for the development of a free housing market by removing the last legal sanctions for residential segregation. In the light of this decision the Commission formalized its over-all policy relative to living space and submitted it to Mayor Kennelly on June 29.

The policy as it related to private operations where no public funds were involved set goals to guide the staff in its consultative work with realty groups, property owners' associations, and community organizations. It sought to: 1) avoid the physical extension of the present ghetto; 2) avoid the creation of new ghettos as in the clustering of minorities; 3) set occupancy policies free from racial, religious and ethnic restrictions



in any redevelopment or new development on vacant land; 4) protect communities and real estate purchasers from exploitation and overcrowding by strict enforcement of City Codes and by occupancy standards agreements.

A second phase of the Commission's policy had to do with the city's slum clearance and redevelopment program. With several city agencies involved in this program, the Commission saw the need of an official city policy of nondiscrimination and nonsegregation.

For *relocation housing* it recommended that there be site selection that would avoid extending the present ghetto or creating new ones; that instead, it open up new areas on vacant land throughout the city where low-income families displaced from slum clearance areas may live, regardless of race, creed or ethnic origin, without segregation. It recommended the continuation of the nondiscrimination policy of the Chicago Housing Authority in the selection of tenants.

For *redevelopment projects*, privately built on sites cleared with public funds and having no income restrictions, it recommended avoiding the exclusion or segregation of any group in the selection of tenants.

In the *projects for middle-income families* built by the Non-Profit Corporation on land acquired by the Chicago Housing Authority, it recommended again selection of sites to avoid a ghetto pattern, and a nonsegregated selection of tenants.

On August 23, 1948 a public hearing was held on the selection of nine sites by the Chicago Housing Authority for relocation housing authorized under the state legislation and a city bond issue. The Chairman of the Commission on Human Relations spoke for the Commission. "Six of the proposed nine sites," he said, "represent total or partial conformance to the principles of human relations which the Commission has recommended for adoption as official city policy. The other three areas do not so conform, but the Commission feels that the selection of the nine sites as a package would represent a decided gain in the direction of the above principles and therefore recommends that the package be approved."

As each relocation project has been occupied, the local city officials have gathered together and planned for it in the community. When a site was in a predominantly Catholic neighborhood, Cardinal Stritch assured the Commission of the full cooperation of the Chancery Office in dealing with its problems, and Bishop Sheil stated that the CYO would initiate recreational programs in such areas.

No disorders or serious difficulty has arisen around the settlement of any relocation project.

The 1949 Housing Act, enacted by the 81st Congress, gave substance to the hope that an adequate approach to meeting our housing needs could be made. On September 15, 1949, the Commission's Housing Committee met in joint session with representatives of the Chicago Housing Authority, the Land Clearance Commission, Chicago Dwellings Association, the Chicago Plan Commission, and the Office of the Housing and Redevelopment Coordinator, to discuss steps being taken to implement the Act. The meetings were continued and the Commission subsequently entered into discussion with the Land Clearance Commission to inquire into its policy with regard to segregation, and to present the Commission's policy. The first privately built Land Clearance project, the New York Life development on South Parkway, conforms to this policy. The contract between the New York Life Insurance Company and the Chicago Land Clearance Commission for this largest housing development in Chicago stipulates that there shall be no discrimination or segregation based upon race, creed, color or national origin.

On March 18, 1949 the Chicago Dwellings Association adopted a policy of nondiscrimination to apply to all of its housing. The method of tenant selection will be the same as that followed by the Chicago Housing Authority—nondiscriminatory.

10,000 Housing Units. Early in February of 1950, members of the Commission and its Housing Committee visited the sites recommended by the Chicago Housing Authority on which 10,000 public housing dwelling units were planned. On February 27 the Chairman of the Commission made a statement before the City Council urging the acceptance of the sites. Under the 1949 Housing Act twelve projects to be built by the Chicago Housing Authority with federal aid have been approved by the City Council and the Public Housing Administration.

In the five years of 1947-1951, 51,058 dwelling units were constructed in Chicago—1,977 of which were public housing.

Homes and People. Chicago's record of building has compared unfavorably with that of other large cities. During the years 1947-1951 the Commission on Human Relations worked for specific federal, state and local legislation which would help Chicago meet its housing problem



with an adequate building program. No step in a satisfactory housing program could be taken without facing squarely the problem of human relations. This problem was shown to be soluble and the Commission called upon the church, business, veterans, labor and civic groups to back the program that would:

- Secure more houses for the people of Chicago.
- Clear the slums.
- Develop a community where men of all races, creeds and ancestries may live together in peace and neighborliness.

THE TURNING POINT FOR LAW AND ORDER

Again the sinister shuffling of a mob and the ugly sounds of hate were to threaten the peace of the city before the method of dealing with such things became an efficient police operation.

St. Lawrence Street disturbance

During the late afternoon of July 25, 1949 a Negro family occupied a recently purchased two-flat building in the 7100 block on South St. Lawrence, the first Negroes to move south of 71st Street in this area. A crowd of people began to gather and fire was set to two mattresses being unloaded from the moving van. Police were called and a detail was left to guard the home. Toward evening the crowd grew in size and hostility. Firebrands, stones and bottles were thrown through the windows until 1:30 A.M. when police reinforcements succeeded in moving the crowd out of throwing range.

During the following day about 200 people loitered around the home. By evening police had established barricades against motor and pedestrian traffic for one full block in each direction. Community residents and curiosity seekers began crowding up at the barricades. One group of teenagers carrying a sign reading, "We don't want Niggers in our neighborhood," began to stop traffic. Motorists were required to agree with the sentiments on the sign before being permitted to continue on their way.

With the Commission stressing the dangers this situation could produce if unchecked, vigorous police action was taken to clear the area. Although three cars containing Negroes were reported stoned as they drove along nearby 71st Street, the clearing of the crowd of some 1,500 to 2,000 persons brought the demonstration to an end. No gathering was permitted nor did any occur on the following nights.

Trouble on Peoria Street

On the night of November 8, 1949, an officer of the Warehouse and Distribution Workers' Union had a gathering of 16 shop stewards of his union in his recently purchased home in the 5600 block on South Peoria Street. Eight of the guests were Negroes. The owner of the house was Jewish. During the course of the evening about 50 people gathered in front of the house protesting the presence of Negroes. Police were called and escorted the guests out safely leaving a police detail behind. The following evening a crowd of about 75 persons gathered in front of the house. The record shows a specific Commission warning as to what would occur if immediate dispersal was not achieved. The suggestion went unheeded on the oft-heard grounds that the people who had gathered were "not doing anything." A little later rocks were thrown and windows broken and the crowd which had grown to about 200 persons applauded and cheered. Most of those gathered on the street appeared to believe that Negroes had purchased or were occupying the house. Police reinforcements pushed the crowd out of throwing range.

Religious Prejudice Enters. By Thursday night, November 10, the crowd, now about 400 people, had learned the home owner was Jewish, and about 8:30 P.M. the crowd moved menacingly toward the house shouting, "Let's get them out," "Burn the house," "Dirty kikes," etc. Police held the line while a barrage of rocks flew overhead. Police reinforcements moved the gathering back out of throwing range.

A different type of activity developed when groups of young men, 19-25, apparently well known by most of those present, began to move around the periphery of the crowd, seeking "outsiders" who had come into the area to express sympathy with those in the house under siege. In some instances these outside groups were politically inspired left-wingers and in some they were merely students from the University who had come to see a "race riot." Both groups were assaulted whenever identified.

Barricades Not Enough. The night of Friday November 11 marked the peak of the violence. Police had thrown up barricades for a block in each direction. Early in the evening groups began to gather on the periphery of the blockaded area where upwards of 2,000 people moved about. Others had pressed within the blockade near the house. The house itself had almost become the safest place in the city, but the pattern of roving gangs and subsequent assaults became more widespread. Several police officers were hurt in these individual fracas. More than 200 police were brought into the area and twenty-seven arrests were made. All bars in the area were ordered closed.

It was about 3:00 A.M. before some degree of order was restored.

On Saturday night, an overwhelming police concentration was sent into the area. Orders were to prevent any gathering. Police encountered some difficulty at several points and made twenty-three arrests during the course of the evening, but it was early Sunday morning before the final suppression of violence.

Dispersal As A Policy. Sharpest criticism of police operations yet expressed occurred around the handling of this incident. While some of the criticism was leftist inspired, much of it was a substantial and vigorous protest from responsible quarters. Partiality and bigotry had been shown by individual officers. While this was deplorable and led sometimes to inexcusable conduct, the basic problem still appeared to

be one of police tactics. And still the key to the question of tactics was the matter of *dispersal as a policy*. It was the winning of this issue that marked the Peoria Street incident as a turning point in the maintenance of law and order. The issue was no longer posed in terms of discrimination and segregation but whether law and order would prevail.

The Anatomy of a Mob

Not For Fun. The Commission had frequently pointed out, and many police officers long understood, the difference between crowds at a fire or watching a parade and a group, no matter how small, assembled to express its antagonism against a person or his property because of his race, creed or national origin. Whenever such a group gathers it develops its own anti-racial emotional steam, which rises toward the explosive point as the crowd grows. Uncontrollable emotions of fear, hatred, aggression are stirred up and turn hitherto *law-abiding* people into dangerous, hostile individuals, capable of committing gross and vicious anti-social acts. Such a gathering makes possible the rise to leadership of the most violent persons. Such a crowd always attracts the unrestrained, the undisciplined individuals in all communities. These young people, organized in gangs, grow more fearless as the mob increases. They become contemptuous of the police, and because of their emotional immaturity are the first to resort to violence.



Out of Hand. When the crowd is allowed to grow it finally becomes so large that the police, no matter how strong, are unable to maintain order. They may be able to defend a given person, a home or series of houses, or even a number of streets from a crowd gathered to express its antagonism. But, frustrated by not being able to get at the object of its hatred, parts of the crowd will turn toward other scapegoats upon whom their pent-up fury and aggression may be directed. Attacks will be made on innocent persons driving by in automobiles or riding on streetcars, on passers-by on the sidewalks or in the stores, simply because of their racial or religious background.

When this activity starts, general rioting has begun. It spreads rapidly over wider and wider areas, moving so fast that police forces cannot keep up with it. Wild rumors begin to fly in adjacent communities. The idea of retaliation enters. Whenever acts of retaliation start the city is faced with the imminent possibility of a general race riot.

"Not Doing Anything." Such a group must never be allowed to gather. Individuals first making up such a group even though they appear to be law-abiding and are "not doing anything" present a clear and present danger to a breach of the peace and should be confronted with a sufficient show of force, and ordered to disperse.



It was shown that whenever the police dispersed such a group in the very beginning no violence developed, no large number of police were needed, and few, if any, arrests were necessary. It became quite apparent that where a policy of immediate dispersal was not followed, it always had to be applied eventually in the face of the increasing violence of the mob and the rising danger of a general race riot. Dispersal at this point required more police and more arrests.

Mayor Kennelly orders policy of dispersal

Yes, the Peoria Street disturbances marked the turning point out of which came the clear statement of dispersal as a policy. In a conference on November 16, 1949, held by Commissioners and staff members of the Commission with Mayor Kennelly and top police officials, the Mayor made it clear that the police should disperse any and all such groups, and he instructed the Department to work out procedures necessary for carrying out such a policy.

The commitment was made public in a statement issued by the Mayor on November 30, 1949, in which he said:

"Police have definite orders to disperse any crowd gathering for the purpose of harassing citizens or to do anything which would disturb order in the community.

"All government agencies have been sent a copy of this communication and directed to act accordingly. The Police Department particularly had been alerted."

That statement was needed. The need for immediate dispersal was thus recognized and enunciated as the policy of the city. And the Police Department went about the task of implementing those instructions. The first step was a circular order issued by former Commissioner of Police John Prendergast on December 2, 1949, to all commanding officers giving the step-by-step procedure by which this policy would be carried out.

A Call In Time. The first step was carried out by then Deputy Commissioner for Field Services Timothy O'Connor, whose subsequent appointment as Commissioner of Police was hailed as a guarantee of effective and impartial handling of human relations situations. A series

of meetings was held with all commanding officers in which the Deputy Commissioner elaborated on the order, emphasizing the importance of prompt and effective action.

One of the most difficult things to effect in an organization is the reversal of a traditional notion. But that is what happened during this period. The outdated local pride which too often resulted in reluctance to call for outside help was replaced by a pride in having been alert enough to call for such help in anticipation of need, and thereby forestalling unhappy and unnecessary consequences. As one Captain was reported to have put it to his men:

"Nobody will ever say a word to the man who calls for more help than is needed. But God help the man who doesn't call for enough."

Human Relations Training for police officers

But there was need for classroom education, too. One of the earliest recommendations ever made by the Commission was for an in-service training program in Human Relations for police officers.

The Chicago Park District Police had paved the way with its program in 1946. Professor Joseph D. Lohman of the University of Chicago was given responsibility for developing the course out of a series of conferences with supervisory personnel, and it was used in a force-wide in-service training program.

The City Police had begun parts of the program in 1949, with human relations training for a group of recruits with material presented by the Training Division of the Department. That same year Human Relations was included in a refresher course for all Lieutenants and in a course of instruction for men from whom a group of 80 juvenile officers were to be selected.

Early in 1950, Deputy Commissioner O'Connor informed the Commission that the Mayor had given instructions for beginning a Human Relations training program for supervisory officers at the earliest possible date and requested the aid of the Commission. In a series of conferences it was agreed that Mr. Lohman would be invited to present the program. This program included all Captains and Lieutenants and followed an intensive training series on riot control which addressed itself to problems and techniques of a tactical and organizational nature.

The Human Relations part of the program consisted of three, two-hour sessions with each group and covered such topics as: The Background of Racial and Religious Tension; The Facts About Race; The Role of the Police Officer; and The Law and Administrative Controls as They Affect Human Relations. An additional two-hour session with each group was held at the end of this program, by the Commission itself. These sessions, perhaps best described as administrative conferences, were devoted to explaining the functions of the Commission and its relationship to the Police Department, followed by an exploration of mutual lines of cooperation.

A series of similar discussions on the work of the Commission and the problems on which the Commission and the Police Department work cooperatively was held with all Sergeants of the Department beginning in July 1950. Materials also presented at that time included information on Movements of Population To and Within the City, The Handling of Crowds, and discussion of the State Civil Rights Laws.

What Can Police Training Accomplish? Training alone is not a panacea. The program was not designed to deal with the individual prejudices of a given officer, although it should inevitably result in neutralizing such prejudices as a factor in performance. It is designed principally to deal with what the officer actually does when on duty.

The Commission urged and supported the kind of training that would provide officers with a background of information and equip them with techniques to do a professional law enforcement job in the handling of conflict situations between members of the various ethnic, religious and racial groups that make up the population of the city.

Seeing results

It was not long before the first test of the new approach to handling these incidents. At about 8:00 P.M. on Sunday evening, April 16, 1950, an accident occurred at 63rd and Carpenter involving two automobiles, one driven by a Negro woman, and the other occupied by a white couple. The occupants of both automobiles reportedly settled matters amicably between themselves. However, a crowd quickly gathered, tension rose, and fighting began among the bystanders. The area around 63rd and Carpenter is heavily mixed and sides were quickly taken along racial lines.

Quiet in 20 Minutes. Police officers arriving on the scene immediately put in a call for reinforcements. From then on the operation was handled so swiftly and so effectively that Commission representatives arriving only twenty minutes later found the street completely clear. The crowd had been dispersed, the injured removed, and police officers were patrolling given areas along the street. There was no group of police standing in any one place, and to the ordinary passer-by there appeared to be almost nothing out of the ordinary to attract his attention to the scene.

The Department was almost universally congratulated on the effective job. The men themselves openly expressed professional pride in the way in which the situation was handled. They found that the policy of dispersal and the theories of the classroom actually worked on the streets, and that was to bode well for future situations.

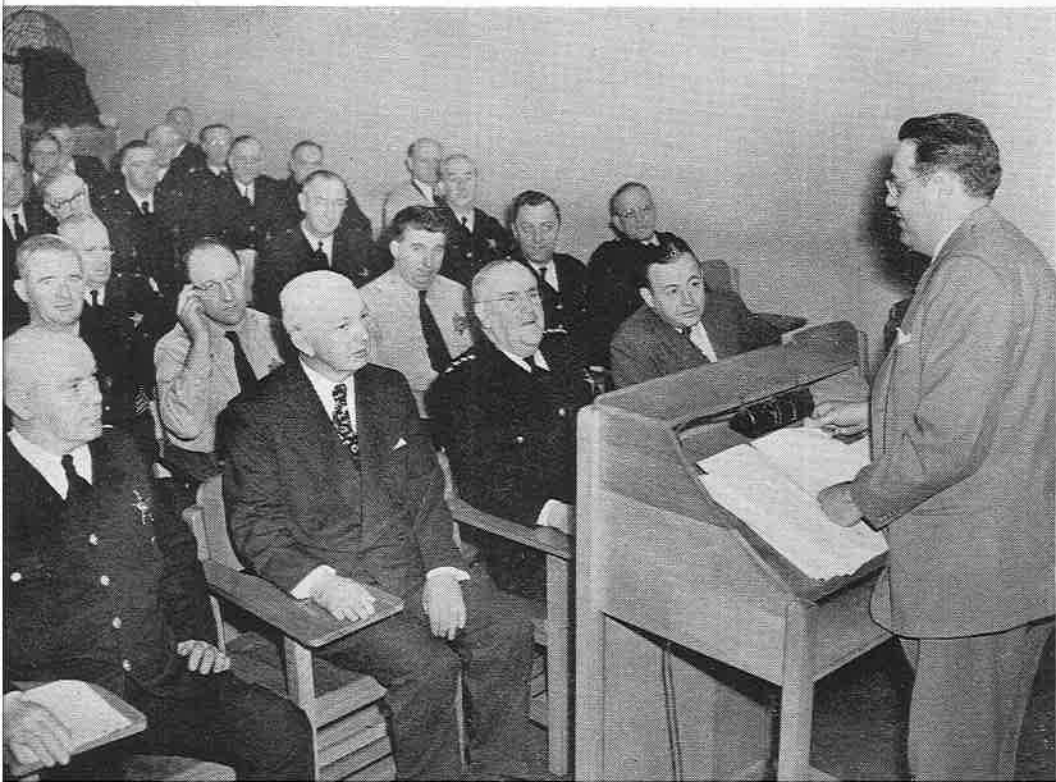
Technique for Peace. It was that summer of 1950 that again saw a flare-up on South St. Lawrence Street, when a Negro family moved into the 7200 block, one-half block south of the family that had moved

in a year earlier. The lessons that had been learned were applied, and became apparent in a growing efficiency in handling crowd situations. Police kept the streets and sidewalks clear. But crowds gathered on the porches and front yards of residences across the street from the home under attack. Streetlights were put out by someone tearing down electric lines in the next block, plunging the entire scene into darkness. The crowd, which had claimed immunity from police orders to "keep moving" by virtue of the fact that they were on private property, began to shout and jeer. Rocks were thrown from the rear of the crowd at the house across the street. Additional police strength was summoned and after orders were given to disperse, several persons who ignored the orders were arrested. This immediately broke up the gathering. The technique with which this was accomplished marked a new level of operational effectiveness. No other significant crowd demonstration occurred in that area during the rest of this five-year period. Nor to the date of this writing.

Wider training program

In January of 1951, the Police Department announced the beginning of the most ambitious training program ever undertaken in this community. With a heartening demonstration of cooperation between two departments of local government, the Board of Education made available as part of its Adult Education Program the facilities and faculty of the Junior Colleges for a general education program for police officers, with Human Relations as one of seven semester-long courses.

This was to be the first program in Chicago where sufficient time was available to give more than a mere preliminary approach to the problem. Beginning with 60 new men at Wright Junior College, the program expanded to 120 men at Wright and subsequently also opened up at Wilson Junior College. The results have been most encouraging, and their evaluation will aid in determining the nature of future training.



“BEFORE YOU ARE SIX—OR SEVEN —OR EIGHT”

Those who are in no hurry to see people of various races living together harmoniously say *you can't change human nature*. But it isn't a matter of instinct to distrust the person who is different. This is something handed down from the elders, an outdated notion passed along like an ill-fitting suit. Bigotry is learned. And it can be unlearned, or simply not taught.

The Place To Begin. The answer is education. And the Chicago Public School system provides the perfect laboratory for the job. It is the only agency of city government through which youth of all races, religions and ethnic backgrounds are unavoidably brought together. It is the logical place to begin.

Giving voice to this conviction, the Commission requested the Board of Education and the Superintendent of Schools, in the fall of 1946, to establish a Bureau of Intercultural Education to develop a comprehensive program of education in human relations based on the growing needs of the city.

Intercultural Education. The arrival of Dr. Herold C. Hunt as General Superintendent of Schools in 1947 enhanced the possibility of such a program. Dr. Hunt stated publicly that he would establish a Bureau of Intercultural Education, adequately staffed to develop a program which would cover every aspect of the public school system. The Bureau was officially set up. An acting director was appointed.

To supplement and aid the Bureau he appointed a Technical Committee, composed of representatives of colleges and universities in the Chicago area, to mobilize the resources of investigation, experimentation and research.

Organized, too, by Dr. Hunt was a Citizens Advisory Committee—individuals serving in their personal capacity but representative of various phases of community life: commerce, industry, labor, government, housing, civic organizations, PTA, religion, social centers, youth organizations, educational institutions. They were to make suggestions



and proposals to the Technical Committee, review its work, and help to implement procedures which meet the approval of the General Superintendent.

So the groundwork was laid.

A Summer Workshop was held at the University of Chicago in 1948 with 50 teachers, principals and supervisors in attendance. The Commission on Human Relations helped initiate the Workshop and cooperated closely in its recommendations, which were unanimously approved by the Conference on Civic Unity on January 13, 1949. These became the working objectives in the field of human relations education, not only for the Commission, but for the public schools and civic agencies of Chicago.

1948 marked the assignment of five Negroes who had qualified in the principals' examinations. These were in addition to one director of a vocational school, and one principal of many years' standing.



Under the understanding and efficient direction of a new Dean, things began to move at Chicago Teachers College through the selection of teaching personnel, curriculum revision, and long-range planning for good human relations in the entire program.

Charges of discrimination within the schools dropped to a minimum. School-community tensions, however, were still with us, as evidenced by interracial disturbances centering around three high schools and several elementary schools. These were settled as the school and community cooperated with the Commission and an effort was made to clarify the school's responsibility and arrive at a uniform procedure in such situations.



Official School Policy. In the November-December 1949 issue of the Chicago-Schools Journal, Superintendent Hunt released the Board of Education's governing policy on Human Relations:

"In common with other public agencies in American Government, the school system recognizes its responsibility for demonstrating the fundamental democratic principle of equal rights and equal opportunities for all citizens.

"Further, since the school's special task is education, it recognizes its responsibility for preparing future citizens for participation in a fully democratic society.

"In carrying out these principles the Board of Education commits itself to these practices:

"1. Children, youth and adults are to be served without regard to race, creed, national origin, or economic status. Buildings, equipment, personnel, and supplies are to be provided so as to equalize educational opportunities for all. The students shall be assigned to schools in the school district where they live. When transfers are necessary for any reason, such transfers shall be made without regard to race, creed, national origin, or economic status.

"2. In the selection, assigning, and promotion of employees there shall be no discrimination. In the selection of teachers an essential consideration will be their understanding and appreciation of democracy and willingness to work with individuals of all groups.

"3. In order to strengthen democratic human relations, the curriculum will make special provision for promoting understanding and good will among all groups by the use of materials and experiences woven into regular curriculum and into classroom procedures. Extracurricular activities will be fostered to bring students of various groups together so that there shall be acquaintance among the groups of various cultural backgrounds that make up the public schools and the cosmopolitan population of the city and the nation.

"4. The course of instruction at the Chicago Normal College will include development of sound intercultural concepts and of teaching techniques appropriate to this field. For teachers already in service provision will be made to promote growth in understanding among all groups and to foster teaching procedures that will build understanding and good will among all pupils."

Welcome Announcement. The statement further announced that the Board of Education had included in its budget for the current year the new office of "Coordinator of Intercultural Education," a welcome announcement to the Commission which had long pressed for such a position. Status of the Coordinator was to be at the level of an Assistant Superintendent, reporting directly to the Superintendent and having access to every department of the schools.

When an acceptable Coordinator was not found the Superintendent, in May of 1950, requested the Board of Education to direct the setting up, for a trial period of one year, of a representative system-wide Committee which would be charged with the responsibility of the intercultural program.

Committee of 13. With the Board's approval the Superintendent appointed a Committee of 13, who in his judgment had demonstrated interest and competence in dealing with human relations situations. The General Superintendent serves as Chairman of the group, which has been enlarged to 18 and is now known as the Human Relations Committee of the Chicago Public Schools. The Committee bases its activities upon the assertion that human relations is an integral part of the entire school system, permeating every grade, subject area and activity.

Immediately after its appointment, the Committee set up a Pilot School Project to study the kinds of human relations situations which arise daily and to find what can be done toward meeting them with understanding. The two elementary schools selected for the project are in neighborhoods of changing population. And the two high schools have a contrasting ethnic and racial student body.

Joint Conference. To foster and strengthen closer working relationships, the Commission sponsored on December 12, 1950, a joint conference for 61 members of the Human Relations Committee and the Technical Committee of the Chicago Public Schools, and the Education Committee of the Commission on Human Relations. Another joint meeting, this time sponsored by the schools, was held on April 9, 1951. At these meetings primary questions were discussed concerning the Bureau of Intercultural Education, the in-service training of personnel at every level—especially school principals, the assignment of qualified



personnel to schools without regard to race, religion or ethnic origin, and the wholesale requests for teacher transfer out of underprivileged areas.

These questions were the basic ones affecting human relations in the schools. Principals and teachers trained in human relations, assigned to schools without regard to race or religion, could bring a healthy attitude to Chicago's children. Preventing teacher turnover in the poorer areas could reduce the disadvantages in schooling for the children of those areas.

School Boundaries

Prior to 1947, there was considerable agitation and widespread belief throughout the city that a large amount of gerrymandering of school districts was occurring in order to contain Negro children within segregated school areas. Transfer across school boundaries seemed to be a common method of keeping certain school populations all white or forcing them to become all Negro.

The Commission had stressed the need for rational school boundaries that would eliminate any unofficial segregation and the Board of Education had been working on the redistricting of the schools, using as guiding principles 1) that new school districts be established strictly on the basis of population needs and relation to physical, arterial traffic lines, and 2) that no school districts should be determined by the color, creed or ethnic origin of the people living within these districts. In addition to this, the Board of Education established the policy of forbidding transfers for reasons of racial preference.

One of the first undertakings of the Technical Advisory Committee after its establishment in 1947 was the study of elementary school boundaries. By the end of the summer of 1949, changes in boundaries for 12 schools had officially been set up and accepted by the Board of Education, and all but 31 of the schools' neutral zones eliminated. The changes were to be made at the beginning of school in September.



On August 24, 1949, school officials met with Commission staff members to discuss problems which might arise due to the shifting of children to different schools. Only nine hundred children out of 262,000 elementary school children were involved in the shift. Although there was some evidence of dissatisfaction and concern in specific cases, the change was effected without outward incident.

Consultation and Service

The Human Relations Committee now has a full-time Secretary, operating from a Human Relations Office in the Board of Education. This office is open for consultation and service at all times to parents, teachers, principals and community groups.

The Superintendent's Bulletin of December 6, 1951, carried a suggestion that each school form a human relations committee on a voluntary basis. Three months later a survey showed that 179 schools had staff committees on human relations—142 of these schools having staff with some special training in human relations. Two hundred and sixty-four (264) schools altogether had one or more staff members with special human relations training, such as with an in-service training workshop. This represents 688 staff persons.

In-Service Training

Nowhere within the operations of the Public Schools has progress in human relations moved forward more rapidly than in the In-Service Training Program, which the Commission considers basic to any other.

The years 1949-1951 saw the setting up of two Workshops on Curriculum Revision at Wells High School, with special emphasis on human relations. A 1951 Summer Workshop on Human Relations was held at the University of Chicago and attended on a voluntary basis by 200 teachers, administrators, librarians, PTA members and representatives from civic and community agencies.

Special half-day in-service training workshops for five hundred administrators have been held on school time. Two Principals' Workshops during 1950-1951 were devoted to Human Relations.

Thirty-five teachers and administrators including principals and two district superintendents met regularly during 1950-1951 in human relations workshop sessions at the University of Chicago to study together the intergroup relations problems of their schools and to develop practices and techniques to meet these problems.

One high school district set up district meetings for its high schools to solve their own human relations problems.

Six experimental laboratory school centers have been established. One of these is centering its study on school-community relations, personal relations, and utilizing the curriculum in developing better human relations. Another is dealing with problems of pupil adjustment in a school within a changing community. For the past three years ten-week workshops on community problems for PTA leaders have been conducted jointly by the Chicago Region PTA and the Human Relations Committee.

Teaching Teachers. Beginning with the fall semester of 1949, Chicago Teachers College offered the first pilot course, "Human Relations for the Elementary School Teacher," under the direction of Thomas H. Wright, the Executive Director of the Commission on Human Relations. This course was conducted for four semesters between 1949 and the close of 1951. Here was the human relations lesson at the level of the elementary classroom teacher, where attitude and understanding are imperative, where the symbol of the teacher is of such great consequence to the child.

Curriculum

Since the Curriculum Council was established in May 1949, significant progress has been made in revision and implementation of curricula for building good human relationships. Among the nine major functions of living set up for study were 1) developing consideration for others; 2) understanding oneself and others; 3) learning and practicing the skills and activities which make for harmonious living with other people.

Four Research Centers. Following this study four centers for special research in human relations were established in elementary and high schools. One of the centers, situated in a changing community, intro-



duced social studies dealing with human relations. Parents, representatives from the community, teachers, administrators and students are working on the preliminary stages of curriculum planning for bringing human relations into every part of the curriculum.

Stereotypes in Textbooks. A subcommittee on instruction materials is working on the problem of textbooks which promote stereotypes or contribute to group tensions. The Visual Aids Division and the Radio Council are cooperating with the entire program. Radio Station WBEZ constantly sends to the schools programs with excellent human relations contexts, and utilizes in its programs "all of the children from all of the schools."

Teacher Placement

On November 29, 1951, the Education Committee of the Commission decided to ask the Assistant Superintendent of Schools in Charge of Personnel to meet in roundtable discussion to explore the problems of teacher placement in the Chicago Public Schools. Great concern has been felt in many quarters over the apparently continuing pattern of assignment of Negro teachers to schools in the established Negro community, and the rapid transfer of teachers out of schools in underprivileged communities.

Partly due to the acute teacher shortage, substitute teachers of every racial, religious and cultural background are assigned throughout the city to both elementary and high schools. But the school policy of assigning permanent teachers to schools closest to their homes tends to perpetuate the pattern of Negro teachers in predominantly Negro schools and white teachers in predominantly white schools. This problem remains to be solved.

Community-School Relationships

During the years 1950-1951, home-school relationships became the subject of special study. Teachers from one of the south side schools who attended the Human Relations Summer Workshop at the University of Chicago formed a community advisory council including parents, clergy, teachers, the district superintendent, and the principal of the school. This council met on school time, studied school and community problems, and recommended practical suggestions for solution.

The Hyde Park-Kenwood Community Conference Schools Committee, with delegates from the PTAs, teachers and principals, expanded and enlarged the Human Relations program in the schools of the district. Coordinating councils functioned in several elementary school districts—several advisory and school-community councils were formed both on the high school and elementary school levels.

A Beacon Light. At one of the sessions of the Principals' Workshop in 1950, the Director of the Commission on Human Relations said: "Just as the community comes rushing into the school with its problems, so the school in its responsibility moves into the community. In every sense it is already in the community, with the people of the community, the parents as well as the children. Is there any reason why the school should not be a community center for counseling people with regard to better human relations? Is there any reason why teachers might not be considered as bridges between groups or individuals hitherto antagonistic and fearful of each other? Is there any reason why the public school should not be a beacon light calling the community to support intergroup educational projects—the focal point in community life? The school has a tremendous role in the maturation of the community."

EDUCATION AFTER SCHOOL

A Negro doctor walked to the reception desk on his hospital floor, remarked to the girl at the switchboard that it had been a hectic morning and he was on his way to get some food. A few minutes later he was called from the dining room for an emergency. He grumbled mildly and asked, "Is eating against the law?" The switchboard operator sympathetically offered him a candy bar.

Many millions of people saw this little action because it was part of a television drama on "Studio One." A lot of the people who viewed it no doubt were learning for the first time that Negro doctors do serve on the staffs of "white hospitals," and that they behave pretty much the same as any other doctors. This is the educational impact of television—far, wide, and rather handsome. Other modern media of communication send ideas just as far, just as forcefully.

The press, radio, television and the theatre are the most powerful educational institutions in America. In the past few years they have contributed mightily to the increase in understanding human relations.

Less and less frequently does one see a Negro cast in a radio or television show as an inferior type. Much more could be done on the positive side of showing Negroes in all kinds of occupations and situations as a

complete part of community life, but there are encouraging steps in this direction.

Many radio and TV programs have frankly and courageously analyzed or dramatized intergroup problems in Chicago. Among these are: "The Quiet Answer," "Destination Freedom," "Democracy—USA," and the dramatic series of the Institute for Democratic Education.

Discussion programs on human relations problems have been presented on public service time and on sponsored time. Many of these programs were arranged and presented in cooperation with the Commission on Human Relations.

The Press

News of Racial Violence. In Chicago in 1919 the press reflected and enhanced the misunderstanding and hysteria that gripped the city in a racial riot. A far different role has been played by the press during the past few years in reporting incidents of racial tension. Newsmen themselves have become extremely conscious of the impact their news has on the community. They understand that the news, in the way it is reported, can be a force for good or ill in a tense situation.

The Commission has encouraged the press to give factual, unsensational reports when trouble occurs between groups, so that crowds will not go into a troubled area and enlarge the problems of the police. In a crowd that is out of hand, even friends are foes. It is an evidence of the understanding cooperation of the press that the Commission has been able to exchange information with newsmen in these situations to the advantage of both in their work, and especially of advantage to the public. The Commission has tracked down rumors and made its findings known to the press so facts could be spread.

Following the Fernwood, Peoria Street and St. Lawrence Avenue incidents, as well as the out of Chicago trouble in Cicero, there were strong, positive editorials against violence and injustice.

One Chicago newspaper subsequently gave a course in human relations for its police reporters and photographers on working time, so they

could cover such stories as these with some knowledge of the background from which they stem.

Negroes in the News. At one time three of Chicago's four daily papers had dropped the practice of identifying criminals as Negro. One of the three has adopted a policy of identifying certain kinds of criminal as white or Negro but the overall drop in race labelling has been considerable. Except in the case where the knowledge of any physical characteristic might help to apprehend a particular criminal, nothing is served by race labelling except the creation of a false stereotype.

Coverage of Racial Problems. All of the Chicago daily papers have covered problems of a racial nature with thoughtful clarity and understanding. The whole question of housing in Chicago is affected basically by the "race question" and this has been pointed out and dealt with constructively in the daily press. Important facts about Chicago's population, employment, education have been publicized in excellent feature stories.

Negro athletes receive the same kind of press as white athletes with no one taking sides on racial lines. The prowess of Negro and white athletes is reported in the press with pleasure and pride, and no one ever starts a search for a "white hope" to defeat a Negro champ.

Some Chicago dailies have refused to accept help-wanted ads or resort ads which carry a religious or racial restriction.

Motion pictures and legitimate plays have contributed their force to human relations understanding. The showing of "Home of the Brave," "Pinky," "Lost Boundaries," "The Well," reached people emotionally without any of the dire effects that were predicted before these movies were shown in Chicago.

Newsmen Working

Negro newsmen are now employed on three of the four major Chicago dailies as reporter, sports writer, rewrite man. There are several Negro copy boys. Negroes and other minority group people are employed

in advertising and circulation offices as clerical workers. At least sixteen Negro compositors are employed on the daily papers and on several community papers. An official of the Chicago Typographical Union, Local No. 16, reports that no fanfare or difficulty accompanied this move. The first step is probably the biggest step toward the ultimate goal when a newsman can present himself for employment to a Chicago metropolitan daily and expect to be judged solely on his qualifications and the paper's need.

The American Federation of Radio Artists, which welcomes all groups into membership, has been particularly active in trying to induce the employers of radio talent to give equal consideration for all radio roles on the basis of talent rather than color. What employment gains there have been in radio in Chicago have been mostly in entertainment.

Speeches

Perhaps the most important single means of public information used by the Commission for the past five years has been the speeches and talks given by Commission staff members. A single speech may make a small impact on a given community or group, but many speeches over a five-year period represent a vast amount of public education. In churches, halls, businessmen's luncheons, classrooms the human relations story has been told.

During the five-year period, there is a record of 786 speeches and talks made by Commission staff members. Given both day and evening, on weekdays and weekends, virtually every kind of institution and group in Chicago has been reached. It would be difficult to estimate the number of people who have been addressed. Audiences ranged in size from 10 or 15 to a thousand or more. They included people of all races, religions and national groups. They were men and women, boys and girls, ranging in age from grammar school classes to audiences in homes for the aged.

The subjects have included every matter of interest to people concerned with human relations—education, health, welfare, employment, housing, civil rights, community organization. On numerous occasions, staff persons have engaged in panels, debates, roundtable discussions or other types of group speaking.

Radio and TV Programs

Over the past five years, Commission and staff members have had a part in scores of radio or TV programs dealing with human relations.

In addition to radio appearances, Commission staff members have done research for the preparation of certain programs. Cooperation was afforded, for example, to the directors and producers of the radio show "The Quiet Answer" (WBBM) at the time of its preparation in 1950. This show later received numerous citations and honors, and its producer, Mr. Perry Wolfe, subsequently received an Award in Human Relations.

Publications

Throughout the five-year period, the Commission has issued various publications dealing with the Commission's work. They are of two types: 1) Detailed documentary reports on particular situations with which the Commission dealt. 2) Printed pamphlets and brochures.

Documentaries were issued under a "not for publication label." Consequently, press releases or publicity circulars were not issued on them. As each booklet or pamphlet was published, however, every effort was made to give it the fullest city-wide distribution within the limits of our printing budget. In most cases a pattern of equitable distribution was planned to insure that as many individuals and groups as possible obtained copies.

Commission publications have been used as resource material for research and investigation of various kinds. Many city, state and federal agencies have requested them. Libraries from all over the country have utilized them as reference materials. Schools and colleges have used them in courses that relate directly or indirectly to the field of human relations. And in scores of instances, they have served as research material for term papers and graduate degree theses.

“One Picture”

A car-card program was instituted in 1946 through the cooperation of the Institute for American Democracy in New York and the Chicago Car Advertising Company, which, at the time, held the advertising contract with the Chicago Transit Authority. Later, the National Transit Ads, Inc., and the CTA itself assumed the responsibility for providing space.

Placards similar in size to advertising seen on public conveyances were placed in streetcars and “L” trains in Chicago. The cards themselves contained a message and an illustration promoting good human relations. Different messages were issued twice a year and a total allotment of 2000 cards per message was granted to the Chicago Commission by the Institute for American Democracy. The space in the streetcars and subway trains was donated in the interest of public service.

Perhaps no single item in the public relations program of the Commission ever evoked so much interest as the car-cards. In the past five years, numerous approving comments, letters, and requests for information on them have been received from Chicagoans as well as out-of-town visitors.

The impact of any one message or picture or slogan would be hard to measure, but these constant reminders of the values by which we live have certainly helped make people aware of them.

The Commission has helped spread other Institute materials, such as bookmarks, blotters, posters, book covers and other items on which a human relations message of good intergroup relationships is printed.

Monthly Reports

The mimeographed monthly reports of the Commission have been a major vehicle for public information. Virtually every activity of the Commission for the past five years has been covered in these reports. Divided into sections according to the departments of the Commission they have presented a running account of the progress of human relations in Chicago. A mailing list of 700 or more has received the reports.

Awards in Human Relations

Annual Awards in Human Relations, instituted in 1946, have been given at a luncheon each December since that time to persons or groups in Chicago who have made significant contributions in human relations for the current year. Another feature of the Awards Luncheon has been the Executive Director's report of gains for the year just closing.

Nominations for the Awards are submitted by individuals and groups. After a fixed closing date for nominations the Awards Committee meets and discusses the nominations and finally selects those to be honored. In recent years the custom has been for a total of six Awards to be given, three to individuals and three to organizations. The Award itself is a handsome, permanent plaque on which is mounted a scroll citation describing briefly the contribution of the person or group selected. It has been customary for the Awards to be presented by the Mayor of Chicago at the Luncheon.

The citations for 1947 through 1951 are listed at the end of this report. In themselves they recite a history of achievement.

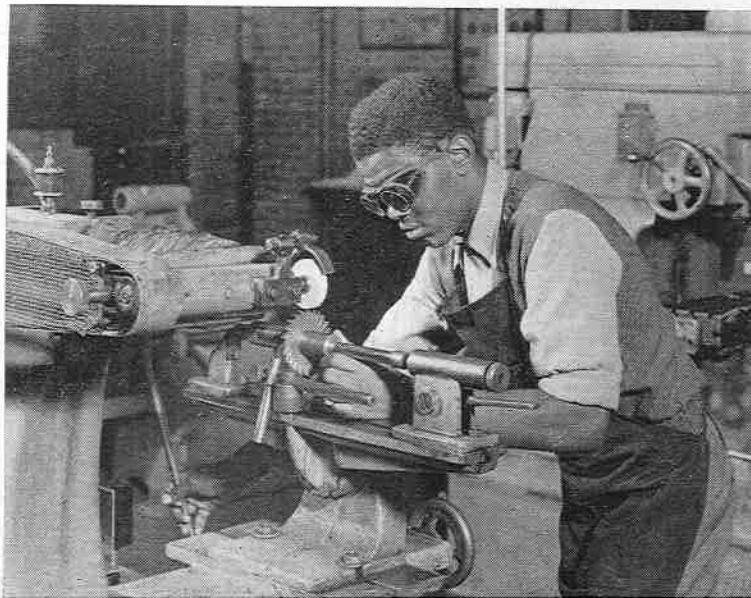


THE RIGHT TO A JOB

Until 1946 and 1947 the bulk of Negro workers in Chicago was confined to unskilled and semi-skilled manufacturing jobs and the lower service occupations. The 1946 report of the Chicago Commission showed that outside of opportunities in government and Negro-owned establishments, "Negroes have for the most part no chance to enter, or to win promotion to professional, managerial, technical, clerical, and skilled positions." Mexican Americans were in a similar position. Discrimination against Jewish workers, while less publicized, continued to create inequalities.

Important Gains. During the war, minorities employment increased in Chicago's chemical, petroleum, nonferrous metals, transportation equipment, electrical and other machinery, food and tobacco, and leather industries. This brought about a greater dispersal of minority groups into the broader Chicago industrial labor market. With it came opportunity for many successful work contacts, more training and experience, and job seniority.

Sound Business. The fears following the war that the Negro would again be "the first to be fired" were somewhat diminished. Minority group workers, as a whole, were left in a more favorable position than previously. The major problem shifted, therefore, from the concern for



jobs as such to an increased effort for fair employment practices that would utilize skills more equitably in the higher level jobs.

The sound business policy of merit employment, and the inefficiency, wastefulness and tension created by job discrimination, have become clear to many people. Not only has the level of nonwhite employment continued to rise since 1946, but solid gains have been made in the integration of minority groups into skilled, clerical, technical, managerial and professional jobs in hundreds of establishments.

The period of 1947 to 1951 has brought us from an era of *higher employment* toward a solid beginning of progress in *fair employment*.

Voluntary Fair Employment Practices

Characteristic of the growing acceptance throughout industry of the principle of fair employment is the state-wide educational program of the Illinois Chamber of Commerce. The Chamber of Commerce has produced a persuasive filmstrip on Fair Employment Practices which has had several hundred showings before industrial and commercial firms.

Special Aid. Through the efforts of special civic agencies such as the American Friends Service Committee, the Bureau of Jewish Employment Problems, and the Chicago Urban League, many employers have been aided in initiating a fair employment program.

The Chicago Urban League's pilot placement project has, since 1947, been of help to more than 500 firms which have integrated Negro white-collar workers for the first time, and to approximately 300 other firms which have integrated Negroes in a wide range of jobs formerly closed to them.

The Bureau of Jewish Employment Problems has investigated many scores of complaints of discrimination against Jews, and negotiated with hundreds of firms. While employment discrimination against Jewish workers is still prevalent in certain industries, they are increasingly found throughout Chicago's business establishments.

The American Friends Service Committee began a Job Opportunities Program in Chicago in April of 1950. As a result, the Service Committee has been requested to furnish Negro sales, clerical and pro-

professional workers to about fifty organizations that previously discriminated against them. The Committee has also developed a program of training young people for such pioneer jobs. Negroes are now occupying many clerical, some sales, and a few executive positions in State Street retail stores which they did not hold in 1950. Some progress in fair employment has also been made in casualty insurance companies.

A Few Firsts. The telephone companies began hiring operators solely on merit in 1947, and all the major public utility companies in Chicago broadened their fair employment program between 1947 and 1950. During 1948 nonwhite workers in such institutions as a bank and an insurance company were hired for the first time in white-collar positions. A major electrical company was the first in its industry in Chicago to hire Negro office workers in 1949, and a major chemical company followed a year later. Other similar institutions have followed suit since that time.

Sales and Service. Since 1947 there has been a growing demand for Negro sales persons and distribution and promotional representatives. They are now employed by tobacco, appliance, clothing, liquor, jewelry, and toiletry firms. In some instances the territory served by them includes the total community. Increasing acceptance of minority group workers has also occurred in some firms engaged in the distribution of office equipment, automobiles and electrical supplies. Major gains have been made in the large taxicab companies, and some petroleum and manufacturing firms.

Typical of the progress in sales and service has been the employment of bakery driver-salesmen. No major bakery company employed Negro driver-salesmen in 1946. Following negotiations opened by the Commission and including other agencies, the barriers to employment opportunities for Negroes as driver-salesmen began to be removed. Today all of Chicago's major bakery companies hire qualified Negroes as driver-salesmen, and they have reported that this practice has been as successful from a business point of view as it has been sound from a social viewpoint.

City and County. Fair employment practices by the city and county governments have increased significantly. Large increases in the employment of Negroes have occurred, particularly in social welfare departments and the Park District. Whenever the Commission has inquired



into the employment practices of any department it has usually met with willing cooperation. Negroes hold a considerable number of professional, executive, supervisory, technical, skilled and semi-skilled jobs in local government; and in civil service classifications Negroes and other minority groups continue to be employed, on the whole, on the basis of merit and competence.

Firm Policy. In almost every instance in which Chicago firms have intelligently and sincerely initiated a program of fair employment that program has continued and been advanced because it has worked to the best interests of the employer, the employees and the community.

A large number of firms which have a policy of fair employment have not been able to implement it fully because of their difficulty in finding trained minority group workers who could successfully compete for the positions available.

Vocational Education

One cause of the shortage of trained workers has been the barring of minority groups from private vocational schools, particularly schools

offering business training. Negro veterans, following World War II, were often refused their rightful training under the G.I. Bill.

In the fall of 1950, the Chairman of our Subcommittee on Vocational Education, along with a staff member, visited the personnel directors of leading Loop schools. During these contacts each school voiced the fear that it would be at a disadvantage competing with other schools if it alone admitted Negroes.

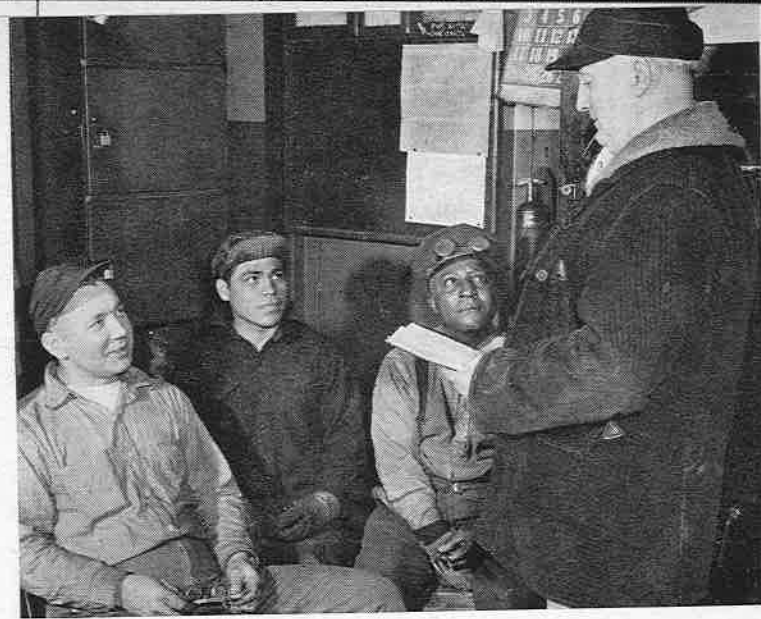
On October 20, 1950, the Executive Director of the Commission addressed the State meeting of the Illinois Schools of Business. He emphasized the economic necessity of utilizing completely our human resources in the defense effort, stressing the loss in trained people which resulted when schools of business restricted admissions.

The directors of leading business schools of the Loop area met with the Commission on November 9 in a conference to consider equalizing admissions and training opportunities for qualified applicants, regardless of race, creed, or national origin. A second enlarged conference of approximately twenty representative business schools was held on December 15. A voluntary committee was set up from the group to work out a statement of policy and to seek the signatures of officials of Chicago area schools of business to this statement.

The following resolution resulted:

"That the private business schools of the Greater Chicago Area hereby agree to accept for admission and enroll any applicant who fulfills the school's regular entrance requirements regardless of that applicant's race, color or religion. That these schools further agree to offer instructions to all students in the same classes regardless of race, color, religion or nationality background. That these schools further agree to practice a policy of general nondiscrimination in all matters pertaining to admission, instruction and job placement."

This resolution was sent to all 36 schools of the Chicago area. By the close of 1951, thirteen were in complete agreement and now pursue this policy. Ten are in agreement and will sign the resolution when all sign. Four schools have some reservations. One school is irrevocably opposed and will sign under no consideration. Eight schools have not indicated their attitude to date.



Labor Unions

Organized labor in Chicago, with the exception of a few unions, has been active and effective in protecting equal employment rights.

Since 1947 at least two Chicago A. F. of L. unions whose constitutions contained discriminatory provisions have altered these regulations. In both A. F. of L. and C. I. O. locals an increasing number of contracts with employers have included nondiscrimination clauses applicable to both the union and the employer. During the past several years organized labor has been engaged in one of the most intensive and extensive programs of education for fair employment practices in our community. Through conferences, union papers, pamphlets, meetings, workshops, films, schools, and every educational means available, they have been constructively attempting to affect the thinking and actions of their membership and the community.

Employment Agencies

A few private employment agencies have begun or increased their service to nonwhites. However, most private agencies and the employers they serve have continued their hiring restrictions for almost all racial,

religious and nationality groups. As a part of their 1948 survey of employment opportunities, the Illinois Commission on Human Relations found that discrimination in *commercial* employment agencies, fostered partly by the employers they serve, was more active than in the *public* employment service.

In October 1951 the Employment Practices Research Unit of the Illinois Institute of Technology received replies to a questionnaire on placement policies from 45 counselors in private employment agencies in the Chicago area. Thirty-six percent of these counselors said that employers ask them "always" or "most of the time" to supply information regarding applicant's nationality. Forty-five percent of the counselors said this was true of racial descent, and 25% said this of religion.

While four-fifths of the counselors reported that applicants of Irish, English, and German descents are easy to place, only two percent said this of Negroes, Mexicans and Orientals. Eighty-four percent of the counselors reported that Negroes are "hard to place" or "never placed," even if qualified. Eighty-four percent of the counselors indicated that Protestants were "always placed" or "easily placed," while only 75% thought this was true of Catholics and only 9% stated this of Jewish applicants. While it is true that such opinions are seldom based upon much actual experience in attempting to place minority group workers, the very opinions tend to constitute a barrier to a minority group applicant.

Public Employment Service

Because of the tremendous number of jobs which are filled in a wide variety of industries through the Chicago offices of the Illinois State Employment Service, the activities of that agency have an important bearing on employment opportunities for minority groups. The abolition of separate I.S.E.S. area offices in 1950 and the establishment of three industrial offices largely ended the disadvantage to the nonwhite applicants of their residential location.

The 1947 Employment Service Manual had recognized the "artificial limitation of employment opportunities for minority workers" and "the Employment Service's responsibility . . . in working toward the solution of this employment problem." In June of 1950 the I.S.E.S. began a

major training program to provide its personnel with a better understanding of the problem and to equip them with the techniques to inform Illinois employers of the practicability of fair employment.

Despite this, in December of 1951, at least one-half of the job orders on file at the Chicago offices of the I.S.E.S. were discriminatory against one or another racial, religious or nationality group. Commenting on the acute shortage in the clerical field, the I.S.E.S. report stated, "Despite the current emergency, a number of qualified applicants registered with the Employment Service are excluded from consideration by employers because they are . . . members of minority groups."

During 1951 the I.S.E.S. listed many critically needed "Shortage Occupations" in both national defense and nondefense industry, in which there were qualified workers registered whose placement was limited by discriminatory job specifications. Workers needed for national defense in many plants as screw machine operators, sheet metal workers, molderers, accounting clerks, bookkeepers, calculating machine operators, clerk-typists, draftsmen, engineers, stenographers and time-study men were kept out by job orders specifying "white only." In nondefense industries some of the available jobs listed where nonwhite applicants were not acceptable included clerk-typists, counter girls, elevator operators, housemen, porters, soda dispensers, and waitresses.



The placement of several thousand qualified applicants whose services were in demand was thus impeded.

On December 12, 1951, the Illinois State Employment Service put into effect the policy of not accepting discriminatory orders from any employer and deleting all reference to race from Employment Service records. This was gratifying to the Commission which had long supported such a move in order to bring the activities of I.S.E.S. in full compliance with related municipal and state laws. The full significance of this new policy can be judged from the fact that each year hundreds of thousands of job orders will be filled by the Employment Service under this non-discriminatory policy.

Today's expanded counseling and testing services of I.S.E.S. offers increased opportunity for minority group workers to receive adequate help in planning their careers.

Negroes at Work

What jobs would we find Negroes in if we could choose completely at random, say one or two hundred Negro workers in Chicago? An Occupational Mobility Survey of 2,000 Chicago households in 1951 by the U. S. Census Bureau, in cooperation with the Chicago Community Inventory, gives us such a sampling. The 170 Negro men between the ages of 25 and 60 in the survey were working in the following occupational groups:

1. Professional, technical..... 5
2. Managers, officials, proprietors..... 7
3. Clerical, sales..... 18
4. Craftsmen, foremen..... 13
5. Operatives..... 71
6. Service workers..... 29
7. Laborers..... 27

Group 1 includes a doctor, minister, legal investigator, laboratory technician and an artist.

Group 2 includes the owners of a grocery, barber shop, recreation hall, an office manager, wrecking supervisor, scrap iron dealer and comptroller.

In group 3 are a mail clerk, postman, court warrant clerk, shipping clerk, salesman, postal truck operator, stock clerk, customs bureau checker, metal inspector and receiving clerk.

Some of the jobs in group 4 are: auto mechanic, foreman of mechanics, painter, molder in a pottery plant, foreman of concrete wreckers, riveter, stationary engineer, brick mason, and overhead crane operator.

In group 5 we find a grinder, spotter in a cleaning plant, wood sander, chemical operator, order picker, truck drivers and operators of various machines. The other two categories covered the jobs which Negroes have traditionally held: railway car porter, cook, waiter, bus boy, red cap, freight handler, construction laborer, etc.

Further study of the data showed that a large percentage of the men who were working as unskilled laborers or service employees in 1950 had come to the city since 1945. By contrast, a majority of the men who came to Chicago between 1940 and 1945 had moved to the level of skilled or semi-skilled worker. Increasingly the training, skill and experience of *all* of Chicago's workers are being called for and utilized.

Chicago F.E.P.C. In order to implement the Chicago Fair Employment Practices Ordinance the Chicago Commission receives complaints of discrimination in employment, investigates these complaints and seeks voluntary compliance with the ordinance. If this fails the Civil Rights



Unit of the City Law Department may enter the situation at the point of any possible legal action. This procedure was worked out in cooperation with the City Law Department in 1946. At least two cases have been brought before the courts under this procedure but the complainants withdrew the charges and the court cases were dropped following assurances by the companies involved that they would correct their discriminatory practices.

The Commission has received a steady but small number of complaints from individuals and groups involving a wide range of employment situations. All of these have been investigated and where necessary conferences have been held with representatives of the businesses involved in an effort to persuade them to improve their over-all employment policy relating to nondiscrimination.

The Contractor Program

The Chicago Commission on Human Relations has been working on a special program to encourage fair employment practices among those companies that supply goods or services to the City.

According to a City Ordinance, companies that sign a contract with the City agree that they will not practice discrimination. The Commission investigates the practices of these firms through conferences with the firms' executives. Where there is an apparent need for improvement, Commission representatives negotiate with the employers. Preferring persuasion to the legal compulsion which is available, the Commission stresses the sound business sense of nondiscriminatory hiring, and relates the successful experiences many companies have had in integrating their work force.

The Contractor Conference Program has opened many job opportunities for qualified minority group workers which were previously closed to them.

How We Do It. The program of contacting employers to review their employment practices without a specific complaint was new not only for the Chicago Commission, but also for most similar agencies in other states and cities. Thus there were few precedents on which to build the program. The Employment Committee and the Commission were



determined to develop procedures which would be based on a spirit of cooperation and conciliation. Each step was carefully considered and particular care was taken to avoid threats of mandatory action or arbitrary decisions. Since the goal is to encourage fair employment practices the attempt is made in conferences with each firm to persuade them to start or expand their own program of fair hiring if they have not yet done so.

Negotiations. Negotiations with individual companies, it was decided, should continue when needed, until the goal of compliance is reached, or until it is apparent that no further gains can be achieved by conference. At such a point, the case would be turned over to the appropriate city authorities for legal action. It was also agreed that when a firm's employment practices have been in conformance with their contract, or a firm's practices improve so that it is well on the way toward a fair employment program, the Commission would certify to the City that the firm is in compliance with this point of their contract. In this way the Commission has tried to develop a practical program that would be accepted and supported by business, labor and the community.

The Commission has been able to assist the employer in implementing a fair employment policy by suggesting specific recruitment and personnel techniques which have been successfully employed in other

firms. Often a staff member is accompanied by Employment Committee members whose experiences as business men are effectively presented in the conference.

The misapprehensions and fears an employer may have of introducing minority group workers into some new area of his operations are placed in the light of numerous instances in which fair hiring has proven to be sound, practical, and relatively easy of accomplishment.

Employers are often appreciative of the knowledge and experience which the Commission is able to make available to them. Their frequent direct acceptance of Commission recommendations and the improvements which have thus come about in employment practices and business efficiency show the success of this conference technique.

In Two Years. In nearly two years of operation the program has reached over 400 contractors by letter. Many of these employers have conferred directly with Commission staff members. In some instances there have been several conferences with a single company. Under the program the Commission has worked with companies operating in many different fields—construction companies, suppliers of construction materials, distributors of coal and petroleum products, manufacturers and distributors of consumer goods, and service industries such as printing and laundering firms.

A national manufacturer and distributor of office equipment which employs over 500 people in Chicago hired nonwhite bookkeeping machine trainees, salesmen, and repair men for the first time following conferences with the Commission. Similarly, a large Chicago automobile dealer hired their first nonwhite mechanic and parts department trainee as a result of Commission conferences. Minority group workers have found jobs as retail clerks, professional workers, draftsmen, office workers, and many more as a result of these conferences.

Following a series of conferences, a large Chicago oil company instituted a human relations training program for executive and administrative personnel and actively began a fair hiring program. Such prolonged negotiations with national firms may sometimes affect the national employment policy of the firm.

The Commission estimates that Chicago firms receiving city contracts since the start of this program employ a total of over 75,000 workers in Chicago. The program has reached numerous small businesses as well as national corporations.



Employers have shown a tremendous interest in the information presented by the Commission in these conferences. It is on this interest and on the belief that facts fairly presented do influence constructive decisions that the hope of the Commission's fair employment program rests.

THE RIGHT TO LIFE

Almost any white man or woman in Chicago would open his eyes in disbelief if you told him the private hospitals of Chicago have no bed for him because of the color of his hair. Yet this is not unlike the problem facing thousands upon thousands of sick or injured Negroes.

The increased ability of Negroes to pay for private hospital care has made the situation more glaring.

A Sad Picture

In 1947, the Commission found that in 42 voluntary, tax-exempt hospitals there were very few or no Negroes hospitalized. Many of the hospitals claimed they didn't discriminate, but six hospitals reported a total of 85 Negro patients during the entire year and most hospitals reported that figures on minority group patients were "not available" because they were not kept. One maternity hospital admitted that it didn't admit Negroes under any condition.

In that year half of the patient load at Cook County Hospital was Negro, many of them paying for the service that is maintained at taxpayers' expense for the indigent. Some of these carried hospital insurance which advertises benefits in 85 approved sponsoring hospitals. Eighty percent of the obstetric patients at County in 1947 were Negro.

Approved hospitals, with the exception of Provident, that did admit a few Negro patients generally assigned them to private rooms, or semi-private rooms if another Negro patient of the same sex was available, shifting them from room to room to arrange this pattern. Beds for the chronically ill and for convalescents were practically nonexistent for Negroes.

Provident Hospital, with only 180 beds, admitted 5,287 patients during 1947, most of whom were Negroes. The Provident medical staff is primarily Negro.

Generally, all patients are admitted to hospitals through private physicians who are on the staffs of particular hospitals. Only one Negro physician had even limited staff privileges in any hospital under study in 1947.

There was convincing evidence that medical, dental and nursing schools were discriminating to a variable extent against minority groups in selecting students for training.

Enrollment in the three dental schools in the Chicago area in 1947 showed four Negro students at the University of Illinois Dental School, one at Northwestern. Loyola had not had a Negro enrolled in its dentistry school during the past twenty years.

In October of 1947, nine Negro students were in Chicago area medical schools. Efforts to obtain figures on Jewish students in Chicago medical schools met with failure. However, vocational guidance officials generally agreed that many Jews, especially those from outside the State, were being rejected by class A medical schools in Chicago in spite of exceptionally high pre-medical scholarship.

Twenty-one schools for nurses were operated by hospitals among the 42 under study. Two of these schools were Jewish; six Protestant; five Roman Catholic and eight were nonsectarian. Of the 2,847 regular students in these schools, three were Negro and one was Japanese American. Not one Protestant nursing school would accept Negro students. During this time, Provident Hospital Training School for Nurses was taxed to capacity.

Steps in the Right Direction

Through conferences with government, agency, and institution officials, the Commission sought information about particular institutions and discussed the health and welfare needs of minority groups. Conferences were held with the officials of nearly every hospital in Chicago to find ways of bringing a more accepting and acceptable policy to private hospital administration.

Noteworthy for cooperation with the Commission were officials of Michael Reese Hospital who instituted a painstaking review of their practices. In June, 1949, they issued a policy statement to pave the way for: 1) staff appointments of physicians, nurses, technicians, social workers, and all other classes of employees on the basis of merit and without regard to race, color or creed; 2) the admission of patients on the basis of need without discrimination or segregation.

In December, 1949, Michael Reese Hospital followed its policy statement with the appointment of two Negro physicians to its clinical staff. These were the first such appointments to any private hospital in Chicago except Provident. By September, 1951, Negroes on the staff were increased to four, and by December 31, 1951, there were nine, including internes and residents.

There is still a striking disproportion of Negro patients generally in voluntary, tax-exempt hospitals, and this may be due partly to the



absence of Negro doctors on the respective hospital staffs. Nevertheless, as a result of changes in the admission practices of some of the hospitals visited by representatives of the Commission, there has been an increase in the number of Negro patients received in these hospitals.

The withholding of hospital facilities leaves the Negro patient who has the ability to pay for his care with no alternative other than to seek



admission to Cook County Hospital. Ninety percent of all births at Cook County Hospital during 1951 were Negro. Mothers remained in this hospital on the average of two to three days after delivery, as contrasted with a normal stay of five days or more. Forty of the 53 hospitals in Chicago which provided in-patient obstetric care in 1951 gave little or none of it to expectant Negro mothers.

By December 31, 1951, there were 37 Negro physicians (including internes and residents) on the staffs of twelve approved hospitals in Chicago. But there were still 59 hospitals in the Chicago area that did not have a single Negro physician on their staffs. Of the approximately 250 Negro physicians licensed to practice in Chicago, a considerable number had no hospital connection whatsoever, a serious handicap for a Negro physician.

In 1947 there was an apparent tendency to treat Negroes at the Municipal Tuberculosis Sanitarium on some sort of a quota basis in relation to city population, although the need for sanitarium care was much greater among the Negro population. The Commission explored this problem with medical authorities and the officers of MTS and there was general agreement that the availability of beds should be related to need rather than to population quotas. Today, the Municipal Tuberculosis Sanitarium pursues a truly democratic hospital policy. The order of procedure by which patients are admitted is based entirely on the medical needs of the patient and the desirability of removing him from a home where small children may be exposed to the disease. No quota between white and Negro patients is observed. About 40 percent of the patients at MTS are Negro. In a ward one sees all patients placed and cared for indiscriminately.

At the end of 1951, three Negro chest physicians were on the staff of MTS. Appointments are made without any racial discrimination. Physicians in resident training have included men from India, China, Mexico, Cuba and many other foreign countries.

The Health and Welfare Division of the Welfare Council of Metropolitan Chicago, reviewing the problem of discrimination against minority people and especially Negroes at the end of 1951, proposed that "The health and medical field . . . should lead in setting an example for the community in services to people only on the basis of their needs."

And it recommended that:

- “1. It should be the goal of all hospitals, voluntary and public, to serve all people in need of medical care without regard to race, color or creed.
- “2. All hospitals should encourage in every way possible appointments of qualified physicians from minority groups to the appropriate classifications of the hospital medical staff without reference to race, sex, color or creed.
- “3. In consideration of the normal procedure of medical staff appointment and advancement, hospitals should direct special attention to appointments of qualified internes and residents from minority groups.”

Medical Education

Enrollment of Negro students in medical colleges increased from 9 in two schools in 1947 to 19 in five schools in 1951. The University of Illinois, which has eliminated questions about race, religion, national origin and the requirement of photographs for its professional school applications, has 9 of these 19 students. The number of Jewish students in Chicago medical colleges appears to have increased considerably over the years 1947 to 1951. However, a survey is greatly needed to give a more accurate picture of the plight of the Jewish applicant seeking medical training in Chicago.

Before College. In attempting to increase the number of minority group members enrolled in medical and dental institutions in Chicago, the Commission learned that high school graduates, particularly Negroes, from the Public Schools appeared to be inadequately prepared to meet the standards of professional schools of medicine and dentistry. Nursing schools also complained about the English, mathematics and physical science background of Chicago high school graduates.

To approach this problem with the public schools the Commission arranged for a joint meeting with the Superintendent of Public Schools, the Assistant Superintendent in Charge of Secondary Education, and the Director of the Bureau of Pupil Welfare of the Board of Education on May 31, 1950.

At this meeting the Vice-President of the University of Illinois

School of Medicine explained that the grade standards of the School are rarely met by Negro students. This was attributed to defects in educational background, an opinion corroborated by the Director of Nurses at Provident Hospital.

It was urged that the Board of Education make a study of the schools in predominantly Negro communities to determine whether the general standards of Chicago high schools are being met in these communities. Here we meet again the problem of the turnover of teachers in the needy communities and the necessity of finding some way to encourage superior teachers to remain in the schools where the students need the most help. Better physical environment in the schools, less crowding, better teaching aids were also suggested as ways to improve student preparation.

The question of public school training in overcrowded, sub-standard neighborhoods was recognized as requiring the special attention of school officials and teachers if Negroes are to qualify in satisfactory numbers for nursing schools and medical colleges. Opportunities for Negro students to enter medical schools have so markedly increased that the problem of pre-college preparation is the crucial one now.

Nurses' Training. Five years ago, only two Chicago nursing schools, including Provident, admitted trainees. By 1950, five such schools were accepting trainees on the basis of merit. By December, 1951, ten schools were admitting Negroes and members of other minority groups.



The most outstanding action of any medical membership organization was the change of policy of the American Nurses' Association to open membership to all graduate nurses regardless of race, religion or nationality background. This prompted the National Association of Colored Nurses to disband in 1950 after an independent existence of 42 years, there being no further need for a separate organization. Cooperation of the Illinois State Nurses' Association is being sought to end discrimination in all of the 32 nursing schools now serving the Chicago area.

Most of the day nurseries and an increasing number of foster home placement agencies serve children of any race. An increasing number of these organizations have interracial staffs and boards. The great gap in service is felt by the Negro Protestant child of school age who is physically well. There is no institutional service in the entire Chicago area for these children. Several institutions in the Protestant, and nonsectarian group will accept Mexican, Puerto Rican and Oriental children. Catholic Negro children are accepted at Catholic institutions. The problem lies in providing for the healthy, school-age Protestant Negro child who needs institutional care.

THE RIGHT TO HAPPINESS

Today the largest interracial gatherings in Chicago occur at baseball and football parks, and nothing happens—except, of course, that people have a good time. The mixing and mingling of large numbers of people is inevitably increasing and recreation that is shared stimulates good will and good feelings. More and more of it is being shared.

The skill and performance of nonwhite athletes has demolished the once widespread belief in the physical superiority of "the Nordic." The sports arena has taught this lesson better than the schools ever could.

In 1948, the Commission's Recreation Committee, working in three groups, took an inventory which showed a good deal of discrimination in the recreation facilities offered by private and commercial recreation places in Chicago. While public recreation was by no means free of this inequality, it was much better than private or commercial activities. Public policy was clear enough but it sometimes broke down in practice.



Recreation and the Law

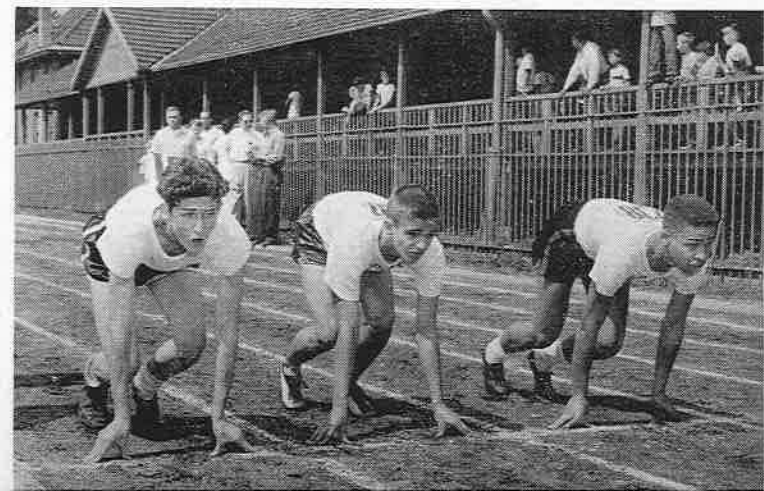
Public recreation agencies, supported by public taxes, have their policies set by law. And the law requires they shall be open to all people without discrimination.

Commercial recreation also must follow a policy which conforms to the state civil rights statute, which guarantees equal treatment to all persons in places of public accommodation and amusement.

Private recreation agencies, however, are governed by policies of their own making. An inquiry by the Welfare Council early in 1947 showed that two-thirds of the agencies replying had an official policy of nondiscrimination.

How these laws and policies are put into day-by-day practice by recreation agencies is a matter of chief concern.

A need for more recreation opportunities, especially in the crowded



areas of the city was recognized. The Chicago Park District, the Board of Education, Bureau of Parks and Recreation, and the Chicago Recreation Commission were coordinating their plans with the Housing Authority and the Plan Commission to locate facilities near housing, schools and parks in blighted areas.

Recreation that appeals to adults, and play areas for small children were sadly lacking.

The Playground Division of the Bureau of Parks and Recreation has added 11 new locations to its facilities, and developed 16 playgrounds in the past five years.

Public Recreation

More and more minority group people are using public recreational facilities freely today. Individual attempts to force colored children out of parks or playgrounds or swimming pools have dwindled to a minimum. In 1951 only one significant incident of this sort came to the attention of the Commission. Where the presence of the law seemed to be needed, we have seen heartening cooperation between Park and City Police. Increasingly, recreation workers have taken a careful look at their opportunities to promote good feeling. They have moved from being *against* discrimination to being *for* happier human relations.

The Lighted Schoolhouse Program will give more community recreation in neighborhoods where it is needed most.

The Chicago Public Library has seen an opportunity to expand its program in areas of blight and tension. White and nonwhite workers are together on many library staffs.

Civil Service examinations include a test of attitudes toward people and the skill for working democratically.

Private Recreation

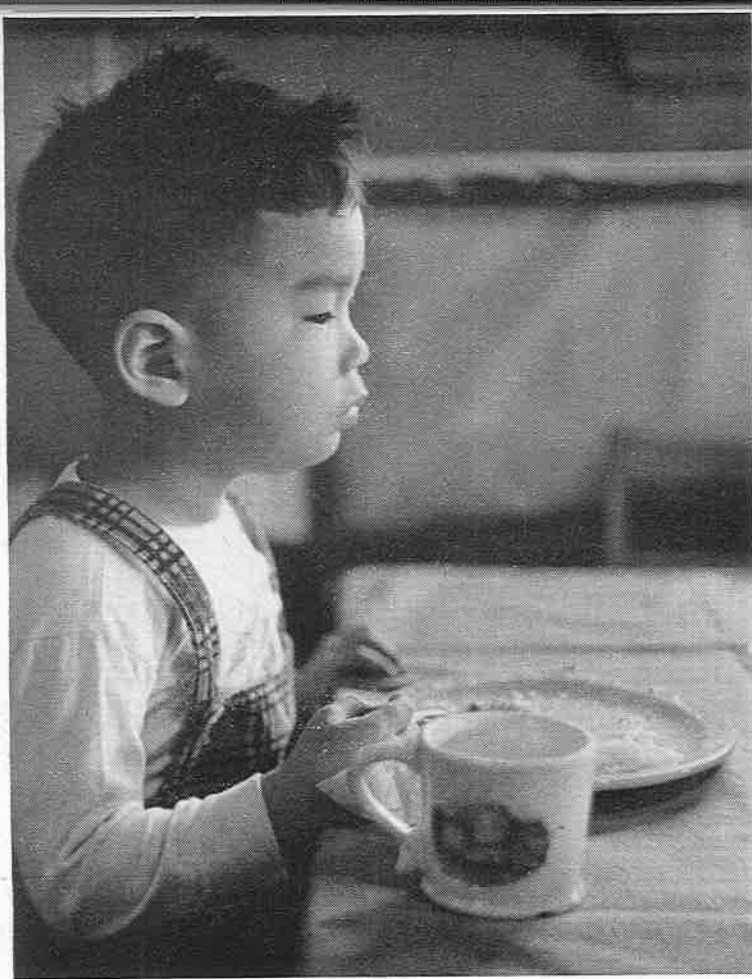
Private recreation agencies have tended to follow the guidance of the Welfare Council toward the goal of serving all comers without discrimination. Increasingly, minority peoples are being added to staffs and boards of private agencies.



All of the activities of city-wide agencies that are carried on in a central location are completely integrated. Minority groups in areas of mixed population are taking part increasingly in the programs of local community centers.

More and more colored children are finding fun at interracial summer camps where children of all groups can get to know each other. Day camps for children who must stay in the city are becoming more open for all racial, national and religious groups without segregation.

For the ordinary boy or girl just seeking recreation or exercise, there are fewer color bars than ever before. A few years ago when a private recreation agency that had no discrimination was found it was held up as a shining example. Today an agency that discriminates is increasingly conspicuous and the object of disapproval throughout the community. Where there is a difference in the treatment of colored people, it is often because a supervisor or staff person fails to carry out the established policy of the agency.



Commercial Recreation

There have been changes in commercial recreation spots. Five years ago the Commission's effort to get the managers of such places to cooperate met with cold reluctance or lack of interest. That attitude has changed to one of awareness of the problem and a desire to solve it. "How can we work out a solution?" they ask now. All too often in the past the bigotry of a small fraction of the customers was taken for the sentiments of the entire public.

Bowling 300. A great victory for equal rights occurred in April of 1949. Judge Sharbaro fined the American Bowling Congress \$2500 and ordered

its charter revoked because of the clause in its by-laws limiting membership to "white males only." Attorneys for the ABC asked that the organization be given a chance to change the by-laws, and at its annual meeting on May 12, 1949, the color restriction was wiped out. Since that time Negroes have been participating in city, state and national ABC tournaments. The first Negro to bowl 300—a perfect score—in an ABC-sponsored tournament did it here in Chicago in an ABC-sponsored league.

Rookie of the Year. It's no news that Minnie Minoso and other non-white players are with the Chicago White Sox, and that Minoso was voted the "Rookie of the year" his first term with the team. Interracial sports teams are such an obvious and natural thing we wonder now why it took so long to get them. They bring good human relations into the headlines. We'll have more of it when the colored players in the Chicago Cubs farm system get to Wrigley Field.

The City Champion in Three Cushion Billiards is a Negro. Another Negro champion is a 13-year-old girl who won two tennis championship matches in one afternoon in the Western Indoor Junior Girls and Girls Division meet. All this is graphic proof of the increased participation of Negroes in sports. Another proof can be seen on most of the daily open fee golf courses.

The first Negro member of the Illinois State Boxing Commission, Ralph Metcalfe, was appointed in 1949 after serving on the staff of the Commission on Human Relations for three years. We have Negro announcers, referees and timekeepers.

Equal Treatment in Public Places

Illinois law since 1885 has guaranteed the right of all persons to equal service in restaurants, hotels, taverns, stores, theatres and skating rinks, and other places of public accommodations and amusement. But the law has not always been observed.

The Commission undertook a program of education and negotiation with management, explaining the law. Complaints received by the Commission were discussed with management. Where ignorance of the law was pleaded information regarding the statute was made available. Where a single employee was at fault steps were taken to avoid recur-

rence. Where management expressed fear that trade would suffer under an open policy the Commission provided case histories of successful compliance. The few patrons who urged segregation, the Commission pointed out, did not represent community opinion.

Money or Change. Desire to avoid litigation has often been sufficient cause for management to agree to a nondiscriminatory policy. Most complainants, however, have been less interested in possible money damages or fines than in bringing about policy changes that would open accommodations to all.

Five years ago, few nonwhites other than celebrities could obtain accommodations at major Loop hotels. Legal, moral and social arguments were used against this barrier. In addition, the Commission compiled a list of national organizations that had bypassed Chicago as a meeting site for fear of unequal treatment to their nonwhite members. Added to social disapproval was a dollars and cents argument that the hotels and other business interests could understand. One by one they made their facilities available to all. Today, both organizations and individuals are served in these hotels without regard to color. An occasional complaint is still lodged with the Commission but investigation in most cases points to misunderstanding as the cause.

The Commission believes that the existence of the statute has been of great help in improving conditions over the past five years. Generally, it has not been necessary to resort to legal sanctions. The mere existence of the power has made it possible for the Commission to discuss general policies as well as specific complaints with management representatives. Although the Mayor has the authority to revoke the license of any establishment violating the law there has been no occasion when this has been necessary.

"Your Civil Rights." As part of its education program, the Commission has prepared and distributed a handbook entitled "Your Civil Rights." Included is a summary of state and city civil rights laws, and an outline of steps to be taken by any person who feels that his rights have been violated. Officers in police training classes have been familiarized with these laws and with their role as required by statute.

Many groups which formerly avoided Chicago have visited our city in the past several years. They take with them—to their homes all

over the world—the story of a friendly reception. This, in turn, helps build the reputation of a community which numbers among its citizens persons from as many different places and backgrounds as can be found anywhere in the world.

WHAT OF THE FUTURE?

What is happening and will happen as nonwhite families move into all-white neighborhoods? The Commission on Human Relations does not believe that the stability and unity of our communities depend on the race or religion of those who live there. However, problems arising in communities undergoing change must be met by the people living on the blocks in these areas. Stability and unity must be actively sought.

These are the problems:

1. How can we keep white people from running away when the newcomers—Negroes or Orientals or Spanish-speaking peoples—move into the neighborhood?



2. How can the newcomers be brought into the life of the community?
3. How are the standards of the community and the property of the neighborhood to be conserved and improved?
4. How is the community to be organized so that these problems can be met and new leadership trained to help expand democratic living?
5. What relation does such community organization bear to the rest of the city? What organized relationships must be set up?

Don't Run Away

There are people in hitherto all-white communities who just must run away. There are those who are leaving because of normal reasons—family outgrowing its living quarters, better economic position enabling a house of better quality in an even more desirable surrounding. Then there are those who move because the place they rent has been sold, this time perhaps to a Negro.

But there are those who leave because they will not stay in a community where nonwhites are moving. These people have been the ones who organized and led the Property Improvement Associations for the purpose of barring non-Caucasians. In fact, many communities were organized on the basis of resistance to Negroes and others. When a new set of values is the goal, who will supply the leadership to organize for it?

Churches Hold a Key. The decision of the religious institutions to stay in the community is one of the major factors in keeping the whites from running away. The church should be the first private institution to be approached on the problem of organizing in the changing community. The national policy of many Protestant denominations is against segregation. This is a decided asset. Who is to approach them? Clearly this is the role of the city-wide public or private human relations agency. There is almost always an organization of the Protestant churches and an organization of the temples in any community. Sometimes they work jointly. Sometimes the Catholic parishes are represented in this organization of ministers, rabbis and priests. An attempt must be made over an extended period of time to discuss with them their responsibilities for maintaining the interracial nature of the community.

The City Family. The role of the public institutions in the community is primary. The public school, library, parks, police, the services of the different city departments, such as garbage collections, street lighting, health, etc.—all of these departments have to be tuned up to meet the new responsibility. The general pattern has been that when nonwhite groups come into a community these services tend to lose efficiency.

The Chicago Commission on Human Relations has developed a technique which it calls "The City Family Meeting." In crisis periods and in community areas undergoing population changes, the Commission calls together the heads of the city departments: the local police captain, district superintendent of high and elementary schools, principals of all the schools, local librarian, district supervisor of the parks and the persons in charge of each of the local parks, district fire chief, and the officials at the fire stations, the local ward superintendent, and other city representatives in the area. At this meeting, the facts of the population changes are given and tensions are reported.

Each department is asked what it is doing to meet these problems and what it plans to do. This City Family Meeting is often the first time city officers in the local neighborhoods have met each other or worked in concert together on any community problem. Information about the way the problem is being handled in other communities is shared and plans are made. Cooperative effort among the departments and the fulfillment of each department's responsibility to the local community plays an important role in improving intergroup relations. Such action gives assurance to the white families and makes them want to remain in the community. It likewise gives the new nonwhite families a sense of security and the desire to join forces with the others to improve the community.

How Can the Newcomers Be Brought Into Community Life?

Elements of the Negro community and the institutions which have developed within it as part of the segregated pattern have found that there is a certain power in segregation. For one thing, it eliminates competition and assures a market, even though limited. There is a vested interest on the part of some Negro institutions in segregation. Some



Negro religious groups are reluctant to give up this pattern of non-competitive church membership. The neighborhood community must be helped by the larger community to deal with many problems. Here the City Human Relations agency must raise the question of church integration with the Federation of Churches and with the Negro denominations.

Audit of Service. Integration of the newcomers means other things as well—equality of treatment at the local restaurants, hotels and recreation places, which hold a license from the City to serve the public. This includes bowling alleys, pool halls, taverns, etc. It means also equality of treatment by laundries, milk distributors, stores and other commercial establishments. Education in Civil Rights can happen fast and travel far in a local community through a direct survey and audit of such services. This puts into practice a most important form of democratic action by voicing a community point of view to those doing business there.

The Human Relations Commission comes in when local efforts fail or when advice and counsel for further action by the community group is needed and sought. Free participation in these community services tends to rub off the strangeness which nonwhites are supposed to have. The distances between people become shorter and their understanding more complete.

Audit of Opportunities. Integration into the community life requires yet another step. An audit of opportunities must also be made. Inter-

racial staffs in food stores, dry goods stores, service stations and other places of business make for stability. When everyone shares in the opportunities of the community there is no need to set up segregated Negro or Japanese American or Mexican American establishments as such. They are to be welcomed as a logical development and fair employment practice should be expected of them also.

Fork in the Road. The most difficult task of community organization is the full enlistment of the newcomers. For many white people and for most Negroes and Orientals, working together in a community organization will be a new experience. It must be remembered that the Negro who moves into this new community and lives across from the First Baptist Church has ties back in the segregated neighborhood. Perhaps he has been the deacon of the Abyssinian Baptist Church for twenty years. His children all belong to that Sunday school. The church is now five miles away, but his loyalties are still there. As a real estate man he belongs to the segregated Negro real estate board and is still in a major way interested only in the listing and the sale of properties to prospective Negro purchasers. He carries with him the whole tradition of fear about listing and trying to sell properties too far away from the established Negro community. His intention like that of most of his fellow Negro brokers is to list and sell the properties on this block, house by house. Soon the whole block is Negro. Then he will sell the houses on the next block. And the segregated pattern has won again.

Evangelistic Spirit. All this is up for change. Should the pastor of the white First Baptist Church across the street make an effort to get this man into his church? Of course, he should, but it will require an evangelistic spirit, like the primitive Christian Church had, to do it. Should the hitherto all-white local district Chamber of Commerce and real estate group invite this man to join? Of course, they should. But this Negro real estate broker may have vested interests in the Negro business community. In fact, he may be the president of one of those segregated organizations. Will his segregated organization let him loose to participate as a person in his new community? What about his church?

Recently in Chicago an interracial meeting of church groups was called by the Church Federation to face some of these problems in one of the changing communities of the city. A Negro pastor, thinking he was advancing the cause of peaceful, good intergroup relations, stated

emphatically that the white churches need have no fear that his members would "bother" them. They would all come back to the "home" church, he said, meaning the Negro church. And, he went on to say, their children would all be brought back there for church school. When and if there came to be a large number of his parishioners in that new community, they would start their own church. This Negro pastor flung a doubt into the decisions which were forming among white church members. They were about ready to move for the opening of membership in their own churches. This minister's point of view seemed to corroborate the idea which a few whites had advanced, that the "Negroes want their own churches."

Deeply Laid Ties. If our Negro real estate broker is to play a part in the new neighborhood, it can readily be seen that a large number of deeply formed ties have to be severed, or at least major adjustments made. In the development of a local community organization such a man should be included from the start. Patient and persevering work must be done to get him to assume the leadership in the new community of which he is capable. One of the functions of the Commission on Human Relations is to know such men through long personal association in other programs dealing with Civil Rights. This man would be included in the first planning setups and more deeply involved as the organization goes forward.

It can readily be seen that the problem of this one Negro real estate broker can be duplicated in the Negro doctor, newspaper man, social worker, professional man and woman and the ordinary working man who moves into the new community. The new mixed community is the battleground for the removal of this "segregated-mindedness" of the Negro, which he has adopted in defense against "white supremacy" and "white superiority" notions. In our new interracial communities we have the opportunity to eliminate ideas of caste and prove the fundamental premise of our democratic faith, the equality of all in rights and responsibilities.

Test of Faith. This phase of community organization, where the first integration efforts are made are the greatest test of faith and perseverance. No light heart will survive the ordeal of defeat which attends much of these beginning efforts. Nor is it proved that this integration

process will finally stabilize the relationships in any given community. However, there are so many promising starts in so many places that it looks workable. It must be realized that we shall need to undo in ten or twenty years what we have been doing for the past two hundred, at least in the United States.

How Can the Community Be Conserved and Improved?

In most of the communities now undergoing population change, there are different types of residential property and a variety of conditions of maintenance. Along the border between white and Negro communities there is the "never, never" land. That is, "never spend a dime for repair, because you will soon be selling to Negroes." And sure enough that is exactly what the owner does, and at a premium price for a neglected building. Scattered somewhere in these old communities will be large old houses of middle-class owners who long ago left for the suburbs. There are apartment buildings with seven, eight, and even ten-room apartments. There are single family small homes. It is a good residential area, free from factory concentration and served by good transportation. The neighborhood, if conserved, will last for years and years. The public buildings are in good repair, and with a few additions can serve a larger population. The houses and the apartments are full of people.

25,000 Families. It is into such communities that Negroes, Japanese Americans, and Spanish-speaking people are beginning ever more rapidly to move. According to the best estimates that can be made, some 25,000 Negro families have purchased and occupied homes outside of the Negro segregated areas during the past three years. It is further estimated that this represents the use of about one-fourth of the accumulated capital and credit which Negroes have for the purchase of property. The pressure to convert the big houses into small kitchenettes, and house two and three families on each of the three floors of these houses, using the baths and the kitchen in common, will continue. In other words, exploitation is ready to descend like a vulture on these new interracial

communities. We know that the large houses and the large apartments will and should undergo conversion. But how? Is there any way that a community can plan these conversions, obey the zoning restrictions, and convert while they conserve?

Long-term Self-interest. The long-term self-interest of Negroes and other new investors in the property of these communities must be enlisted. The urge to exploit is not attributable to any particular color group. Neither is the urge not to exploit. The ability to make money out of the terribly tight Negro housing market is being learned by a lot of new people, some Negroes. The enlistment of the Negro property owner in holding down these exploitative efforts is a sound proposition. Conservation policies and agreements with legal status can be jointly created. Organized policing of the zoning restrictions and joint action with others to watch for illegal conversions can establish standards for each block. These are steps that a community organization must take if the new neighborhoods are to be conserved.

Both Negro and white brokers may be directing their full sales force upon one or more communities, or on only those communities which are peripheral to the established Negro community. Or again, they may be listing and selling to nonwhites only certain types of property; namely, the worst run-down, the most dilapidated and on the most undesirable streets, such as those next to the railroad or up against factory properties. This brings the whole pressure of the purchasing power of the Negroes and other minority group families squarely upon limited areas of the city. Such pressures are almost impossible to withstand, unless the community under such pressure joins hands with other communities in such positions and uses every bit of its power to open the entire city, the entire housing market of the city to "anyone who has the money to buy or rent."

Clear Slums—Create More. Another thing must be considered. The slum clearance and redevelopment program is forcing a tremendous number of people out into other communities. If the slum is being cleared for public housing, then at least two-thirds of the people in the area are going to be ineligible for public housing because the family income is too high. In addition, most rebuilt areas are deliberately planned for a reduction in the population which inhabits the area. The proposed New York Life project, "Lake Meadows," in Chicago is a fair example.

This area once held some 3,300 families. When completed it will house some 1,600. Hence there is always the need to find housing space for the families who cannot be accommodated in the new development. Many of the slum clearance areas in our industrial centers are now occupied by Negroes. The displacement of Negro families puts even more pressure on the neighborhoods immediately adjacent. It will profit us little to clear slums while we create more right next door.

Three Threats. The facts show that the only ways residential property depreciates in value are: 1) by undermaintenance, 2) overuse, and 3) changing from residential to commercial or industrial uses. The color of the skin of the occupant has nothing to do with it. Every community where change is going on, therefore, must be organized to combat these three causes of deterioration. A community organization interested in the maintenance and conservation of property values must return to these basic tasks. All property owners and renters must be enlisted. The steps here can be accomplished through block organization and legal assistance as needed. The city-wide Human Relations agencies, public and private, cooperating with other civic groups, members of the city governing body and the local communities must put on the ordinance books more stringent zoning laws, sharply curtailing the chance for commercial developments to slide into these communities and sharply lifting the requirements for conversions. Every converted unit for family occupancy should have its own private bath and kitchen, and a certain number of square feet must be available per person, or only a certain number of people allowed to occupy any given room. Occupancy standards of this kind have been established in public housing projects and adhered to. Community organizations, city-wide and local, must arrive at similar occupancy standards.

Community Planning. From this it can be seen that a community organization which is dealing practically with Human Relations problems moves steadily into community planning. People live in houses. Inter-group relations have to do with those houses and the way they are used and maintained. Community planning must bring about solid and sound conversion of this structure, razing of that structure, the use of vacant property in the area, the introduction of street use, lighting facilities, traffic directions. Because there is cynicism and loss of faith

in the future of the community on the part of many former leaders, the new community organization must develop a new leadership from all the elements in the community.

Can New Leadership be Trained for Democratic Living?

The old organizations in the community have either fallen apart or are proving inadequate through lack of understanding of the problem. Leadership which formerly "ran" the community has "run" away, or because of its past position on racial matters is no longer acceptable to those residents who want to start in a new direction or to the new people who have just come in. To meet the problems of conservation and neighborhood improvement we often see springing up in these changing communities all-Negro organizations. This process results in further race segregation of the minds and persons of people who have a common problem.

An instrument or device is required through which the community can be stabilized and preserved no matter what population variations take place. Three types of experiments are going on in Chicago in the communities we are describing:

A Patient Try. In one community a "Committee on Human Relations" has been set up by a new agency which was reformed from an old improvement association. At the request of the Commission this committee was convened. It discussed in detail some of the problems outlined here. The chief concern of some members of the Committee was the "crime" problem. The Commission representative present urged the gathering of a number of interested individuals from the community. The staff had come to know many Negro families during the troubles which had beset this community three years before when the first Negro families moved in. Also staff members were in touch with a considerable number of white church leaders and citizens who were interested in working on this problem. In fact, many of these people had been urged to work through the new community organization, and they had waited patiently for some form of action.



The names of these people were given to the local Committee on Human Relations which called a meeting where again the subject of "crime" was foremost. Finally it was possible to suggest that the group set up a community area organization.

In this community the Chicago Commission on Human Relations waited for a long time, perhaps too long, for the reorganized community organization to start moving. The staff of the Commission will now work in this community to bring about the long-needed area and block organization of the people on an interracial basis. Under the common tent of the local "Committee on Human Relations," efforts will be made to develop a central organization in the community dealing with the problems of intergroup relations.

A Second Failure. A second kind of effort was made in a community having an established community council—that is, an organization made up of organizations. Some three years ago attempts were made by the Commission on Human Relations to interest this community council in handling these problems through its own structure or by special committees. Compared to other communities this one looked like the best area of the city where such an experiment might be tried. There had been no violent anti-racial demonstrations against the homes or persons of Negroes who had occupied apartments and dwellings there. At the time when the community council was approached, it was presided

over by one of the outstanding liberal minded leaders of the city. An organization of good repute which belonged to the council attempted to get it to undertake the tasks which have been described above. Over a period of two years this effort was patiently and firmly put forward, but without positive results. The community council was made up of organizations, many of which were not themselves ready to face the issue in their own membership. Hence, they were not willing to do it in the community council. This effort to get an established community council to undertake the solution of intergroup relations problems failed. But the problems did not fail in that community. They grew night and day.

A Bright Hope. A third strategy was adopted. Over a period of a year the Commission on Human Relations worked with several groups, mostly from religious institutions. This resulted in the calling together of people from the separate groups. Then other persons in the community who had shown interest were brought in. With this enlarged group the problems described here were analyzed and lines of organization suggested. Several sessions, each time with additional people present, resulted at length in the organization of a community-wide conference group, which soon became known as "The Hyde Park-Kenwood Community Conference." In a short time a statement of objectives was developed, a community meeting was called, and the organization was launched.

It is important to note that the forces which formed the nucleus of this first community organization came largely from the synagogues and churches of the area, notably K. A. M. Temple, The Quaker Meeting, The First Baptist Church, and the First Unitarian Church. A minister became the first chairman. The Commission had early enlisted the cooperation of a University of Chicago professor and a group of his graduate students in the community problems. From the beginning this group played a major role in the organization and training of the personnel of the new community organization. Commission representatives worked cooperatively with the group, withdrawing gradually from active participation, but always available for consultation and cooperative action.

This Hyde Park-Kenwood Community Conference has reached the stage of its first maturity. It has a full-time staff, a community office,

an active series of committees made up of local citizens, the help of special consultants, a program of action, and some 1,500 members. Its reports are a gratifying record of this experiment in a community which is organizing around a new set of principles and projects.

An audit of the physical structure of the community is now serving as the basis for planning its conservation and redevelopment. Earlier there was a survey of neighborhood compliance with the state statute on equality of service in places of public accommodation. This organization received in 1951 the first honorable mention in the Lane Bryant national award for distinguished service to its community.

New Dynamic. The basic unit of this third type of community structure is the block organization. As the road stretches ahead, it would appear that this group has brought a new dynamic into community



organization and should provide guidance for similar communities undergoing population changes.

In another community, completely devoid of organization after the old improvement association died, the Commission on Human Relations followed a similar pattern. The organization of this community was going on while there were dangerous tensions. Little groups of two or three people interested in maintaining the peace and in trying to develop neighborly relations with the newcomers were drawn together in private homes. After some eight months the number of people involved had reached thirty. The going was hard. Every effort to interest the churches had produced little result except the maintenance of an uneasy peace. The Commission used its "City Family Meeting" in this area to good advantage. The District Superintendent of Elementary Schools volunteered the aid of the public school in fostering a community movement. The first meeting where all the people from the little groups were brought together was held in a school house under the joint auspices of the Board of Education and the Commission on Human Relations. From that beginning this community organization, bringing together the neighbors of every creed, nationality and race, has proceeded to work on the problems outlined. The solution was made more difficult by the decision of at least two of the religious institutions of power and leadership to leave. But a Protestant denomination, the churches of which are strong in this area, is taking another direction and providing leadership in this community organization, "The Park Manor Neighbors." The Roman Catholic Church, resident church of one of the great bishops of Chicago, has a mixed membership. Its parochial school is made up of an

interracial student body. It, too, should supply leadership in this community organization.

In our effort to cut down strife and develop creative and harmonious relationships between groups this type of community organization appears to be the best answer. The people working in it know they are at a frontier. The Commission on Human Relations knows that these efforts are experimental. They are the attempt of the local community and city-wide human relations agencies to develop a neighborhood organization which can deal with intergroup problems. Just as the problem varies in each community so too the answer to the problem must be met in the final analysis by the community itself. The Commission will press forward its work with this type of community organization and has asked the City Council for additional funds for this purpose. This, we believe, deserves a major emphasis of the future.

* * *

Said Thomas Wright in an address December 11, 1951:

"Too often we think of Democracy as some absolute ideal, already described and known. Actually, democracy is a process—it comes out in living, it grows, loses ground, bounds back, is tested and retested, won, lost, rewon. The effort to extend this democratic process is the measure of our freedom and maturity . . ."

The people of Chicago are working at democracy. A precious way of life is at stake in this struggle to win equality of opportunity for all and full respect and recognition of the dignity and worth of every human being.



AWARDS FOR 1947-1951

1947

To the ILLINOIS BELL TELEPHONE COMPANY for hiring and training qualified Negro girls as switchboard operators, integrating these girls into the regular working force without segregation.

To the SOUTH CENTER DEPARTMENT STORE for pioneering in the employment of Negro personnel as retail salespeople; for the adoption of an outstanding sales training program and the advancement of qualified individual Negroes into positions of higher merchandising responsibility; and for establishing on the south side a merchandising policy of standard goods at standard prices.

To FATHER DANIEL CANTWELL for his leadership in civic organizations dedicated to increasing understanding among all people in our city; for his quiet yet firm stand in support of equality of rights for all citizens; and for his saintly spirit in situations of tension and conflict.

To RABBI JACOB J. WEINSTEIN for his courageous public stand against racial restrictions in housing; for his continuous and devoted support of equality in civil rights; for the welcoming of men of all faiths and races to the pulpit of K. A. M.; and for instilling his convictions into the active life of the K. A. M. membership.

To THE REVEREND EDWIN RAY BOND, Minister of the Morgan Park Methodist Church, for his clear manifestations of his Christian convictions in a community situation reflecting violent racial attitudes; for his fair and unfailingly patient chairmanship of a series of difficult discussions among the Protestant ministers of the community, in an effort to obtain unified Christian expression against violence and in support of a public policy of nondiscrimination in veterans' housing projects.

To the CHICAGO PARK DISTRICT for initiating a program of training in human relations for its police officers; for producing the manual "Police and Minority Groups"; and for establishing professional

training in human relations as a regular and permanent part of the Park District Police Academy program.

To the CHICAGO HOUSING AUTHORITY, which, in the face of the severest attacks and opposition, carried out its nondiscrimination policy in the selection of tenants for the Veterans' Emergency Projects, thus implementing its responsibility as a public agency of serving all the citizens of Chicago with impartiality.

To JOHN M. LANG for his vision in suggesting to the North Park Property Owners' Association the creation of a community committee to welcome all families, regardless of color or creed, into a veterans' housing project; for his acceptance from this Association of the responsibility for organizing the first such committee in Chicago; for supplying his own trailer as a canteen on move-in day; and for the fine spirit of cooperation demonstrated by him and his colleagues in helping veterans—Negro and white alike—to move into their trailer homes in North Park Court.

To MISS NELLIE F. RYAN for her intelligent application of the best principles of human relations to her professional responsibilities as a District Superintendent of Public Elementary Schools; for her leadership in organizing "move-in day" canteens which served all veterans and their families equally at Hanson Park Homes and LaFollette Park Homes, thereby influencing community attitudes in terms of the democratic rights of all citizens.

To MRS. WALTER R. SASSAMAN for her leadership in organizing a goodwill council in an area fraught with tension and apprehension; for her gallant services in connection with the council's move-in day canteen at Fernwood Park Homes, which served Negro and white veterans and their families under extremely trying conditions; for her personal courage in the face of bitter criticism; and for her untiring efforts to develop understanding of the problems of human relations in her community.

To the FIRST BAPTIST CHURCH at 933 East 50th Street for receiving into the membership and fellowship of the Church people of Japanese ancestry, who were new arrivals in the community; for the appointment of the Reverend Jitsuo Morikawa as Assistant Pastor;

and for the high Christian statesmanship exhibited by the recent calling of the Reverend Morikawa to the full pastorate of the Church—the first member of a nonwhite group to occupy such a position in a Chicago church having predominantly white membership.

To MISS LEA D. TAYLOR for her long and devoted leadership as head resident of Chicago Commons, which has always served with complete fairness all the constituent groups in its community; for the generous outpouring of her own energy and strength and that of her staff and the fullest utilization of the House facilities in the service of the Negro families involved in the disastrous fire at 940 West Ohio Street —thereby demonstrating the highest kind of community responsibility; and for her continuing efforts to organize all elements in the community to face and solve democratically the intergroup, interfaith, and inter-racial problems of the neighborhood.

1948

To DR. JOHN LAPP, President, Citizens Schools Committee, who, believing that all people are equal, has acted on that principle in his capacity as President of the Citizens Schools Committee by joining men and women of all faiths and races in a dynamic struggle to bring about and maintain equality of educational facilities and opportunities for all youth in the public schools of Chicago.

To EDWARD MARCINIAK, who, as founder and leader of the Catholic Labor Alliance, has shown how religious groups may advance the principles of Christian behavior and universal brotherhood without racial discrimination among all men who work, and who, as editor of the magazine "Work," constantly upholds these principles, thus giving practical direction to democratic sentiments and faiths.

To FOWLER McCORMICK, Chairman of the Board, International Harvester Company, who, as President and now Chairman of the Board of the International Harvester Company, has exercised unusual leadership in advancing a policy of nondiscrimination, and has implemented that policy by means of an education program which infuses the ideals of equality of opportunity in hiring and advancement throughout the operations of the company.

To MICHAEL REESE HOSPITAL, which is serving all people by providing hospital care without discrimination, by opening up opportunities on its technical and administrative staffs and in its nurses' training program to members of all minority groups, and which, in its planning for a greatly enlarged service institution, has drawn into its planning operations representative individuals from all groups, thereby hewing out new paths of democratic leadership in the service of all the people.

To BEN PARK, who, as writer-producer of "Report Uncensored," contributed constructively to the education of Chicago's citizens on the problems of housing for members of minority groups, and who boldly handled these controversial aspects of the housing problem with taste, competence and objectivity, thereby setting a standard of broadcasting for all to emulate.

To CAPTAIN MICHAEL SPATZ, Chicago Police Department, Woodlawn District, who, in the discharge of his duties as a Chicago Police Captain, has displayed understanding and fairness in dealing with intergroup problems in his police district, who has earned confidence and respect for democratic law enforcement procedures, and whose firmness has done much to prevent racial friction from breaking into open conflict.

1949

To CLIFFORD J. CAMPBELL, who, in spite of tremendous obstacles, has developed Dunbar Trade School into one of the leading trade schools in the country; has fashioned a competent staff and has attracted thousands of Negro youths into training for industrial trades, and whose intelligent vision and patient persistence has opened avenues of skilled employment and membership in trade unions to Negro young men and women.

To WILLIAM A. LEE, who embodies in his personal life the principles of respect for the dignity and equality of all men and whose leadership in the organized labor movement is challenging all trade unions in the Chicago Federation of Labor to remove membership barriers and discriminatory practices based on race, religion or ethnic origin.

To JAMES O. SUPPLE, who as Religious Editor of the Chicago Sun-Times has reported the constructive activities of all religious groups with honesty and fairness; has given proper emphasis to the activities of these groups in intergroup relations, and who, in his dealings with all racial, religious and ethnic groups has fulfilled the highest democratic ideals.

To MAREMONT AUTOMOTIVE PRODUCTS, INC., which has practiced good business sense by hiring and advancing employees on merit and capacity, regardless of race, religion or nationality, and which through its President, Arnold H. Maremont, has given courageous and intelligent leadership in many places of high civic responsibility for equality of opportunity for all men.

To RADIO STATION WMAQ, which through its public service programs, particularly "Destination Freedom," done in cooperation with the Chicago Defender, and through the day-to-day excellence of its news reporting services has served to widen the understanding of all groups, and lend sober intelligence to the problem of living together as neighbors.

To the COOK COUNTY BUREAU OF PUBLIC WELFARE, which, by its policy and administration, has served all people in need without discrimination, and whose personnel practices of hiring and advancement have been based on merit alone, setting thereby a high standard of public service.

1950

To CARSON PIRIE SCOTT & COMPANY, whose policy of employing on a merit basis without regard to race, creed or color in its Chicago State Street Store has opened up job opportunities for qualified minority group workers; who has assigned these workers to various departments, is upgrading the most competent, and training all its personnel for yet more responsible positions, and which by this employment policy is giving a living demonstration of the American democratic way of life.

To the SOUTH CONGREGATIONAL CHURCH, which opened its services and membership to all persons, regardless of race and national

origin who wished to worship and participate in its fellowship; electing to responsible positions in the church capable people of every group and which in its ministry, its programs, and its church school exemplifies the full application of Christian brotherhood in human relations, and which in an area of tensions has given pioneering leadership to the advancement of better relations between all groups of people.

To the HYDE PARK-KENWOOD COMMUNITY CONFERENCE, which in a changing community has organized individuals of every race and creed into a community organization which is working—to dispel fear of and fear by new neighbors; to maintain and advance occupancy and community standards; to welcome residents of all races, religions, and national backgrounds into the full rights, privileges and responsibilities of all the accommodations, civic organizations, and institutions of the community—and which stands for the basic right of all persons, peacefully and lawfully to bargain for, rent, buy and occupy living space anywhere and which is working to extend these standards of human relations throughout the City of Chicago.

To THOMAS CROWE, who as President of the Catholic Interracial Council, has worked with great vigor to promote understanding of and solutions to human relations problems in numerous Chicago communities; who has constantly inspired individual Catholic laymen and Catholic organizations to take ever more positive action in these communities, and in all these efforts has combined in practical effectiveness the ideals of democracy, religion and ethics.

To MRS. VIRGINIA MASON, who, as World Understanding Chairman of the Chicago Region, Parent Teachers Association, has given courageous leadership in bringing the local Parent Teachers Association groups to the study, wider understanding of, and action on Human Relations problems as they affect the local school; who has cooperated with the Board of Education in developing specialized training in Human Relations for Parent Teachers Association leaders; and who has devoted time and effort through the Beverly Hills-Morgan Park Council on Human Relations to the solution of pressing interracial problems in her home community.

To PERRY WOLFE, who created and produced in cooperation

with Radio Station WBBM a series of radio presentations "The Quiet Answer"; who wrote into their scripts the truth about the problems of human relations in Chicago—always with quiet, honest, humility and dignity; and who, by this production, gave vent to thousands of the sympathetic and understanding citizens of Chicago in facing and solving these problems in human relations.

1950 ACHIEVEMENT CITATION

To LUCY P. CARNER for distinguished professional service in bettering intergroup relations in the field of Social Welfare in Chicago.

1951

To HERBERT BEBB, who has demonstrated the value of voluntary action on the part of citizens in the bettering of human relations; who has given leadership in the Men's City Club, other civic agencies, and in his home community in the development of understanding and conviction with regard to the problem of intergroup relations; who has been untiring in his advocacy of the elimination of race-labelling in the newspapers; and who in his personal life demonstrates fair dealing with every individual.

To DR. HEROLD C. HUNT, who, as General Superintendent of the Chicago Public Schools, has redistricted the elementary school districts free from consideration of race, religion, or ethnic origin of the inhabitants of those districts; who has established under his personal guidance an administrative committee representative of every level of the teaching and administrative staff (the Human Relations Committee of the Chicago Public Schools); who has directed this committee to study and deal on a day-to-day basis with intergroup problems in every segment of the public school program and activities, and under whose leadership and philosophy democratic human relations have been made an integral part of the entire public school program.

To HERBERT THELEN, who has given vigorous leadership in developing the block organization of the Hyde Park-Kenwood Community Conference; who has helped community residents of all races and creeds to solve their common problems as neighbors; who has trained

these persons to assume democratic leadership in organizing and conducting block activities; who has unstintingly given his professional guidance and experience to civic groups throughout the city working on intergroup relations problems, and whose leadership in the development of theoretical and philosophical concepts in education for better intergroup relations is receiving increasing national recognition.

To WIEBOLDTS STORES, INC., whose announced policy of merit hiring has opened employment opportunities in nontraditional jobs to individuals from minority groups; who has placed qualified workers in sales jobs without regard to their race, religion or national origin; who has employed minority group workers in a wide variety of jobs throughout its many establishments, and by this practical demonstration of a sound personnel policy is making a major contribution to democratic human relations in Chicago.

To the YOUNG MEN'S JEWISH COUNCIL, which in a community undergoing rapid population changes, has directed the policy of its affiliates, the American Boy's Commonwealth, to the end that boys of all races and creeds are accepted into membership; which has shaped its program and trained its personnel to fully implement this policy, and which has taken leadership in eliminating discriminatory practices in all private and public recreational services in the North Lawndale community.

To GEORGE WILLIAMS COLLEGE, whose policy of admissions is completely nondiscriminatory; whose enlightened training of young men and women in group work has emphasized a clear-cut philosophy of democratic intergroup relations; whose facilities have been freely used by all peoples without regard to their creed, color or national origin; and whose summer College Camp at Lake Geneva, Wisconsin, exemplifies in staff, in the acceptance of guests, and in the conduct of all its activities the democratic belief in the worth and rights of every individual.

1951 ACHIEVEMENT CITATION

To ELIZABETH SCHNEIDER for distinguished professional service in bettering intergroup relations in the field of Social Welfare in Chicago.

CITY OF CHICAGO

MARTIN H. KENNELLY, MAYOR

Commission on Human Relations*



AUGUSTINE J. BOWE, *Chairman*
Attorney

WILLARD S. TOWNSEND, *Vice-Chairman*
International President, United Transport Service Employees
of America, CIO

DR. JULIAN H. LEWIS, *Secretary*
Pathologist, Provident Hospital

ELY M. AARON
Attorney

MORRIS BIALIS
Manager, Chicago Joint Board
International Ladies Garment Workers, AFL

DR. PRESTON BRADLEY
Pastor, Peoples Church of Chicago

LESTER CROWN
Vice President, Marblehead Lime Company

DR. U. G. DAILEY
Senior Surgeon, Provident Hospital

JEROME J. FRIEDMAN
Attorney

MRS. WENDELL E. GREEN

MAURICE McELGOTT
Secretary-Treasurer
Illinois State Industrial Union Council, CIO

MRS. WILLIAM PETERSEN
President, Board of Hull House

ROBERT R. TAYLOR
Secretary, Illinois Federal Savings & Loan Association

*Commissioners as of December 31, 1951.

Appointed May 1952
PETER R. SCALISE, Attorney

Appointed August 1952
Mrs. B. J. MIX

Commissioners who served during the period 1947-1951

EDWIN R. EMBREE
Chairman of the Commission July 1943 to June 1948. Deceased 1950

MRS. RUTH MOORE SMITH
Secretary of the Commission July 1943 to January 1948

FRANK ANNUNZIO
March 1948 to December 1948

MISS NANCY BLAINE
June 1949 to November 1951

MORTON BODFISH
July 1943 to February 1948

MISS HELEN P. BULL
March 1948 to June 1949

RAYMOND DRYMALSKI
December 1946 to September 1947

LEONARD S. FLORSHEIM
December 1946 to November 1947

LEON GLENICKI
March 1948 to November 1951

ANTON JOHANNSEN
July 1943 until his death in February 1951

DR. CHARLES S. JOHNSON
July 1943 to April 1948

JAMES S. KNOWLSON
July 1943 to March 1948

JUDGE MICHAEL L. ROSINIA
December 1946 until his death in October 1947

MISS SARA E. SOUTHALL
December 1946 to December 1950

Executive Staff December 31, 1951

THOMAS H. WRIGHT
Executive Director

ELEANOR DUNGAN, Director
WILLIAM H. GREMLEY, Assistant
Department of Public Information and Education

MAYNARD I. WISHNER, Director
FREDERICK D. POLLARD, JR., Assistant
Department of Civil Rights

CORNEFF R. TAYLOR, Director
FRED CHUSID, Assistant
Department of Community Services and Organization

CORA GLOVER, Office Manager

DOROTHY ROBINSON, Stenographer
MITSUYE TSUTSUMI, Stenographer

New Appointments

July 16, 1952—DOUGLASS R. TURNER, Director Department of Community Services and Organization

Sept. 1, 1952—ELEANOR WRIGHT, Acting Director Department of Public Information

Oct. 1, 1952 —DAVID McNAMARA, Assistant Department of Civil Rights

Executive Staff who served during 1947-1951

RUSSELL BABCOCK, Director
Department of Public Information and Education
February 1, 1946 to December 31, 1948

RALPH H. METCALFE, Director
Department of Civil Rights—March 1, 1946 to May 1, 1949

JOY SCHULTZ, Director
Department of Community Services and Organization
March 1, 1946 to December 31, 1948

VERONICA VAN METRE, Assistant
Department of Community Services and Organization
January 4, 1949 to January 1, 1950

SONYA SAMMEL SAPER, Assistant
Department of Community Services and Organization
February 6, 1950 to November 11, 1951

Publications of the Chicago Commission on Human Relations

RACE RELATIONS IN CHICAGO

Annual Report of the Mayor's Committee on Race Relations, December, 1944, (Chicago: Mayor's Committee on Race Relations, 1944), 25 pp.

SUMMARY OF MAYOR'S CONFERENCE ON RACE RELATIONS

By Edwin R. Embree, (Chicago: Mayor's Committee on Race Relations, 1944), 7 pp.

NEGROES IN CHICAGO

A Picture Primer on Race Relations, Prepared by Mary-Jane Grunsfeld, (Chicago: Mayor's Committee on Race Relations, 1944), 32 pp.

CHICAGO CHARTER OF HUMAN RELATIONS

Adopted by Chicago Conference on Home Front Unity, November 6, 1945, (Chicago: Mayor's Committee on Race Relations, 1945), 14 pp.

HUMAN RELATIONS IN CHICAGO

Report of Commissions and Charter of Human Relations. Adopted by Chicago Conference on Home Front Unity, October 30, November 6, 1945, (Chicago: Mayor's Committee on Race Relations, 1945), 48 pp.

RACE RELATIONS IN CHICAGO

Annual Report of the Mayor's Commission on Human Relations, 1945, (Chicago: Mayor's Commission on Human Relations, 1945), 58 pp.

HUMAN RELATIONS IN CHICAGO

Report for year 1946 of Mayor's Commission on Human Relations, (Chicago: Mayor's Commission on Human Relations, 1946), 157 pp.

YOUR CIVIL RIGHTS

A Handbook on Civil Rights Violations and Corrective Action, (Chicago: Commission on Human Relations, 1949, 41 pp.; Revision, 1951), 47 pp.

HUMAN RELATIONS IN CHICAGO

Inventory in Human Relations 1945-1948 and Recommendations for the Future. Adopted by Chicago Conference on Civic Unity, January 13, 1949, (Chicago: Commission on Human Relations, 1949), 92 pp.

FOURTH CHICAGO CONFERENCE ON CIVIC UNITY 1952

Abridged Report of Proceedings. Inventory in Human Relations 1949-1952 and Recommendations for the Future. Adopted June 2, 1952, (Chicago: Commission on Human Relations, 1952), 112 pp.

City Ordinance Under Which Commission Operates

Be it ordained by the City Council of the City of Chicago: Chapter 21 of the Municipal Code of Chicago is amended by adding thereto four new sections to be known as Sections 21-49 to 21-52, both inclusive, under the title of Commission on Human Relations as follows:

Commission on Human Relations

Section 21-49. Declaration of Policy—Establishment of Commission.) The City Council finds that prejudice and the practice of discrimination against any individual or group because of race, color, creed, national origin or ancestry menace peace and public welfare; that to eliminate such prejudice and discrimination an instrumentality should be established through which the citizens of Chicago may be kept informed of developments in human relations, the officers and departments of the City may obtain expert advice and assistance in ameliorative practices to keep peace and good order and private persons and groups may be officially encouraged to promote tolerance and good will toward all people.

There is hereby established a commission to be known as the Commission on Human Relations consisting of fifteen members, one of which members shall be designated as Chairman, to be appointed by the Mayor by and with the advice and consent of the City Council.

They shall serve without compensation but may be reimbursed for any personal expense incurred in the performance of their duties. The Commission shall appoint, according to law, an executive director and such other persons as are provided for in the annual appropriation ordinance to direct its activities.

Section 21-50. Duties and Functions.) The commission shall cooperate with the Mayor, City Council, city departments, agencies and officials in: securing the furnishing of equal services to all residents, and where the need is greater, in meeting that need with added services; training city employees to use methods of dealing with intergroup relations which develop respect for equal rights and which result in equal treatment without regard to race, color, creed, national origin or ancestry; assuring fair and equal treatment under the law to all citizens; protecting the rights of all persons to enjoy public accommodations and facilities and to receive equal treatment from all holders of licenses, contracts or privileges from the city; and maintaining equality of opportunity for employment and advancement in the city government.

The services of all city departments and agencies shall be made available by their respective heads to the Commission at its request, and information in the hands of any department or agency shall be furnished to the Commission when requested. Upon receipt of recommendations in writing from the Commission, each department or agency shall submit a reply in writing indicating the disposition of and action taken with regard to such recommendations.

The Commission shall advise and consult with the Mayor and City Council on all matters involving racial, religious or ethnic prejudice or discrimination and recommend such legislative action as it may deem appropriate to effectuate the policy of this ordinance. The Commission

shall render an annual report to the Mayor and City Council which shall be published.

Section 21-51. Cooperation with Civic Groups and Governmental Agencies.) The Commission shall invite and enlist the cooperation of racial, religious and ethnic groups, community organizations, labor and business organizations, fraternal and benevolent societies, veterans organizations, professional and technical organizations, and other groups in the City of Chicago in carrying on its work. The Commission may aid in the formation of local community groups in such neighborhoods as it may deem necessary or desirable to carry out specific programs designed to lessen tensions or improve understanding in the community.

The Commission shall cooperate with State and Federal agencies whenever it deems such action appropriate in effectuating the policy of this ordinance.

Section 21-52. Investigations, Research and Publications.) The Commission shall receive and investigate complaints and initiate its own investigations of tensions, practices of discrimination and acts of prejudice against any person or group because of race, religion or ethnic origin and may conduct public hearings with regard thereto; carry on research, obtain factual data and conduct public hearings to ascertain the status and treatment of racial, religious and ethnic groups in the city, and the best means of progressively improving human relations in the entire city; and issue such publications and such results of investigations and public hearings and make such recommendations to the Mayor and City Council as in its judgment will effectuate the policy of this ordinance.

The above ordinance was passed unanimously by the City Council on December 12, 1947, establishing the Commission on Human Relations as an integral part of the Municipal Government of the City of Chicago.

This Book is based upon staff reports written by Maynard I. Wishner, Acting Executive Director; Eleanor Dungan; Frederick D. Pollard, Jr.; William Gremley; Fred Chusid; Douglass Turner; and edited and prepared by Eleanor Wright. The final section, "What Of The Future," is based upon an unpublished article by Thomas H. Wright. Other writings of Mr. Wright were used throughout.

Photographs

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